The Relationship between
Curriculum Proposal and Curriculum Practice
in the Brazilian "Elementary" School:
A Case Study of
Centro Integrado de Educação ~~Pública~~ PoPuLAR.

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To my mother

(A strong little woman who taught me how to face life

... with courage)

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ABSTRACT

This thesis deals with the relationship between curriculum proposal and curriculum practice in the Brazilian Educational System.

The thesis argues that there is a wide gap between curriculum proposal and the curriculum practice in Brazilian education. This argument is approached from the perspective of mediation processes, which occur between these curriculum phenomena. The study covers the period 1970 - 1990.

Following the Introduction, Chapter One, based on the review of relevant literature on curriculum proposal and curriculum practice, analyses the state of the Brazilian Primeiro Grau [First Level] School, as regulated by the Educational Law 5.692, of 1971.

Chapter Two examines some of the theories related to curriculum reforms, curriculum proposal and curriculum practice in order to provide a basis for the approach proposed for this study. Using the findings of Chapter One, this Chapter points to three arenas that are especially relevant for the relationship between curriculum proposal and curriculum practice. These arenas are: political support, bureaucratic structure and teacher training.

In Chapter Three, fieldwork is carried out in Germany in order to refine the mediation concept and to look at how it operates in a country where one expects good education results.

Chapter Four covers the fieldwork carried out in Brazil, more specifically in the State of Rio de Janeiro, in 1990. This research studies the mediation processes which occur in the relationship between curriculum proposal and curriculum practice in the three selected arenas.

Finally, in the Conclusion, the major outcomes of this study, based on the evidence described in the previous chapters, are brought together. Understandings of the mediation processes, active in the three selected arenas in the relationship between curriculum proposal and curriculum practice in Brazil, are highlighted.

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INTRODUCTION

In an ideal world the intention of the educational policy makers and the reality at the schools would be the same. In this thesis, the intention of the educational policy makers is called <u>curriculum proposal</u> and refers to what educational authorities (Federal, State and Municipal) have published as legislation in syllabuses and prospectuses as plans and guidelines. The reality in the schools is called <u>curriculum practice</u> and refers to the real life situation of pupils and teachers at the school; the reality is what takes place in the every-day running of the school.

Most literature in the field of curriculum focuses on either curriculum proposal, or on curriculum practice. Only a limited number of studies have touched upon the relationship between the two. There seems to be a general acceptance that a certain gap between proposal and practice is common.

This thesis has its genesis in dissatisfaction with the exceptionally wide gap between curriculum proposal and curriculum practice in the Brazilian educational system. The gap is so wide that one has to ask what can be done, what the alternatives are. Should a new curriculum be proposed? Should the way in which the curriculum is proposed be modified? Should the authorities interfere in the real life situation at the schools? Or should what happens in the relationship between curriculum proposal and curriculum practice be researched and analysed first?

As the researcher choose this last alternative, the subject of this thesis will be the analysis of what occurs in this relationship, focusing on the <u>Primeiro Grau</u> [First Level] of the Brazilian "elementary" school.

The thesis will begin by examining the Brazilian literature concerned with

curriculum in the period 1960 - 1990. In the last thirty years Brazilian society has had periods of strong discontinuity in its political and economical processes. Each of these sub-periods seem to have had an impact on curriculum proposal and curriculum practice. It is argued that the attempts to implement frequent curriculum changes in the Brazilian States, accompanied by substantial costs, did not in fact change the bad condition of the public education offered in these states. The analysis of educational legislation in Brazil will elicit the curriculum proposals contained in Law 4.024/61 and in Law 5.692/71. Attention will be paid to their specifics as found in different documents published at Federal, State and Municipal level. Law 4.024/61 will only be analysed in order to introduce Law 5.692/71 and to set the curriculum background in terms of legislation in the last thirty years. These analyses will take the Brazilian social, economic and political circumstances into consideration. Particular attention will be paid to the State of Rio de Janeiro to demonstrate how the relationship between curriculum proposal and curriculum practice really happens.

Current debates on curriculum theories will be reviewed in order to shed light on the relationship between curriculum proposal and curriculum practice. This thesis will firstly discuss three authors directly involved in the field of curriculum, more specifically in the field of curriculum reform: Malcolm Skilbeck, Andy Hargreaves and Denis Lawton; then the work of two authors, Michael G. Fullan and Tony Bush, who have been working in the area of educational change and educational management, will be analysed. It is argued that the first group illuminate the issues related to curriculum proposal and practice in a wide sense, while the second group develop awareness of the importance of change and management. They do however not pay particular attention to the relationship between proposal and practice. It is the researcher's opinion that in order to fully understand what happens in the curriculum field it is not enough to have detailed knowledge about curriculum theories and to have an in depth understanding of the dynamics of change processes and educational management, but that a sound understanding of the relationship between curriculum proposal and curriculum

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practice is also required, as proposal and practice do not exist in isolation. Therefore, this thesis will be looking at the social processes that operate in the relationship between proposal and practice and at how these processes create gaps or links. These social processes will be called <u>mediation processes</u> and will be the subject of this study.

In Chapter II, underpinned by literature review, three arenas have been selected as significant in the mediation processes between curriculum proposal and curriculum practice: Political Support, Bureaucratic Structure and Teacher Training. A research design, combining the approaches of Bush and Fullan and the theoretical concept previously developed, will also be presented in this chapter.

Focusing on the mediation processes and the selected arenas, one could ask questions such as: is this concept of mediation useful as an analytical tool, how do these mediation processes work in the relationship between curriculum proposal and curriculum practice, do they work in the same way in different environments?

The researcher, challenged by these questions, decided to look at how these social processes operate in the three selected arenas in another environment than Brazil, the main field of research. It seemed particularly interesting to do this research in a country that has a federal structure, similar to that of Brazil; in a country that seems to produce consistently good educational results and that was accessible to the researcher. West Germany was selected as fitting these criteria. In Chapter III then, research was carried out to clarify the operation of the social processes of mediation in the relationship between curriculum proposal and curriculum practice. This study also provided the opportunity to fine-tune the concept and to understand potential difficulties and obstacles, before doing the research in Brazil. In this chapter, this research conducted in West Germany will be described in detail. After explaining the methodology adopted, evidence will be put forward and analysis, interpretation and conclusions will be presented.

Chapter IV constitutes the main research of this thesis offering an analysis of the mediation processes in the relationship between curriculum proposal and curriculum practice in the three arenas selected in the State of Rio de Janeiro. The setting which will provide the information consists of three institutions: (i) the school, Complexo Escolar Municipal Avenida dos Desfiles - CEMADE [Desfiles Avenue Municipal Educational Complex], which is part of the Centro Integrado de Educação Pública - CIEP [Integrated Centre of Public Education - CIEP] in the Municipality of Rio de Janeiro; (ii) the State and Municipal Secretariats of Education and (iii) the Institute of Education of the State University of Rio de Janeiro. Theoretically these institutions work with common goals for public education in Rio de Janeiro. This study will cover the period 1980 - 1990 in order to take into account the educational, social, economical and political background of the fieldwork. This will help in understanding how these arenas emerge in the mediation processes active in the relationship between Brazilian curriculum proposals and curriculum practices. Qualitative research will be used to develop the purpose of this chapter.

Finally, a concluding chapter will present the findings of this study and of the researcher's journey through this thesis. These conclusions will suggest the implications of the analysis of the relationship between curriculum proposal and curriculum practice for Brazilian education, for instance the commitment required from the three arenas: political support, bureaucratic structure and teacher training in order to narrow the wide gap between what educational authorities propose, the intention, and what actually happens, the reality, in the Brazilian schools.

Chapter I - The Brazilian "Elementary" School in the Period 1960 - 1990: Problematic Situation: Proposal and Practice.

1. Introduction

The purpose of this chapter is to examine the state of the Brazilian first level public (1) school in the thirty years from 1960 to 1990 and to show the relationship between curriculum proposal and curriculum practice in that period. A review of publications related to this subject and this period is used as the means to carry out this examination.

It is argued that in Brazil the educational proposal, frequently announced as innovations, has continuously been remote from educational reality. Emphasis will be on the effects of curriculum proposals on the educational system in Rio de Janeiro, and this will be supported by the fieldwork chosen for this thesis.

The structure of the chapter is as follows: (i) the legislation and the reality in Brazilian education, (ii) the historical dimension of curriculum proposal and curriculum practice in Brazilian education and (iii) the repercussions of the last curriculum reform in Rio de Janeiro.

2. Legislation and the Reality in Brazilian Education

The purpose of this section is to position the relationship between proposal and practice in Brazilian education in a wider perspective in order to improve the understanding of this relationship. This will be achieved by analysing educational legislation and by confronting this legislation with reality through a review of relevant literature.

It is argued that in Brazil, historically, the relationship between proposal (legislation) and practice (reality) is characterised by the latter not being in step with the former, by practice being quite different from proposal.

This study will cover three periods: (i) from 1960 to 1970, (ii) from 1970 to 1980 and (iii) from 1980 to 1990. The periods are separated in this way because each represents a significant period in Brazilian economy, politics and education.

International literature shows that in all educational processes there are some gaps between legislation and reality. The existence of these gaps may be considered inherent in the process and are attributed to various conditions, depending on the country, e.g. to the governmental system, to the educational model or to the history of education.

In Brazilian education, the gaps between legislation and reality have been the subject of continuous discussions among scholars, politicians and society in general. These gaps have contributed substantially to the discredit of the educational system. Maria José Werebe, when analysing this aspect states that:

> In Brazil, there is a great distance between legislation and reality. Our educational legislation is full of good intentions and excellent proposals which, in fact, are no more than "dead letters". (...) The difference between educational law and educational practice is very obvious when looking at compulsory school attendance. Since the Constitution of 1934 introduced this principle in Brazilian education, the number of mandatory school years fixed in different legal texts, up to today, has been fictitious, because in no part of the national territory has it become a reality. (2)

At the beginning of 1960, Brazil had more than 70 million inhabitants of which more than forty-five percent lived in urban areas, and most of them lived

at subsistence level. Thirty-nine percent of the population were illiterate. In that period a new element emerged in Brazilian economy: foreign investment, causing ideological conflicts between political parties. According to Barbara Freitag, at this time "a new polarization emerged; on the one hand the popular (3) sectors, represented by the state and some middle class intellectuals and on the other hand a miscellany consisting for the larger part of the middle classes, called the national bourgeoisie of foreign monopoly capital and of the old oligarchy" (4)

The country has been guided by two political groups, one conservative, aiming at maintaining the status quo, and one progressive, trying to bring about changes in society. This division in thinking was reflected in all social sectors. In education this division showed itself in the position taken by these two groups: the progressive were for and the conservative were against public schools.

This dispute resulted in an educational law: Lei de Diretrizes e Bases da Educação Nacional [Law of Directives and Bases of National Education - LDB] (5), approved in 1961. This law tried to reconcile the progressive and conservative interests. The debate about this law started in 1941 and was finally approved in 1961. According to Valnir Chagas (6), by that time it was already disconnected from reality and therefore incapable of achieving most of its intentions. This was partly due to political reasons, with politicians pursuing their own political interests and keeping this proposal under discussion for so long. In fact, in 1961, a political discussion about school and school systems was "converted" into educational law, approved and published. Dermeval Saviani concluded that "the text converted into law meant a "compromise" among the principal parties in the dispute, making the strategy of conciliation prevail." (7) Principal parties involved in the dispute were the conservative and progressive political parties.

This legislation, which could have achieved a revolutionary step forward, only marginally influenced the Brazilian social system. Writing about the LDB, Freitag asks: "How could the Brazilian educational reality solve the conflicts and

contradictions of this law in practice?" (8)

In fact, if the government had executed the main articles of the Law, Brazilian education could have been improved significantly despite the contradictions and flaws included in the Law. Ten years later this became quite clear when the 'new Law' kept several articles of the LDB, e.g. the articles about Dos Fins da Educação [the Goals of Education].

However, the government did not execute the Law as published, but answered Freitag's question by starting another debate about another law to replace the LDB only two years after its introduction.

One aspect that is considered positive in this law is that it is the first educational law in Brazil to organise education at all levels for the whole country. But as Chagas affirms: " ... Most of what was wanting or subject to criticism in the reality was not caught by the legislators or, if it was, it was not included in the finally approved text." (9)

Comparing legislation and reality at that time, some authors formulated radical criticisms about the LDB. For instance, Freitag draws attention to the second Article of the Law which establishes education as "the right of all" (10), and she analyses what this meant in the Brazilian educational environment. She focused her analysis on selectivity and stressed the need to consider not only the educational system but also its relation to the potential number of children of school age:

> ... in 1964, only two-thirds of the children from 7 to 14 years old were at school; 5 million were almost illiterate; of these 5 million, 3.3 million never attended any school. In 1972, eleven years after the LDB was approved, schools were still needed for 4.4 million children between 7 and 14. ... How can one interpret this reality in the face

of the 2nd article which defines the educational rights and obligations for all citizens? ... How can one talk about educational rights and obligations in the face of such a disastrous reality? (11)

With the Articles 2, 3 and 30, about the educational rights and obligations for all, the LDB laid down the law for all Brazilians, government and civil society. The articles are clear; they mean that all Brazilians do not just have the right to education, but also the State has an obligation to provide education. Freitag argues: "How can they study if there are no schools, no teachers, no pedagogical material, and if, for most of the citizens it is impossible to abide by the law and claim their right because of their social class condition?" She concludes: "The law does not consider certain facts, it ignores the existence of a social reality in which inequality is deeply-rooted." (12)

This Article "Education is a right of all" created high expectations and motivation in Brazilian society, but ultimately led to high levels of frustration because the government did not achieve what the Law promised.

The LDB was maintained until 1971, with a great deal of ambiguity and many attempts were made by the educational system to achieve the ideals expressed in the Law.

Nevertheless, the Brazilian political, economic and social panorama had suffered several changes in the 1960s. For example, the "substitution of importation" model (13) soon became exhausted and was no longer able to satisfy the demand created by the high urban-industrial Brazilian phase.

In Brazil, from 1961 to 1964 "the country is in a hurry" affirms Walter E. Garcia (14), a crisis emerged in the political and economic areas.

The economic crisis of this period is characterised by a reduction in the level

of investment and by the diminishing flow of foreign capital. As the demand for investment capital diminished, interest levels went down; but, the demand for consumer goods, which started to rise dramatically before the crises, did not decrease but kept growing. This led to price increases, which fuelled inflation. This crisis was followed by several social movements with strong nationalistic tendencies. Celso Furtado (15) remarks that in this period a new economic situation, achieved by the industrialisation process, demanded decisions about a new economic model, which consequently will force the re-organisation of the political and civil society. Saviani analyses this period as follows:

> Brazil was faced with two options, either to make the economic model compatible with the ideology of a nationalised economy or to renounce the developing nationalism by adjusting the political ideology to the tendency which had already manifested itself in the economic plan. (16)

The second option was adopted by the Superior School of War, from which, in 1964, the Military Government was established. This regime used the educational system to assert social-political control over the re-organisation of society. Two examples to illustrate: (i) MEC-USAID (17) agreements and (ii) the moralising, paternalistic approach adopted by the government.

The MEC/USAID agreements were part of the Brazil/USA Programme for technical assistance and contained over a 100 projects, covering various ares, such as vocational training, planning, publishing textbooks and a reorganisation of the Brazilian University System. The reorganisation of the Brazilian University System resulted in Federal Law 5.540/68 which covered all Brazilian Higher Education. Most of these projects however, were only a transfer of foreign knowledge and technology without the participation of the civil society. The moralising, paternalistic approach abolished student organisations and established rules on how to "prepare" people for their role in society. To illustrate, Decree

number 58.023/66 says:

> The goal of civil education is to create in the students and in the
> people in general: love for the country, respect for its institutions, the
> desire to strengthen the family, obedience to the laws, fidelity at
> work ... (18)

This approach was not accepted by society in general, nor by the students.
As a result of this opposition, the military regime used its powers to force the
students to follow the rules. The media under control of the government used a lot
of propaganda to promote the MEC/USAID agreements and the paternalistic,
moralizing approach.

The textbooks published between 1964 and 1980 showed several
inconsistencies between the text and the reality. Maria de Lourdes C.D. Nosela
(19) made an in-depth analysis of this situation and published his findings in a
book with the suggestive title "As Mais Belas Mentiras" [The Wonderful Lies] in
which she shows from textual research the unrealistic world, particularly the
unrealistic Brazil where the majority of the primary and secondary schools were
using these textbooks in that period.

Less than three years after the LDB had been decreed, a new educational
law began to be devised and in 1969 an official task force was installed to update
and change the structure of primary and gymnasium schools. Then in 1971 the
changes were approved and became known as the Law 5.692/71 which establishes
the directives and bases of first and second school levels in Brazilian Education
and also attempted to follow the National Development Plans. (20) The part
related to vocational education will not be analysed here as the second level is not
subject of this thesis.

The way in which educational changes are frequently made in Brazil will

be analysed later in this thesis. Many scholars noted the frequency of educational changes and the fact that many of them did not take educational priorities into consideration. Garcia analyses this aspect of Brazilian education and concludes:

> For each law that does not solve the problems of the reality it addresses, there immediately emerges a new proposal which re-establishes, in a formal way, the classic vision. Then, we continually accumulate laws which do not modify in any way the country's situation with regard to education. (21)

The 1970s in Brazil were politically dominated by the military regime. Economically, the 1970s are known as the period of rapid development, particularly in manufacturing. Although this period has been called the "Brazilian Miracle", this miracle, as Furtado (22) indicates was in fact the result of foreign loans with high interest rates which tremendously increased the Brazilian external debt and was not a real economic development. However, the 1970s modified the Brazilian scenery in the sense that the increases in industrial activity caused a great migration from rural to urban areas, which forced changes in the distribution of education. At this time Law 5.692/71 introduced two basic changes in the first school level: (i) the merging of the primary school and the gymnasium into one kind of school called the Primeiro Grau which was made mandatory for all children from 7 to 14 years old, and (ii) the re-structuring of the curriculum. The former change will be discussed in this section, while the latter will be analysed in the next.

As a result of the urban growth described earlier, and the fact that the new law made school attendance compulsory for all children of 7 to 14 years old, there was a need to build more schools. Yet, as can be seen in Figure 1 (23), during this period of the "Brazilian Miracle" and the need for increased school-building, the budget showed a big decrease when compared with the beginning of the 1960s.

Figure 1.

Evolution of the Budget of the Ministry of Education and Culture, in percentages, period 1960 - 1980
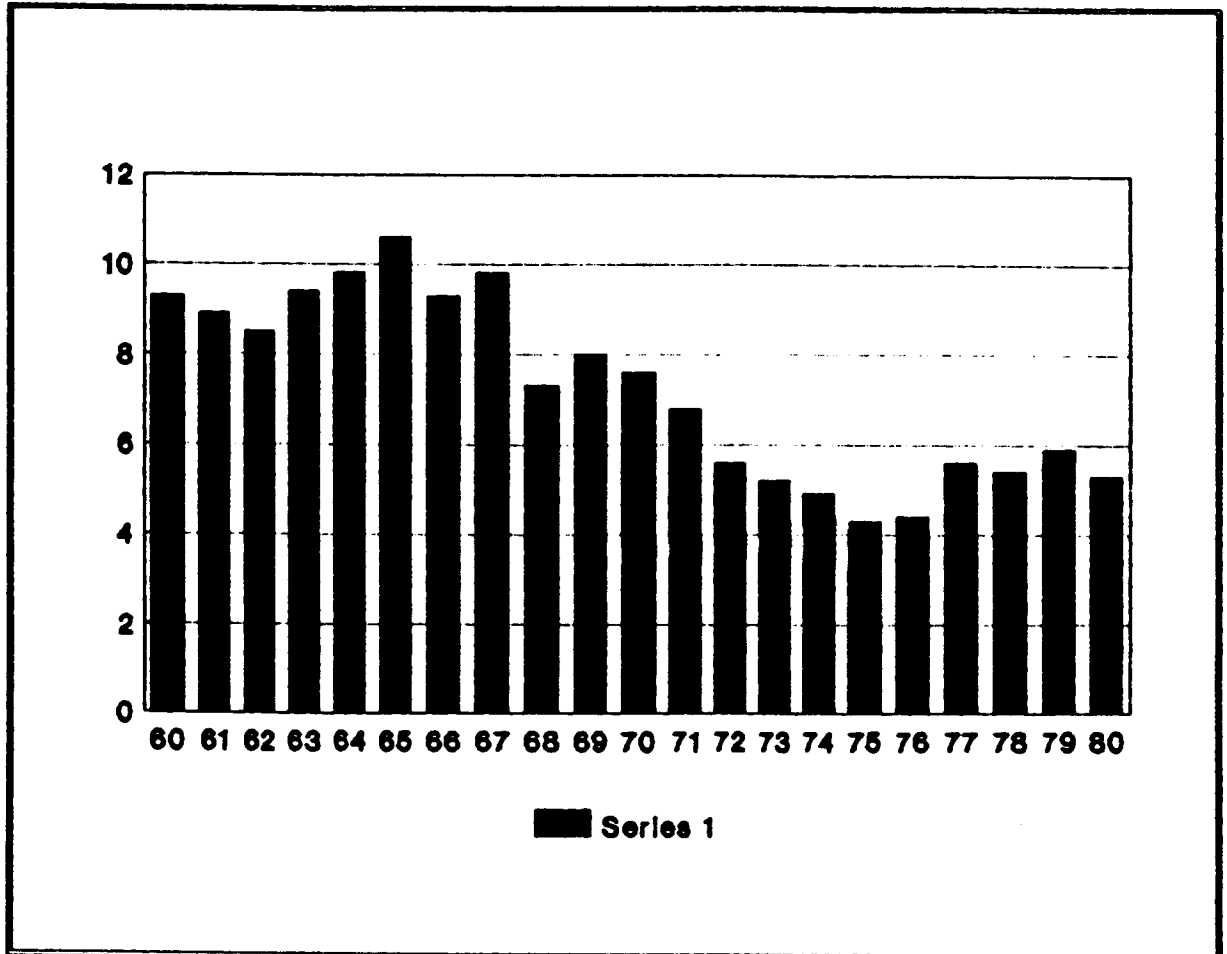
Source: FIBGE, Anuário Estatístico do Brasil, in Revista Retrato do Brasil, São Paulo, Editora Política, 1984.

This had a strong effect on Brazilian educational institutions in terms of human and material resources. The main outcome of all these changes can be observed in the level of failure in the State Schools. Between 1970 and 1980 approximately 45% of all first level students at State Schools failed. Figure 2 below shows that in the period 1968-1975 only 17.2% of all students enrolled in the first

grade reach the eighth grade. Dias Costa (24) investigates this period and reports that 27% of the Brazilian school age population was not at school and would never enter one, despite the fact that elementary education is compulsory and defined as a "right for all" in the Brazilian Constitution.

Figure 2
Primary School Attainment Rates
Brazil : 1968 - 1975

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            ┌──────────┐
            │   172    │    8th grade (1975)
          ┌─┴──────────┴─┐
          │     201      │
        ┌─┴──────────────┴─┐
        │       220        │
      ┌─┴──────────────────┴─┐
      │        290           │
    ┌─┴──────────────────────┴─┐
    │          368             │
  ┌─┴──────────────────────────┴─┐
  │            456               │
┌─┴──────────────────────────────┴─┐
│        1000        1st grade (1968) │
└───────────────────────────────────┘
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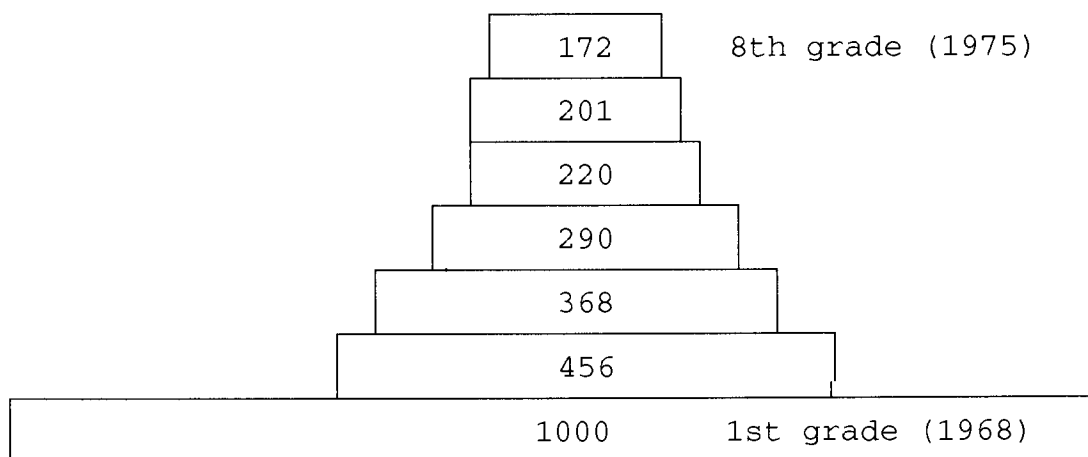
Source : Projeto Educação. Tomo III. Brasília-1979

This phenomenon is also related to the high level of students from 7 to 14 years old who leave school. As Guiomar Namo Mello (25) remarks : "It would be elitist to blame the crisis of quality in education only on the increase of the quantity demanded and offered, because other influencing factors can be found in the economic model adopted in the country".

However, the increase in school-building did not follow any educational plan in the country as a whole (26). For instance there was no plan to recruit and prepare teachers to cope with the increasing number of schools; there was no focus on quality in teacher training. On this last point Mello again (27) remarked that in the 1970s the level of teacher training was disastrous. She explained that this low level of teacher training activity was one more way to provide cheaper

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education for the majority of social classes in Brazil who were in the Public Schools, i.e. poor children. Consequently the quantity involved resulted in output of bad quality.

In Brazilian literature there are several studies on this subject (28). Most of them conclude that the increase in the quantity of education offered at the first school level required a re-definition of the education model. This is especially true because most of the students who had the first opportunity of going to a first level school came from poor families, and most teachers were not prepared for dealing with this. Other influencing factors were the changes that took place in the teacher's job. Following Law 5.692/71 several bureaucratic functions were defined to support the decentralisation process. These functions were added to the teacher's job. These changes made the situation worse rather than better. Mello severely criticises this situation:

> The political contradictions and conditioning influences that caused the division of labour in the school achieved the opposite of what was laid down in the official proposals.(...) It is important, at this moment, to point out that in reality the division of labour in the first and second levels of our Public Schools reduced the competence that the teachers used to have in smaller schools and did not allow them to build a new basis of knowledge and skills, more adequate for a school with a growing number of students with very diverse backgrounds. (...) The fragmentation of the teacher's job transformed the planning into a formal ritual followed year after year. Objectives, strategies and evaluations are learned by the teachers as if they are external to the life of teaching and learning, and not as part of a process (...). (29)

In this way the crisis in quality was added to the poverty of most of the public schools, the lower standard of teacher training and the bureaucratisation

of the teacher's job. But, the crisis cannot be explained by analysing the educational organisation only, Brazilian economic and social conditions must also be taken into account. As was stated in this section, the increase in school facilities and in school population in the 1970s was closely linked to the rapid economic growth and accelerated urbanisation. Webere remarks:

> This growth was determined on the one hand by the needs of our economic development and on the other hand by the demand of the growing population, particularly in the important urban centres of the country, which sought a channel for social ascent that the school, in spite of its elitist characteristics, could not offer.(30)

She concluded that the outcome of this growth, linked to the lack of educational planning, reduced the quality and the quantity of Brazilian education. Consequently Article 20 of the Law 5.692/71 about commitment to compulsory education for children from 7 to 14 years and to the quality of education for the Brazilian citizens are not reflected in the reality of the 1970s. Four elements emerge when comparing legislation and reality : (i) a continuing lack of schools for all children in the age group 7 to 14, (ii) the large number of children who give up before completing the compulsory first level, (iii) the large number of failures, especially in the first and in the fifth forms of the first level and (iv) the bad quality of the education. (31)

In Brazil the economic development and the political circumstances were responsible for many social changes at the beginning of the 1980s. The most significant may be the end of the military regime and the resulting civil elections. For this reason the beginning of the 1980s was called "Abertura Democratica" [Window of Opportunity in terms of democracy]. Although the educational Law 5.692/71 was maintained, some changes could be seen in the educational field as a result of the political and economic transitions. However, the realities of the public school continued to be far from the formalities of the law, as can be seen in

some studies about failure and leaving school in the first level. These studies show that in 1986 less than 40% of the students of the first form passed, about 35% failed and about 25% gave up school. (32)

Nevertheless this reality did not imply that the total of Brazilian social expenditure was low, particularly in education. A report by the World Bank about Brazilian expenditure in 1986, states :

> Although cross-country comparisons are difficult to interpret, given the very different structure of social services in different countries (...), the Brazilian share of GDP expended on social services appears to be higher than that of other middle-income countries. (33)

This document concludes that many of the educational problems found in Brazil "reflect poor management of educational resources rather than a lack of financial resources". (34)

Another aspect highlighted in this report is that the excessively large share of funds spent on administrative functions showed "little direct impact on education quality" (35). This aspect, the excess of bureaucratisation, is criticised by Simon Schwartzman, as one of the biggest problems in Brazilian education:

> In no sector is bureaucratisation more dramatic than in the area of basic education, where a bureaucracy of thousands of people work in a ritualistic and routine way, under control of the central administration, unable to know about and to help in the place where the pedagogical relationship occurs, namely in the classroom. (36)

The Brazilian educational field in the 1980s was characterised by intensive discussions about the public school, partly caused by the "Abertura Democratica" [Window of Opportunity in terms of democracy] and partly by the need for a text

for the new federal Constitution. The effects of these debates can be observed in: (i) the large number of publications about public schools and (ii) some innovations in the public schools.

The way politicians and educational authorities treat the public schools has been taken as a starting point in many of the publications about the Brazilian public school. (37) This has to do with the social demands, particularly with the demand for education, a constitutional right for all Brazilians. Analysing this in 1986, José Carlos Libâneo remarked:

> The scholars' interest in public schools and their importance for the popular class has greatly increased in recent years, going beyond the social demands for democratisation of Brazilian society. The "democratisation of the school" has been looked at from various angles. The official organs, for instance, although stating they are helping the poorest part of the population to gain access to schools, in practice, do not offer the minimum conditions to ensure this access. (Conditions such as school organisation, teachers' salaries and labour conditions, material aids for the students, etc. ...) (...) To attribute value to the public school is not only to claim it is for everyone, but to make it work in appropriate didactic and pedagogical terms. (...) The democratisation of the public school needs to be understood as a growth of educational opportunities, a diffusion of knowledge and the ability to criticise it. In this way school practice will improve and contribute culturally and scientifically to the popular class. (38)

After 1982, the civil elections for State governorships re-started all over the country. As of this moment party-political influence was felt in several activities. In the educational field this can be observed particularly in the power structure of the school. Lilian Wachowicz analysed this phenomenon in several Brazilian

states (39) and concluded that strong party-political interests in the school administration created a bureaucratic process that was much more demagogic than democratic. In many schools this type of administration valued the party-political discussions more than the political-pedagogical theories and practices. Lilian Wachowicz then quotes Rancière on the idea that "all theory without practice becomes its opposite" and remarked:

> Although it is too soon to analyse historically the last few years, it is possible to observe in the Brazilian educational and political field of today that the preaching of democratisation without the corresponding practice will in fact bring less democracy. (40)

However, Brazilian education, legislation and reality, have been strongly influenced by the party-political interests in many ways. Most of these influences have increased instability in the education, e.g. by blocking programmes that had just started.

This phenomenon is most visible when the political party in power changes, when new politicians try to stamp their label on the system by stopping previous programmes and creating others, even when these "others" do not have different aims. In a recent study, Rose Neubauer da Silva and others analyse this incoherence in Brazilian education in chapters they entitled "A Instabilidade Política" and "A Ambiguidade Política" [Political Instability and Political Ambiguity]. (41) They illustrate this situation looking at ministerial changes: "In the last five years the Ministry of Education was changed five times by five different Ministers."

The analysis of the results of this instability shows that the head teachers and staff changed frequently, projects were abandoned and new ones started up, curriculum was changed over and over again. All these changes happened in too short a time to see continuity and to allow evaluation of the impact on school

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activities.

Most of the literature about politics and activities in the public school in the latter part of the 1980s emphasised the need to understand the everyday running of the school. Libâneo emphasised the importance of the teacher's work and tried to link educational theories to teacher's practice as a means to improve public school democratisation. Mello underlined the importance of teacher training and focused on two aspects: technical competence and political commitment. Later she commented that the bureaucracy which exists in the school masks the everyday running of the school:

> The bureaucratic standard which manages the organisation and functioning of the educational systems made it difficult to understand the school reality, because for the less aware observer it looks like a rigid standard routine.(...) These informal processes, resulting from this bureaucracy make up the majority of activities that happen in the school and present themselves as a chaotic world of discontinuity and isolated facts. (42)

Several studies and a lot of research in the 1980s attempted to determine the influence of the social marginalisation of the popular classes on the school. Consequently, these studies and researches proposed that the education needs to follow the legislation with the new perspective of quality in education in mind. The more meaningful work in this area was done by the ANDE - Associação Nacional de Educação [National Association of Education] founded in 1979.

However, after Law 5.692/71 was implemented, the common condition found in the average school was overcrowded classrooms and reduced school time periods in order to accommodate the growing number of students. Until the end of the 1980s, most of the Brazilian public schools had three sessions per day with, on average, three lessons of one hour in each session and this during 180 days per

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year. There have been many discussions about the short school sessions as they were considered to play an important role in solving the quality problems of the public school. In fact this discussion first started in the beginning of the 1930s when another democratisation attempt was made in Brazilian society (43) and it was restarted at the beginning of the 1980s with a strong party-political approach. Yet, despite so many and varied approaches to the quantity and quality crisis in Brazilian education, the relationship between legislation and reality shows few connections.

During the 1980s, scholars and politicians were increasingly becoming aware of the fact that, possibly, the high failure rate at public schools was caused by an underlying social economic problem. In this respect two other conditions of the public school student were brought to attention : health and food. As a result of this growing awareness, discussions about full-time school emerged. In these discussions the full-time school is presented as an innovation, possibly, able to solve the problems of education, health and food. Vitor Henrique Paro and others analysed two public projects which originated from these discussions and they concluded:

> The projects of full-time public school look by themselves to be proof
> of the failure or at least of the shortcomings of the governmental
> rules which exist in the health, education and food areas. (44)

Two full time school projects were started: the first one in 1984 in Rio de Janeiro, called Centro Integrado de Educação Pública - CIEP [Integrated Centre of Public Education], and the second one in 1986 in São Paulo, called Programa de Formação Integral da Criança - PROFIC [Programme of Integrated Formation of the Child]. The first one had the greater impact on the discussion about Brazilian education. It is discussed by Rose Neubauer and others when they analysed the lack of commitment of Brazilian politics with regard to the quality of education. They commented that CIEP "had a short life" and that "just a few components of

this programme were implemented" (45).

This comment is not necessarily true, because, although the CIEP programme suffered enormous changes under the new governments (State and Municipalities), in 1992, several CIEPs are still functioning in the State of Rio de Janeiro and the CIEP programme is still considered a controversial and polemic Brazilian educational proposal.

However, they stated that the CIEP programme had at least two merits: one, it put education high on the political agenda, and, two, it was a clear attempt to address the social demands for education; they also remarked the effects of changes in government on the continuity of education programmes emphasises two common practices in Brazilian education: one, instability in the political environment has an immediate effect in the educational arena and, two, educational proposals are not evaluated or judged based on their possible educational merits but on their political origin. (46)

The CIEP programme will be analysed in depth in Chapter IV as a main part of the research covered in this thesis.

Despite all the publications and debates about the public school in the late 1980s, the low-income student population in Brazil still faces many problems.

In 1988, the National Constitutional Assembly was in session to approve the new Constitution of the Federative Republic of Brazil. In the new Constitution, again, in Chapter III - Section 1 : da Educação [on Education] the elementary school was called compulsory and "a right for all" (47)

Yet, although during the last thirty years several changes, such as reforms, new educational laws and many isolated programmes were introduced in Brazilian education, the data presented in recent studies (48) do not show coherence when

one compares the Law and the school reality. In 1990, Ana Cristina Leonardos (46) noted that, in Brazil there are:

> Insufficient numbers of public schools with short school sessions, high repetition rates, low educational achievement, insufficient federal funds, low teachers' salaries and the private versus public school dichotomy.

In 1991, Claudio de Moura Castro and others (50) analysed the public school in Brazil. He and his research team did the study in a set of public and private schools labelled "good" and "bad" schools. Looking at the way in which schools were addressing isolated deficiencies, such as lack of teacher skills, shortage of school-material, etc., they concluded that "it does not suffice to put one or more inputs in the school and expect a marvellous result to occur". Analysing the reality of every day life at the school, they noted: "What seems to make the difference (between bad and good) is a school that attempts to behave as a school". In this sense they focus on the organisation, stability and support that the school has. Here they ironically commented about the schools researched: "The worst public school in the sample studied operates in the domain of fiction: the government makes believe that it is paying the teachers, the teachers make believe that they are teaching, and the students believe that they are learning." About the allocation and use of resources, they noted: "Schools are under-financed, there are neither the resources nor the autonomy for local management; there is no quality control; there is no pressure for quality; the millions spent on the structure of administration and technical staff in the central bureaucracies do not reach the schools in any visible way."

As in this study, others also have recently emphasised that there is no inherent reason for public schools to be either good or bad. The discussion about the inefficiencies of isolated corrective actions, bureaucracy, strong party- political influence, school autonomy and basic management (or the lack of it) have caused

Brazilian scholars to focus their attention more on the management of the education and its effects on "good" or "bad" schools.

3. The Historical Dimension of Curriculum Proposal and Curriculum Practice in Brazilian Education.

The purpose of this section is to examine aspects of curriculum proposal and curriculum practice in Brazil from 1960 to 1990 based on the educational legislation.

It is argued that the relationship between curriculum proposal and curriculum practice is consistent with the relationship between proposal and practice in Brazilian education as a whole. After a brief examination of the LDB, this section will focus on curriculum reform according to Law 5692/71 and present a sub-section about the repercussions of the Law in the state of Rio de Janeiro, as this State was selected as the research field for this thesis.

In the early sixties, Brazil saw the start of a number of initiatives in the educational field. These initiatives, such as the campaign for adult literacy and the creation of Popular Educational and Cultural Centres, were clearly the result of the new ideology of national development (51). All these initiatives occurred in parallel to initiatives aiming at changing formal education. Formal education, consisting of public schools and private schools, was regulated in the LDB. The LDB tried to reconcile the position taken by those who favoured better public schools and those who opposed this idea. This compromise resulted in a curriculum proposal that was too vague for the schools to achieve the desired equality. Chagas criticises this lack of clarity in the LDB:

> The concept of the curriculum in its dynamics was very imprecise. The text infers that the content just needed to be translated into subjects, educational practice and activities of artistic initiation.

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Further in the document quantitative criteria were covered in an equally vague way. (52)

Article 25 of the LDB established the objectives of the primary school: "Primary education has as its goal the development of the mind, activities for the child's self expression and its integration in the social and physical environment", but the objectives were not supported by any curricular orientation for the first four forms.

Later, some states used this lack of curricular orientation to modify the organisation of forms: instead of using first, second, third and fourth forms, they grouped them into two stages, each covering two forms: stage 1 (First and Second Forms) and stage 2 (Second and Third Forms), with exams only at the end of each stage. In this way they avoided exposure of the big failure rate at the end of the first form, as there was no exam required from the First to the Second Form. At the same time the State organised a very simple curriculum for the primary school which could allow a large number of students to pass. Teresa Roserley Neubauer da Silva analyses this and states:

> It is certain that events did not happen as they were expected and as they were proposed in the legal acts. For instance, Act 306/68 was not understood by the teachers who boycotted it as often as possible because they interpreted it as "a forced step" which obliged them to let students pass with insufficient learning to be qualified for the next Form. " (53)

What occurred in São Paulo also occurred in Minas Gerais and in Rio de Janeiro. The political influence in these proposals was clear. The curriculum had been used in these cases as a tool to consolidate political interests (54). Most of the time this political influence resulted in misunderstandings between school and proposals, and this in turn resulted in the teachers ignoring the proposals or

refusing to accept them.

Benno Sander (55) is convinced that the communication process contributed in a significant way to the increasing gap between what was proposed and what the school did in terms of curriculum. According to him in 1967 the State Council of Education of Rio Grande do Sul prepared and approved an educational plan for the State. More than one year later, only half of the head teachers of the public schools knew the plan in detail. The majority of the head teachers just took their knowledge of the plan from the press, radio and television.

As was pointed out in the previous section, on 11th August 1971 an educational Law number 5.692 was passed which was strongly related to the political and economic decisions of that time. Significant curriculum changes were proposed in the Law, particularly in Article 4:

> The curriculum of the first and second level will have a common nucleus which is obligatory nationally and one diversified section which caters for local characteristics, according to needs and possibilities of school institutions, plans and individual differences of the students.

Article 4 also describes in general terms the responsibilities of the Federal, State and Municipal Councils of Education for the curriculum and its contents. Some of these aspects were analysed in Report 853/71, a document that led to Resolution No. 8 being developed by the Ministry of Education on 1st December 1971, almost four months after the Law 5692/71 was passed.

Resolution No. 8 fixes the subject of the common- nucleus of the curriculum for the first and second levels and defines their objectives. (56). Nevertheless this Resolution did not adequately explain the complex language used in Law 5692/71. For instance, the rules that the school needs to follow are expressed in Article 5

of the Law:

> The subjects, areas of study and activities as a result of the
> subject-matter fixed by the previous article, such as the necessary
> dispositions for its relating, ordering and sequence, will constitute
> the total curriculum for the school.

Even the Federal Council of Education, as became clear in Report 853/71, noticed the complexity of the language used in the law and agreed that the three words: 'relating', 'ordering', and 'sequence' were in fact complementary and that this aspect could be unclear. This and other ambiguities present in the Law created difficulties for its accomplishment. In the first three years after the Law was passed, a lot of courses were set up in all the States in the country to clarify the terms of the Law. A large number of interpretations emerged in each State and, in order to clarify these interpretations, several legal documents were written entitled "Resolutions", "Deliberations", "Decrees", "Indications", all intended to establish a base for the school's organisation of the curriculum (57). An analysis of these documents shows semantic difficulties, ambiguity of the Councils' responsibilities and incoherent texts.

This becomes very clear when Report 853 and Resolution No. 8 are compared. Although the first document led to the second, they used the term "subject" with different meanings and also created confusion about the curriculum for the first and second levels. Teresa da Silva (58) analyses these and other incoherences in the curriculum proposal of Law 5692 and remarks that the terminology used by Law 5692 needed to be more natural and understandable:

> ... because in last resort it is the responsibility of the teacher to
> operate with the full curriculum in the school. Yet, in the Law, the
> terminology has unnatural meanings, matter is no longer matter,
> subject is no longer subject, and so on. Therefore, it is clear that,

when teachers try to carry out their duties, they have basic difficulties in understanding what the words mean. (...) However, the vagueness of the common-nucleus in the minimum obligation of the school is also unclear because nobody knows what to teach in the spirit of the "actualisation" of the Law. In the absence of alternatives, the choice is almost always, to maintain what has been done before, in the same way as before, but adjusting the terminology according to the Law.

These aspects become so evident that four and a half years after the passing of Law 5692, the Ministry of Education produced Report 4.833/75 with a new explanation of the curriculum for the first level, claiming under the justification that the new explanation "was provoked by the need, perceived by all the teachers of the country, for additional documents which could help them to interpret the policies of the curriculum properly."

Resolution No. 8, Article 5 underlines the idea of a common nucleus and establishes the criteria by which the subjects have to be taught in the different forms of the first level. According to this Resolution the common nucleus in the first, second, third and fourth forms consists of: Communication and Expression, Social Integration and Science Initiation which have to be taught, predominantly as activities. Meanwhile, the fifth, sixth, seventh and eighth forms have as their common nucleus: Communication and Expression, Social Science and Sciences taught, predominantly, as areas of study.

The teachers did not know how to work the common nucleus as "predominantly as activities" or as "predominantly as an area of study". These definitions also became subject of conflicts and debates in the Teachers' Training at the University. In fact the common nucleus and its definitions came as a complete surprise when one considers the fact that the work-group, 10 people, had sixty days to organise, to produce and to present the project which became Law

5692/71. The common nucleus, as a concept of content integration, such as by activities or by area of study, presupposed knowledge of the theories of Dewey, Piaget and Bruner (59) cited in the legal Reports, which had not been practised in the teachers' training.

The impact of this lack of teacher training on the school reality was, as Celso I. Ferretti observes, "a grouping of subjects without achieving the idea of integration" (60). In order to solve this problem, the schools adopted evaluation criteria by which the student has only one mark in all subjects of each "activity" or "area of study". Teresa da Silva (61) comments that in the initial Forms, the teacher, as the only teacher in each form, decided which criteria, and in the other Forms, for ethical reasons, the teacher normally did not disagree with the mark given by a colleague, so the criteria was to add the different marks and then take the average.

This situation in the schools created opportunities for more and more bureaucratisation because in order to organise, to explain, to orientate or to integrate the curriculum, several jobs for different functions appeared in the school, fragmenting the education process, as was mentioned in the previous section. School planning became an example of this fragmentation. Sonia Penin (62), after research in public schools in 1989, stated that:

> The evidence of the fragmentation of the education process was also identified through the process of school planning (...) There was a gap between the formality of these plans and the concrete situation of the school.

Although this research was done in São Paulo the situation is almost the same in all Brazilian states.

4. The Repercussions of the last curriculum reforms in Rio de Janeiro.

This sub-section will analyse the effects of the last National Curriculum Reform in the State of Rio de Janeiro through the study of educational literature about the state from 1970 onwards.

It has been argued that the State of Rio de Janeiro maintains, as other states, the same relationship between curriculum proposal and curriculum practice, thus it can be considered a representative state for the research field of this thesis.

Firstly, in order to clarify the political administrative background of the state a brief history will be presented, secondly, this section will focus on the curriculum proposal and practice in Rio de Janeiro following the implementation of Law 5692/71.

In 1971 the effects of educational reform in Rio de Janeiro, as a result of Law 5692, arose in a special atmosphere because the state had been newly created. Rio de Janeiro was the capital of Brazil until April 1960 when Brasília became the capital. Rio de Janeiro then became the State of Guanabara until 1965 when the State of Guanabara and the State of Rio de Janeiro were united in one state, the State of Rio de Janeiro. The name Guanabara disappeared and the Municipality of Rio de Janeiro became the Capital of the State.

These political administrative changes had a strong influence on state education. In the first place, because each change of government was accompanied by new proposals and in the second place, because the municipality, ex capital of the country, had an inheritance which gave it a special administrative structure. Coincidentally this structure is consistent with Law 5692/71, article 58 which proposes that the educational services and duties, particulary the First Level should became the "responsibility of the Municipalities, which because of its character can be managed better by local administrations." Rio de Janeiro is the

only Municipality in Brazil that assumed responsibility, financially and administratively for all the First Levels of the public schools. In other Municipalities normally the state is in control. Nevertheless, this peculiarity did not modify the bad conditions of the public school in Rio de Janeiro, if compared with other big cities like São Paulo and Belo Horizonte.

The large number of legal documents about education in Rio de Janeiro in the last 20 years was caused by the number of different governments, plus the attempts to clarify the Law as was observed earlier in this section. A study of the main documents about curriculum change from 1971 to 1990 shows that there were at least five in the state of Rio de Janeiro. They carried titles such as "Curriculum Change", "Reformulation of Curriculum " and "Curriculum Guidelines" and relate to changes in the field of aims, subjects, content and methodology (63).

In 1972, the Municipality of Rio de Janeiro, at that time the State of Guanabara, showed the largest concentration of inhabitants in the country: 3.685,52 inhabitants per Km2 (64). The population, mainly urban and living in Shantytowns, came from rural areas of the State and from the north of the Country, expecting to find better social and economic conditions, because of the industrial growth in big cities like Rio de Janeiro. About 23.3% of the population of the State were in the compulsory school age group and, according to official documents (65), there was no place for 100.000 of these children.

The Reform implied a school, with integrated curriculum for the first to eighth Form in the First Level, and in 1972, the Secretariat of Education of the State of Guanabara published a book about the curriculum reform entitled "Subsídio para a Elaboração dos Currículos Plenos dos Estabelecimentos Oficiais de Ensino", [Guidelines for the Elaboration of Full Curriculum in Official First Level Schools] which greeted the Law 5692/71 with enthusiasm. When introducing the book, the Secretary of the Education, Celso Kelly, considered the curriculum

in the recent Law a real innovation and a basis for educational reform in the Country. He stated:

> The actual legislation gives the curriculum not only a new concept but also a different content if compared with the old one. (...) Curriculum is no longer a list of unintegrated subjects (...). Through the curriculum the idea of the reform will definitely be carried out. (66)

The book referred to earlier, established in its first forty pages the guidelines and conditions to implement the curriculum. They describe the philosophy and the psychology on which the proposal was based. The philosophic base emphasised the ideals of freedom and human solidarity through democratic principles while the psychological base emphasises the children's characteristics and needs, stating that "curriculum reform focusing the teaching on the student and on his interests is the most important." (67) It explains that the new curriculum proposes an active and creative learning process and refers to Dewey, Piaget, Brunner and Regan's theories of problem solving techniques. In order to follow these bases the book also lays down the conditions in which a teacher can apply all its proposals. The book talks about an ideal teacher, probably with ideal students. The teacher, so the book observes:

> will need to be able to provide various opportunities, he needs also to be perspicacious in order to capture the conditions, which emerge naturally in the classroom, and make the students sensitive, involving them in significant and basic learning processes. (...) The teachers need to be well prepared for the interaction between teacher and student" (68)

Yet, despite the teachers' abilities and the curriculum changes described in the book, it does not refer to teacher training. The guidelines which follow the

theoretical bases in the book show a curriculum organised "by activities" for the children from 7 to 10 years old and "by areas of study", for children from 11 to 14 years old, as was defined in Resolution no. 8. Both imply the integration concept which uses Social Science as the axle of integration.

According to Report 853/71 published by the Federal Council, Social Science is "a chain which links the Sciences to the several forms of communication and expression". This proposal became a challenge for all the schools because the teachers had been trained in their specific subject, and they did not have any training for this curriculum approach. The book gives some figures as theoretical models for the school to follow, for instance as illustrated in Figure 3 and Figure 4 below. (69)

According to these models every teacher needs to use the content of the social sciences as the preferred approach to maintain the integration concept at all times, no matter what area of teaching he/she is involved with: Communication and Expression, Social Science, Natural Science or Mathematics. The Social Science area consists of History, Geography, Brazilian Social and Political Organisation and Moral and Civics, all these are treated as one subject, taught by only one teacher. The area of Communication and Expression consists of Portuguese Language, Arts, Physical Education and Foreign Languages.

These subjects are taught by different teachers. The Science area consists of mathematics, physics, chemistry and biology. In this area only mathematics is taught separately.

This clearly shows tension between the curriculum organisation and the reality in the Rio de Janeiro public schools, where teachers were not prepared for this innovation. The Secretariat of Education resorted to changes in the evaluation system to solve these difficulties. The ambiguity of the curriculum led to new evaluation criteria defining that the students were to be marked by

Figure 3.

Curriculum by activities - Theoretical Model - Vertical
Integration
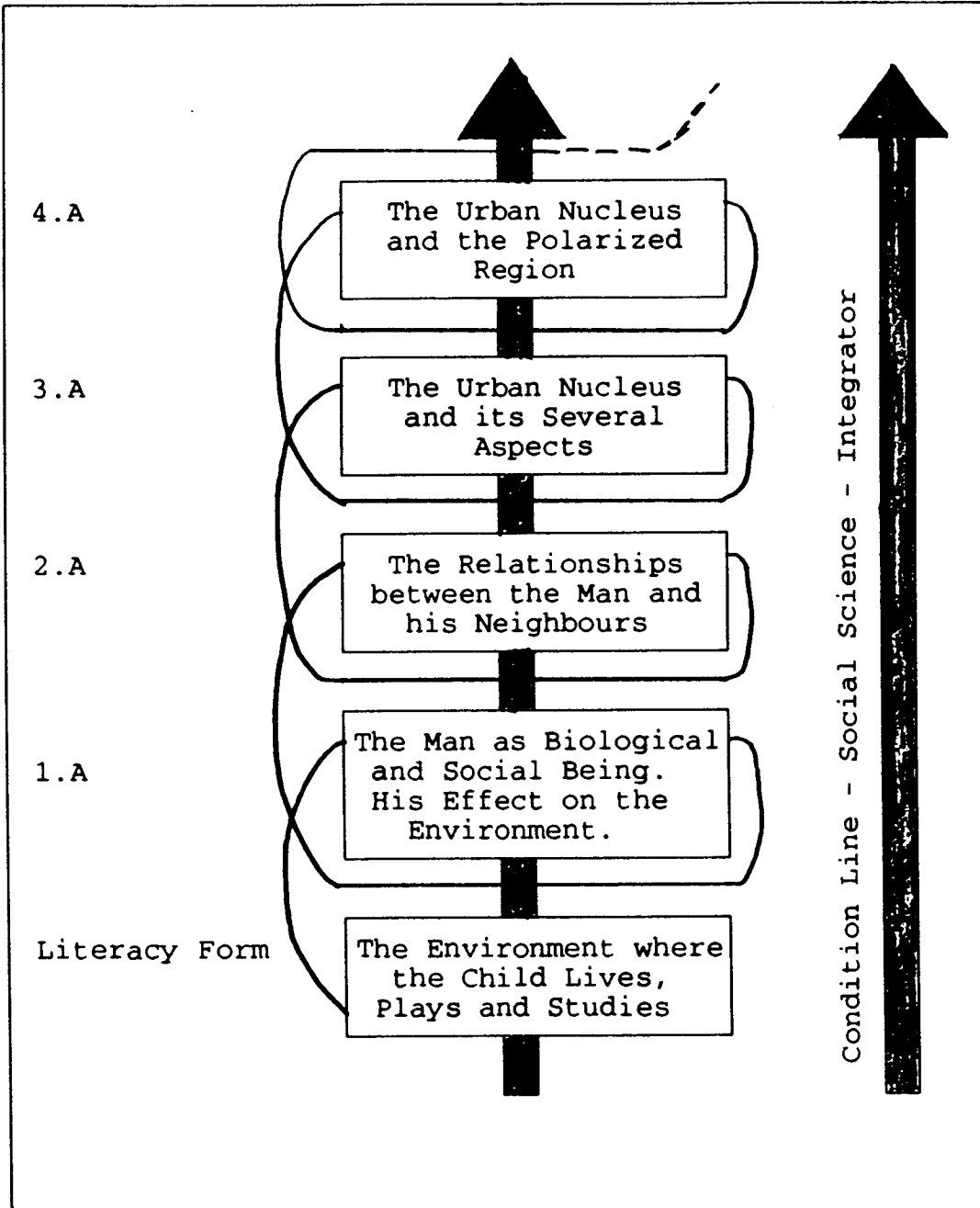
Figure 4. STRUCTURE OF CURRICULUM BY AREAS OF STUDY
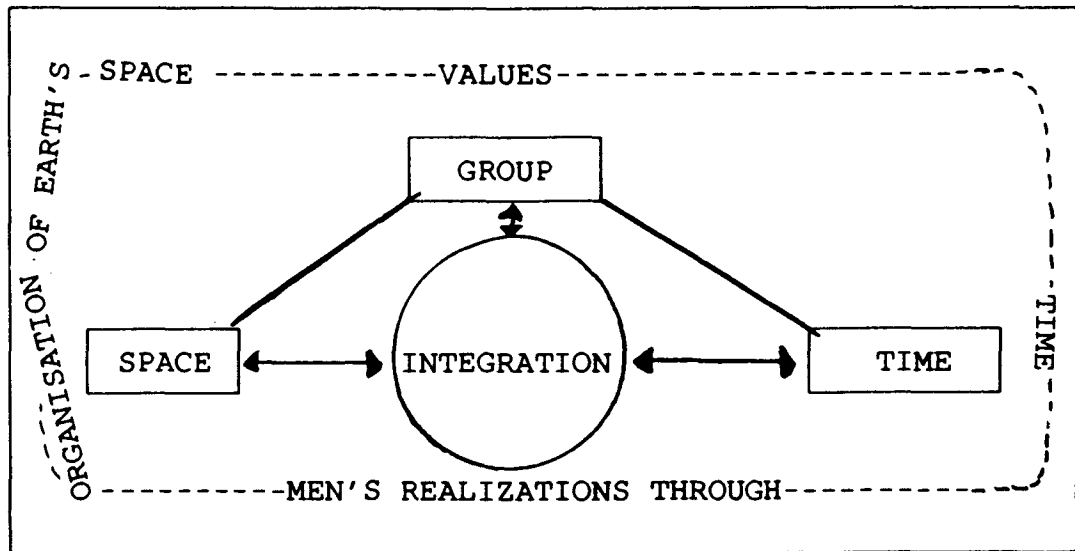
activities or by area of study. From 1972 to 1980 the Secretariat of Education created six different sets of evaluation criteria to measure children's progress, each time causing changes in the schools that tried to adopt them.

The bureaucracy, needed to plan and to support this curriculum in the Secretariat of Education and in the schools, was enormous and greatly increased the cost of education. Yet all these measures were intended to increase quality. As stated earlier in this chapter, in 1984 Chagas (70) commented that 80% of the total cost of education in Brazil is spent on human resources, but unfortunately it does not bring any improvement in the teachers' efficiency. Three years later Nicholas Davis analysed education in the Municipal Constitution of Rio de Janeiro and remarked:

> It is important to emphasise that it will not help to define, rigorously, the role of the MDE (Maintaining and Developing Education) in the State Constitutions, Organic Laws and LDB, if in the educational bureaucracy (the Secretariat of Education and its

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numerous and often useless intermediate offices) a large amount will be wasted. An analysis of the cost of really productive school work (particulary the classroom, library, etc) and of the unproductive "work" of the bureaucracy will prove that the latter devours a large part of the education budget. The budget of the State Government of Rio de Janeiro, up to 1989, shows clearly this imbalance, this inversion of priorities. It will not help to guarantee more finance for education or for any other social sector, if a large part of it is to be consumed by parasitic bureaucracy. (71)

The possibilities of changing this bureaucratic structure became more and more difficult each time that educational change emerged in the State. However, in spite of extreme diversity of functions in the Secretariat of Education and even in the schools, the teacher training, particularly on-the-job training, was often neglected.

Article 30, paragraph (b) of Law 5692/71 establishes a new title for initial teacher training for the second part of the First Level, and called it Licenciatura de Curta Duração [Short Teacher Training] which meant two years at the University instead of four and, instead of preparing the teacher for one subject, preparing him/her for the area of study as a whole. In other words: less training time for more teaching content. This aspect is analysed in depth by Luiz A. Cunha (72) who interprets it as part of a limited economic model adopted by the Military Government in spite of the risk to the quality of education.

In Rio de Janeiro, several private high schools offered this kind of course after 1972. This initial teacher training and the set-up of the curriculum received serious criticism from the scholars. For instance, in Social Science, the subject History lost the chronological order in most of the text books, because it needed to be integrated with other subjects. Ferretti (73) diagnosed this aspect as a tendency to show this new school model "as an innovation", but there was a clear lack of

relationship with the Brazilian social, economic and cultural environment. In Rio de Janeiro this course disappeared at the end of 1980. In fact it never achieved the objectives described in article 29 of the Law.

In 1975, the Secretariat of Education in Rio de Janeiro created "O Laboratório de Currículos" [The Curriculum Laboratory] with the objective of reformulating the state curriculum and supporting it. Then in 1976, a new curriculum proposal, in book format, was published with as title "Reformulação de Currículos de Primeiro Grau" [Curriculum Reformulation for the First Level] based on Piaget's Theory. This book proposed a new curriculum approach in methodological terms. Teachers from the Secretariat of Education trained teachers for one or two weekends in how to apply Piaget's theory. This methodology caused several difficulties in the interior of the State. The teachers accepted that they had to follow this new methodology, considered better than the one they followed previously. But following a few weekends of training did not give them enough background, nor confidence, to introduce this new complex methodology. In 1978 a rural teacher wrote a letter (74) entitled: Graças a Deus, Piaget morreu! [thank God, Piaget is dead!]. In this letter the teacher expressed her despair of being forced to apply "the new methodology" after one weekend of training. Maybe her interpretation, naive or ironic, implied that after Piaget's death, she finally could revert to her old methodology.

Between 1979 and 1982 the Curriculum Laboratory supported the implementation of the "new methodology" in all the states. From 1983 to 1986 studies were set up in the Municipality of Rio de Janeiro in order to define new curriculum proposals in different subjects (75). These studies became part of the Curriculum Proposal, a document published by the Secretariat of Education in June 1988. The State Government, elected in 1983, gave a high priority to an Educational Program that created several documents related to school organisation, including curriculum proposal. This Programme will be analysed later because it is part of the field work chosen for the research for this thesis.

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In the period 1986 to 1989 the governments of the State and some Municipalities, particulary the Municipality of Rio de Janeiro belonged to opposing parties and education was considered a significant weapon in their fight. This aspect is evident in the state document published in 1988, called "Proposta Pedagógica" [Pedagogical Proposal] and introduced by Carlos Alberto M. Direito, Secretary of Education:

> At the beginning of each government, it has became a habit to present voluminous texts, with work proposals, whose common destiny is the book shelf of the Cabinet. It is necessary to break this habit. It is necessary to end the general lack of belief in the nature of the serious work in the state education area, a lack of belief created basically by the gap between project and reality, between intentions and real attitudes. (...) Nevertheless, the rule has been that these promises are maintained only in the "letter" of the state documents and thus they frustrate the population and make the public school worse" (76)

However, in spite of this comment, this government made the same mistake it accused the others of: it also presented a new proposal and a lot of promises for the educational area as a whole, without being sure about their effectiveness. But the main characteristic of all these proposals related to Law 5692 is the announcement by each government, municipal or state, that they are introducing a "new proposal" for education, a new idea able to change the reality of Brazilian education at least in the Municipality or State. This aspect is evident at the beginning of each document analysed in this chapter.

5. Conclusions

This chapter has explored the legislation in Brazilian education, focusing on the relationship between curriculum proposal and curriculum practise. As this

study has shown, the large gap between these two aspects of the curriculum has been continuous for the last 30 years in the public schools in the country.

Law 5692 of 1971 did not correct the contradictions shown in Law 4.024 of 1961. The complex text of both when they talk about teachers, schools and students, seems to be completely remote from the Brazilian reality and from what has been done in Brazilian education.

This confirms Lauro de O. Limas's analysis of education: "It is a Brazilian habit to talk in futuristic language and carry out a colonial policy". (77) In the public school, curriculum practice hardly survives the mismanagement of curriculum proposal. In this case, it is clear that, although some strategies were adopted in the states in order to follow the proposal, they failed.

The changes proposed in the curriculum field by law 5692/71 seem to have ignored who is to implement the curriculum in the classroom. And it appears to be very far from Laurence Stenhouse's comment: "Curriculum development is ultimately about teacher development" (78).

This lack of attention to teacher training has been the weakest point in curriculum practise in Brazilian education. For instance, the sophisticated language, unknown to teachers, used in the curriculum proposal created enormous problems. In some cases, like the integration of the area of study, the misunderstanding was still not cleared at the end of the 1980s. The curriculum proposal formulated in Law 5.692/71 has created several changes in bureaucratic structures in each State and Municipality in order to understand it, to explain it, to plan it and to implement it.

The effect of this has been an increase in the cost of Brazilian education, without alleviating the educational crisis discussed in this chapter, and without diminishing the gap between proposal and reality. The analysis of the literature

about curriculum changes in Rio de Janeiro and in other states, revealed a continuous flux of changes and proposals in accordance with the political parties in power.

Changes of political parties in power not only affect the relationship between curriculum proposal and curriculum practice, but they also produce large numbers of documents related to curriculum proposals. This shows that a vicious circle is created by the political party in office: the proposal of the leaving government is always "bad" and support for it has to be dropped. Immediately a new proposal emerges under the justification that it is an innovation which will improve the public school in a democratic way.

However, in this literature review, the dramatic lack of historic perspective became evident. This lack of perspective was visible in the "general" literature about the subject and in the curriculum proposals published by the authorities. The majority of documents were written as if they were the first in their field without any reference to previous documents, laws or publications. Most of the new proposals were no more than an anachronistic and superficial remake of old proposals, which were still waiting to be fully integrated into the school practice.

6. NOTES AND REFERENCES

1. In Brazil, "public school", as opposed to private schools, is a generic term referring to either Federal, State or Municipality schools. In this thesis, school will always refer to "elementary" public school, unless specifically mentioned. The Brazilian "elementary" public school, as defined by Law 5692/71, refers to the compulsory, free of charge, school from the first to eighth school year. The following expressions refer to the same "elementary" public school when used in this thesis: first level school, primeiro grau and public school.

2. Maria José Garcia Werebe, Alcance e Limitações da Inovação Educacional

[Extent and Limitations of Educational Innovation], in Walter E. Garcia (ed) Inovação Educacional no Brasil: Problemas e Perspectivas [Educational Innovation in Brazil: Problems and Perspectives]. São Paulo: Cortez, 1980, p. 254.

3. Aurelio Buarque de Holanda. Novo Dicionário Aurélio [New Aurelio Dictionary] Nova Fronteira: Brasil, defines "Popular" as a noun or an adjective that means: (a) belongs to the people, the common people e.g. popular habits; made for the populars, (b) comes from low social and economic classes e.g. popular houses, (c) the common taste, what common people like, what is good for common people e.g. popular music, popular art, (d) that which is democratic e.g. popular government. In the Portuguese Language it also means, an agreeable, a likeable, a sympathetic person. In this thesis, popular will be used in the first four senses.

4. Bárbara Freitag, Escola, Estado e Sociedade [School, State and Society], São Paulo: Moraes, 1980, pp. 55-56.

5. The Brazilian National Educational Law number 4.024 was promulgated on the 20th of December 1961. It fixed rules for all educational stages and received the name Lei de Diretrizes e Bases da Educação Nacional [Law of Directives and Bases of National Education], commonly known as LDB. This acronym will be used in this thesis to refer to this law.

6. Valnir Chagas, O Ensino de Primeiro e Segundo Graus [The First and Second Levels of Education], 4th ed., São Paulo: Saraiva, 1984, p. 60

7. Dermeval Saviani, Política e Educação no Brasil [Politics and Education in Brazil], São Paulo: Cortez, 1987, p. 59; see also Dermeval Saviani, Educação: do Senso Comum a Consciência Crítica [Education: from Common Sense to Critical Conscience], 4th ed., São Paulo: Cortez, 1984, pp. 136-146. These writings have stressed the distinction between the "text and the context" in the LDB. In this analysis he explains the political processes that played a role in the discussions

about the LDB while it was still a project.

8. Bárbara Freitag, Escola, Estade e Sociedade. ... op. cit., p. 59

9. Valnir Chagas, O Ensino de Primeiro e Segundo Graus. ... op. cit., p. 60.

10. LDB, 2nd article - "education is a right for all and will be delivered at home and in the school."

11. Bárbara Freitag, Escola, Estade e Sociedade. op. cit., pp. 60-61. See also Guiomar Namo de Mello, Magistério de Primeiro Grau, da Competência Técnica ao Compromisso Político [Teaching of the First Level, from Technical Competence to Political Compromise], 6th ed., São Paulo: Cortez, 1986, pp. 13-14. Mello stresses that the selectivity is expressed by the high level of school failure among poor students. She insists that the selectivity has a political sense because it does not work by chance for all kinds of economic classes. It works particularly against the low economic classes, therefore the school conditions also have a political dimension.

12. Bárbara Freitag, Escola, Estade e Sociedade, op. cit., p. 66

13."Substitution of importation" was a key element of the Brazilian economic model developed as far back as the 1930s as Brazil's response to the coffee crisis caused by the worldwide recession that followed the 1929 crash of the New York stock exchange. The Brazilian economy was forced to produce goods to substitute for the lack of import. This provoked important changes in Brazilian society, in agriculture as well as in manufacturing and led to the emergence of a new social class: the urban-industrial class. This class felt that its demands were not met by the LDB and by the way the government was handling education.

14. Walter E. Garcia, Legislação e Inovação Educacional a partir de 1930

[Legislation and Educational Innovation as of 1930] in Walter E. Garcia, Inovação Educacional no Brasil ... op. cit., p. 219

15. Celso Furtado, Formação Econômica do Brasil [Economic Formation of Brazil], São Paulo: Companhia Editora Nacional, 1968, p. 240. Otavio Ianni, Estado e Planejamento Econômico no Brasil [State and Economic Planning in Brazil], Rio de Janeiro: Civilização Brasileira, 1971, p. 192. Ianni points out that from 1961 to 1969 Brazil shows fertile crises in its political and economic area which resulted in what was called "reformas de bases" [reforms of the basis] such as agrarian and work reform.

16. Dermeval Saviani, Política e Educação no Brasil ... op. cit. p. 82. He refers to "the tendency" as it was generally understood in social and political discussions, i.e. Brazil and the other countries in the world are interdependent; local activities have to take national and foreign interests into consideration. This thinking had strong support from the government in the 1950s, particularly from the Portaria no 113 - SUMOC, that conceded several advantages to foreign capital. The effects of this Portaria became very clear under Kubitschek; for details, see also Dermeval Saviani, Política e Educação no Brasil ... op. cit. Chapter III.

17. The agreements between the Brazilian Ministry of Education and the American Technical Assistance Programme, called "acordo MEC/USAID" were particularly active between 1965 and 1966. They were in accordance with the political model adopted by the military regime which implied strong external influence on Brazilian education as part of the interdependence doctrine. See Bárbara Freitag, Escola, Estade e Sociedade ... op. cit. p. 76; and Saviani, Política e Educação no Brasil ...op. cit. p. 84. For an in depth analysis of its ideology see also T. Goertzel, MEC/USAID - Ideológica do Desenvolvimento Aplicada à Educação Superior Brasileira [MEC/USAID - Ideology and Development applied to Brazilian Higher Education] in Revista Civilização Brasileira [Journal of Brazilian Civilisation], Vol. 3, number 14, July 1967.

18. Document number 58.023 decreed by the President of Brazil, General Castelo Branco on 21st March 1966. See <u>Revista Brasileira de Estudos Pedagógicos</u> [Brazilian Magazine of Pedagogical Studies] number 101, p. 140

19. Maria de Lourdes C. Deiro Nosela, <u>As mais Belas Mentiras - A Ideologia Subjacente aos Textos Didáticos</u> [The Wonderful Lies -the Ideology Submitted to Didactic Texts], São Paulo: Cortez & Moraes, 1979, analyses 166 books adopted in the four first forms of the first level in the public school and concludes that the majority of these books link ideas and values which when compared with the reality can only be considered "wonderful lies". See also Fulvia Rosenberg et al., <u>Análise dos Modelos Culturais na Literatura infanto-juvenil</u>, [Analysis of Cultural Models in the Literature for Youngsters] in O Estado de São Paulo [The São Paulo State Newspaper], 22nd April 1979, p. 28-29

20. Bárbara Freitag, <u>Escola, Estado e Sociedade</u> ... op. cit. pp. 98-104 analyses the educational policies of several governmental plans, developed and published after 1964. See among them, Ministério de Planejamento e Coordenaçao Econômica [Ministry of Planning and Economic Coordination], <u>Plano Decenal do Desenvolvimento Econômico e Social - Desenvolvimento Social: Educação e Mão-de-Obra</u>, [Decenal Plan of social and Economic Development - Social Development: Education and Work], Brasília: Departamento de Imprensa Nacional, 1967.

21. Walter E. Garcia (ed.), <u>Inovação Educacional no Brasil</u>. ... op. cit. p. 231. The expression "classic vision" is to be understood as it was used in social and political discussions and publications, i.e. the typical Brazilian way of solving practical problems by developing new legislation without looking for the social and/or economic root causes of the problem.

22. Celso Furtado, <u>O Brasil Pós-milagre</u> [Brazil after the Miracle], Rio de Janeiro: Paz e Terra, 1982. The literature about the Brazilian economic model after 1964

is quite wide. Dermeval Saviani, op. cit. pp. 83-98 analyses this model and its influences on the Brazilian education. He comments that although there are different approaches in the literature about this period, the authors agree, implicitly or explicitly, that it is characterised by "capitalism of associated-dependent markets".

23. Instituto Brasileiro de Geografia e Estatística [Brazilian Institute of Geography and Statistics], Anuário Estatístico [Statistics Annual Publication], in magazine Retrato de Brasil [Brazilian Portrait], São Paulo, 1984.

24. Dias Costa, Aprendizado Nao-Cognitivo como Resultado da Escolaridade [No knowledge acquired as a result of School], Master's Thesis, Rio de Janeiro: Fundação Getúlio Vargas, 1978

25. Guiomar N. de Mello, Magistério de Primeiro Grau ... op. cit. pp. 48-49

26. Maria José G. Werebe in Walter E. Garcia Inovação Educacional no Brasil. ... op. cit. p. 255, observes that the increasing school places for poor students was the result of several party-political reasons which did not consider the needs of educational planning.

27. Guiomar N. de Mello, Magistério de Primeiro Grau ... op. cit. pp. 52-57

28. Luiz Antônio C.R. Cunha, "A Expansão do Ensino Superior; Causas e Conseqüências" [The Growth of Higher Education; Causes and Consequences] in Debate e Critica No. 5, São Paulo, March, 1975, pp. 27-58 establishes links between the problem of the quality of education after 1964 and the economic model adopted. Dermeval Saviani, Educação: do Senso Comum à Consciência Filósofica [Education: from Common Sense to Philosophical Conscience", op. cit. pp. 128-130 states that it is obvious that the polemic question "quantity versus quality" is frequently masked by ideological approaches and also is frequently involved with

ideas like: "modernization", "development" and "democratization". Moreover, the truth is not revealed; see also Celso Rui Beisegel, <u>Relação entre a Quantidade e a Qualidade no Ensino Comum</u> [Relationship between Quantity and Quality in the State School] in Revista da ANDE [ANDE Magazine], number 1, São Paulo, 1981.

29. Guiomar N. Mello, <u>Magistério de Primeiro Grau</u> ... op. cit. p. 54, and also Lilian Anna Wachowicz, <u>O Método Dialético na Didática</u> [The Dialectic Method in Didactics], PHD thesis, Universidade Federal do Parana, 1988, p. 101 and also p. 133 where she criticises the fragmentation of the teacher's job which created chaotic bureaucracy in the schools.

30. Maria José G. Werebe, Alcance e Limitações da Inovação Educacional [Reach and Limitations of Educational Innovations] <u>in</u> Walter E. Garcia (ed) <u>Inovação Educacional no Brasil</u> ... op. cit. p.255.

31. Dermeval Saviani, <u>Educação: do Senso Comum à Consciência Filosófica</u> [Education: from Common Sense to Philosophical Conscience", op. cit. pp. 128-130. Saviani affirms that the majority of the Brazilian people do not have participation in cultural discovery. He then provides statistical data about public schools to prove this assumption.

32. Valdilia Mattoso Lima, <u>A Re-invenção da Escola Publica? (Um Estudo de caso)</u> [The Re-invention of the public school? (A Case Study)], Master's thesis, Rio de Janeiro, Universidade Federal Fluminense, 1988. See also Ana Cristina Leonardos, <u>Opportunities to learn academic skill in the Brazilian Public Schools.</u> A comparative case study, Phd Thesis, Stanford, 1990.

33. Document of the World Bank, <u>Brazil - Public Spending on Social Programs; Issues and Options,</u> Report no. 7086-BR, Volume I, May 27, 1988, Summary (iii).

34. Ibid., p. 41.

35. Ibid., Summary (v).

36. Simon Schwartzman, Educação Básica no Brasil: a Agenda da Modernidade [Basic Education in Brazil: the Agenda of Modernity], Lecture prepared for the National Seminar of Literature, Education and Modernity, Rio Grande do Sul: Pontifícia Universidade Católica do Rio Grande do Sul, June, 1988, p. 9.

37. Ibid. See Zaia Brandão (Coord.) O Estado da Arte da Pesquisa sobre Evasão e Repetência no Ensino de Primeiro Grau no Brasil [The State of the Art of the Research about Failure and Leaving in the first Level of School in Brazil], Rio de Janeiro, IUPERJ/INEP, 1982; see also Guiomar N. Mello, Magistério de Primeiro Grau ... op. cit., 1986, who analyses teaching in the first level of the public school in two dimensions: technical and political. Also José Carlos Libâneo, A Prática Pedagógica de Professores da Escola Pública [The Pedagogical Practice of State School Teachers], Master's thesis, São Paulo, PUC, 1984; see also Lia Rosenberg, Educação e Desigualdade Social [Education and Social Inequality], São Paulo: Loyola, 1984; also Dermeval Saviani, Escola e Democracia [School and Democracy], São Paulo: Cortez, 1983; also Ana Maria Popovic, Enfrentando o Fracasso Escolar [Fighting against School Failure], in Revista ANDE [ANDE Magazine], number 2, 1981 pp. 17-21; also Zaia Brandão, A Formação dos Professores e a questão da Educação das Crianças dos Camadas Populares [Teacher Training and the Education of Children from the Popular Social Classes], in Cadernos de Pesquisa, [Research Notebook], São Paulo, number 40, 1982, pp. 54-57; also Bernardete Gatti et al., A Reprovoção na Primeira Série do Primeiro Grau: um Estudo de Caso [Failure in the first form of the first level: a case study] in Cadernos de Pesquisa, [Research Notebook], São Paulo, number 38, 1981, pp. 3-13. Also Regis Farr, O Fracasso do Ensino [School Failure], 2nd Ed., Rio de Janeiro: Codecri, 1984; also Darcy Ribeiro, Nossa Escola é uma Calamidade [Our school is a disaster], Rio de Janeiro: Salamandra, 1984; also Maria Helene Souza Patto, A Criança de Escola Pública: Deficiente, Diferente ou Mal Tratada, [Public School Children: Deficient, Different or Badly Treated], São Paulo: SE/CEND, 1985, pp. 13-21; see also Miguel

Gonzales Arroyo, O Direito ao Tempo de Escola [the right to school time] in Cadernos de Pesquisa, [Research Notebook], São Paulo: Fundação Carlos Chagas, number 65, 1988; also Darcy Ribeiro, O Livro dos CIEPs [The CIEP's Book], Rio de Janeiro: Bloch, 1986; also Mariha Ponted Sposito, O Povo vai à Escola: a Luta Popular pela Expansão do Ensino Público em São Paulo [The People go to School: the Fight of the People to Expand Public Schools in São Paulo], São Paulo: Loyola, 1984; also Luiz Antonio Cunha, Educação e Desenvolvimento Social no Brasil [Education and Social Development in Brazil], Rio de Janeiro: Francisco Alves, 1980; also Sonia Kramer, A Politica do pré-escolar no Brasil [the Politics of pre-school in Brazil], Rio de Janeiro: Achiame, 1982.

38. José Carlos Libâneo, A Prática Pedagógica de Professores da Escola Pública ... op. cit., pp. 11-12.

39. Lilian A. Wachowicz, O Método Dialético na Didática ... op. cit., pp. 102-104.

40. Ibid. p. 106.

41. Rose Neubauer da Silva et al., Descompromisso das Políticas Brasileiras com a Qualidade de Ensino [The Absence of Commitment of Brazilian Politics to the Quality of Education], article published in São Paulo by the Department of Educational Research: Carlos Chagas Foundation, 1991, pp. 25-31.

42. Guiomar N. Mello in Sonia Penin, Cotidiano e Escola [Daily Life and School], São Paulo, Cortez, 1989, Preface.

43. Heládio C.G. Antunha, A Educação Brasileira no Periodo Republicano, [Brazilian Education in the Republican Period], in Moyses Brejon, Estrutura e Funcionamento do Ensino de Primeiro e Segundo Grau [Structure and Functioning of the first and second levels], São Paulo: Livraria Pioneira, 1978, p. 60, comments about "the right to education" expressed in Brazilian Law: "This

principle emerged clearly for the first time, in the constitution of 1934 which, in Article 149, declares that "education is the right of all", the dictatorial letter of 1937 abolished it and it came back in the constitution of 1946, written in the same terms. In fact, until now, the right of all Brazilians to education is, unfortunately, still a wish and not a reality. The large amount of illiteracy, inherited from the past, and the present difficulties in giving education to children in several areas of the country, makes it hard to put the principle into practice.

44. Victor Henrique Paro et al., Escolar de Tempo Integral. Desafio para o Ensino Público [Full-time School. A Challenge for the Public School], São Paulo: Cortez, 1988, p. 203.

45. Rose Neubauer da Silva et al., Descompromisso das Políticas Brasileiras com a Qualidade de Ensino. ... op. cit., p. 19.

46. Ibid. p. 19.

47. Federal Constitution of the Republic of Brazil, Chapter III: Section 1: Da Educação [About Education] Article 205, 1988. "Education is a right for all and is the obligation of the state and family. It will be promoted and motivated with the collaboration of society in order to develop the person and to prepare him to be a citizen and to qualify him for work. "

48. Brasil - Ministério da Educação [Brazil - Ministry of Education], A Educação no Brasil na Década de 80, Brasília: SAG, 1990; see also Sonia Penin, O Cotidiano Escolar, op. cit.; see also Claudia L.F. Davis et al., Programas e Projetos Educacionais: Panorama Parcial da Década de 80, São Paulo: CENPEC/FCC/UNICEF, 1980.

49. Ana Cristina Leonardos, Opportunities to learn academic skill in the Brazilian Public Schools ... op. cit., p. 5.

50. Claudio de Moura Castro et al., Dealing with Poor Students, May, 1991.

51. Dermeval Saviani, Política e Educação no Brasil ... op. cit., p. 83.

52. Valnir Chagas, O Ensino de Primeiro e Segundo Graus ... op. cit., p. 62.

53. Teresa R.N. da Silva and Lisete R. Gomes Arelano, Orientações Legais na Área de Currículo nas Esferas Federal e Estadual a partir da Lei 5.692/71 [Legal Orientation in the Curriculum Area in the Federal and State Fields from the Law 5.692/71] in Cadernos CEDES [CEDES notebook] São Paulo: Cortez, no. 13, 1984, p. 29.

54. Carlos R. Jamil Cury, Educação e Contradição [Education and Contradiction], São Paulo: Cortez, 1985, p. 111. He emphasises that the curriculum in the "Knowledge Industry", together with the language, constitute an important tool in order to consolidate the political function of the education.

55. Benno Sander, Valores Reais e Valores Formais da Educação [Real Value and Formal Value of the Education], São Paulo: Biblioteca Pioneira de Ciências Sociais, 1974.

56. Resolution no. 8/71 from the Federal Council of Education in Brazil establishes: "Article 1 - The common nucleus will be included as an obligation in the full curriculum of the First and Second Levels of Education; it will embrace: a) Communication and Expression; b) Social Studies; c) Sciences. 1. The common nucleus will include these subjects as mandatory: a) Communication and Expression - Portuguese Language; b) Social Science - Geography, History and Social and Political Organisation of Brazil; c) Science - Mathematics, Physics and Biology. 2. The following are also compulsory: Physical Education, Arts, Moral and Civic Education, Health Education and Religious Education. This last one is obligatory for public schools, not for private schools and is optional for the

students. Article 2 - The areas that were established as obligatory through their respective subjects need to be interconnected. If necessary, they can be linked with other subjects that may be added in order to maintain the unity of the curriculum in all phases of its development."

57. Official documents that emerged after Law 5.692/71 tried to make its articles explicit, particulary about curriculum organisation. See Lucia Pinheiro, Bases para Reformulação de Currículos e Programas para o Ensino Fundamental [Curriculum and Programm Reformulation for Basic Education], Rio de Janeiro: SEC, 1971; see also Secretariat of State and Business in Education, Planejamento do Currículo [Curriculum Planning], São Paulo: Division of Pedagogical Assistance, 1971; see also The Secretariat of Education and Culture of Guanabara, Plano de Implementação da Reforma de Ensino na Guanabara [Plan for the implementation of Educational Reform in Guanabara], Rio de Janeiro: 1972; see also Ministry of Education and Culture, Bases para Reformulação de Currículos e Programas [Bases for Curriculum and Programme Reformulation], Rio de Janeiro: INEP, 1971; see also Ministry of Education and Culture, A Escola de Primeiro Grau e currículo [The First Level School and the Curriculum], Brasília: Department of Basic Education, 1972; see also Ministry of Education and Culture, Quatro Estudos de Currículo [Four Studies about Curriculum] Brasília: 1972; see also Federal Council of Education, Report no. 3339/72, A significação da Parte de Formação Especial do currículo de Ensino de Primeiro Grau [The significance of the Special Formation part of the First Level curriculum], Brasília, 1972.

58. Teresa R.N. da Silva and Lisete R.G. Arelano, Orientações Legais na Área de Currículo nas Esferas Federal e Estadual a partir da Lei 5.692/71 ... op. cit., pp. 32-34

59. Celso J. Ferretti, A Inovação na Perspectiva Pedagógica [Innovation in the Pedagogical Perspective],in Walter E. Garcia, (ed) Inovação Educacional no Brasil ... op. cit., pp. 59-60; See also Teresa R.N. da Silva and Lisete R.G. Orelano,

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Orientações Legais na Área de Currículo nas Esferas Federal e Estadual a partir da Lei 5.692/71 ... op. cit., p. 31; See also Valnir Chagas, O Ensino de Primeiro e Segundo Graus. ... op. cit., particularly Chapter IV.

60. Celso J. Ferretti, A Inovação na Perspectiva Pedagógica in Walter E. Garcia, (ed) Inovação Educacional no Brasil ... op. cit., p. 70.

61. Teresa R.N. da Silva and Lisete R.G. Orelano, Orientações Legais na Área de Currículo nas Esferas Federal e Estadual a partir da Lei 5.692/71 ...op. cit., p. 42.

62. Sonia Penin, Cotidiano e Escola ... op. cit., p. 59.

63. Secretariat of Education and Culture of the State of Guanabara, Subsídios para a Elaboração dos Currículos Plenos dos Estabelecimentos Oficiais do Ensino de Primeiro Grau [Guidelines for the Elaboration of Full Curriculum for Official First Level Schools] Rio de Janeiro: Block, 1972; see also Secretariat of Education and Culture of Rio de Janeiro, Reformulação dos Currículos de Primeiro Grau [First Level Curriculum Reformulation], Rio de Janeiro, 1977. This document resulted from the work developed in the Laboratório de Currículo [Curriculum Laboratory] created in 1975 and strongly influenced by Piaget in its approach of political changes of the State, and in 1982 it disappeared completely; see also Secretariat of Education in the Municipality of Rio de Janeiro, Documento Preliminiar para Discussão da Proposta Curricular [Preliminary Document for Discussions on Curriculum Proposal], Rio de Janeiro, 1988. The number of state documents about Curriculum are increasing with several Municipalities having documents on the same subject.

64. Instituto Brasileiro Geográfico - IBGE [Geographic Brazilian Institute - IBGE], Anuário Estatístico do Brasil [Annual Statistics of Brazil], Rio de Janeiro, 1971, p. 46.

65. Secretariat of Education and Culture in the State of Guanabara, O Comportamento do Sistema de Ensino da Guanabara às Vésperas da Reforma [The Behaviour of the Guanabara Educational System at the eve of the Reform], Rio de Janeiro: Instituto de Pesquisas Educacionais [Institute of Educational Research], 1972.

66. Celso Kelly, Subsídios para a Elaboração dos Currículos Plenos dos Estabelecimentos Oficiais do Ensino de Primeiro Grau ... op. cit., Introduction.

67. Ibid. p. 38.

68. Ibid. p. 39.

69. Ibid. p. 57 and p. 157.

70. Valnir Chagas, O Ensino de Primeiro e Segundo Graus ... op. cit., p. 358.

71. Nicholas Davies, A Educação na Constituição Municipal [Education in the Municipal Constitution] in Revista Educação Municipal [Magazine of Municipal Education], São Paulo: Cortez, year 3, number 6, June 1990.

72. Luiz A. Cunha, Educação e Desenvolvimento Social no Brasil [Education and Social Development in Brazil], Rio de Janeiro: Francisco Alves, 1975, Chapter I.

73. Celso J. Ferretti in Walter Garcia, Inovação Educacional no Brasil ... op. cit., p. 70.

74. Caderno do Professor [Teacher's Notebook] in Jornal do Brasil, special publication, Rio de Janeiro, 8th March 1978.

75. Secretariat of Education in the Municipality of Rio de Janeiro, Conteúdos

Básicos e Sugestões Metodológicas de Geografia [Basic Content and Methodological Advice for Geography]; see also Conteúdos Básicos e Sugestøes Metodológicas de História [Basic Content and Methodological Advice for History]; see also Document of Portuguese for First Forms, for second to fourth Forms and for fifth to eighth Forms; see also methodological suggestions for the curriculum of the First to Eighth Forms, all these documents were developed and published between 1983 and 1986.

76. Secretariat of Education in the State of Rio de Janeiro, Documento de Trabalho: A Proposta Pedagógica [Work Document: Pedagogical Proposal], Rio de Janeiro, March, 1988, p. 10.

77. Lauro de O. Lima, O Impasse na Educação [The Impasse in Education], Petropolis: Vozes, Third edition, 1973, p. 26.

Chapter II - A Theoretical Framework of a Conceptual Approach: Mediation Process.

1. Introduction.

The purpose of this chapter is to review and to discuss some of the theories that have dealt with issues related to curriculum reforms in general and to the relationship between curriculum proposal and curriculum practice in particular. Writers on educational management and educational change have offered different explanations for the curriculum reforms and their impact on the schools. The chapter will indicate why Michael G. Fullan's (1) theories on educational change, combined with Tony Bush's (2) theories on educational management, seem to be the most adequate approach to guide this study, although these approaches have not dealt directly with the main questions of the thesis: what happens between curriculum proposal and curriculum practice? What are the elements that operate between the curriculum proposal and curriculum practice and how do they create gaps or links?

This chapter argues that in order to be clear about the relationship between curriculum proposal and curriculum practice, it is necessary to consider the values and goals associated with curriculum reform, i.e. curriculum proposal and curriculum practice and to understand the <u>dynamics</u> of their relationship. This thesis focuses precisely and deliberately on the dynamics of the relationship between curriculum proposal and curriculum practice. A conceptual framework will be developed to facilitate the understanding of the dynamics of the social processes active in this relationship. These social processes will be called <u>mediation</u>.

The structure of this chapter is as follows: (i) a review and discussion of selected studies related to educational management and educational change, as they deal with curriculum reform, (ii) the development of a conceptual framework

about the mediation process and finally, (iii) the elaboration of a design for the research and the analysis of the elements described above.

2. Review and Discussion of Selected Studies Related to Curriculum Reform, Educational Change and Educational Management.

This section will provide a theoretical foundation for the study about the relationship between curriculum proposal and curriculum practice through the review and the discussion of five authors whose works are directly or indirectly dealing with curriculum change.

The criteria used to select these authors are as follows (i) they are authorities in the field of curriculum, educational change and/or educational management and have offered different explanations for the curriculum change and schooling process; (ii) they have published recently in the related fields and (iii) they contribute to the understanding of the relationship between curriculum proposal and curriculum practice.

The selected authors can be classified in two groups. The first group, Malcolm Skilbeck (3), Andy Hargreaves (4) and Denis Lawton (5), are directly involved with curriculum and provide an extensive exploration of different views of curriculum decisions; while the second group, Fullan and Bush, focus more on educational change and on educational management. The structure of this section will follow the authors in the order mentioned above.

After 1960, publications about curriculum have been influenced strongly by the tendency to decentralise curriculum development. This may have been the result of a movement supporting School-Centred Innovation (SCI) and/or of the dissatisfaction with the way in which most centralised processes were implemented. Skilbeck, who favours decentralisation of curriculum development, states that curriculum change is strategically related to the schooling process. His

assumption is that "the school is properly to be regarded as an agency - a principal agency - of curriculum development." (6) He also asserts that the school is an "organic community" that needs to be studied intensively in order to understand the challenges and difficulties that the school faces as a curriculum-building decision maker. He categorizes the difficulties to achieve his assumption, i.e. the school as a principal agency of curriculum development, in five groups : (i) the capabilities and skills of the teachers and others involved; (ii) the teachers' attitudes, values, motivation, alternative value orientation; (iii) the organisation, management and resources; (iv) the efficiency and effectiveness of school-based curriculum development as a general strategy and finally, (v) localism, parochialism and conservatism" (7). According to him, group one, including teacher education and programmes of professional development, is vital because of the complexity of roles and relationships in school-based curriculum development. And he adds that sharing responsibility and authority needs collaborative preparation and that it is not part of the school tradition to work in this way. This assertion is reinforced when he talks about curriculum action and states that it is necessary "to improve our knowledge and understanding of curriculum action in the school setting". He also notes that although school-based curriculum development happens in the school, the school will require support from many sources. He claims that political, social and economic support are necessary and that having developed a curriculum is not enough to link the school activities to the cultural requirements of society.

In 1990, Skilbeck published a report about a "Project on Curriculum Reform and School Effectiveness" covering a study carried out in several countries (8). In its conclusions, the report offers a set of recommendations, emphasizing the need to move towards the role of education as a "response" to society, not only in terms of its political purpose but also in terms of effectiveness. He remarks:

> National-level plans and goals are one thing; their effective
> translation into the practice of schooling in every corner of the land

is another and it is evident that more effort is required to design and put into action large scale implementation strategies (...) The contrast between the scale of such plans and proposals and the resources available to translate them into school realities is too great in most, if not in all, cases cited. (9)

One of the difficulties in dealing with this report is to distinguish its analysis from the criticism of centralised curriculum development. The report touches upon the relationship between proposal and school reality without further analysing it. However, Skilbeck invites the reader to analyse these unresolved issues and tensions in education and states that "these needs must be systematically and comprehensively addressed in the coming years." (10)

Skilbeck points to the mismanagement with which curriculum development has been faced. In one of his books, "School-based Curriculum Development", he devotes a chapter - the last one - to curriculum action and comments: "Action and deliberation in curriculum are different in feeling, style and format, even when the content is similar; yet there is always continuity, however veiled it may be, between them." (11) But he does not explore this continuity any further in his study and suggests in his research agenda that topics related to this theme need further research in order to build up a knowledge base.

In 1984, Denis Lawton stated that "curriculum studies are often discussed in a way which makes them very remote from classroom practice" (12). The problem of curriculum practice is not merely related to the particularities of the every-day running of the school, such as following plans and selecting pedagogical material, but also to the translation of abstract concepts, such as cultural values into curriculum action. The teacher needs to select content and process to carry out the curriculum plan. What are the criteria the teacher follows to choose the relevant content and process? This question is related to the cultural challenge that teachers have to face in their every-day school life.

In essence educational reforms face the same challenge. The direction which certain reforms have proposed to take in a pluralistic society like England, reveals how difficult it is to handle the relationship between values and school practice. Denis Lawton states that "a major problem is the gap between macro and micro-planning. Some writers tend to move from the grand concept of cultural analysis to specific and detailed prescriptions in the curriculum without further justification". (13) This criticism is followed by an analysis of the doubts and uncertainties found in school curriculum which have revealed a contrast between "what is" and "what ought to be", especially in the educational system under technocratic and bureaucratic domination. One of his assumptions is that "it is important for teachers and planners to be aware of their values and to be able to make them explicit". (14) In this sense he develops a cultural map which constitutes a reference in analytical and anthropological terms to see how society operates. This map represents an interrelated social-cultural system comprising the following distinct cultural invariants: (i) social-political system, (ii) economic system (iii) communication system, (iv) rationality system, (v) technology system, (vi) morality system, (vii) belief system, (viii) aesthetic system and (ix) maturation system. (15) The invariants describe characteristics that all human beings, regardless of the society they belong to, have in common. He analyses each of these invariants before looking at how they are or should be related to education. He argues that if curriculum is a selection from culture, it must be an adequate one and that this is important for teachers and planners in order to develop criteria for reviewing and evaluating curriculum planning.

In addition he states that teachers must be well prepared for the implementation of curriculum reforms as it is their responsibility to deal with social change. In this sense he points out that cultural analysis "shows quite clearly that all societies have the task of mediating a whole range of knowledge, skills and values to the next generation, and that it is not simply the function of schools to service the labour market". (16) Because schools have limited time and resources, he remarks, the whole range of cultural invariants needs to be present

in the curriculum. It cannot claim to be free, but needs to be explicitly planned for an adequate selection from culture.

Lawton has claimed that curriculum is a selection from culture and needs to be planned carefully from a rational and from an analytical point of view. In particular he has underlined that the national curriculum is a way of ensuring an adequate selection for the next generation. Although he has been working towards curriculum practice with techniques of cultural analysis as a basis for curriculum planning, his studies do not focus on the relationship between what is selected and proposed in these plans and what the school actually does.

Andy Hargreaves' research on curriculum and assessment reform has its origin in his involvement with the every-day practice of curriculum and assessment development. He draws attention to the powerful role that the teachers have in curriculum reform, because ultimately it is their responsibility to translate the curriculum policy into curriculum practice. Many studies have confirmed the need to improve teachers work. Yet, he stresses that some of these studies are not clear about this need, and that most of them are related to teacher skills rather than to the environment in which they operate. In this connection he also states that the isolated way in which teachers work makes it a challenge to know what teachers think and do; in most schools they work in "their own classroom, making collaboration and collegiality difficult; this gives the culture of teaching a highly individualistic quality". (17) Although he supports decentralisation of curriculum development, he adds that the phenomenon of teacher isolation creates difficulties for curriculum reform: either "bottom-up" or "top-down". He observes that the classroom will not be effectively changed by any decision-making "without substantial changes in culture and work teaching". (18) These changes must be collaborative and must have administrative support. He considers the need for interlinking the assessment development, curriculum development and teacher development as essential in redefining curriculum towards teachers and pupils, culture and work.

Many studies related to centralised and decentralised educational systems have examined the issues that can illuminate the future of curriculum decision-making, but few have contributed to the understanding of curriculum practice. Hargreaves, for instance, recognizes that research in this area "is still at an early stage of development". (19) These studies, so he states, "might give curriculum theorists and curriculum planners a fuller and more realistic sense of the problems they are likely to encounter when they seek to implement their ambitiously prescriptive models of curriculum change". (20)

Hargreaves' message for curriculum improvement is first of all about teacher development; he elaborates on that and focuses on teaching culture and work. Although he talks about curriculum policy and curriculum practice, he polarised these themes. Despite the fact that he insists that curriculum assessment, curriculum development and teacher development must be interlinked, his studies do not cover the relationship between policy and practice in the curriculum field.

Michael G. Fullan gives a broad critical perspective about educational change. His study contributes to the contemporary discussion about what he calls "the problem of meaning". For instance, he establishes the need to examine the meaning of expressions like "change" and "progress" which have caused great confusion. He provides an opportunity to follow several types of research which have dealt with the change process, particularly with the difficulties encountered when attempting to translate ideas or proposals into practice. He developed a model about change processes, consisting of four phases, as presented below: (21)

```
┌──────────────┐      ┌────────────────────┐      ┌────────────────┐      ┌─────────┐
│  Initiation  │ <->  │  Implementation    │ <->  │  Continuation  │ <->  │ Outcome │
└──────────────┘      └────────────────────┘      └────────────────┘      └─────────┘
```
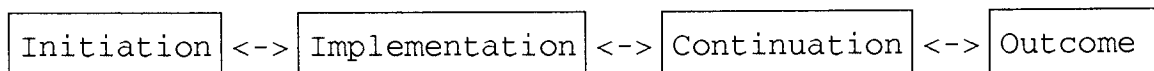
The initiation, characterised by planning and adoption, reveals several associated factors. It is not easy to understand how these factors operate and how

they are combined. The same happens with the Outcome phase, for which he just reserves a few comments in his study, while the Implementation phase gets full attention and is remarkably clear. He includes the Continuation phase and states: "The line between implementation and continuation is somewhat hazy and arbitrary". (22)

Particularly his analysis of implementation helps to shed light on educational change. Most of the time he refers to concrete situations. For instance, he comments on the anxiety and frustration caused by continuous failure, that has also provoked negative reactions in the school. Therefore, when a new change is proposed, people are very sceptical. He has analysed the implementation of change in a very practical way and described the dynamics of the change process as a set of interactive factors. According to his model, they are as follows:

Figure 5. The Interactive Factors in the Implementation of Change
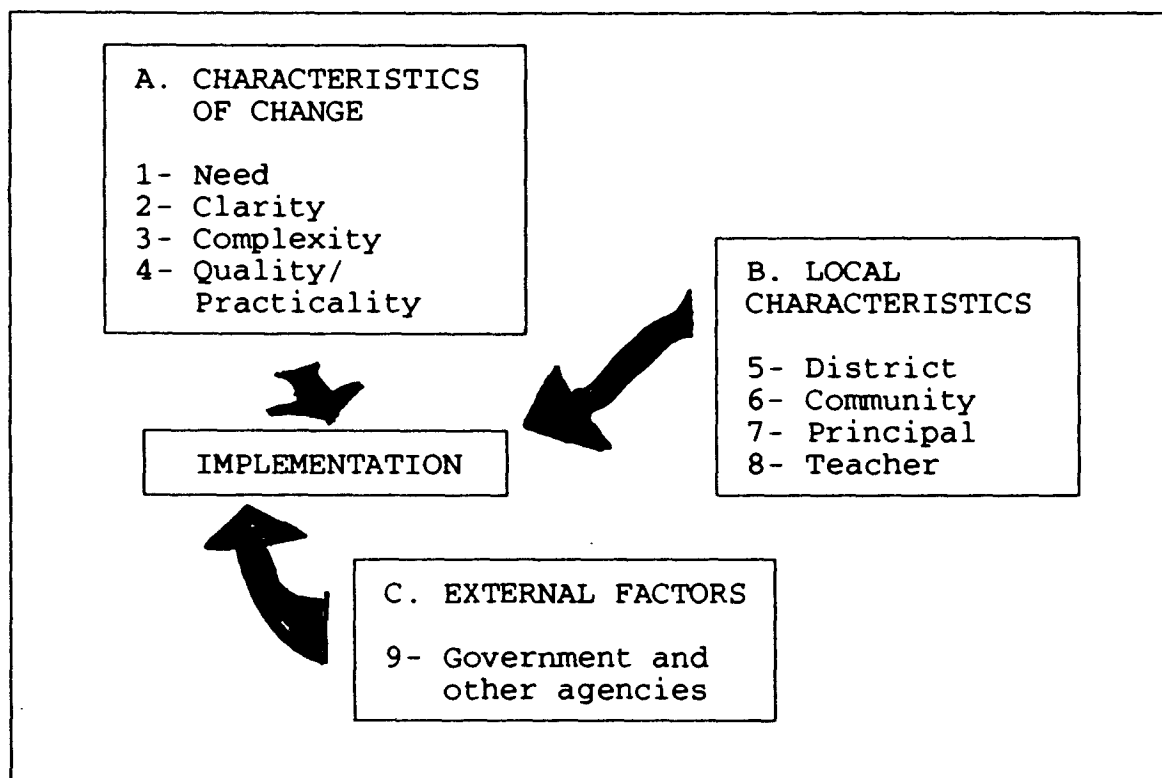
He stresses that this design is in fact an overview of the change process and that it can also be broadly analysed and "unpacked into several sub-variables". He points out that educational change is a dynamic process which depends on the combination of factors and that to point to isolated factors as responsible for failure has not helped to solve the school's difficulties.

The way in which Fullan structurally classifies and later comments on these factors, helps to highlight the relevant points that people involved with educational change need to keep in mind, and it also helps to understand why a number of educational changes fail. But even when planners keep most of these factors in mind, things can still go wrong in the change process. Or as Fullan stresses "what works in one situation, may or may not work in another". This commentary can be reinforced by two points: first, that educational change operates in a social-cultural environment which impinges its characteristics on the change process. This may cause a conflict and/or an ambivalence at the beginning of the change process. Such a conflict or ambivalence is not only acceptable, but desirable, according to Fullan and many other researchers; second, that educational change, as previously noted, is still a relatively young field of study. In this area, Fullan often refers to the "need to know about causes and dynamics of how change occurs". (24) He invites researchers to study this phenomenon in depth in order to understand the process of change which is "full of paradoxes".

In his study Fullan stresses that in order to understand educational change, one must always define it with reference to a concrete situation. He researched "the meaning of change and the change process as a whole" (25). Commenting on how to approach educational change, he often states that it is important to examine not only "what" changes, but also "how" the change happens. However, when analysing the role of principal, staff and teacher, all involved in the change process, he does not address the issues related to the management of change, but merely describes how change is part of the day-to-day reality.

In his study of the change process he analyses in depth the implementation phase. In his analysis he combines three sets of factors influencing the implementation. Each of the sets is useful in analysing proposal as well as practice. Talking about practice he criticises attempts to implement curriculum change without understanding the school reality. He stresses that whoever is involved in educational change must be able to "locate specific factors, to observe how they work in concrete situations, and to explain why they function as they do, and with what consequences for school improvement." (26)

Although Fullan, in many instances, touches upon the relationship between proposal and practice, he does not address the relationship itself in any detail. He does however imply that the relationship between curriculum proposal and curriculum practice is part of the challenges that he invites researchers to look at.

Basically, Tony Bush works with management models to facilitate the understanding of the internal operation of educational organisations. Although he recognizes the need for managerial action, he concentrates more on leadership functions, such as setting goals, making decisions and building relationships, which evidently are crucial to the practical operation of a school organisation. Insight in the characteristics of these leadership functions helps to understand how curriculum proposals are determined, how they can be achieved and how the implementation is managed.

In his studies, Bush addresses the relevance of theoretical foundations of educational management for school effectiveness. He clarifies the relationship between theory and practice in educational management. For instance, when he discusses an educational management model, he does not only describe it, but he analyses how it works and what possibilities there are to combine it with other models. Whenever he does this, he always puts the model in the context of the social-cultural conditions of the school, of the nature of the organisation and of the availability of resources.

The five models of educational management established by Bush (see next page) (27), constitute a conceptual framework to analyse managerial problems in education. However, he stresses that it is often necessary to combine models as "it is rare for a single model to capture the reality of management in any particular school or college" (28).

Formal, political and ambiguity models were particularly chosen to be used in this thesis considering Brazilian educational characteristics, discussed in the previous chapter.

The formal model, which includes structural systems, bureaucratic, rational and hierarchical models, proclaim the relationship between purpose and action as a tidy relationship because according to these models the organisation is stable and predictable with clear goals. Bush remarks that these models ignore or underestimate a significant number of variables like the political and cultural pressures on the school reality. However, this model could be useful to clarify the bureaucratic approaches adopted by the school organisation, particularly where these approaches have led to bureaucratic abuse and exaggeration, as is the case in Brazil, as pointed out in chapter I.

The political model has received considerable attention from decision makers because this model deals with centralised power and conflict. The educational organisation consisting of authorities (political and educational), head teachers, staff, teachers, students and parents face several interest groups in its decision making; this is clearly recognised in this model as "extensive bargaining and negotiation before the conflict is solved." (29) This is probably the most useful aspect of this model for this thesis, because this bargaining and negotiation has a strong influence on the relationship between proposal and the every day school reality.

The ambiguity model implies the uncertainty and complexity of educational life, from leadership decision to classroom activities. Bush refers to two studies as

Figure 6. Tony Bush: Comparison of five models of management

Elements of Management	Type of model				
	formal	democratic	political	subjective	ambiguity
Levels at which goals are determined	institutional	institutional	subunit	individual	unclear
process by which goals are determined	set by leaders	agreement	conflicts	problematic may be imposed by leaders	unpredictable
relationship between goals and decisions	decisions based on goals	decisions based on agreed goals	decisions based on goals of dominant coalition	individual behaviour based on personal objectives	decisions unrelated to goals
nature of decision process	rational	collegial	political	personal	garbage can
nature of structure	objective reality hierarchical	objective reality lateral	setting for subunit conflict	constructed through human interaction	problematic
links with environment	may be "open" or "closed" head accountable	accountability blurred by shared decision making	unstable, external bodies portrayed as interest groups	source of individual meanings	source of uncertainty
style of leadership	head establishes goals and initiates policies	head seeks to promote consensus	head is both participant and mediator	problematic may be perceived as a form of control	may be tactical or unobtrusive

quite relevant for the analysis of the ambiguity model : Leadership and Ambiguity, by M. Cohen and J. March (30) and Educational Organisations as Loosely Coupled Systems by Karl E. Weick (31). This last one is particularly important for this thesis, because the use of the concept of loosely coupled system highlights the identity and separateness of elements. For instance, the image of head teacher and teachers, school-board authorities and government and communities are somehow attached to each other, but in such a way "that each retains some identity and separateness and that their attachment may be circumscribed and infrequent, weak in its mutual effects, unimportant, and/or slow to respond" (32). Weick analyses the intention and the action of organisation members in the same way. Weick stresses that although a tight coupling is assumed by planners and managers, "given a potential loose coupling between intentions and actions of organisational members, it should come as no surprise that administrators are baffled and angered when things never happen the way they were supposed to." (33) Whether an educational organisation operates under the concept of loosely coupled or tightly coupled will strongly effect the relationship between curriculum proposal and curriculum practice.

The five authors analysed share certain points of view that have contributed to the knowledge base of curriculum studies. For instance, they point out that the culture and the work of teacher and pupil are crucial to practical curriculum change. Other points almost all of them focus on are strategically related to aspects of curriculum reforms, such as the interaction between curriculum reform and assessment reform, the need for political and economic support for curriculum decision making, either "top-down" or "bottom-up", and the need to develop studies which can promote the understanding of the relationship between reform and school effectiveness. Related to the last one, the authors also state that in spite of great efforts the practical success of most curriculum reforms has been questionable.

The studies of the first group: M. Skilbeck, A. Hargreaves and D. Lawton are more related to the procedures for curriculum decision making, while the second group: M. Fullan and T. Bush are more related to the strategic points of the school practice. However, Fullan's studies are broad enough to allow identification of several combined factors which operate on curriculum decision making and curriculum practice. Yet, he reserves few commentaries for the management of educational change. About this theme he just stresses that:

> The solution to the management of educational change is straightforward. All we need to do in any situation is to take the factors and themes (presented in this section) and change them in a position direction, and then orchestrate them so that they work smoothly together. The mind be excused for boggling. (34)

On the other hand, Bush's studies provide a wide perspective of educational change with an overview of school development policy and practice through management models.

Finally, Fullan's studies combined with Bush's studies were considered the most adequate for this thesis because of the similarities with the Brazilian education of the many themes they addressed, i.e. the involvement of teachers, staff, government, bureaucracy, politicians and the problems of meaning of educational change.

Although these authors have contributed to the understanding of curriculum proposal and curriculum practice, they did not focus on the relationship between these two. For this reason a conceptual framework, highlighted by the studies of these authors, will be developed in order to provide an analysis of the social processes which occur between curriculum proposal and curriculum practice. These social processes will be called mediation.

3. Conceptual Framework of Mediation Process

The purpose of this section is to develop a conceptual framework which facilitates understanding of the dynamics of the social processes linking curriculum proposal and curriculum practice.

The argument offered here is that the complexity of the social processes which occur in the relationship between curriculum proposal and curriculum practice is so large that it is necessary to provide a specific approach to allow to analyse the issues at work in the relationship and to study how they work.

The review of the literature addressing the relationship between curriculum proposal and curriculum practice in the Brazilian elementary school in the last thirty years reveals big gaps between proposal and practice.

Gap can be understood in different ways (35). However, the assumption adopted in this thesis is that "gap" does not occur in a vacuum, but in a proper environment at any given time and space, and in that gap something exists which for many reasons does not allow the linkage between the two extremes.

In this study, what exists between the two extremes proposal and practice, will be called mediation. Mediation can create gaps as well as links, can bring the two extremes closer together or push them further apart. Gaps and links will then be considered the outcome of the mediation process.

In Latin, mediation comes from medius, meaning: what is in the middle, intermediate (36). The concept of mediation is used in a number of fields such as psychology, diplomacy and conflict resolution (37). In education, according to the magazine "Mediation" (38), mediation is a process for overcoming school problems.

Public and professional interest in this approach to mediation has increased

dramatically over the last few years as Joy Folberg and Alison Taylor stress. According to them, "mediation is an intervention that intends to resolve disputes and to manage conflicts by facilitating decision-making" (39); they also remark that professionals who work in social services and other help related institutions identify themselves as mediators.

The emphasis on diplomacy and conciliation brings to this approach of mediation the concept of order which tries to eliminate the conflict by bringing complainant and respondent to agree on the demands or objectives that have been established before. This approach implies the acceptance by both parties of order and the existence of social relations. Consequently, this approach can be understood as an activity of social control, establishing limits through a system of order. Its aim is to reach agreement. The role of mediator can be assigned to counsellors, to judges.

Related to the abstract concept K. Marx defines ideology as a mediation model between the reality and the knowledge (deformation of reality) (40). The Marxist literature also discusses the dynamic function of mediation between theory and practice, when referring to PRAXIS. Mediation in the philosophical sense is an intellectual and abstract phenomenon which has been strongly related to dialectics. It refers to inter-relation through some intermediary. For instance, in the dialectic of Hegel, the antithesis is the mediation term that allows progress from thesis to synthesis. Carlos J. Cury (41) refers to the mediation as a process which occurs mutually and dialectically between two processes. Guiomar N. Mello (42) shares the same point of view. While Jacques Flamand comparing many approaches of the dialectic and the phenomenology refers to mediation as "the mediation of action". Initially, he stresses: "From the point of view of philosophy the problem of investigating a mediation is that of investigating unity between two opposing terms, real or apparent. This is the problem of the conciliation of the contraries." (43) Later he concludes that this mediation is not a hypothetic construct but that it is tied to the action.

All the meanings discussed refer to mediation as an action or a function which intervenes between two extremes. Nevertheless, the evolution and use of mediation ideas depend on the various fields of science or the sense that Jacques Flamand classifies. In each sense, for instance, the philosophical sense, it is even possible to find different meanings for mediation according to Materialism, Structuralism or Phenomenology.

At this stage, it is necessary to clarify the meaning of mediation adopted in this study. Three aspects will be considered: (i) the approach, (ii) what the approach contains and avoids and, (iii) how it operates.

In this thesis mediation is defined as a social process which operates between two or more elements. It is characterised by a continuum between consensus and conflict, acceptance and resistance, agreement and disagreement, adoption and opposition. It is a process which operates in the middle of a real environment at any given time and space between two or more interdependent phenomena. This approach is related firstly to a movement, an action '... which operates in ...', secondly, to the reality '... a real environment at any given time and space ...'. It is not an abstract idea, nor a hypothetical construct, but a process historically situated. And finally, it is related to an intermediary '... between two or more interdependent phenomena ...'. This also implies the idea of reciprocity. In this thesis the intermediaries will be called arenas.

Mediation is a "movement" from one phenomenon to another, keeping the interrelation between them and others in the wider environment. It is a process which belongs to the social, cultural and economic environment; and it is studied in those terms in this thesis.

The mediation concept adopted in this thesis means that the arenas in which the social processes operate have identity, and simultaneously, interdependence. To study each arena without this idea is to understand it in a

mechanistic approach, reducing the reality to a mosaic structure, which is not the purpose of this thesis. Maybe this is the reason why this subject is difficult and has been avoided in studies about education. The labels "technical" and "mechanistic" kept the mediation concept out of studies about education. Another reason may be that the concept of mediation is impregnated by the idea of conciliation aiming at eliminating conflicts, which is rejected and/or criticised for ideological reasons by different models of mediation (44). It is true that in the literature about mediation several approaches co-exist, some of them imply fragmentation of reality or domination, imposing adaptations resulting from decisions made by the one in power.

Again, it is necessary to clarify the mediation idea used in this thesis, but this time related to its main subject: the relationship between curriculum proposal and curriculum practice.

The relationship between curriculum proposal and curriculum practice is not absolute, nor complete, because both proposal and practice in the educational field are embedded in the historical and social environment. It is the factors in this historical and social environment that cause consensus, conflict, acceptance, resistance, agreement, disagreement, adoption and opposition. So, a certain gap between proposal and practice is considered normal and positive, because the tension between the two extremities is considered a critical point for further development. However, when these historical and social factors cause the gap to become too wide, deterioration of the reciprocity and chaos will result. In this sense, the chance to develop any reform or a simple project in education becomes thin, whether the initiative comes from the top or the bottom of the educational hierarchy. It does not matter whether it is a National Curriculum, a State Curriculum or even a school-based curriculum. In this case, all effort, financial, material and human resources, to improve the education has a tendency to become unproductive.

Different models of the relationship between curriculum proposal and curriculum practice can be used. Each of the models implies the existence of a mediation process carried out in their respective arenas. The models can be represented as in Figure 7.

Figure 7. Three Models of Relationship between Curriculum Proposal and Curriculum Practice

```
THE AUTHORITY MODEL

  +-----------------+                          +-----------------+
  | CURRICULUM      | ====================>     | CURRICULUM      |
  | PROPOSAL        |                          | PRACTICE        |
  +-----------------+                          +-----------------+


THE REPRODUCTION MODEL

  +-----------------+                          +-----------------+
  | CURRICULUM      | <=================        | CURRICULUM      |
  | PROPOSAL        |                          | PRACTICE        |
  +-----------------+                          +-----------------+


THE RECIPROCITY MODEL

  +-----------------+                          +-----------------+
  | CURRICULUM      | <================>        | CURRICULUM      |
  | PROPOSAL        |                          | PRACTICE        |
  +-----------------+                          +-----------------+
```
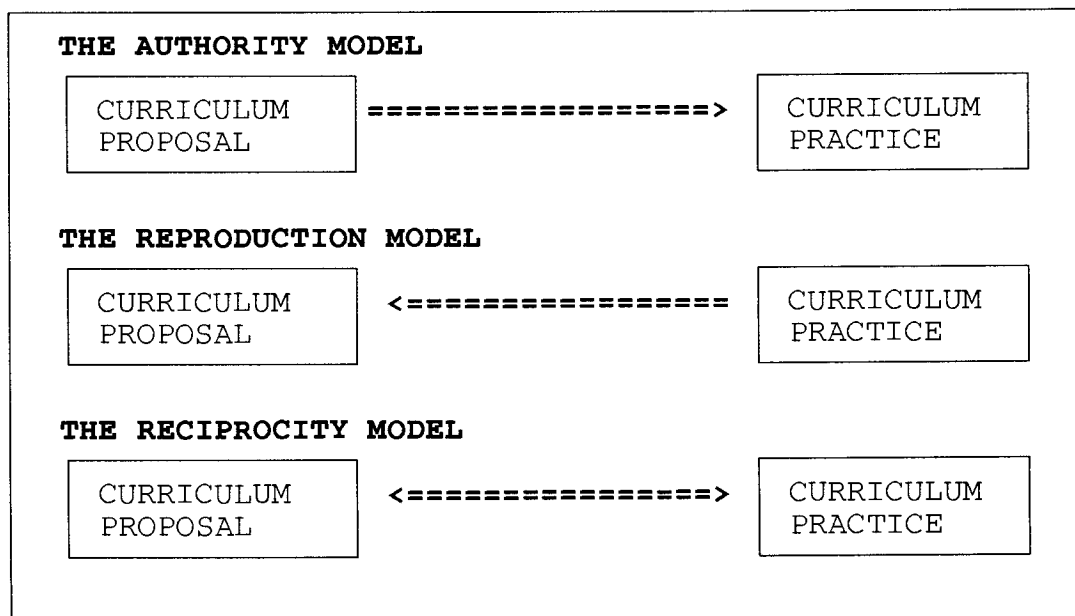
All three models imply the mediation process and the arrows indicate the direction in which it is active. They are called models because they represent approximately what occurs in the relationships. The first model implies the process by which the curriculum proposal is determined based on goals which do not take the reality of the school into consideration. The second model implies the opposite, a process by which the every day running of curriculum practice sets goals, creates a reality and reproduces this same reality in a new curriculum proposal. The third model refers to curriculum decisions based on the result of the interaction and reciprocity of interests between the new curriculum proposal and the every day running of the curriculum practice. These models are related to Bush's models explained earlier in this chapter.

This study will not focus on the curriculum proposal, nor on the curriculum practice, but on the mediation process that takes place between the two.

Looking at other approaches that could be suggested for this study, such as school organisation, curriculum implementation or curriculum delivery, would have been inadequate to describe the movement from the proposal to the practice and vice-versa, because these approaches do not require a focus on the transition, on the "passage", but on the components of curriculum. Most of the time, curriculum is studied in the extremities: inputs or outputs. The risk is to underestimate the importance of the dynamics of the mediation process, the dynamic of "how input was turned into output", and treat this process as an abstract construct or as a "black box". In this way the totality of the curriculum reality, including the theory, proposals and practice in the every day running of the school, becomes fragmented.

The analysis of the mediation process in the relationship between curriculum proposal and curriculum practice does not intend to deal with the totality of the curriculum environment. It focuses on the movement between proposal and practice, through observation, analysis and interpretation.

This movement between curriculum proposal and curriculum practice occurs in different arenas, as for instance, in teacher training, in pedagogical material and in teacher salary levels. Initially, every arena is relevant and because they are all interdependent, it is difficult to recognize the relevance a priori.

In order to identify the relevance of the arenas in the relationship between curriculum proposal and curriculum practice, this study first analyses, through literature related to Brazilian education in the last thirty years, the history of the relationship. Secondly, it analyses studies and theories related to curriculum change in general and to the relationship between curriculum proposal and curriculum practice in particular. Thirdly, the analysis utilises the background of the researcher, her informal and formal knowledge, gathered as lecturer and Chief

of the Department of Theory and Practice of Education in the University of the State of Rio de Janeiro during a period of almost fifteen years. These aspects helped to reduce the large number of arenas to some considered to be more relevant according to the following criteria: (i) how often are they analysed in the literature, (ii) how often do they change/influence other arenas, in other words the degree of interdependence that they have and/or create, and (iii) to what degree are they related to the power of decision-making and, finally (iv) how significant they are in terms of influencing the relationship between curriculum proposal and curriculum practice in their environment. As a result, the choice of the relevant arenas emerged from the analysis of the relationship as a whole. This study intends to analyse each selected arena, while keeping in mind that the educational process is situated in its social and historical context.

Based on the criteria described above, three arenas were selected as subject of this analysis: (i) political support, (ii) bureaucratic structure and (iii) teacher training.

4. Elaboration of the Design for Research and Analysis.

This section introduces the design adopted in this research. There will be a discussion about the meaning of each arena selected and about how each one may be understood. For each arena, the analytical dimension within which the analysis will be carried out, will consist of a continuum between two extremes. This continuum, represented by its polarities, will be used to characterise the position of the arena in its relationship between curriculum proposal and curriculum practice.

4.1. Political Support

Political support is understood in this thesis as the support which comes

from the Government, Federal, State or Municipal, through Ministries and Secretariats. This support means pedagogical orientation, material resources, in-service training and criteria for head teacher, staff and teacher turnover. Although teacher salaries belong to the same support category, it will not be analysed in this thesis. This support is often related to government decision making, curriculum decision making and schools. All are subject to a variety of different influences. Stenhouse suggests that decisions about curriculum are very complex:

> Discussions take place at various stages and are made by various people, from politicians to parents and teachers, in respect of the aims and objectives at various levels: the production of curriculum plans (syllabuses for schools and colleges, schemes of work and timetables); the selection and emphasis of learning material (including not only written and audio-visual materials, but also learning resources derived from the school environment); the selection of an appropriate methodology for learning and teaching, and the evaluation of both the process and the product. (45)

The way politicians, parents and teachers support these discussions and their implementation is not the same in all countries. In the case of the Brazilian educational system, the influence of the politicians on these aspects is very strong, according to Saviani (46). He analyses the effects of political parties on the educational laws that define educational reforms. These reforms often promote adaptations according to new political conditions. The political interest is predominant and has been much more powerful in its effects on the politicians and the party than on policy changes. Each change brought several "modifications" (47) in public administration. These are strongly reflected in the bureaucracy of the Federal, State and Municipal Administration. As Richard H. Hall stressed, "some organizations are directly affected by the political process, in that their hierarchy can be drastically changed because of election results." (48)

The extent of the effects of the political process on the educational organisation can vary greatly for the different parts of the educational system. For instance, the Municipal Administration may be affected only slightly, while the way in which a school is trying to achieve its objectives may be affected in major ways.

Bush relates these effects to the impact of environmental pressures on the nature and style of educational management. He describes this in his Five Models of Educational Management. (49)

He comments that, depending on the situation and the type of institution, several perspectives may be combined from more than one model. He concludes that large multi-purpose educational institutions "undergoing rapid change may be explained best by political or ambiguity models" (50).

In the case of Brazilian education, which has seen a number of political changes in the period covered in this thesis, the predominance of uncertainty and unpredictability in the institutions comes closer to "Ambiguity Models". Nevertheless, if the interest groups, such as departments, named in Bush's political models, can also be understood as interested parties, these models become useful for analysing the Brazilian educational institution. According to Bush, interest groups use the decision-making process as a bargaining process. They bargain to advance their own goals and values, which may differ greatly from those of other interest groups. He stresses:

> Political Models are particularly appropriate as ways of understanding the distribution of resources in educational institutions. Decisions about the allocation of resources are likely to be among the most significant aspects of the policy process in schools and colleges. Resources include not only financial assets such as capital or equipment but also teachers and other staff. Even in

periods of expansion there is competition among interest groups for additional resources. Departments want more staff, more books, more teaching time and more equipment. At times of scarce resources these demands cannot be met and there is conflict between groups, which is resolved by an essentially political process. (51)

In Bush's "Political Models" power from politicians or political parties can be combined with influence from educational authorities and head teachers in order to legitimise educational change. Dependence on party decision-making may lead to educational institutions being subject to each new government. For instance, the political support for the distribution and allocation of resources may depend on the relationship between the party and the educational institution.

In a situation of ongoing uncertainty, the link between proposal and practice becomes more fragile. Bush associates the Ambiguity Models with lack of clarity about the goals of the organisation and with ad hoc decisions made by the authorities. According to this model, the membership of the organisation is fluid. Consequently the degree of commitment of the participants of this organisation may change over time. In connection with Bush's model, Michael D. Cohen and James G. March (52) stress four fundamental ambiguities which can be found in the management of the school:

1 - There is an ambiguity of purpose because the goals of the organisation are unclear (...) If there are no clear goals, leaders have an inadequate basis for assessing the actions and achievements of the institution.

2 - There is ambiguity of power because it is difficult to make a clear assessment of the power of leaders.

3 - There is ambiguity of experience because under the conditions of uncertainty leaders may not be able to learn from the consequences of their actions.

4 - There is ambiguity of <u>success</u> because it is difficult to measure the achievements of leaders. (...) However, the ambiguity of purpose, power and experience make it difficult for leaders to distinguish between success and failure.

According to the ambiguity theorists, these principles, instead of representing negative aspects of decision making, represent opportunities for discovering goals and for promoting policies based on existing objectives. For these theorists, ambiguity has some advantages. It helps the decentralisation process in any type of organisation and it helps the organisation's participants to clarify their preferences.

This sub-section will not heavily focus on the advantages and disadvantages of Bush's models. But it will use these models to develop the design of this thesis, because the models contain some similarities with the Brazilian educational system.

Political support will then be analysed from two extreme positions: <u>stability</u> and <u>instability</u>. The second one representing the maximum of the ambiguity approach, while the first one is characterised by absence of ambiguity in the educational organisation. The analysis will focus on all the processes (between these two extremes) which influence the relationship between curriculum proposal and curriculum practice, as shown in figure 8. (see next page)

4.2. Bureaucratic Structure

In Bush's Political Models, the nature of the structure of the organisation is sometimes underestimated, because of the focus on power, conflict and manipulation that are considered as the basis of the model. Baldridge criticises this "neglect", when he analyses these models:

Figure 8. Political Support

POLITICAL SUPPORT Focus on the Relationship between Curriculum Proposal and Curriculum Planning	
STABILITY <--------------> INSTABILITY	
Related to ongoing political support regardless of the political party in control of the government and/or educational authorities	Related to uncertain political support depending on the political party in control of the government and/or educational authorities

(...) Bush's original political model probably underestimated the impact of routine bureaucratic processes. Many decisions are made not in the heat of political controversy but because standard operating procedures dominate in most organizations (...) The model played down long-term patterns of decision-making processes and neglected the way in which institutional structure shaped and channelled political efforts. (53)

However, this stresses the theme of 'routine bureaucratic procedure, which produces another problem. According to Michel Crozier (54) the term "bureaucratic" is vague, lends itself to confusion and needs to be clarified according to the definition of each theoretical model and area that it may fit. In this thesis, Bureaucratic Structure is to be understood as close to Bush's classification of "Bureaucratic Models" that "stress the importance of the hierarchical authority structure with formal chains of command between the different positions in the hierarchy." (55)

According to Bush's Political Model, routine bureaucratic processes in educational organisations, as Baldridge states, tend to create several stages of

decision-making. This happens in order to multiply the possibilities of the bargaining and negotiating over power and influence. The more often these phenomena occur, the more complex the functioning of the bureaucratic structure becomes. This complexity may be reflected in the complexity of the decision-making process and is consistent with Bush's Ambiguity Model. A number of characteristics appear in the structure, such as fragmentation of power, which does not mean decentralisation of power but rather the creation of equally strong power bases by participants at the same level of power. Bush remarks that:

> The effective power of each element within the structure varies with the issue and according to the level of participation of committee members. The more complex the formal structure of the organisation the greater the ambiguity. (56)

Educational organisations with large numbers of professional staff may exhibit uncertain relationships among members. Fragmentation of power can occur and instead of contributing to the proper functioning of the organisation, it may create the opposite effect.

Crozier remarks that depending on the pattern of the power relationships between groups and individuals, the bureaucratic system can produce a continuum from effective functioning to dysfunctioning. Furthermore he claims that:

> Ponderousness and "bureaucratic" routine can easily be interpreted as aspects of the resistance of the human means to the organizational goals. In order to understand them, one is obliged to refer to a sociology, or at least a theory of organizations, for dysfunction can make sense only in comparison with ideally good functioning." (57)

E. Hoyle, a systems theorist quoted by Bush, emphasises that schools do not

consist of a typical organization with "articulated parts functioning harmoniously", because of the individual and group interests which contribute to conflict and malintegration. But he declares that "a certain degree of systematic integration is necessary for their functioning". (58)

In this thesis, the bureaucratic structure will be analysed, similar to the political support approach, by looking at the processes between two extremes: functioning and dysfunctioning, especially as this affects the relationship between curriculum proposal and curriculum practice.

The term "functioning" will be used as meaning: working as intended to work, adapted and adequate. This also implies the avoidance of ambiguity and complexity in the organization and development of curriculum proposal and practice. The term "dysfunctioning" will be used as meaning: not working as intended to work, maladapted and inadequate.

Figure 9. Bureaucratic Structure

BUREAUCRATIC STRUCTURE Focus on the relationship between curriculum proposal and curriculum practice.	
Functioning <------------> Dysfunctioning	
working as intended adapted and adequate relates to a degree of systematic integration in the educational organisation's struc- ture	not working as intended maladapted an inadequate relates to the complexity and fragmentation in the educational organisation's structure

4.3. Teacher Training

In this thesis, teacher training will be understood as the lifelong education of the teachers (59), which includes their initial professional training in the

Institute of Education at the University; in-service training during their early career and finally the in-service training during mid-career, as Figure 10 shows.

Figure 10. Teacher Training: Lifelong Education

```
┌─────────────────────────────────────────────────────────────────┐
│                        TEACHER TRAINING                          │
│              Focus on the relationship between                   │
│         curriculum proposal and curriculum practice              │
├─────────────────────────────────────────────────────────────────┤
│                                                                   │
│                              ┌─────────────────────────────┐      │
│                              │ Secretariat of Education     │      │
│                          ┌──▶│ (in-service-training)        │      │
│                          │    └─────────────────────────────┘      │
│                          │                                         │
│                          ▼                                         │
│  ┌──────────┐   ┌──────────────┐         ┌──────────────┐          │
│  │ SECONDARY│──▶│ UNIVERSITY   │───────▶ │ TEACHING     │          │
│  │ SCHOOL   │   │ Institute of │         │ EXPERIENCE   │          │
│  │          │   │ Education    │◀────────│              │          │
│  └──────────┘   └──────────────┘         └──────────────┘          │
│                        ▲                                           │
│                        │         ┌──────────────────────┐          │
│                        └────────▶│ Workplace            │          │
│                                  │ (in-service-training) │          │
│                                  └──────────────────────┘          │
│   ─────────────      ─────────────        ─────────────            │
│   FORMAL             PROFESSIONAL         FURTHER DEVELOPMENT       │
│   EDUCATION          EDUCATION            EDUCATION AND             │
│                      - SUBJECTS           TRAINING                 │
│                      - THEORIES OF                                 │
│                        EDUCATION                                   │
│                      - WORK EXPERIENCE                             │
└─────────────────────────────────────────────────────────────────┘
```

In Brazil, the teachers of the first level - 5th to 8th form - are trained at University, according to Law 5.692/71. Eduardo Garcia, in the XIV Educational Council's Meeting in Brasília, remarked that "a large gap had appeared between the way teachers are trained and the real situation they face in the classroom. Their training focuses on an 'ideal' pupil and an 'ideal' classroom which they certainly will not encounter in their professional work". (60) This opinion is also the argument that Pura Lucia Martins (61) offers in her thesis. She analyses the relationship in Brazil between the training that teachers receive in the university and the practice that they experience in the schools. She confirms that the teachers

feel that the training received in the Pedagogical Course in the university does not correspond to what they need to practice in the everyday running of the schools where they work. They also perceive that there is a big gap between theory and practice in education. They know that their pedagogical practice does not fit with the needs of the majority of the students.

The formal institutions responsible for teacher training, e.g. University and Secretariat of Education, are integral parts of a large educational environment of which the school is possibly the most important part. The degree of interchange between these institutions and their environment is very significant for the relationship between curriculum proposal and curriculum practice. Teacher training needs to be consistent with both the curriculum proposal and the reality of the classroom. This implies that teacher training and the school work at least with some common goals. According to Bush:

> Political models stress the influence of interest groups on decision making and give little attention to the institutional level. The assumption is that organisations are fragmented into groups which pursue their own independent goals. (62)

In the case of the Brazilian Educational System, criticism about teacher training, as was shown at the beginning of this sub-section, emphasises the discrepancy between teacher training and every day school life. The institutions responsible for teacher training exhibit similarities with Bush's political model in the sense that they "pursue their own independent goals".

In order to analyse teacher training as an arena in the relationship between curriculum proposal and curriculum practice, the relationship will be considered as a continuum between two extremes: consistency and inconsistency. Consistency will be understood as meaning a strong relationship of understanding, cooperation and shared goals exist between teacher training, the curriculum proposal and the

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every day running of the school. Inconsistency will refer to the discrepancy in the absence of a meaningful relationship in terms of understanding, cooperation and sharing of goals between teacher training, curriculum proposal and the every day running of the school. The processes that are active between the two extremes will also be analysed in this thesis, see Figure 11.

Figure 11. Teacher Training

```
TEACHER TRAINING
Focus on the relationship between
curriculum proposal and curriculum practice
```

Consistency <----------> Inconsistency	
related to the under- standing, cooperation and shared goals between teacher training, curriculum proposal and the every day running of the school	related to the absence of understanding, cooperation and shared goals between teacher training, curriculum proposal and the every day running of the school

The three arenas: Bureaucratic Structure, Political Support and Teacher Training are inter-related and will be investigated according to the analytic dimension of the relationship between curriculum proposal and curriculum practice in order to highlight the data better, as Figure 12 shows.(see next page)

Nevertheless, these categories which are formed hypothetically, can be re-formed and made more explicit in the course of fieldwork. Again it is emphasised that the design of these categories implies the idea of a continuum between their two poles.

The fact that the significance of the selected arenas is influenced by social, cultural, economic and political factors and that they are positioned in their own historical context, may raise questions as to their relevance at any given time and space. So, it may be argued that these arenas are only workable in the Brazilian

educational environment, or in environments that are very similar. For this reason an educational environment with very few similarities has been selected to refine the mediation concept and to see how this concept operates in the three selected arenas.

Figure 12. Research Design

| RESEARCH DESIGN |
| Analytic Dimension of the relationship between curriculum proposal and curriculum practice |

1. Political ──────▶ Stability   vs   Instability
   Support

2. Bureaucratic ──▶ Functioning   vs   Dysfunctioning
   Structure

3. Teacher ────────▶ Consistency   vs   Inconsistency
   Training
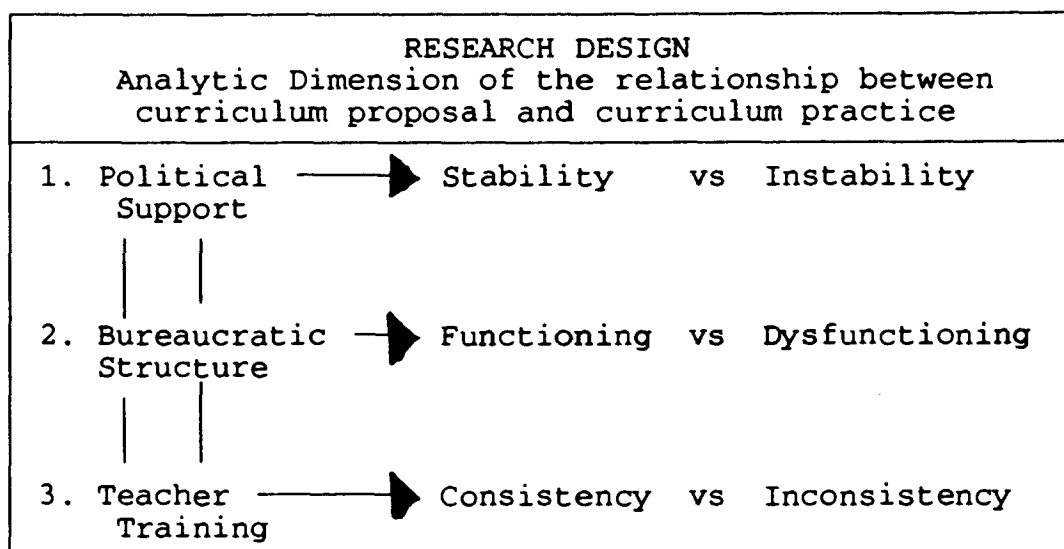
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2. Tony Bush, Theories of Educational Management, London: Harper & Row, Publishers, 1986.

3. Malcolm Skilbeck, School-Based Curriculum Development, 2nd ed., London: Harper & Row, Publishers, 2nd edition, 1985.

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5. Denis Lawton, <u>Education, Culture & National Curriculum</u>, London: Hodder and Stoughton, 1989.

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12. Malcolm Skilbeck, (ed.), <u>School-Based Curriculum Development</u>, op. cit., p. 275.

13. Denis Lawton, Curriculum and Culture, <u>in</u>, Malcolm Skilbeck, (ed.), <u>School-Based Curriculum Development</u> ... op. cit., p. 277.

14. Denis Lawton, <u>Education, Culture & National Curriculum</u>, op. cit., p. 3.

15. Ibid., p. 21

16. Denis Lawton, Curriculum and Culture, <u>in</u>, Malcolm Skilbeck, (ed.), <u>School-Based Curriculum Development</u> ...op. cit., p. 289.

17. Andy Hargreaves, <u>Curriculum and Assessment Reform</u> ... op. cit., p. 91.

18. Ibid., p. 163.

19. Martyn Hammersley & Andy Hargreaves, <u>Curriculum Practice, Some Sociological Case Studies</u>, London: The Falmer Press, 1983, p. 12.

20. Ibid., p. 12.

21. Michael G. Fullan, <u>The New Meaning of Educational Change</u> ... op. cit., p. 48.

22. Ibid., p. 49.

23. Ibid., p. 68.

24. Ibid., p. 101.

25. Ibid., p. 84.

26. Ibid., p. 93.

27. Tony Bush, <u>Theories of Educational Management</u> ... op. cit., p. 130.

28. Ibid., p. 131.

29. Tony Bush, (ed.), <u>Managing Education: Theory and Practice, the Nature of Theory in Educational Management</u>, Milton Keynes: Open University, 1989, p. 7.

30. Michael D. Cohen and James G. March, <u>Leadership and Ambiguity</u>, New York: the Carnegie Foundation, 1974.

31. Karl E. Weick, Educational Organisations as Loosely Coupled Systems, in Tony Bush (ed.), Managing Education: Theory and Practice, the Nature of Theory in Educational Management, op. cit., p. 118-130.

32. Tony Bush (ed.) op. cit. p. 41.

33. Ibid., p. 43.

34. Michael G. Fullan, The New Meaning of Educational Change ... op. cit., p. 93.

35. According to the Oxford Dictionary of Current English, sixth edition, Oxford: Clarendon Press, 1986, p. 225, "Gap is an interval, a deficiency, a wide divergence". According to the Original Roget's Thesaurus of English Words and Phrases, Longman, 1989, p. 857, gap can be understood as "disunion; incompleteness; discontinuity; concavity; defect" It is also common to find the word gap accompanied by a qualifier, like in "the cultural gap", or "the development gap".

36. Cassel's Latin dictionary, J.P.V. Marchant and J.F. Charles, London: Cassel and Company, 1945. See also, A Modern Dictionary of Sociology, New York: Thomas Y. Crowell Company, 1969, p. 251. See also Dictionary of Social Science, London: Tavistock, 1964, which defines mediation "as a direct conduct of negotiations between parties at issue on the basis of proposals made by arena". See also the New Encyclopedia Britannica, Vol 7. p. 999, where mediation is defined as "a practice under which, in a conflict, the services of a third party are utilised to reduce the differences or to seek a solution". See also International Encyclopedia of the Social Sciences, London: the Macmillan Company & the Free Press, 1968, Vol. IV, p. 87, which relates mediation to diplomacy, labour relations, international conflict resolution and negotiation.

37. Fritz Heider, Psychological Issues. On Perception and Event Structure and the

Psychological Environment, New York: International Universities Press, 1959, explores the meaning of mediation through his study of perception and environment. In a more current concept, mediation became also related to the field of diplomacy, conciliation and conflict resolution. Almost along the same lines, the anthropologist Aaron Podolefski, Pattern, Process and Decision Making in New Guinea Highlands Dispute Handling, PhD Thesis, Western Kentucky University, 1976, p. 72, associates mediator with status. The mediation here is related to social control and arbitration, with as its base the authority that manages the normative order.

38. Mediation. The Forum for Initiatives in Reparation and Mediation. Vol. 5. No 2. March 1989; Vol. 6.No 3. Summer 1990; Vol. 6.No 4. Autumn 1990 and Vol. 7. No 1. Winter 1990.

39. Joy Folberg and Alison Taylor, Mediation: a Comprehensive Guide to Resolving Conflicts without Litigation, Oxford: Gossey-Bass Publishers, 1990, Preface.

40. Dicionário de Ciências Sociais [Dictionary of Social Sciences], Fundação Getúlio Vargas and Fundação de Assistência ao Estudante/MEC, Rio de Janeiro: Livro - Rio - Fundação Getúlio Vargas, 1986, pp. 735-738. See also Roslyn Wallach Bologh, Dialectical Phenomenology, Marx's Method, London: Routledge & Kegan Paul, 1979. pp. 176-184

41. Carlos R. Jamil Cury, Educação e Contradição, [Education and Contradiction], São Paulo: Cortez, 1985. p. 43. See also Shirley Grundy, Curriculum: Product or Praxis, Great Britain: the Falmer Press. In this study based on Haberman's theory, she also used the mediation related to dialectic ... "Rather it (conscientization) is a process of transformation in which knowledge and action are dialectically related through the mediation of critical reflection". p. 191.

42. Guiomar Namo de Mello, Magistério de Primeiro Grau. Da Competência

Técnica ao Compromisso Político, [Teaching of First Level. From Technical Competence to Political Commitment], São Paulo: Cortez Editora, pp. 24-34.

43. Jacques Flamand, L'idée de Médiation chez Maurice Blondel, Louvain: Nauwelaerts, 1969 p. 219.

44. Dicionário de Ciências Sociais [Dictionary of Social Sciences], op. cit. pp. 735-738. It shows several mediation models, articulate model, hierarchical model, abstract model, logical model and ideological model. In fact most of them are related to the instrumental view of social control. See also M.R. Pusey and R.E. Young (Ed), Control and Knowledge: The Mediation of Power in Institutional and Educational Settings, Canberra, Australian National University, 1979.

45. L. Stenhouse, An Introduction to Curriculum Research and Development, London: Heinemann, 1975, p. 72.

46. Dermeval Saviani, Política e Educação no Brasil [Policy and Education in Brazil], São Paulo: Cortez, 1987, pp. 145 - 146. See also Dermeval Saviani, Educação do Senso Comum a Consciência Filosófica [Education from Common Sense to Philosophic Conscience], 2nd. ed., São Paulo: Cortez, 1984, pp. 133 - 155. In both books Saviani has stressed two points: a) the last three Educational Laws in Brazil; Laws no. 4.024/61 - Diretrizes e Bases da Educação Nacional [Directions and bases for National Education], No. 5.540/68 - Reforma Universitaria [University Reform] and No. 5.692/71 - Diretrizes e Bases do Ensino de Primeiro e Segundo Graus [Directions and Bases for First and Second Levels of Education] had originated in projects from the Executive Power; b) amendments - additions to laws without changing them wholly - that came from the Executive Power have often altered educational laws in Brazil. According to Saviani, this analysis may help to understand what has happened in Brazilian education. He emphasises that the study of law is a privileged "tool" for analysing the educational institution and the latter is an arena role between the reality of the country and what the

politicians call desirable.

47. Modification is used here to mean substitution rather than real change, without in-depth evaluation, criteria or scientific rigour. Michael Debrun , A Conciliação e outras Estratégias [The Conciliation and other strategies], São Paulo: Brasiliense, 1983, p. 13 considers that "the axis of the Brazilian educational policy has not changed in any deep sense since the Independence of Brazil"... In the face of enormous diversity of political context, the dominant power reacted by using a limited number of strategies, always the same. This situation still exists, although some changes have emerged". Nevertheless, political parties and politicians have changed very frequently, which has caused several "modifications" in public administration.

48. Richard H. Hall, Organizations. Structure and Process, London: Prentice/Hall International, 1974, p. 301.

49. Tony Bush, Theories of Educational Management, London: Harper & Row, 1986, p. 130. See model Chapter II, p. 14.

50. Tony Bush, ibid., p. 133. see Louis R. Pondy, Richard J.J. Boland and Howard Thomas, Managing Ambiguity and Change, Great Britain: John Wiley & Sons, 1988, pp. 17 -36. See also Richard H. Hall, Organizations. Structure and Process, op. cit., pp. 3 - 38 and pp. 204 - 241, who has classified the nature of organisations from a sociological approach, in order to emphasise the environment as a basic condition. The relationship between power and conflict are also analysed in an attempt to identify and trace the consequences of power and conflict in different kinds of organizations.

51. Tony Bush, ibid., p. 73.

52. Michael Cohen, D. and James March, G., (1986) Leadership and Ambiguity: the

American College President, The Harvard Business School Press, Boston M.A. (First published in 1974 by McGraw-Hill, New York) pp. 195 - 203, quoting Tony Bush, Theories of Educational Management ... op. cit., pp. 119 - 120.

53. J.V. Baldridge et. al. (eds.) Policy Making and Effective Leadership, San Francisco: Jossey Bass, 1978, pp. 42 - 43, quoting Tony Bush, Theories of Educational Management ... op. cit., p. 85.

54. Michael Crozier, The Bureaucratic Phenomenon, London: Tavistock, 1964, pp: 3-4, points out three uses of the term "bureaucratic": a) it corresponds to a concept of political science: bureaucracy is government by bureaux; b) it originates with Max Weber and has been propagated especially by sociologists and historians; bureaucratization is the rationalization of collective activities; c) it corresponds to the vulgar and frequent sense of the word "bureaucracy". It suggests the slowness, the ponderousness, the routine, the complication of procedures, and the maladapted responses of "bureaucratic" organizations to the needs which they should satisfy, and the frustrations which their members, clients, or subjects consequently endure."

55. Tony Bush, Theories of Educational Management ... op. cit., p. 32.

56. Tony Bush, Theories of Educational Management ... op. cit., p. 111.

57. Michael Crozier, The Bureaucratic Phenomenon ... op. cit., p. 7.

58. E. Hoyle. The Process of Management, E 323, Management and the School, Block 3, Part 1, Milton Keynes: Open University, 1981, p. 12 (quoting Tony Bush, Theories of Educational Management. ... op. cit., p. 31)

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Comparative Education, Institute of Education, University of London, 1986, pp. 365 - 373.

60. Eduardo Garcia, XIV Reunião dos Conselhos de Educação [XIV Educational Council Meeting], Brasília: Ministry of Education, 29th -31st August 1987.

61. Pura Lucia Martins, Didática na atual organização do trabalho na escola [Didactics in the current organization of school work], Masters' Dissertation, Universidade Federal de Minas Gerais [Federal University of Minas Gerais], 1985, p. 73.

62. Tony Bush, Theories of Educational Management ... op. cit., p. 70.

Chapter III - Research in West Germany:

Refinement of the Concept of Mediation

1. Introduction

This chapter will examine aspects of political support, bureaucratic structure and teacher training in the West German (1) educational system. The purpose of this examination is to clarify and refine the mediation concept developed and presented in the previous chapter and to find out whether it is operationally workable as an analytical tool in the three selected arenas. The main part of the research was carried out at the beginning of 1990 in Marburg, a district of Hesse (2).

This chapter argues that the variations in educational results and environment do not refute the concept of the social process of mediation as analytical tool in the arenas of political support, bureaucratic structure and teacher training.

The structure of this chapter is as follows: (i) the reasons for choosing West Germany, (ii) the methodology adopted, (iii) the research in Marburg and Wiesbaden, the administrative capital of Hesse, and (iv) the conclusions.

2. The reasons for choosing West Germany

First, this section will describe why the study was extended into a foreign environment, and then, reasons will be given why West Germany was chosen.

As was argued in the previous chapter, the mediation processes between curriculum proposal and curriculum practice occur in a wide range of arenas, which seem to be interrelated. Also indicated in the previous chapter were the

three arenas selected in order to improve the understanding of the relationship between curriculum proposal and curriculum practice in the Brazilian educational system. They are: political support, bureaucratic structure and teacher training. Although the arenas selected for this thesis met the criteria mentioned in the previous chapter, they may be questioned for other environments. Since the mediation processes are social processes, they are affected by what people do and by how people do it.

The reason to extend the study to cover a foreign environment is to clarify whether the social processes of mediation can be identified as operationally active in the way they are defined in the previous chapter in another environment than Brazil. At the same time, this examination will allow the researcher to refine the concept and to find out what kind of difficulties are to be expected when using the mediation process as an analytical tool in the planned fieldwork in Brazil. Jerome Kirk and Max Miller (3) discuss the importance of these kinds of checks in social research. They talk about the degree of objectivity in the researcher's interpretation, independent of accidental circumstances.

The study of the relationship between curriculum proposal and curriculum practice, as was seen in chapter one, showed that a big gap is present in all Brazilian educational systems, and that the educational results as a whole are bad in all the states. Therefore, in order to clarify the mediation concept operationally, another country, with different circumstances, was chosen. The selection of a country where one expects to find good educational results can also contribute to the understanding of how the mediation process works in the relationship between curriculum proposal and curriculum practice.

Because of the use of other national and cultural settings this study could be seen as a comparative study. It is not; more specifically it is not a full scale comparative study. It is a study of Brazil. The main purpose of using another setting is to clarify and refine the concept of mediation before applying it in Brazil.

The proposition that this is not a comparative study, in a formal sense, is an important minor point and should be briefly clarified. It is important to stress that this study is not a comparative positivist discourse with variables, correlations and measurable data. Nor is it a conventional IBE-style description of an educational system. Further this study should not be forced into existing typologies of comparative education. For instance: W.D. Hall in <u>Trends and Issues in Comparative Education</u> lists a complex and confused typology that could not be used (4); Philip G. Altbach and Gail Kelly capture recent thinking in their volume of reprints - but the approaches they sketch are not operationally useful for this thesis (5); Jürgen Schriewer is more original but offers a general approach to full scale comparisons which is not relevant to the thesis (6). In the most recent article available for consultation before the completion of this thesis - "Comparative and International Research in Education", by Michael Crossley and Patricia Broadfoot (7) - the researcher could not find a central position which fits the approach of this thesis. The main element that relates this research to the comparative field is the fact that another national setting was used; but used to clarify a concept later utilized in Brazil.

In this chapter qualitative methods will be used to analyse whether the mediation processes can be identified as social processes in the relationship between curriculum proposal and curriculum practice, especially in terms of the three selected arenas.

The choice of West germany was made based on the following three reasons: i) the federal structure of West Germany is similar to Brazil's. This is important for the analysis of the mediation process in one of the selected arenas, i.e. bureaucratic structure, because the different administrative relationships are layered in a similar fashion: central government (Bonn-Brasília), state government (Wiesbaden- Rio de Janeiro State), Municipality (Marburg-Rio de Janeiro City); ii) one expects good educational results in West Germany, which would imply that the mediation processes operate positively in the selected arenas, and iii) access was

relatively easy to organise using contacts established during previous visits to West Germany.

3. The Methodology

The purpose of this section is to present the methodology which will be used in West Germany to refine the mediation concept and to find out whether the concept is workable as an analytical tool in the three arenas: political support, bureaucratic structure and teacher training in the relationship between curriculum proposal and curriculum practice.

It is argued that qualitative research is particularly applicable for this study. Firstly, because this study is interested in finding out whether the mediation concept, developed in chapter II, is workable as an analytical tool. This requires getting close to the processes and obtaining clarification an explanation from the data directly. For example, following qualitatively the 'Guidelines' going through the complete process, from initial development to implementation, would be more suitable to understand the relationship between proposal and practice than using quantitative techniques. Secondly, because the distinctiveness of the elements to be analysed, the arenas were selected, not as single elements, but as mediation processes in the relationship between curriculum proposal and curriculum practice. Finally, because the researcher expects to study the relationships among events from the interviewees' perspectives, or as Sherman and Webb pointed out: "The qualitative researcher wants those who are studied to speak for themselves, to provide their perspective in words and other actions" (8). This characteristic is also important for providing a wide understanding of how the mediation processes between curriculum proposal and curriculum practice occur in West Germany, in the three arenas selected. For instance, in the detailed exploration of the inter-relationship between attitudes and behaviour of the interviewees related to the subject of this thesis.

This study combined interviews and participative observation reinforced by documents such as syllabuses and guidelines. Interviews were always conducted with the intention of avoiding the risk the foreign researcher runs and that W.D. Halls described as unconscious bias: "The foreigner brings to the study of another system his own cultural prejudices, which may tend to cloud the judgement and invalidate conclusions" (9). Semi-structured questionnaires were developed to maintain coherence with the goals of this study and to confine the study to a set time. On the other hand, participative observations were used in order not to limit the research to the actors' perceptions.

Five main sources of data have been selected for this study: (i) literature on West Germany's educational system, (ii) Studienseminare [In-service Training Seminars] visits and interviews with the director, lecturers and students, (iii) Stiftschule St Johann and Gymnasium Philippinum: classroom observations and interviews with head teacher and teachers, (iv) HIBS - Hessiches Institut Für Bildungsplanung und Schulentwicklung [HIBS - Hessen Institute of Education Planning and School Development]: visits and interviews with teachers responsible for Politische Bildung [Political Education] and Ausländer Kinder-Aussiedler Kinder [children of foreigners and immigrants] and (v) Hessiches Kulturministerium [Hessen Ministry of Culture]: interviews with the Advisor to the Minister of Education and his assistant, who are responsible for curriculum development.

The structure of this section is as follows: (i) the research settings, (ii) the data collection and (iii) the data analysis. The last two were conducted together most of the time.

4. The Research in Marburg and Wiesbaden

4.1. Research Settings

The universe of this study was restricted to Marburg and its educational administrative centre, Wiesbaden. Marburg was selected because, firstly, it is consistent with the general pattern of German cities in social and economic terms; secondly because it belongs to one of the Länder which have developed curriculum review studies for the secondary level; thirdly because it has a university which offers teacher training courses and, finally because of the ease of access that the researcher found to the schools and the university.

In Marburg, two schools were selected for their differing sites and orientation: Stiftschule St Johann, a Realschule under Catholic orientation, located in a village about twenty-five kilometres away from the centre, and Gymnasium Philippinum, a school under Protestant orientation, located in the centre of the city. Both are secondary and full time schools.

The West German educational system offers different kinds of secondary schools: Hauptschule [secondary modern school], Realschule [technical grammar school], Gymnasium [grammar school] and Gesamtschule [comprehensive school] (10). This classification was of no importance to this study because the proposal of this chapter is to refine the concept of the mediation process acting in the relationship between curriculum proposal and curriculum practice regardless of the kind of school that the German educational system offers.

Marburg has a Studienseminar, which constituted an important part of this study. Studienseminar is an organisation responsible for the second phase of the teacher training, with an emphasis on the trainee teacher's work experience.

Finally, the research of the mediation process active in the bureaucratic structure was concentrated on official organisations in Wiesbaden. Two organisations were selected here: (i) The Institute of Education Planning and School Development, responsible for most of the curriculum proposal work, such as guidelines and syllabuses, and, (ii) the Ministry of Education, particularly the

department responsible for the curriculum development. Both were studied in relation to Marburg's curriculum proposal and practice.

4.2. Data Collection

Access to most of the research setting was facilitated at first by the Studienseminar's director in Marburg, who was the researcher's first contact. However, the researcher obtained full support from all people approached.

Basically three sources were used with a view of obtaining diversity of information, which, when combined, would offer a wide perspective to the interpretation of the three arenas selected; they were: interviewees, participant observation and documents. The data collection of these sources took one and a half months spread over a period of six months in the different phases of the process. A semi-structured questionnaire was developed and used to concentrate on the investigation of how the mediation processes were operating in the three selected arenas. (See questionnaire at the end of this section.)

The interviews, formal and informal conversations were conducted in the English language. Only one interviewee, a chemistry teacher trainee, required the assistance of an interpreter. Therefore the interviews were recorded and the interviewees were given enough time to discuss and explain their point of view in order to clarify their approaches and opinions. This also allowed the researcher to stay alert and observe body language and use of voice.

Participative observation and interviews were conducted in the two schools. In the Stiftschule St Johann, the interest of the researcher was focused on the way in which a new subject methodology was implemented at that time and on the discussions among the school's teachers, the Studienseminar's Director and the teacher-trainee. With the exception of the Studienseminar's Director all teachers were subject teachers. In the implementation of the new subject methodology, the

roles and influences of the three arenas, political support, bureaucratic structure and teacher training were involved.

In the Gymnasium Philippinum, the head teacher and the teachers for French, Latin, Physical Education, Spanish, German and Biology were interviewed. Initially, only the teachers of German and Physical Education were selected in order to be as close to the Brazilian research plans as possible. The others were interviewed later for three reasons: (i) they all worked with teacher-trainees, (ii) they had some administrative functions and (iii) the Biology teacher was at that time involved in curriculum revision. In this school observations were made during French, Latin and German classes. The researcher accepted the invitation to visit the German class, because the teacher wanted to show her how he developed, in the classroom, the curriculum proposal using texts and pupils' comments in order to develop the grammar. In each subject researched, pedagogical material was provided by the teachers, materials such as pupils' books and syllabuses.

The HIBS and the Ministry of Education were the main sources of documents. The four interviewees of these organisations also provided a wide variety of data to enable the researcher to understand the dimension of the relationship between curriculum proposal and curriculum practice in the German educational system. On some occasions they volunteered to discuss the future direction of German education, because a general election had recently taken place.

SEMI-STRUCTURED INTERVIEW

The questionnaire below was used to complement the interviews in both schools researched, Studienseminar, HIBS and Ministry of Education.

A. PERSONAL INFORMATION
    1. Name
    2. Occupation

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3. How do you describe your post here?

4. How long have you been in this post?

B. GENERAL

What do you think of the way in which the curriculum proposal is carried out in the everyday running of the school: (a) in Germany, (b) in Hessen and (c) in Marburg?

C. CONCENTRATING ON POLITICAL SUPPORT

1. How do you describe the political support that ... the school receives to carry out the curriculum proposal? (to be answered by the school) ... this organisation gives the school for carrying out the curriculum proposal? (to be answered by the organisation)

This question will be re-inforced, if necessary, with some other enquiries about type, origin and criteria of the political support.

2. What do you consider the role of political support in the relationship between curriculum proposal and curriculum practice in Marburg?

D. CONCENTRATING ON BUREAUCRATIC STRUCTURE

1. Which department or function, or who in this organisation (School, Studienseminar, HIBS or Ministry) maintains links between itself and the school in terms of curriculum proposal and curriculum practice?

2. How is this relationship maintained?

3. What do you consider to be the role of the bureaucratic structure in the relationship between curriculum proposal and curriculum practice in Marburg?

E. CONCENTRATING ON TEACHER TRAINING

1. How do you describe teacher training in Marburg?
This question will be reinforced, if necessary, with some other enquiries about how and how often teacher training takes place and which organisations are involved.

2. What do you consider to be the role of teacher training in the relationship between curriculum proposal and curriculum practice in Marburg?

4.3. Data Analysis

The data analysis in this study was planned with emphasis on strategies to find out if and how the mediation processes operated in the three arenas selected in the relationship between curriculum proposal and curriculum practice. Because this is a short study, using qualitative research techniques, only the actors' approaches to the three arenas will be analysed.

The design developed in Chapter II will be taken into consideration, but some aspects will be changed for this study. The main focus will be on how the three arenas operate in the educational system in Germany.

Strategies will be used to maintain the set of data pertinent to the subject of this study and also to give explicit procedures for the final analysis and conclusion. In this connection, some data reduction and data display will be adopted. According to Matthew B. Miles and A. Michael Huberman (11), data reduction is part of the analysis; moreover, data analysis in qualitative study is also part of the data collection. Regarding data display, they stated that they have become convinced, in the course of their research work, that better displays are a major avenue to valid qualitative analysis. Therefore, four matrices were built focusing on areas of relevance to this study, from the general to the specific.

They are as follows:

In order to facilitate the recording of the interviews, the following coding will be used:

Interviewer question = Q

Interviewee answer   = A, therefore each interviewee will be
classified, for instance, as A1, A2, A3, ...

4.4. The Research

In the previous section it was stated that in this study data collection and data analysis will happen simultaneously most of the time. Therefore, the descriptions in this section will be followed by the researcher's comments and by quotations from documents considered to be useful in clarifying the context and the data of the research.

Firstly, a brief description of the German Educational System, secondly, the educational organisation in Hesse, the Land [State] selected, and finally, Marburg, the specific setting for this study, will be presented. The two latter descriptions will incorporate evidence and analysis of the data gathered during the fieldwork. However, the whole report will focus exclusively on the three arenas selected.

4.4.1. West German Educational System

The search for a picture of the West German Educational System would offer an opportunity of presenting its history, its politics, economy and culture. Yet, no effort is made to provide a complete description and this sub-section will present only a summary of the organisation of the German Educational System, enlarged by notes and references related to this subject, with a view of locating the structures within which the mediation processes occur (12).

MATRIX 1. GENERAL

SITUATION:	The relationship between curriculum proposal and curriculum practice in Germany in general and in Marburg in particular.

	Interviewee Description	Researcher Observation (*)
GERMANY		(*) this observation will include interviewee's attitude, the environment, and other information and circumstances
MARBURG		

MATRIX 2. Concentrating on the Arenas in the Mediation
Processes in the relationship between curriculum
proposal and curriculum practice in Marburg.

		Interviewee Description	Researcher Observations
POLITICAL SUPPORT	Type,origin criteria		These will include the interviewee's attitude, the environment and other information on circumstances.
	The Role		
BUREAUCRATIC STRUCTURE	Departments relation to schools		
	The Role		
TEACHER TRAINING	Frequency, type,origin how TT works		
	The Role		

MATRIX 3. Document Summary

1. Name or Description of the Document:

2. Source:

3. Relation, if any, with other Documents:

4. Significance or Importance of the Document:

5. Summary pertinent to the Subject of the Study:

6. Researcher Comments:

MATRIX 4. SUMMARY
The Process of Mediation as Analytical Tool:

FACTORS OBSERVED	Interv.-Particip. Obs. Documents	Brief Description	Conclusions
POLITICAL SUPPORT			
BUREAUCRATIC STRUCTURE			
TEACHER TRAINING			

The Bund [the Federal Republic of Germany] has a long history of cultural federalism with strong educational traditions (13). The Bund consists of eleven Länder [States]: Baden-Würtemberg, Bavaria, Bremen, Hamburg, Hesse, Lower Saxony, North Rhine-Westphalia, Rhineland-Palatinate, Saarland, Schleswig-Holstein and Berlin. These Länder are for the most part autonomous in the conduct of their education.

This makes each Land proud of and competitive in its local educational system. Federal legislation, which gives some uniformity to the Bund is determined by the Grundgesetz [Constitution]. According to the Grundgesetz the entire educational system is said to be under the supervision of the Bund (Article 7.1). The exercise of the state authority and the fulfilment of the state's duties is the responsibility of the individual Länder. They therefore enjoy so-called sovereignty in educational and cultural affairs. They regulate education in the various types of schools and fix the requirements for teacher training. The Ministers of Education and Cultural Affairs of the Länder ensure the co-ordination of education within the Bund by means of skeleton agreements of the Ständige Konferenz der Kulturminister der Länder in der Bundesrepublik Deutschland (KMK) [Standing Conference of Ministers of Education and Cultural Affairs of the Länder in the Federal Republic of Germany (KMK)] (14).

This Standing Conference, KMK in short, has been, as a government institution, loosely associated with the political parties, particularly with the Christian Democratic Union (CDU) and the Social Democratic Party (SDP) (17). The political parties in each Land have influenced the educational system, for instance, in introducing the comprehensive school or not. Some Länder have maintained almost the same political party since the end of the war, which has had a clear impact on the educational system. According to Helmut Sienknecht, some Länder are "traditionally conservative, i.e. with the Christian Democrats in power, and others are traditionally Social Democrat. Bavaria, Baden-Würtemberg

and the Rhineland-Palatinate belong to the first group; Hamburg, Bremen and Hesse to the second". (16)

In addition to the power of the political parties, some other organisations like the employers, the parents and particularly the churches, have strongly influenced the decision-making in the German system. These arrangements are also linked to the expectations of industry about pupils' qualifications.

The control, administration and participation of the authorities of the Länder in educational affairs show certain variations in relation to their political tradition. The degree of decentralisation between the Ministry of Education of the Land and the local authorities shows how the structure of the system, for instance in the area of curriculum decision, teacher training and material support, has been managed according to their political tendencies. However, the distribution of some legal competencies are defined by the Grundgesetz. The Land authorities are responsible for parts of the maintenance of the educational system such as curriculum and teachers' payments, while the local authorities are responsible for the maintenance of the buildings, school materials and student support, such as transport. (17)

The complexity of the financial support can be related to the differences among the Länder, but basically the Land gives direct help to local authorities or in some circumstances subsidises the communities. Klaus Hüfner has drawn up a table about the distribution of financial competencies in the German educational system. He also identifies the changes possible in each of the Länder. (18)

The financial and the administrative areas involve a certain amount of bureaucracy and have been identified as one of the crucial problems for the decentralisation process in education. The report of the Organisation for Economic Cooperation and Development - OECD - points to the issue of the concentration of power in the Länder:

The essential problem seems to us to be the excessive bureaucratisation and centralisation of decision-making in each of the eleven Länder capitals, irrespective of whether Land sovereignty in education has or has not inhibited the development of national policies and irrespective of whether it has or has not promoted desirable reforms. (19)

The implications of the financial support in the German educational system seem to be related also to the type of school. Helmut Sienknecht states that:

The per capita expenditure follows the prestige scale in that the amount paid for a pupil in a Gymnasium is highest, in a Comprehensive second highest, and the Realschule, following on the Hauptschule, being the last. (20)

The educational planning policy in the German system is a legal arrangement between the Bund and the Länder. This arrangement carries the responsibility for planning the development of education at all levels (21). This planning expresses the role of the Bund and the Länder, in, for instance, innovative projects, curriculum change and teacher training.

The curriculum organisation, revisions and reforms in each type of school are concerned with curriculum development indicated by the educational planning set by the Länder. The role of the KMK is restricted to defining the subjects and the level of expectation in each subject for the Abitur [final examination of Gymnasium, entitling the holder to admission to higher education].

The curriculum guidelines and reviews developed by each Land involve a substantial level of participation. They are the result of a diagnosis of what school, parents, employers and the church, integrated or not in political parties, have been discussing. The organisation of these guidelines is developed by a team in the

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Länder. A team is generally composed of teachers, teacher trainers, curriculum developers from the curriculum department of the Ministry, and the Land's inspectorate. This process is usually followed by implementation in a few schools which serve as pilot schools for a number of years, until the new guidelines are approved by the Ministry of the Land. The way in which the guidelines are used depends on the Land. These different interpretations are mentioned in the HMI report about aspects of curriculum and assessment in Germany:

> The variation is hardly surprising when a 1983 exhibition of school textbooks alluded to the fact that there were 300,000 pages of curriculum guidelines in the Federal Republic. The surprise is rather that there appears to be a 70-80% agreement among the curriculum developers about the knowledge, concepts and skills each pupil should acquire. Some guidelines take years to come to fruition; there are also instances of new guidelines being introduced across the board at little more than a year's notice. (22)

Nevertheless, some guidelines indicate the need to be related to others in order to achieve a broad consensus in the Federal Republic. Other aspects that seem to contribute to some similarities among these curriculum guidelines are the standards of student performance in the Abitur, the West-German tradition of pupils' assessment against the Notenskala [scale of grades] and labour market expectations, which are frequently analysed by the KMK.

Teacher training is also the duty of the Länder, although the wider orientation for teacher training comes from the KMK. Teacher education is related to the type of school (23). For instance, the teacher education for the Realschule takes a minimum of six semester, while for the Gymnasium it takes at least eight. In fact, the teacher education in general is a long process, usually a continuous one. The initial process consists of two phases. The first phase covers the theoretical studies and takes a minimum of three years at a university. This phase

is concluded with a written and an oral examination as well as a practice teaching session. The second phase takes place at the Studienseminar combined with practical experience in a school under the supervision of a lecturer of the Studienseminar, who is quite often also teaching at the school of the trainee. This phase lasts one and a half to two years and leads to a final examination to gain the teacher certification.

These processes, which include teachers in pre- and in-service will be followed by systematic in-service training in accordance with the planning of the Land.

Some recent studies (24), have analysed the role of teacher training in Germany and its relationship with the issue of excellence and social skills of the students. However, as Hans G. Lingens and Barbara Lingens comment:

> The German people are not about to abolish an educational system that historically has produced excellence in a vigorously competitive atmosphere. Thus, reform of teacher training and reform of the curriculum will evolve slowly in order to be consistent with German society. (26)

4.4.2. The Educational Organisation in Hesse

This study was conducted in Marburg, a city in Hesse, one of the eleven Länder of the Federal Republic of Germany. Geographically, Hesse is in the centre of West Germany. Its population, Catholic and Protestant, has traditionally been governed by the Social Democratic Party. In the field of education, Hesse has generally been acknowledged as one of the more innovative Länder, particularly in terms of its curriculum and its number of Gesamtschulen (26). This last aspect has been subject of some national and international criticism. However, in this thesis, this subject will be analysed together with the other types of schools. The

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analysis will focus on the political support, the bureaucratic structure and the teacher training in the relationship between curriculum proposal and curriculum practice.

Hesse has taken a special position in this study, because it put a considerable effort in reviewing its curriculum. Helmut Becker, Peter Bonn and Norbert Groddeck reported on a meeting that took place in Hesse, in October 1971. It was at this meeting that, for the first time in Germany, a <u>Land</u> developed preliminary studies for curriculum review for the Lower Secondary School, taking the international situation of curriculum research into consideration. They remarked:

> This effort to review the curriculum had a lot of interest outside of
> Hesse, even outside of the German Republic, because, for the first
> time, they tried to start a curriculum innovation process, whereby
> teachers, scientists and the ministry worked together ... (27).

In 1974, the Christian Democratic Party won the election and formed a government that slowed down the process of curriculum reform. This situation provided an example of the "interplay between politics and educational reform efforts" (28). At the time of this research, Hesse was again, a result of elections, under SPD government, but this time in a coalition with the Green Party.

Wiesbaden, the administrative capital of Hesse, houses the educational authorities. Two institutions were visited: <u>das Hessiches Kulturministerium</u> [the Ministry of Culture of Hesse], which is responsible for education, and <u>das Hessiches Institut für Bildungsplanung und Schulentwicklung - HIBS</u> [Institute for Education Planning and School Development - HIBS]. Both are involved in curriculum proposal and curriculum practice.

4.4.3. Interviews at the Ministry of Culture

The Ministry of Culture is the main administrative body in the <u>Land</u> responsible for education, within the terms of what in Germany is called, its cultural sovereignty. The interviewer (Q) enquired into the role of this institution with special reference to the role it played in the area of curriculum proposal and curriculum practice. In order to carry out this study, the Department of Curriculum Development was chosen and the following persons were interviewed: A1, the Director of the Department, who had been a member of the department for about twenty years, and A2, the new assistant for the development of the curriculum guidelines, who came from the HIBS and had joined the department four weeks before the interview took place. Both were interviewed together. The interviews started with a general conversation about the research and about Brazil. Before the actual interview started, A2, stated that: "First of all you need to consider the differences between the secondary schools that we have. For instance, at the gymnasium, they feel more confident about curriculum organisation than at the comprehensive school. Although the comprehensive school is now twelve years old, it is still young compared with the others. Moreover, it is a polemic issue in the country and therefore, it is more closely linked to the Ministry for their documents and in-service teacher training. Talking about secondary schools, we need to keep these differences in mind and also the difference of type of teacher and their practice in the classroom. ..."

Q-   What do you think of the way that the curriculum proposal is carried out in the everyday running of the school, (a) in Germany, (b) in Hesse, (c) in Marburg?

A1-   We work with curriculum guidelines (he showed several guidelines related to different subjects). It is our main task. On the one hand, it shows what kind of topics to teach, on the other hand, it tries to give some ideas about how to teach them. (...) It is not absolutely compulsory. (...) The use of it depends on the type of school, for

instance, comprehensive schools and <u>Hauptschulen</u> use them more than the Gymnasium. (Several copies of guidelines and teacher training plans were offered to the researcher as reference material).

A2-   On the other hand, the teachers add their perception of society and their ideas of the future to the topics and to the way in which they work with these guidelines.

Q-   How long has Hesse been using these guidelines?

A1-   (Showing a curriculum guideline for chemistry). This, for instance, is almost eighteen years old. It shows an old fashioned type of chemistry. There is a big change in science and in the didactics of science (...) and people feel more responsible for the natural environment and resources, and this is not expressed in these guidelines. (...) So, we now try to change that (...) with the political change we have. We have a government consisting of Social Democrats and members of the Green Party since last March. This change will be fundamental to the change in the chemistry guidelines.

A2-   The Green Party's main topic is the environment and this forces us to do some repairs in this guideline in order to study chemistry in connection with the environment.

A1-   Now the question is how to develop that? There are lots of countries where this is the task of the Ministry of Education. In Hesse, we have another way: we normally have to develop a teacher in-service training system, then the old guidelines are discussed. (...) We try to get a dialogue between the base and the government structure and the new guidelines will emerge. We do not do this at our desks, but together with the teachers.

A2-   These guidelines are very wide, and the teacher who works in the school will produce them with us, based on their practical experience. This is the first step. The next step is to put them into

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practice for some time and to discuss them in the in-service teacher training.

Q-   How do you describe the teacher training in Hesse?

A2-   Every teacher in Hesse has the right to go to in-service training for one week every school year. This week is paid for by the government. During this week, the school has in-service training in the afternoon and meetings in the <u>Studienseminar</u>. (...) In order to put more practical sense into what is discussed in the Ministry in Hesse, we have tried to avoid discussion from the top down and to be closer to the school reality.

Q-   Which organisations are involved in the teacher training in Hesse?

A1-   Firstly, the university. (He then described the teacher education process as previously presented in this chapter). (...) The Ministry of Education in Hesse has members in the in-service training institute, but has no direct influence on the programme. This institute is independent and is working together with the teacher representing the teachers' trade union. (...) This teacher has a vote in this institute. It is very strong in Hesse. (...) The trade union also participates in the conference organised by the Ministry.

Q-   What do you consider to be the role of teacher training in the relationship between curriculum proposal and curriculum practice in Hesse?

A1-   It is involved in the pedagogical conditions of the school, because the curriculum interest comes from the school. This is a task of the school. The in-service training works in a very practical way. (...) It looks around to define what is suitable for each area. The situation in Marburg for instance cannot be compared with the situation in Frankfurt, where half of the students come from foreign countries.

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Q-   How do you describe the support this institution gives to the schools in order to help them carry out the curriculum proposal?

A2-   You must look at the system in Germany. The <u>Länder</u> are free to make their own political, economic and financial decisions. The Ministry of Education gives schools the necessary support to develop their guidelines, their examinations, their legal orientation. It gives support to teachers' and students' decisions and to other school decisions.

Q-   What kind of school decisions for instance?

A2-   Construction for instance, or the development of a new sports field.

Q-   How is the relationship between the Ministry, the HIBS, the <u>Studienseminar</u> and the school maintained?

A2-   Through meetings, conferences and visits. For instance, this afternoon we will have a meeting with Professor Dannenberg, the Director of the Marburg <u>Studienseminar</u>. (...) The Social Democrats and the Green Party have a new idea, they want to organise a school conference, a conference for parents, teachers and head teachers. (...) The intention is to decentralise the decision making, to give the school more responsibility, even in the area of guideline organisation and examinations. So far, everything has come from Wiesbaden. (...) In a place like Marburg, we already have a local educational authority, which works very independently. It works like a micro-ministry.

4.4.4. Analysis and Comments

The evidence in this report did not list agreed or repeated opinions among the interviewees. However, the Director of the Department was more cautious with his answers than the new assistant. The recent election in Hesse seemed to raise

possibilities for curriculum reviews that did not mean a new curriculum, but "some repairs" to the old, as the Director stated.

In fact, the first question became the most relevant for the analysis of the study, because it did not ask a direct question about the three arenas selected but rather allowed the interviewees to talk indirectly about them. The order of the questions followed the natural chain of the answers, except the last one selected to cover the bureaucratic structure. Some questions posed in the semi-structured questionnaire were set aside, because their answers merged in other answers.

During these interviews some documents, like the Hesse Educational System Structure, Hesse subject guidelines and a book about "Studying in Hesse 91-92", were collected (29) - these materials are sent to every school in Hesse and are also part of the in-service teacher training. The analysis of the Portuguese language programme, for instance showed that it is prepared by a group of teachers from schools and curriculum workers from HIBS and from the Kultusministerium. This clearly demonstrates how the preparation of the programme is mediated by and between the different arenas.

The analysis of the evidence of these visits and interviews leads to the conclusion that the mediation processes are actively and positively working in the relationship between curriculum proposal and curriculum practice in the Hesse Educational System, although to varying degrees in the three selected arenas. For instance, in teacher training the mediation processes seem to work more effectively in the relationship between curriculum proposal and curriculum practice than in bureaucratic structure. On the other hand, political support seems to be such an inherent part of the Kultusministerium in Hesse, perhaps of the German Education System as a whole, that its role in the relationship between curriculum proposal and curriculum practice was natural and implicit in the interviewees' answers. It is accepted as "the duty" of the Länder!

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4.4.5. Hessisches Institut für Bildungsplanung und Schulentwicklung - HIBS

The HIBS was established in 1975 as a department of the Hesse Ministry of Education. The structure of this institute is simple; there are two main sectors, one related to general school development and one related to information technological support. The first one is organised in two departments, the Schulformbezogene Dezernate, with seven sections, each one responsible for a type of school, and the Schulformübergreifende Dezernate, also with seven members responsible for different policy approaches like Modern Languages, Religious teaching and Arts.

The main task of the HIBS is to work as "a mediator between theory and practice at the level of state planning" (30). This function is defined by the German Educational Council. The HIBS is responsible for the curriculum development together with the Ministry of Education's Curriculum Department. In fact the HIBS is the main support for schools in such areas as curriculum development, text book choice and teacher planning. It works closely and regularly with head teachers and subject coordinators, and in some cases, with the local education authorities. The parents, teachers, teacher and employer trade unions, church and politicians participate in some decisions of the institution, for instance in the areas of examinations and vocational education. The institute seemed very involved in the activities and expectations of the communities.

The interviewee from HIBS, A3, is responsible for the education of foreign and immigration students, the Ausländerkinder and Aussiedlerkinder. He had been working in that institute for ten years, therefore under different political party influences. During the interview he explained the structure of HIBS and introduced the chief of the sector, who also discussed the HIBS structure and its competencies. However, the long interview was held only with A3.

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Q-   What do you think of the way in which the curriculum proposal is carried out in the every day running of the school in (a) Germany (b) Hesse (c) Marburg?

A3-   (long pause) Much has been discussed in this field here in Hesse, but we are still not happy with the way in which a theory or a proposal of curriculum is carried out in the school. Consideration of school practice has been a crucial point for us in this institute. (...) Each <u>Land</u> operates its proposal and practice in its own way.

Q-   How would you describe the relationship between the institute and the school?

A3-   Firstly in terms of educational planning, the HIBS's purpose is to advise and to support the management of education in all circumstances, based on theory and scientific criteria. Secondly, in direct help to the schools or in improving its proposal or in the day-to-day practice. (...) We have been developing some ideas for carrying out these tasks, for example trying this model, but it is still not in practice as a whole. (The model below - Figure 13. - was explained. It was created by the interviewee and published in 1989 (31). It was displayed on a big wall poster).

Q-   How are the HIBS activities (shown in the model) carried out in the school?

A3-   We have developed this in different ways. In fact it is a flexible planning. (...) Twenty years ago Hesse was more centralised, we have been working towards decentralisation. (...) Some areas have their own educational centre and make it easy to achieve this model. The perspective of the new government is simply to improve cultural learning by each community and its expectations. (...) Teachers are afraid of bureaucracies and theories.

Figure 13. Interaction Process for Science and Practice

Interaction Process for Science and Practice

Gräf 6/87

Hypothesis- /
Theory Building
Development of Concept

Development of
Awareness

Planning

School
Inspection

Science

Institute
(Educational
Planning
Further Education

SCHOOL

Data Collection
Evaluation

Action
Implementation

Starting Point
Needs
Problems
Objectives

New
Starting
Point

Evaluation
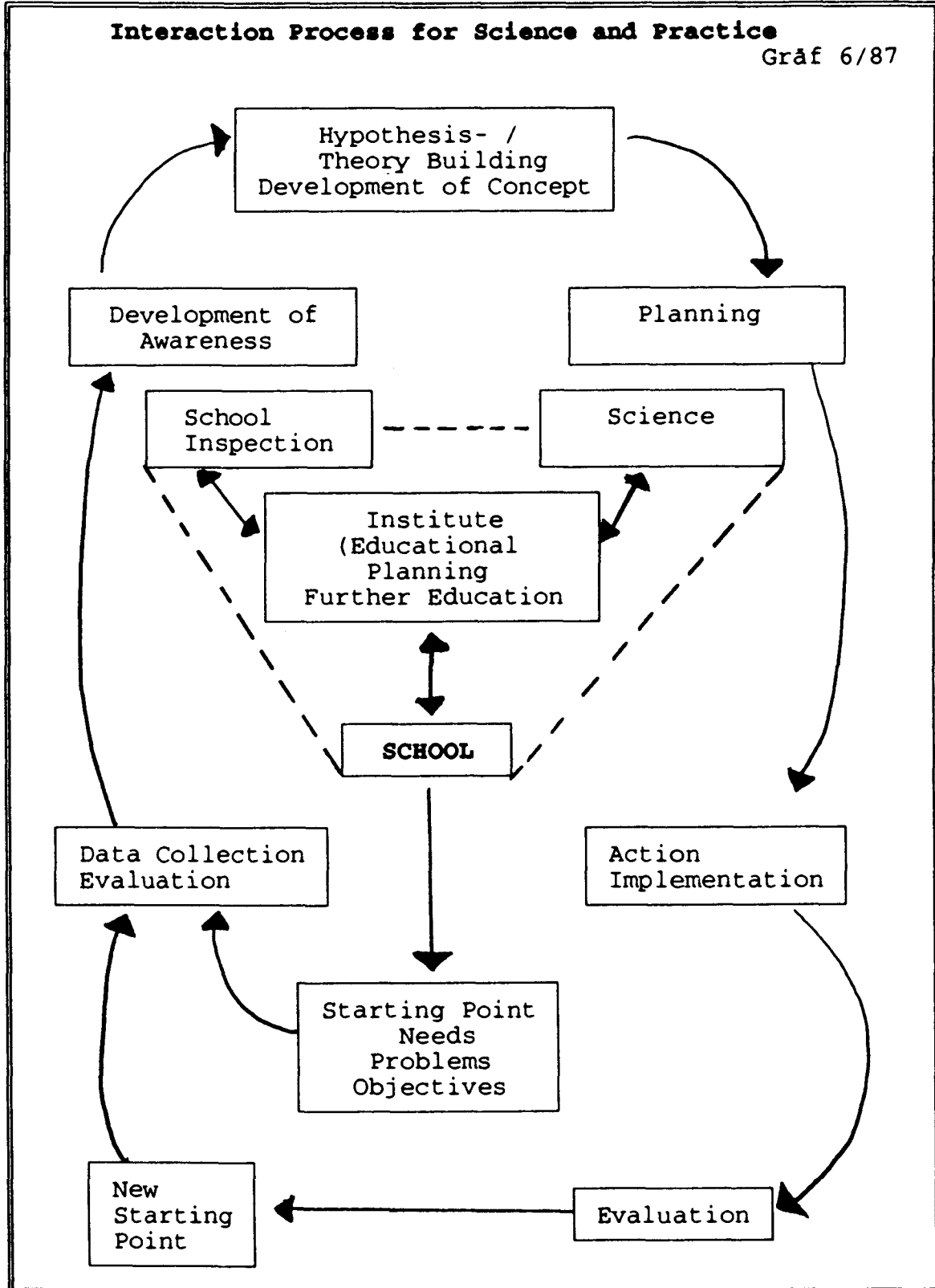
Q-   What do you consider to be the role of political support in the relationship between curriculum proposal and curriculum practice in Hesse?

A3-   This is very clear. For the last four years we have been working under a CDU government which did not support the educational reforms. (...) This year the government changed. Consequently, the work of this Institute through its publications and other direct school supports will be more effective.

Q-   How would you describe the in-service teacher training in Hesse?

A3-   It works by sponsorship from the HIBS and the Ministry of Education, from the school or from the local educational authority. (...) HIBS cooperates closely with the Hesse Institute for Teacher Training. (...) The guidelines and other school planning involve employees of this Institute and teachers. (...) In-service teacher training is still related to each subject, but the new perspective of this Institute is to work towards integration.

4.4.6. Comments and Analysis

The interviewee sometimes answered questions obliquely, in an attempt to discuss centralised and decentralised educational systems and their connection with German political parties, probably influenced by the recent election. Although only part of these discussions was related to the main proposal of this study, it yielded rich data for further studies. Yet the HIBS is a very active department, and its connections with the Ministry of Education and also with the schools were evident in the interview, as well as in the interview room where even the notice board displayed examples of its involvement. The practical support that the HIBS gave to the schools was visible in the guidelines and plans. Questions about in-service teacher training were added because the interviewee started to describe

teacher training as a whole beginning at university. In-service teacher training is part of the Institute's routine work.

The HIBS seems to fit its definition: "A mediator between theory and practice at the level of state planning", for instance from the model described by the interviewee. The institution did not have a complex bureaucratic structure. The aspect of bureaucratic structure was not directly mentioned by the interviewee when discussing the relationship between curriculum proposal and curriculum practice.

Despite this, it appeared in the model shown. However, he expressed the view that decentralisation is part of the HIBS proposal, which does not necessarily deal with the role of the bureaucratic structure.

4.4.7. Interviews and Observations in Marburg

Marburg is a medium-sized town in Hesse with about 73.000 inhabitants, approximately 21.000 of whom live in the surrounding villages. It has little industrial activity. The centre of the town is demographically,
economically and culturally dominated by the university and its students. The "core" city has roughly 15.000 students, who strongly affect the cultural scene in Marburg (32).

The local educational authority works with a very simple structure. It operates from one of Marburg's schools and has one of the school teachers occasionally working there. They work in turns according to the schools' needs. The local community can assume the financial support for these but in fact they are supplied by Wiesbaden subsidies. Marburg's schools are very close to the Studienseminar not only in terms of teacher training, but also in terms of consultancy as was observed by the researcher in the schools visited.

As was previously mentioned, the <u>Studienseminar</u> is related to teacher education in its second phase; this phase consists of subject matter didactics, classroom observation and participation supervised in the fieldwork. The <u>Studienseminar</u> in Marburg is a modest centre, working full-time with lessons, groups or individual student orientation, and the creation of pedagogical material (33). The Director of the Studienseminar, Albrecht H. Dannenberg (A4) who has been there for eight years, was interviewed twice, at the beginning of the research and at the end, when some aspects of teacher training in Germany had become more clear to the researcher and when other questions about the <u>Studienseminar</u> had arisen. The interviewer had also other formal and informal meetings with the interviewee and lecturers and trainee teachers during the visit to the <u>Studienseminar</u>. However, the findings of both interviews and visits are reported together.

Q-   What do you think of the way in which the curriculum proposal is carried out in the everyday running of the school (a) in Germany (b) in Hesse (c) and in Marburg in particular?

A4- There is a difference between ideas and practice in Germany, between the aims for the school and what the school really does. (...) The KMK has wide proposals for the school, but each Land is responsible for its curriculum proposal and planning. (...) There are several influences on curriculum decision, for instance from parents, trade unions and churches, but there are still discrepancies between proposal and its practices. (...) We are now very interested in the way in which a curriculum proposal is constructed in Germany. There are groups of specialists from the HIBS, from the schools and members of the <u>Studienseminar</u>. Tomorrow I am going to Wiesbaden to discuss curriculum reviews, working on a commission. (...) The politicians try to influence the curriculum from their point of view, for instance in the approach to science. The future of education in Germany proved to be a big issue in the last election. (...) The

schools have support from the Ministry and HIBS planning and its financial implementation, but we have some freedom in choosing our methods. (...) The freedom to follow guidelines from the Ministry is relative because of the student examinations, although teachers have some freedom in preparing the examination.

Q-   You were talking about curriculum proposal and the way to follow it, what do you consider as the role of bureaucracy in the relationship between curriculum proposal and practice?

A4-   I think that it could be a disaster, if only specialists are preparing the curriculum that the school needs to apply. (...) The degree of participation depends on the political parties. (...) The bureaucracy in this field depends on each Land, basically involving the Ministry of Education, Regierung [President] of Staatschule [Public School], HIBS and schools. (...) Here in Hesse we have a chain of critique until the curriculum has been revised and approved for use in the classroom. (...) We have what we call "permanent curriculum revision". [The interviewee's comment below is transcribed in full because it shows what he and probably most of his colleagues in the German system consider to be the correct way of changing the curriculum]

A4-   We do not change curriculum as a whole, but it is like a house that is in good condition, and yet has a wall which needs repair. We won't pull all of the house down, because it does not make sense. We will mend that wall and, if necessary make a few repairs in other areas, in order to create a balance. This is the way in which we see curriculum change.

Q-   How would you describe the teacher training in Marburg?

A4-   The structure of initial training varies. In Hesse the teacher training after graduation at the age of about 23, follows the training phases

in the <u>Studienseminar</u>. (...) Firstly, the teacher trainees are prepared to do classroom observations. (...) Secondly, they have at least six months of rigorous practice consisting of twelve lessons in the school and discussions with the school teacher, and the training tutor. (...) This phase is very critical for the teacher trainee begins to fully participate in school life. (...) Finally, for a full year, the teacher trainee is required to analyse the school planning to plan lessons, to participate in guideline reviews and school examinations. In this phase he normally has to teach twelve lessons per week.

Q-   What do you consider to be the role of teacher training in the relationship between curriculum proposal and curriculum practice in Marburg?

A4-   It is quite clear. Here in Hesse curriculum proposal and curriculum practice are part of the teacher training, because there are discussions about it in school meetings or in in-service teacher training. (...) The teacher trainee works in an interactive process with school teachers, for instance in the selection of textbooks. (...) The practical problems which arise in the class became part of the curriculum view; therefore it will also be part of in-service teacher training. (...) Teachers, head teachers and particularly members of our own <u>Studienseminar</u> work in commissions and they are responsible for guideline reviews in Marburg.

4.4.8. Analysis and Comments

The focus of this interview can be considered to be more specifically related to the teacher training arena because the Studienseminar is concerned with it. The interviewee has a strong background in Marburg education, as he had been a Gymnasium Head Master for a long time, and years ago had been president of the commission of curriculum review. This background invited the researcher to

enquire about the relationship between curriculum proposal and curriculum practice more widely so as to incorporate questions on the other two arenas.

The interviewee did not justify his judgement of the discrepancy between proposal and practice. As he pointed out, in Germany "we are now very interested in the way in which a curriculum is constructed". He also discussed the political party influence in the approach. Although the bureaucratic issue was visible, he preferred to talk only briefly about this and changed the subject. The significance of teacher training in the mediation process between curriculum proposal and curriculum practice was quite evident. The significance of the arena of political support only emerged from short sentences, for instance "the schools have support from the Ministry and HIBS for planning and their financial implementation."

4.4.9. Visit to Stiftschule St Johann

The Stiftschule St Johann is a secondary school located in a small Catholic community just outside the town of Marburg. The use of a full-time teacher trainee in this school allowed the researcher to follow a class one day, and also to follow the teacher training process. The class's timetable started at 8:00 and finished at 13.05. The class, the equivalent of a fifth-form in England, had 30 lessons per week. All the teachers assigned a considerable amount of homework. The mathematics teacher said that normally students spent two to two and a half hours per day on their homework. The teacher trainee usually took a strong part in classroom activities, for instance correcting homework and helping students with difficulties. Teacher trainees in the last phases of the Studienseminar were expected to teach.

At the beginning of the school day there was a short meeting of a number of people: the biology teacher, who is also a lecturer in the Studienseminar, the general coordinator of the school, called the didactic leader, the director of the Marburg Studienseminar - he was there for two reasons: to discuss the teacher

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trainee strategies and to introduce the researcher to the group - and the teacher trainees of biology, Greek, mathematics and physical education, all in the last phase of the Studienseminar. The meeting room contained guidelines and plans for several subjects.

The biology and mathematics trainees gave a presentation about games as a pedagogic technique and used pages of the biology guidelines to position and explain their ideas. A text about the technique was distributed at the end of the meeting to all the participants. The presentation and discussion were in German, and the Director of the Marburg Studienseminar sometimes translated what was said or asked the biology trainee teacher to translate for the researcher. At the end of the meeting the biology trainee teacher went to the classroom (27 pupils from 10 to 11 years old) while all the members of the meeting sat at the back of the classroom to follow the lesson. The lesson, about the nervous system, used the technique discussed during the previous meeting. After the lesson, the group returned to the same room and discussed the lesson, the content, the technique, the pupils' behaviour and the outcome.

This school is semi-private, the teachers are supported by the government. Part of the school material is supplied by the church community, part by the government, for instance laboratories, the guidelines, plans and expectations of final examinations came from Wiesbaden, and are the same for all schools in Hesse.

4.4.10. Analysis and Comments

The visit to the Stiftschule St Johann bore witness particularly to the role of teacher training in the relationship between curriculum proposal and curriculum practice. However, the training observed was only related to the teacher trainee. The researcher was impressed with the seriousness and quality of the teacher trainee work. Although the support received by the school varied, the government

was a supporting part of the school activities, particularly in the science field, as the researcher observed. Again, the practical issues about bureaucratic structure were difficult to analyse, even though the solving of school problems related to the curriculum are, according to the General Coordinator, the concern of the Wiesbaden Educational Authorities.

4.4.11. Visit to Gymnasium Philippinum

The Gymnasium Philippinum is 455 years old and located in the centre of Marburg. It is a public school with Protestant orientation. In this school, interviews were conducted with the head teacher and teachers. The classroom observation, which was carried out in Latin, Greek and German lessons, was not part of the research plans. But after a general staff meeting, when the researcher was introduced, the teachers of these subjects invited her to attend their lessons. Therefore the findings of these visits are considered complementary data. This school was visited for one week.

The report of the interviewees and the visits will be presented as follows: firstly, the head teacher's interview (A5), secondly the English and Physical Education (A6), Spanish (A7), German (A8) and Biology (A9) teachers' interviews. Although these teachers were interviewed separately the evidence will be reported together, and repeated answers will not be shown. The head teacher had been working in that school as a French teacher, and she has been the head teacher for eight years, while still teaching French. All the teachers interviewed have been working in the Gymnasium Philippinum for more than seven years.

4.4.11.1. Head Teacher's Interview.

Q-   What do you think of the way in which the curriculum proposal is carried out in the everyday running of the school in (a) Germany (b) Hesse (c) Marburg (d) this school.

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A5-   You know, the everyday running of the school always brings unexpected situations, for instance an examination whose outcome can be a disappointment. On the other hand, several changes have occurred in Germany in the last few years which made us think about what is being proposed to the school and what this school does. (...) We have worked, in teacher's meetings, teachers' training and commissions to face the challenges of German education. (...) Some of our teachers are working in the Hesse commissions, because Hesse is in fact the centre of the decision making.

Q-   How would you describe the political support that this Gymnasium receives for carrying out the curriculum proposal?

A5-   Firstly, we have a local organisation to support our school in some of its needs, for instance in buying pedagogical material. (...) Secondly, the Kultusminister subsidises the cost of the curriculum and the programme that the school follows. (...) This is a big school (900 pupils) and it needs permanent support. One example is the cost of the use of the laboratories. We have had plenty of support in carrying out the school activities.

Q-   How are the links between the Kultusminister, the HIBS and this school maintained in terms of curriculum proposal and curriculum practice?

A5-   We have frequent meetings. (...) The commissions of guideline review have members from the Kultusministerium, the HIBS, the Studienseminar and the school. The school is the place where their decisions are applied and evaluated. (...) The teachers' trade union is very active in the curriculum guideline discussions.

Q-   What do you consider to be the role of the bureaucratic structure in the relationship between curriculum proposal and curriculum

practice in (a) Marburg, (b) this school?

A5- Very important. We need a chain from this school to the <u>Kultus-minister</u> in Hesse and vice-versa to translate the needs of the school, because we can not decide alone what the school needs, of course we participate in the discussions. (...) Before the guidelines are published, they pass through different stages, some of them here in the school. I appreciate this very much. We have discussed centralised decisions and the risks of excessive bureaucracy.

Q- How would you describe teacher training (in-service training and teacher trainee programmes) in (a) Hesse, (b) Marburg, (c) this school?

A5- The teacher training is perceived here in Hesse as a necessity in order to improve the level of the school practice. (...) Such in-service training in this Gymnasium is regarded as being very advanced. (...) The teacher trainee has to develop timetables together with the school's teacher or school tutor.

4.4.11.2. Analysis and Comments

This interview took place in two sessions, because the head teacher being also a French teacher had to attend a class of 12-13 year olds. The researcher also attended the lesson at her invitation. At the end of the lesson the interview was resumed. The head teacher showed several guidelines and school programmes, some of them known to the researcher as a result of the Hesse visit.

The head teacher clearly stated that the bureaucratic structure plays a very important part in the relationship between what the school needs and what is proposed to the school. She also commented about the risks of excessive bureaucracy. Teacher training and the political support were confirmed as arenas in which the mediation process was useful as an analytical tool to study the

relationship between curriculum proposal and curriculum practice.

4.4.11.3. Teachers at Gymnasium Philippinum

Q-   What do you think of the way in which the curriculum proposal is carried out in the everyday running of the school in (a) Germany, (b) Hesse, (c) Marburg, (d) this school?

A6-   (This teacher is the coordinator of Modern Languages in the school and also lectures at the Studienseminar.)

A good example of how this happens can be observed in our meetings, in the way in which we discuss our plans before we implement them. (...) We must have plans. (...) The curriculum plans are discussed in the commission; we participate in this discussion, so do the teachers' trade union (Gewerkschaft für Erziehung und Wissenschaft - GEW) and the parents. Finally they return to the Kultusminister. These plans are then tested in pilot implementations in schools, and if approved, become an official programme for the schools.

A9-   (This teacher was working on the biology curriculum review at the time of the research)

We do not have a model for translating the curriculum proposals into practice, but we know that this involves teamwork. (...) This is an extensive review of the biology curriculum and it is being done in a commission of 30 teachers, including school teachers, teacher trainees, lecturers from the Studienseminar, members from the Kultusminister and also consultants from other Länder. (...) It will take at least four years of experimentation.

Q-   How would you describe the political support that this school receives for carrying out the curriculum proposal?

A9-   This sometimes depend on the party and on the church of the Land

or the town. (...) I believe that serious plans are respected and supported by all governments. (...) Hesse is well known for its support for educational changes in Germany. (...) The supervision that HIBS does has been supporting our practice, but this started to become better for all of Hesse at the beginning of this year.

A8- I think that this Gymnasium is organised in such a way that it can implement the curriculum guidelines with its own support. (...) The parents and the educational authorities in Hesse are not reluctant to help the school in its needs.

Q- What do you consider to be the role of the bureaucratic structure in the relationship between curriculum proposal and curriculum practice in (a) Hesse, (b) Marburg, (c) this school?

A7- This role is played by the Kultusminister and its departments. Here in Marburg, we sometimes have meetings with the educational authorities. (...) The guidelines and other Gymnasium plans are part of the normal bureaucracy in the school.

A8- It can have a bad influence on curriculum practice. (...) In this school and in our relationship with the Kultusminister and the Studien-seminar, we work without bureaucracies or with the minimum bureaucracy needed.

A9- The bureaucratic structure exists in the school, in the Hesse Kultusminister, in the HIBS separately and in their relationships. It is always willing to support the government proposals, for instance, here in Hesse in the plans about the Gesamtschule. I prefer to call this "just administration" rather than bureaucracy.

Q- What do you consider to be the role of teacher training in the relationship between curriculum proposal and curriculum practice in (a) Hesse, (b) Marburg, (c) this school?

A6-   Fundamental. Practice needs to be related to theory. In teacher training we analyse and discuss our methods based on our practice. (...) Here in this Gymnasium we have adopted some in-service training strategies. (...)

A8-   Basic. (...) Our teacher trainees have participated in curriculum proposal discussions as well as experiencing the difficulties of working with them. (...) The new methods need teacher training above all.

4.4.11.4. Analysis and Comments

Most of this group of teachers had some other activities, such as school staff, commission member and Studienseminar lecturer. All the teachers interviewed had subject guidelines and offered copies to the researcher. These materials are the official texts for all of Hesse and were very general. The teachers had their own plans based upon the official guidelines and plans. The teachers' plans for Sport and Spanish were compared with the official documents: they were very consistent with each other.

The biology teacher showed how they are working on the review of the curriculum. The lessons attended by the researcher revealed several aspects which could be analysed from different perspectives, but because of the specific interest of this study, the visits and observations of classroom activities were limited to the goal of this chapter. These were: (a) create a relationship with the teacher to be interviewed and (b) observe how their practice relates to the curriculum guidelines they received from the Kultusminister.

The expression 'political support' was twice questioned by the interviewees as to whether it was related to political parties or to government. The significance of the support from the government became very clear in all the answers, except interviewee A8, who considered that the school, in the way it was organised, was

self-sufficient. According to the interviewees of the Gymnasium Philippinum, the role of the bureaucratic structure was considered significant in terms of avoiding problems rather than of solving them. Teacher training, as in all other interviews, was considered 'fundamental' for the relationship between curriculum proposal and curriculum practice.

5. CONCLUSION

The intention of keeping this study short was jeopardised by the number of interviews and visits, hence the large amount of evidence.

This study was focused on the concept of mediation processes active in the relationship between curriculum proposal and curriculum practice with a view to clarifying these processes operationally. The political support, bureaucratic structure and teacher training arenas were also analysed as social processes. They were studied in West Germany, where one expects these processes to produce good results, before being used in the Brazilian fieldwork, where, in general, the mediation processes seem to produce bad results. This study was not undertaken to analyse West German results, nor to compare West Germany and Brazil, but to refine the mediation concept developed in chapter II before using it in Brazil. As evidence generated by the interviews and observations showed (based on the matrices), there was little discrepancy among the informants in the three arenas studied. In particular, the research showed that questions about the bureaucratic structure seemed to generate answers about a supportive administrative system, as if the word "bureaucratic" was interpreted as having negative connotations. In this sense it was considered a social process active between proposal and practice. One interviewee referred to discussions about the risks of excessive bureaucracy.

In the political support arena, the research shows that political support is recognized as an active mediator in the relationship between curriculum proposal and curriculum practice. For instance, the interviewee from the Ministry stressed

that "the Ministry gives schools the necessary support to develop their guidelines, their examinations and legal matters". This is acknowledged by the head teacher of the Gymnasium who stated that the school "had plenty of support in carrying out the school activities". Another example is found in the fact the changes in the political balance of power were mentioned as influencing factor by some interviewees (HIBS and Seminar). Both were commenting on the change in government and stated that the CDU government did not support the educational reforms started under the previous government. These statements clearly implied that the proposals carried by these reforms could face difficulties when translated into school reality.

The German experience also helped the researcher to identify specific elements in the process of mediation in the arena of teacher training. In West Germany teacher training is sponsored and influenced by all layers of the bureaucratic structure: Ministry of Education, HIBS, Local Authorities, Studienseminar and school.

The role of teacher training and the participation of all the above mentioned layers is accepted as "normal", as became quite evident in the trainee teacher's work experience in the Stiftschule St Johann.

The research suggested that the West German educational system did not refute the argument of this chapter and that the political support, bureaucratic structure and teacher training arenas work as locations of the mediation processes. Moreover, the German experience confirmed the usefulness of the mediation concepts as analytical tools.

6. Notes and References

1. Germany will be identified in this study with the adjective 'West', because the main part of this study took place before the formal re-union of East and West

Germany in 1991.

2. According to the publication "The Educational System in the Federal Republic of Germany", published in 1978, by the Secretariat of the Standing Conference of Ministers of Education and Cultural Affairs of the Länder, "The Federal Republic of Germany is a federal state consisting of the States (Länder) of Baden-Württemberg, Bayern, Bremen, Hamburg, Hessen, Niedersachsen, Nordrhein-Westfalen, Rheinland-Pfalz, Saarland and Schleswig-Holstein, as well as Berlin (West), which holds a special status due to the Quadripartite Agreement."

3. Jerome Kirk and Marc L. Miller, Reliability and Validity in Qualitative Research. United States of America: SAGE Publications, Inc., 1986.

4. W.D. Halls (ed.), Comparative Education: Contemporary Issues and Trends, editorial, Great Britain: Jessica Kingsley Publishers/UNESCO, 1990, pp: 21-65.

5. Philip G. Altbach and Gail P. Kelly (eds.), New Approaches to Comparative Education, London: The University of Chicago Press, 1990. See in this book particularly the Introduction and the Conclusions; see also "Reflections on the Field" pp: 153-259 and "Consideration of Method" pp: 261-307. None of these show any information pertinent to the purpose of this chapter.

6. Jürgen Schriewer, "The Method of Comparison and the Need for Externalization: Methodological Criteria and Sociological Concept" in Jürgen Schriewer/Brian Holmes (eds.) Theories and Methods in Comparative Education. Frankfurt: Peter Lang, 1990, pp: 25-83.

7. Michael Crossley and Patricia Broadfoot, Comparative and International Research in Education: Scope, Problems and Potential in British Educational Research Journal, Vol. 18, No. 2, 1992, pp: 99-112.

8. R. Sherman and R. Webb, Qualitative Research in Education: Focus and Methods, London, Falmer Press, 1988, pp. 5-8, quoted by Margot Ely et. al., Doing Qualitative research: Circles within Circles, London: The Falmer Press, 1991, p. 4. See also Alan Bryman, Quantity and Quality in Social Research, London: Unwin Hyman, 1988, where he presents a debate about the merits and disadvantages of the two styles in social research. For an analysis of interviewing techniques, see Lynda Meason, Interviewing: a Strategy in Qualitative Research in Robert G. Burgess (eds.) Strategies of Educational Research, London: Falmer Press, 1985. See also Graham Vulliamy, How Can Qualitative Research Contribute to Educational Policy Making in Developing Countries? in International Journal of Educational Development, Vol. 10, No. 2/3, pp: 151-156, 1990.

9. W.D. Halls, Comparative education, Contemporary Issues and Trends ... op. cit., p. 27.

10. The Secondary School, in the German educational system, according to the Secretariat of the Standing Conference of Ministers of Education and Cultural Affairs of the Länder, op. cit., p. 9 is organised into "Hauptschule (school years 5 or 7 to 9 or 10), Realschule (years 5 or 7 to 10) and the Gymnasium (years 5 or 7 to 13). In addition, there are still Gesamtschulen (comprehensive schools) covering the fifth through tenth year of schooling in all of the States. ... In most States the latter are still considered experimental. For more details about the German Secondary School see also in this book, "Description of the School System", pp. 15-23. See also the complete chart of the "Structure of the Educational System in the Federal Republic of Germany (as of 1981)" in the same book, p. 70. The words Hauptschule, Realschule, Gymnasium and Gesamtschule have their plural as follows: Hauptschulen, Realschulen, Gymnasien and Gesamtschulen.

11. Matthew B. Miles and A. Michael Huberman Qualitative Data Analysis, a Sourcebook of New Methods, United States of America: SAGE Publications, Inc, 1984.

12. See for example, Arthur Hearnden, <u>Education, Culture and Politics in West Germany</u>, Oxford: Pergamon Press, 1976. See also Robins Bets, "The Politics of West German School reform 1948-1973", London: Association of Comparative Educationist <u>in LACE,Occasional Paper</u>, no 4, Feb, 1981. See also Robert Frederic Lawson, <u>Reform of the West German School System 1945-1962</u>, Michigan: Malloy Lithoprinting Inc. 1965; see also Christoph Führ, <u>School and Institutions of Higher Education in the Federal Republic of Germany, a Survey of Educational Policy and the educational System</u>, Bonn: Inter Nationes, 1989.

13. Federalism can have several meanings. According to the Oxford Dictionary 1988 "it is a system in which States unite under a central authority but are independent in internal affairs". This concept will be adopted in this thesis to explain German Federalism. Klaus Hüfner, <u>Towards a Reappraisal of Educational Planning</u>, op. cit., p.10, states that the "Federalism refers to <u>political-administrative, legal-integrative, economic-financial and educational planning</u>, aspects of the distribution of competencies in a given State". This is useful to clarify the meaning of "Internal Affairs". In order to extend the understanding of the Federalism in West Germany and its relation with education, see also Arthur Hearnden, <u>Education, Culture and Politics in West Germany</u>, op. cit., pp. 2-14.

14. UNESCO, "Innovation in Teacher Training in the Field of Agriculture" <u>in Studies in Technical and Vocational Education</u>, Paris, No. 24, 1986, p. 6. See also Klaus Hüfner, <u>Towards a Reappraisal of Educational Planning in Federal Countries with Special References to the Federal Republic of Germany</u>, Paris: OECD, Dec, 1978, p. 13.
(See Fig. 14. The Distribution of Competencies in the Field of Law Making in Education.)

15. Robin Bets, <u>The CDU The SPD and The West German Schools Reform Question 1948-1973</u> ... op. cit., 1971, outlines crucial points in the history of Germany from 1948 to 1973 when these political parties displayed their positions

on and their policies for the educational system.

16. Helmut Sienknecht, the Comprehensive School in the Federal Republic of Germany: Is There Still a Chance?, University of York: Annual Conference of The Centre for Study of Comprehensive Schools, Summer, 1984, p.4.

17. Klaus Hüfner, Towards a Reappraisal of Educational Planning ... op. cit., p.15, organises the distribution of competencies in the field of educational administration according to articles 91a and 91b of the Grundgesetz.
(See Fig. 15. The Distribution of Competencies in the Field of Educational Administration)

18. Ibid., p. 34. Competencies in the field of educational finance. (See Fig. 16 Competencies in the Field of Educational Finance).

19. Organisation For Economic Co-operation and Development, Review of National Policies for Education: Germany, Examiners' Report and Questions, Paris: OECD, Education Committee, 4, November 1971, p.89.

20. Helmut Sienknecht, the Comprehensive School in the Federal Republic of Germany ... op. cit., p.11.

21. Klaus Hüfner, Towards a Reappraisal of Educational Planning ... op. cit., p.20, analyses the evolution of the educational planning in Germany and outlines distribution of competencies in this field from 1970. (See Fig. 17. Distribution of Competencies in the Field of Educational Planning).

22. HMI Report, Education in the Federal Republic of Germany, Aspects of Curriculum and Assessment, London: Department of Education and Science/HMI, 1986, p.5.

23. Hans Gerhard Klinzing, Research on Teacher Education in West Germany in Richard P. Tisher and Marvin F. Wideen, Research in Teacher Education. International Perspectives, London: Falmer Press, 1990, p. 90. He presents "research on teacher education in West Germany in the last two decades". Different analyses can be found in, The Training of Teachers for Realschulen in Education in Germany, Appendix to Special Report, No. 5, 1968, which stress: "In the States of Bremen, Hamburg and Hesse, there is no differentiation between teachers in Grundschulen, Hauptschulen and Realschulen. In all other States, a teacher wishing to be appointed to a Realschule must undergo either additional training or a completely different course of training from the other teachers."

24. Erziehungs-Wissenschaft und Beruf [Educational Science and Occupation] in Vierteljahresschrift für Unterrichtspraxis und Lehrerbildung [Quarterly Publication on Education Practice and Teacher Training] Goslar: Merkur Verlag Rinteln, 1988. See also Hans G. Lingens and Barbara Lingens, Education in West Germany. A Quest for Excellence, Indiana: Phi Delta Kappa Educational Foundation, 1983. See also Hans Gerhard Klinzing, Research on Teacher Education in West Germany ... op. cit., 1990. Particularly in Hesse's case see John Pearce, Bryan Goodman-Stephens and Colin Robinson, Assessment in West German Schools, Report of a Study-visit to Hesse. Huntingdon: Education Department, 1985.

25. Hans G. Lingens and Barbara Lingens, Education in West Germany: a Quest for Excellence ... op. cit., p. 45.

26. Helmut Sienknecht, The Comprehensive School in the Federal Republic of Germany: Is There Still a Chance? ... op. cit., 1984. He analyses the historical setting of the comprehensive movement in West Germany after the Second World War.

Figure 14. Distribution of Competencies in the Field of Law Making in Education

	PRIMARY EDUCATION	LOWER SECONDARY	HIGHER SECONDARY
BUND			
LÄNDER		Law of the school (compulsory education, structure of schools, curricula, maintenance and certificates). Teacher training, structure of personnel, material and financial support schemes	Law of the school (as above and Certificate
GEMEINDEN [COMMUNITY]			
INSTITUTION ORGANISA-TIONS			

Figure 15. The Distribution of Competencies in the Field of Educational Administration

	PRIMARY EDUCATION	LOWER SECONDARY	HIGHER SECONDARY
BUND			Rules of implementation of Laws on out-of-school vocational education, research on vocational education
LÄNDER	Internal school matters (like curriculum), teaching staff (hiring, allocation etc), supervision in matters of content, disciplinary and procedural matters, implementation of transfers, support schemes and grants		
GEMEINDEN [COMMUNITY]	External school matters (building maintenance, non-teaching staff), student transport, counseling, student support schemes		
INSTITUTION ORGANISATIONS	Internal management (limited autonomy with regard to vocational education: individual firms and representative bodies of the various sectors and branches have formal rights of participation in the decision making process)		

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Figure 16. Competencies in the Field of Educational Finance.

	PRIMARY EDUCATION	LOWER SECONDARY	HIGHER SECONDARY
BUND		Innovation pilot projects (50%), student support schemes (65%), establishment of industrial training divisions beyond the level of firms.	
LÄNDER	Teachers (100%), contribution for: construction of school facilities, teaching and learning materials, student support schemes (35%), innovation pilot projects (50%). Contribution for school buses of private schools		
GEMEINDEN [COMMUNITY]	Non-teaching staff (100%), construction and maintenance of school facilities teaching and learning materials, school buses.		
INSTITUTION ORGANISA-TIONS			

Figure 17. Distribution of Competencies in the Field of Educational Planning.

	PRIMARY EDUCATION	LOWER SECONDARY	HIGHER SECONDARY
BUND		Innovative pilot projects	
LÄNDER		Innovative pilot projects School development planning	
GEMEINDEN [COMMUNITY]		local school development planning	
INSTITUTION ORGANISA- TIONS			

27. Helmut Becker, Peter Bonn und Norbert Groddeck, Demokratisierung als Ideologie? [Democratisation as Ideology] in Curriculum-Diskussion [curriculum discussion], Weinheim and Baesel: Beltz Verlag, 1974, pp: 135-136. See also "Der Hessische Kultusminister, The School System. A Survey" in Educational Paths in Hesse, Frankfurt: Öffentlichkeitsreferat, 1981. This survey shows the characteristics of Hesse schools, after a series of school reforms.

28. The educational situation in Hesse has been underpinned by the tendency to reduce the criteria related to selection process in the school. This curriculum development is criticised by Hans G. Lingens and Barbara Lingens, Education in West Germany: a Quest for Excellence ... op. cit., pp: 33-35. See also Hans Albrech and Wolfgang Manz (ed.) Einführung In Die Curriculum Forschung [Introduction to Curriculum Research], 3rd edition, Köln: Verlag W. Kohlhammer 1974. In this book, see particularly part three and the articles related to the critical points in the development of a curriculum and a teaching plan about the environment.

29. Der Hessische Kultusminister [Hesse - Ministry of Education], Rahmenplan - Portugiesisch/Chemie [Portuguese and Chemistry Programme]. See also Hessisches Ministerium für Wissenschaft und Kunst [Hesse - Ministry of Science and Arts], Studieren in Hessen ' 91-92 [Studying in Hesse ' 91-92], Wiesbaden: Fuldaer Verlagsanstalt GmbH, 7th edition, February 1991. It shows school categories, admission and details of subjects of each type of school.

30. Erika Dingeldey, the Director of HIBS stated that the function of this Institute described by the German Educational Council as "Vermittler Zwischen Theorie und Praxis auf der Ebene staatlicher Planung"[Mediator between theory and practice at the level of state planning], Hessisches Institut fur Bildunsplanung und schulentwicklung - HIBS Catalogue.

31. Georg Gräf, Handlungsperspektiv für Wissenschaft und Praxis. "Hand in

Hand" oder " Von Kopf zu kopf"? [Action perspectives for science and practice. "Hand in hand" or "head to head"] in Christian Kubina, Georg Rutz (eds.) Gesellschaft zur Förderung Pädagogischer Forschung [Society for the stimulation of Pedagogical Research], Frankfurt: GFPF. Materialien Nr.21, 1989 p. 147.

32. Ministry of Education and Science of Bonn, Universität als Heimat? Teil 2, Von kiel Bis Konstanz Kulturarbeit aus der Studentenperspektive [The university as a home?, Part 2, Cultural Activities from the point of view of the students] BMBW, No. 34, Bonn, 1986. From page 249 to 272, it sketches the cultural scene in Marburg which is dominated by university life.

33. Studienseminar Marburg, Workshop Schulpädagogik [Workshop school's pedagogy] Schulformen und Schulorganisation [school forms and school organisation] and Curriculum Entwicklung, Modelle und Strategien [Curriculum Development, Models and Strategies], Marburg: Otto Maier Verlag Ravensburg, 1989.

Chapter IV - Research in Brazil: Centro Integrado de Educação Pública.

1. Introduction

The purpose of Chapter IV is to offer an analysis of curriculum proposals and curriculum practice in the Municipality of Rio de Janeiro in the period 1980 - 1990. The chapter will look at three institutions. First, the school - Centro Integrado de Educação Pública-CIEP [Integrated Centre of Public Education] which is a significant challenge in public elementary schools because of its political and pedagogical proposals. Second, the State and Municipal Secretariat of Education (1) in Rio de Janeiro, from which, theoretically, curriculum proposals originate, and third, the Institute of Education of the University of the State of Rio de Janeiro (UERJ), the State University of Rio de Janeiro, which is responsible for the Professional Education of the Teacher. This chapter will analyse the role played by these three institutions in the relationship between curriculum proposal and curriculum practice, on the basis of fieldwork carried out in 1990 in Rio de Janeiro.

This Chapter will argue that there is a wide gap between curriculum proposal and curriculum practice in public schools. It is argued that, among several arenas in which the mediation process is active, there are three that are particularly relevant in this area: (i) political support, (ii) bureaucratic structure and (iii) teacher training.

The structure of this Chapter follows three themes. The first theme is the methodology followed in this study. The second theme is a report on the research, with special reference to Complexo Escolar Municipal Avenida dos Desfiles-CEMADE [Desfiles Avenue Municipal Education Complex]. This school participates in the CIEP programme. The school is analysed in the context of its socio-economic and political environment in order to understand better how the effects of political

support, bureaucratic structure and teacher training emerge in the every day running of the school. Finally, an analysis is made of the qualitative data collected in the Municipality of Rio de Janeiro. This analysis also reviews the socio-economic and political circumstances in which the curriculum is implemented and how the arenas work in this environment.

2. Methodology

2.1. Introduction

This study will analyse the mediation processes in the relationship between curriculum proposal and curriculum practice concentrating on their arenas: political support, bureaucratic structure and teacher training. Qualitative research (2) was chosen as the most appropriate method of approaching this analysis. This choice was made for two reasons, (a) the nature of the problem, which is educational, with strong connotations to formal and informal, explicit and implicit processes of political, social and economic decision-making, allows such an approach and (b) the fieldwork, where the relationship between curriculum proposal and curriculum practice becomes more evident i.e. in the everyday running of the school, allows direct observation of the relationships.

According to F. Erickson (3) the social interaction between researcher and subject is a basis for in depth analysis of everyday events, allowing the researcher to observe how the various actors involved in the event understand and perceive their participation.

In order to assess the validity of the qualitative research data, "data triangulation" was adopted. This required the use of different processes: participant observation, interviews and documents, all related to the same investigation: the relationship between curriculum proposal and curriculum practice. Hammersley stresses the advantage of using "data triangulation" in social

research:

> If one relies on a single piece of data, there is the danger that undetected errors in the data production process may render the analysis incorrect. If on the other hand, diverse kinds of data lead to the same conclusion, one can be a little more confident in one's conclusions. This confidence is well founded to the degree that different kinds of data have different kinds of error involved in them. (4)

2.2. Research Setting

Since the purpose of this thesis is to consider the relationship between curriculum proposal and curriculum practice, the selected research setting had to be an educational programme, which clearly shows this relationship and which involves typical Brazilian public school pupils. The programme is called CIEP - Centro Integrado de Educaçao Pública [Integrated Centre of Public Education] and its origin dates back to 1983 when it was established by the State Government of Rio de Janeiro. CIEP is a wide educational programme whose proposals were implemented in 180 CIEPs constructed between 1983 and 1985. The social and political condition in which this programme emerged will be discussed later in this chapter, in the CEMADE description.

The qualitative research of this study will be restricted to one CIEP. Considering the nature of qualitative research, P. Atkinson remarks:

> Ethnographers normally study only a single setting, or a small number of settings at one time. There is a trade-off between depth and breadth of coverage: the limitation of time and labour often precludes the exhaustive investigation of many different settings or locales within the same research project. The nature of the chosen

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research setting is therefore crucial. (5)

In order to carry out an in depth analysis of the mediation processes in the relationship between curriculum proposal and curriculum practice, a CIEP, called CEMADE - Complexo Escolar Municipal Avenida dos Desfiles [CEMADE - Desfiles Avenue Municipal Educational Complex] was chosen as the main setting. The reasons for this choice will be explained later. Two other research sites, associated with the CIEP programme, were also selected: the State University of Rio de Janeiro and the Secretariats of Education in the State and Municipality of Rio de Janeiro. This was done to provide a wider analysis of the mediation processes in the three selected arenas: political support, bureaucratic structure and teacher training.

It was impossible to cover in detail all the school years, forms and subjects of CEMADE in a period of three months. Thus it was necessary to make choices. Therefore, according to the main proposal of this thesis, some selection criteria were established: one school year, 5th; two forms, 503 and 504; and two subjects, Portuguese Language and Physical Education. According to Darcy Ribeiro:

> The increase in the number of failures in the 5th school year, also observed in the literacy classes of the first school year, confirms the deficiency in the school system: there is no connection with its main goal: to develop the student's basic ability of using his language. Without this basic ability, the student cannot follow Mathematics, Sciences, History and other subjects, as these implicitly build on language comprehension. The task of the Portuguese Language teacher is to teach students this linguistic ability in order to enable them to cope with these subjects. CIEPs have begun by introducing a new process of Portuguese Language teaching in which priority is given to literacy and 5th school year students. (6)

So, based on this point of view, which is evident in most Brazilian state schools, the researcher selected, the 5th school year and the Portuguese Language for this study. The second subject, Physical Education, was chosen because the CIEP's programme, as a full-time school, attached more importance to physical education than other schools. This can be observed in the CIEP building design, which emphasised physical education facilities and in the physical education proposal, which stressed this importance. Two forms were chosen: 503 and 504. This was done mainly because their timetable suited the researcher's time-plan. However, the school subjects for this study were considered at all times, as being part of a public educational institution within its social, political and economic environment.

2.3. Data Collection

The data collection in this study was conducted a) in natural settings and b) attempting to work with data collection and data analysis simultaneously. The proposal was to provide the researcher with conditions for more in depth interpretation of the mediation process in the relationship between curriculum proposal and curriculum practice.

The data were obtained from several sources and using several techniques: in the University of Rio de Janeiro - from interviews and documents; in the Secretariat of Education - from interviews and documents; at CEMADE, the school as a whole and particularly in the classroom - from participant observation, interviews and documents. Some complementary data were obtained from the media.

To realize participant observation the researcher needed, first of all, to have access to the classroom during lessons and to meetings. This could only be achieved by building up relationships with teachers and students at work. Hammersley stresses that "access":

is not simply physical admission to the setting, but rather the opportunity to observe, and possibly participate in, everyday activities in the various parts of the setting, and to talk informally, and perhaps more formally, with participants. (7)

Diaries and recordings were used in the school to collect data. These diaries and recordings were obtained from different sources: meetings, classroom activities and staff activities.

The interviews as a whole constituted a major source of data and were conducted with all actors involved in the research: (a) teachers, students, head teacher, and staff of the CEMADE; (b) Staff of the State and Municipal Secretariats of Education; (c) Chiefs of Departments and the Principal of the Institute of Education in the University of Rio de Janeiro. The recorded interviews followed two techniques: semi-structured and unstructured interviews. Semi-structured interviews were used for the most part to illustrate the interpretation of events, documents and data; unstructured interviews were used as a means of reinforcing understanding of the interpretations and in areas of a more speculative nature, i.e. in areas where no documents or data were available. Both interview and participant observation were supplemented with relevant documents, if and when available. These documents constitute an important part of this study because they represent the basic source about curriculum proposals in the educational organisation.

2.4. Data Analysis

Often, diaries, tape recordings and documents collected in the research are in raw form and not ready for analysis. So, the study adopted procedures to highlight evidence and to facilitate interpretation, organisation and the drawing and verification of conclusions. The field of qualitative research brings a bank of

data that sometimes became, as Matthew B. Miles and A. Michael Huberman stress, "presumably irreducible or even incommunicable" (8). For this reason some strategies to provide clarification of the data collected were chosen. For instance, figures and matrices were used in order to reduce the data without losing relevance for the qualitative analysis. Firstly the analysis of the arenas: political support, bureaucratic structure and teacher training, were displayed through data reduction in three matrices, No. 5, 6, and 7, another three matrices, No. 8, 9, and 10 displayed, respectively, the summaries of documents, interviews and classroom activities. Secondly, according to Figure 18, codes were used to facilitate the registration of different phenomena observed in the classroom activities. Finally, the drawing and verification of conclusions followed the design established earlier in chapter III and shown in Figure 19.

Figure 18. Coding used to register events

Codes	Phenomenon
(A)	Teacher Speaking
(B)	Student Speaking
(C)	Activities
(D)	Content
(E)	Doubts
(F)	Meaning
(G)	Interference (External)

Because of the enormous data that the fieldwork offered, as a result of meetings, lessons, interviews, events and the analysis of documents, initially all data were studied and gradually the more significant aspects were isolated with a dual intention: a) to avoid a flood of particulars and b) to work towards a conclusion.

Figure 19. Refocusing and redundancy of the parameters of the study during fieldwork

setting	actors	event	process	analysis
CIEP - CEMADE - (5th) - Portuguese Language - Physical Education	Head Teacher Staff Teacher Students	Meeting Lessons Everyday School Activities	Participation Observation Interviews Documents Photos Films	Political Support Bureaucracy Teacher Training
Secretariats of Education - State - Municipality	Secretary Staff of : Curriculum Dept First Level Dept CIEP Admin	Meetings	Interviews Documents	Political Support Bureaucracy Teacher Training
University of Rio de Janeiro - Institute of Education	Principal Chief of Dept of Theory & Pract. Students of Teacher Training	Meetings	Interviews (recorded) Documents	Political Support Bureaucracy Teacher Training

Fonte : miles

This and the following pages show the matrices used to summarise and display the research data.

Matrix 5. - POLITICAL SUPPORT
     - Focus on the analytical dimension of relationships between curriculum proposal and
      curriculum practice

CURRICULUM PROPOSAL CONTENT	FROM STATE		FROM MUNICIPALITY		FROM SCHOOL AUTHORITIES	
	characteristic	behaviour	characteristic	behaviour	characteristic	behaviour

SOURCE : INTERVIEWS AND DOCUMENTS

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Matrix 6. - BUREAUCRATIC STRUCTURE
- Focus on the analytical dimension of relationships between curriculum proposal and curriculum practice

ROLE IN CURRICULUM PROPOSAL AND CURRICULUM PRACTICE DECISION

SECRETARIAT OF EDUCATION (STATE)		SECRETARIAT OF EDUCATION (MUNICIPALITY)	HEAD TEACHER AND ASSISTANTS	PEDAGOGICAL SUPPORT	DEPUTY HEAD AND ASSISTANTS	ORIENTING	COORDINATOR		
CURRICULUM WORKER	COORDINATOR SUBJECT	COORDINATOR SUBJECT					COMMON NUCLEUS	SESSION	SUBJECT

SOURCE : INTERVIEWS, OBSERVATIONS AND DOCUMENTATION

Matrix 7. - TEACHER TRAINING
  - Focus on the analytical dimension of relationships between curriculum proposal and curriculum practice

CURRICULUM PROPOSALS FROM	CONTENT	COMMITMENT (* LINKAGE)				
		UNIVERSITY		SECRETARIAT OF EDUCATION		SCHOOL
		FACULTIES	INSTIT. EDUCATION	STATE	MUNICIPALITY	
SECRETARIAT OF EDUCATION (STATE)						
SECRETARIAT OF EDUCATION (MUNICIPALITY)						
SCHOOL HEAD TEACHER AND CENTRAL STAFF						
SCHOOL COORDINATORS SUBJECTS						

* DESCRIPTION OF HOW THE TEACHER TRAINING WAS DEVELOPED, IN DIFFERENT AGENCIES, IN RELATIONSHIP WITH THE CURRICULUM PROPOSALS

Matrix 8. - DOCUMENT SUMMARY FORM

NAME	DESCRIPTION	SOURCE	SUMMARY	SIGNIFICANCE FOR THE THESIS	CONCLUSIONS

Matrix 9. THE RELATIONSHIP BETWEEN CURRICULUM PROPOSAL AND CURRICULUM PRACTICE
        - ANALYSIS FROM DOCUMENTS -

| | CURRICULUM WORKER | | | SCHOOL | |
	FEDERAL GOVERNMENT	STATE GOVERNMENT	MUNICIPAL GOVERNMENT	HEAD	TEACHER
PROPOSAL					
CONTENT					
CURRICULUM PLAN					
TEACHING METHODS AND LEARNING ACTIVITIES					
TEACHING AND LEARNING MATERIALS					
EVALUATION					

Matrix 10. THE RELATIONSHIP BETWEEN CURRICULUM PROPOSAL AND CURRICULUM PRACTICE
— CLASSROOM ACTIVITIES —

CURRICULUM PRACTICE	TENDENCY	SIGNIFICANCE FOR CURRICULUM PROPOSAL	TEACHER BEHAVIOUR	STUDENT BEHAVIOUR

3. The Research

3.1. Introduction

The purpose of this section is to analyse the relationship between curriculum proposal and curriculum practice through the research carried out in CIEP. This analysis will use the qualitative data that were gathered in 1990 in the CEMADE, in the Secretariats of Education of State and Municipality of Rio de Janeiro and in the Institute of Education in the University of Rio de Janeiro.

The argument offered here is that political support, bureaucratic structure and teacher training, in their role in the mediation process in the Brazilian educational environment, create gaps between curriculum proposal and curriculum practice. The first assumption used is that in the educational organization in the State of Rio de Janeiro, political support is characterised by a high instability because it strongly depends on the government in power and/or the educational authority's party. The second assumption used is that the bureaucratic structure in the Secretariats of Education and in the schools in the State of Rio de Janeiro is characterised by dysfunctioning because it shows high complexity and strong fragmentation. The third assumption is that teacher training in the State of Rio de Janeiro is characterised by inconsistency because there is a large discrepancy between the training of the professionals and the reality of the workplace.

In this section, first a brief report will be given about gaining access and starting the fieldwork, then a description of the CEMADE will follow. This description will emphasise CIEP's administrative structure, its organization and the teacher's role, as these elements will be used to provide the analysis of the mediation processes. In the part on school organization, the aspects that are considered important for CIEP's curriculum proposal and for the analysis will be described. Particular attention will be paid to "How-to-study-technique", reading class, arts, physical education and recreation.

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3.2. Gaining Access

The research started on 24th August 1990 with an appointment at the Secretariat of Education in the Municipality of Rio de Janeiro with the general coordinator of CIEPs in the Municipality. In this meeting the research project was discussed, although this coordinator knew about it before from the researcher's colleagues who had organized the meeting. On this occasion permission was obtained to visit and to observe for a period of three months the CIEP - CEMADE, Complexo Escolar Municipal Avenida dos Desfiles [Desfiles Avenue Municipal Educational Complex], and to do research by means of interviews, observation and participation.

On 27th August in the morning a meeting was held with the head master of CEMADE. During that meeting the head master handed over a copy of the timetable and introduced the teachers and coordinators who were to collaborate from that time until 21st November. At all these meetings the atmosphere was friendly; they accepted the research project and argued that the relationship between curriculum proposal and curriculum practice is a crucial issue. This comment was usually followed by critical observations about the distance, the gap, that they observed between curriculum proposal and curriculum practice.

In the afternoon of the 27th, the coordinator of the Masters Degree Course in Education in the University of Rio de Janeiro was interviewed. One student from this course was requested to help in the research. When the research started, some unexpected problems arose because this student, who was also a teacher in a state school in Rio de Janeiro, had a different political background than some of the teachers involved in the research. At the beginning of the research the deputy head and the teachers had not revealed this information and so an embarrassing situation occurred in the first week of the fieldwork. One of the teachers said: "I think that two strangers in my classroom are not good for the atmosphere". Another one said: "I would like just you (the researcher) to visit my classroom,

because the other teacher is known and this creates embarrassment for me and the students". So, it was obvious that this student could be creating problems instead of being supportive in the analysis of the everyday running of the classroom. The student was told, with apologies, that her presence in the classroom was unacceptable, but that she could discuss the project occasionally, and that is what happened.

On 28th August, classroom meetings with the CEMADE students of Forms 503 and 504 began. These meetings occurred on Mondays, Wednesdays, Thursdays and Fridays. The observation in the classroom followed the objectives of the thesis. The researcher tried to be an ordinary person in the school, by talking with students and explaining to them that, as a document had to be written for the University, the teacher's job had to be observed by a non-teacher of the school. They were told, therefore, to feel as comfortable as possible, because they were not expected to be on their best behaviour as they would be for an inspector.

After 28th August, visits to the school took place at the same time every day. The observation was carried out with participation in the teacher's work such as looking for text books and helping in correcting exercises. Gradually the students began to accept the new person in the classroom as a fellow-member of the school. This participant observation continued until 21st November.

On 1st October the individual interviews with each student from Forms 503 and 504 started. Standard questions, that became slightly different according to each situation, were posed, because this allowed the students to contribute directly to the interviews.

The research concentrated, in the school, on two subjects: Portuguese Language and Physical Education. This last was also observed on the sports field, and sometimes students were interviewed when they were just watching their colleagues doing Physical Education.

From 28th August to 21st November participant observation occurred in several activities, e. g. lunch with teachers and students in the refectory. The researcher watched the Olympiad (7th and 8th November) and its preparation, and observed the commemoration of the Day of the Tree (21st September) when the Mayor visited the school and planted trees beside the school building. The Art Centre, which belongs to the school and is part of the curriculum, was visited with Forms 503 and 504. From 22-26 October Arts Week was held. The students performed drama, dance, music and participated in several exhibitions.

Most of the time the teachers' and the students' behaviour was observed simultaneously, and especially in their relationship to each other. Teachers were also accompanied during the coffee break and teachers' meetings. For three months, the researcher observed teachers' meetings, that were held every Tuesday, from 12:45 to 17:45.

On 22nd October interviews began with the teachers, coordinators and the head teacher. They accepted the presence of the researcher and the interviews as a normal process in the research, which had been explained to them at the first teachers' meetings on 4th September.

In the middle of October the students of Form 503 invited the researcher to see them acting a play on 9th November about a typical day in the school. It was decided to film this dramatization. Photographs were also taken of the different activities that the students undertook in their normal school routine. Like the film, these photos show more details about the students and their school environment.

During the observation period, material such as syllabuses, guidelines and plans published by the Secretariat of Education and by the school were given to the researcher. Usually the teachers and the coordinators had difficulty in finding the material. Although they were very helpful, quite often they did not know where

to look.

In November the Principal of the Institute of Education of the University of Rio de Janeiro was interviewed. In this interview discussions were held about the relationship between the Secretariat of Education and the Institute of Education's participation in curriculum proposal and curriculum practice. Teachers, who were trainee students at the university, were informally interviewed as well.

The Secretariat of Education in the State and in the Municipality of Rio de Janeiro were visited several times. On these occasions the researcher had permission to record the interviews and to collect official documents. Interviewees of both Secretariats had no objection to the research questions. Complementary data about the Secretary of Education's opinion was taped from a television interview.

3.3. CEMADE Description

3.3.1. Historical Background

This section will describe CEMADE in the historical context of the 1980s when it was created. It is argued that the mediation processes in the field of curriculum varies with the socio-economic and political strategies adopted by the government system. This section will not offer a linear history in terms of structure, because that approach will tend to narrow the focus of the description. Rather the purpose of the section is to clarify the role of the arenas: the bureaucracy, the political support and the teacher training in the State and in the Municipal Education of Rio de Janeiro.

In Brazil, the period 1980 - 1990 was characterised by the re-institution of general elections, after a period of political dominance by the military from 1964

to 1984. This regime started with a military coup on 31st March, 1964 and ended officially in 1984 with an internal election for a civil president. Some political movements that started three or four years before this date were called the "abertura democrática" [window of opportunity in terms of democracy], and it became possible to return to elections as a step towards appointing governors in each state from 1982. The result of these elections showed that 72% of the governors came from parties in opposition to the military government. The consequent political and socio-economic changes in the country were called "processo de redemocratização nacional" [the process of national redemocratization].

In Rio de Janeiro in 1982, Leonel de Moura Brizola, the candidate of Partido Democrático Trabalhista-PDT [Democratic Labour Party-PDT] won the election. He had been vice-president in 1964, before the military coup, and after this he went into exile, first to Chile and then to Europe, where he participated, intensively, in discussions and meetings with the European Socialist Parties. In 1982 he was considered the most radical opponent against the party of the right.

As was indicated in the chapter about the Brazilian Educational System, the Brazilian Public School was considered a major challenge for any government. In 1984, the PDT government of the State of Rio de Janeiro, in line with its election campaign, started a Special Educational Programme, which included the project called CIEP - Centro Integrado de Educação Pública [Integrated Centre of Public Education]. This programme was an important, perhaps the most important, part of the Plano de Desenvolvimento Econômico e Social [Social and Economic Development Planning] of the State proposed by governor Leonel M. Brizola. From the very beginning however, CIEP attracted criticism. According to Anamaria Vaz de Assis Medina, the CIEP project:

> shows as its most remarkable characteristic, the following aspect: it is a project created by the PDT to produce strong political impact in

the country. (9)

The organization and the implementation of CIEPs in 1984 was the responsibility of the State Secretary of Education in Rio de Janeiro. The main goals of CIEPs can be understood as: (a) to offer full-time school to students from low economic classes in urban areas with a high demographic density, (b) to concentrate efforts on literacy and on the first part of the Primeiro Grau [First Level] (from 1st to 4th year of schooling) and (c) to emphasize culture and communication.

In practical terms three decisions were taken which were innovations in the Brazilian educational system: (a) to build special schools with special design to house full-time students, (b) to provide support with medicine, meals, uniform, equipment and transport and (c) to make pedagogical proposals aiming at students coming from the lower economic classes. (10)

The Plano de Desenvolvimento Econômico e Social [Social and Economic Development Planning] aimed at building five hundred CIEPs in a special architectural project. By the end of Leonel Brizola's governorship, 1986, there were two hundred CIEPs built, plus some CIEPs that started in different buildings, although keeping as close as possible to the concept of a full-time school. This is the case of CEMADE.

CEMADE is situated in the centre of Rio de Janeiro City near a favela [shantytown], the Favela Morro de São Carlos, with six hundred inhabitants. At the bottom of the hill there are houses where other poor people live but in better social and economic conditions than those who live in the favela. Approximately fifty years ago these houses were part of a small village whose people worked in local industries i.e. in textile and beer production (11). The beer industry, BRAHMA, still exists; so most of these families have a local history, which the favelas normally do not have. The development of the City changed the image of

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this village. Now there are big car parks, the Sambódromo, the place where the Carnival and other artistic shows take place, and a large viaduct. The children who lived in that area before the CEMADE implementation, studied in three different schools in the neighbourhood. CEMADE uses the Sambódromo building. It became a school complex in 1986, according to the CIEP concept.

At that time, 1986, the Mayor of the Municipality, Saturnino Braga, belonged to the same party as the state governor, PDT. Ten months after the school had been created, Saturnino Braga changed from PDT to PSB [Brazilian Socialist Party]. This break altered several aspects in all CIEPs in the Municipality of Rio de Janeiro. In CEMADE the administrative organization, the school equipment and essentially the relationship between the school and the Secretary of Education changed. There were further alterations after 1987, when the new State Governor, Wellington Moreira Franco, who belonged to PMDB [Party of Brazilian Democratic Movement], the party opposing PDT, was elected. According to Vitor Henrique Paro:

> after the State Government changed, CIEP lost much of the support it had previously. As a result of this situation, some CIEPs that were full-time in May 1987 received neither enough equipment from the Municipal Secretary of Education, nor adequate numbers of meals. At that time it was clear from research that teachers, students, parents and staff were very worried about the attitude of the new governor and the danger of CIEPs being abandoned or at least completely changed in their concepts and practices. (12)

In 1986 CEMADE started its activities in a building with four blocks. In 1990 the Blocks were used as follows: Block I was used by children from pre-school to 4th school-year; Block II was basically an administrative block; Block III was the Arts Centre and Block IV was used by the 5th to 8th school year (13). In block I there were classrooms, a canteen, a kitchen, a reading room, a coordinators' room

and a staff room. In Block II there were a few classrooms, the head teacher's room, a coordinators' room and a committee room. Block III consisted of a music room, a dance room, a drama room, a painting room and a ceramic/handicraft room. In Block IV there were: classrooms, a canteen, a kitchen, a reading room, a physical education room to keep specific materials, a coordinators' room and a staff room. Behind CEMADE there was a multi-sport physical educational field, which enables several forms to have lessons at the same time, but occasionally, physical education teachers use the large space in front of the building.

3.3.2. CEMADE Organigram

See next page.

3.3.3. CEMADE Administrative Structure

According to the Municipal Secretariat of Education, the number of staff in each CIEP depends on the number of classes in the school.

> Since CIEP has capacity for twenty / twenty two classes, and since the number of staff for 1990 was estimated for the provision of twenty classes during the day and sixteen classes in Projeto de Educação Juvenil-PEJ [Youth Educational Project] we propose that the number in the coordinators and support teams should be proportional to the number of classes. (14)

Normally all teachers who have an administrative or pedagogical responsibility (this means approximately 90% of the total staff) do not give lessons (See Figure 20. on page 187). The bureaucratic organization of CEMADE shows a small difference in the number of staff if compared with the number established by the Municipality of Rio de Janeiro, because CEMADE cares for children from pre-school to the 8th school-year. In the Municipal Secretariat of Education as well

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DEBFILE AVENUE MUNICIPAL EDUCATIONAL COMPLEX (CEMADE)

ORGANIGRAM

- (1) Head Master
  - (1) Secretary
  - (2) Assistants
  - (1) Director of Administrative Staff
  - (1) Director of General Services
  - (3) Pedagogical Support
    - (1) Deputy Head Pre-School
      - (1) Secretary
      - (1) Assistant of Admin. Staff
      - (2) Assistants
        - (2) Orienting
        - (1) Coordinator Session
          - TEACHERS
    - (1) Deputy Head ARTS
      - (1) Secretary
      - (1) Assistant of Admin. Staff
      - (2) Assistants
        - (2) Coordinator Cultural Activities
          - TEACHERS
    - (1) Deputy Head 1st to 4th
      - (1) Secretary
      - (1) Assistant of Admin Staff
      - (3) Assistants
        - (3) Orienting
        - (3) Coordinator common nucleus
        - (1) Coordinator Reading Class
          - TEACHERS
    - (1) Deputy Head 5th to 8th
      - (1) Secretary
      - (1) Assistant of Admin Staff
      - (2) Assistants
        - (8) Coordinator of Subjects
        - (2) Coordinator of Sessions
        - (1) Coordinator Reading Class
          - TEACHERS

Not included in the organigram are :

1. Cooks (10)
2. Cleaning Staff (12)
3. Caretakers (02)

(1) Description of Coordinators of Subjects :

1.	Portuguese Language :	5th	(1)
		6th to 8th	(1)
2.	Mathematics/Sciences :		(1)
3.	Physical Education :		(1)
4.	Geography/History :		(1)
5.	Arts :		(1)

Note:
The numbers in brackets refer to the number of workers in that function

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as in CEMADE there were no job descriptions for the staff, and from 1984 to 1990 several staff classifications had also changed in both, the Secretariat and CEMADE.

The CEMADE administrative structure is composed of the head teacher, staff and teachers. The relationships among the different staff were, in 1990, normally formed in different meetings, while the relationships between the Secretariat of Education and CEMADE came about through occasional meetings. The timetable of CEMADE meetings were as follows: on Monday, the head teacher meets with his/her assistants, on Thursday the head teacher meets with deputy, pedagogic staff, coordinators and coordinators of sessions. The teachers' meetings are arranged in two different groups, one for teachers of pre-school to 4th school year, and one for the teachers of the 5th to 8th school year. These meetings are attended by respective coordinators of subjects and sessions. According to CEMADE documents these meetings were considered important for several reasons:

> Guaranteed weekly teacher training meetings allowed us to make a better curriculum evaluation in CEMADE. The organization of the meeting is modified firstly by its activities, secondly by the difficulties that are found in the pedagogic practice and thirdly by the new ideas that it incorporates, for example: interesting prospects of successful teacher experience. (15)

In 1990, on every Tuesday, from 12:45 to 17:45, normal classes were disbanded because all teachers went to the meetings. The head teacher and the coordinators state that in the last four years these meetings, called "training meetings", had taken different forms: analysis and organization of syllabuses, discussion of relevant themes, e.g. considering different ways of re-organization. Each new head teacher and each new coordinator proposed a different format for the meeting.

Figure 20. Administrative Staff at CEMADE

Number of administrative staff	Number of Classes		
	17-20	11-16	1-10
Coordinators	4	3	2
Director of administrative staff	1	1	1
Responsibility for school stores	2	2	2
Pedagogical staff (pre-school to 4th year	3	2	2
Coordinator of reading class	1	1	1
Reading class teachers	4	4	4
Supply teachers (*1)	4	4	2
Coordinator of cultural activities	1	1	1
Coordinator of Youth Ed. Project (*2)	1	1	1
Responsibility for boarders (*3)	1	1	1
Cook	10	8	6
Cleaning staff	12	10	8
Inspectors	6	5	3
Administrative support	2	1	1
Secretary	1	1	1
Care takers	2	2	2

(*1)   Supply teacher's job is:
        (A)   to substitute for a teacher when he/she is
               absent
        (B)   to plan, with the coordinator, the school
               activities at the teacher's meeting.
        (C)   to develop the activities planned in (B)

(*2)   This, normally, is an evening project for
        students of 18 years and over. Some schools are
        not involved in this project.

(*3)   When there are resident students

In August 1990, the election of a new head teacher took place. This election was held between two distinct political groups in the school, one more "conservative" and one more "reformist", according to the current Municipal Secretariat of Education that gave discreet support to the reformist group. The candidate of the reformist group was the actual head teacher at the time of the election. The candidate of the conservative group was the deputy head of the 5th

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to 8th school year. The campaign involved teachers, staff, parents and older students that were allowed to vote. The deputy head of the conservative group won the election, but she did not take over as head teacher until October 1990.

From 1982, when elections were restored in the country, a strong tendency emerged to have elections in all sectors of Brazilian society. This also happened in the educational field. Lilian Anna Wachowicz analysed this situation in the State of Paraná as follows:

> The democratization of power through participation in community decisions was proposed by almost all governors who won the 1982 elections. In the educational area, the most important aspect was to maintain the idea of change, as happened in several Brazilian States. (...) Several mistakes were observed in the election processes for head teachers. In 1985, the election coincided with the election of Mayor for the Capital of the State. The result was an electoral campaign in the schools, with financial support from different parties that wanted to see their names made public. (...) The process was more demagogic than democratic. (...) The interests of so-called "classe política" [political class] in this process became clear: the mistakes of the powerful classes are continuing, increasing and seriously aggrieving the representative democracy, because, if before the politicians had manipulated the choice of the head teacher, they now manipulate the election, maintaining the same traffic of influence. (16)

In the State of Rio de Janeiro, the election for head teacher, created by State Law in 1987, received many criticisms from students, parents, teachers and community associations. Most criticisms were more linked to political aspects than to educational. In the same period the community associations in Rio de Janeiro became very powerful and had very strong political involvement. One of the demands at that time was for the community associations to manage the election

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process in the schools.

3.3.4. CEMADE Organisation

The Educational Law 5.692 of 1971 contributed to several changes in school organization: curriculum organization and course organization. The curriculum changed from a single curriculum for the whole country to a common nucleus for each level in the country, with an additional diversified part, which was determined by each school based on suggestions from the Educational Council of the State. Other changes concerned the pedagogical school organization: in 1975, schools were ordered by the Ministry of Education to follow what was called "modelo pedagógico" [the pedagogical model] of school organization. This proposed (a) a maximum number of thirty-five students in each class, (b) three sessions of school work (17) and (c) new methods to help students with learning difficulties. The Triennial Plan 1977 - 1979 proposed improvements in the educational field and showed, as a basic idea, the need for schools to be provided with administrative and pedagogical staff, and the creation of pre-schools for children of six years of age. All these changes and proposals brought about a new organization in state schools. In the Municipality of Rio de Janeiro several changes were implemented from 1980 onwards.

According to the CIEP concept, these proposals needed to be put into practice. Some of them were emphasized by the CIEP strategies in the school routine: planning, methods and evaluation. According to the proposal of this thesis these aspects need to be clarified in order to analyse them in the next section. For this reason only the pedagogical activities that were considered very significant in the CIEP proposal, were selected. This also involves outlining same aspects of CEMADE and its students.

CEMADE is a full-time school and its day, as in all CIEPs, lasts from 7:30 am to 5:00 pm. The pupils have breakfast at 7:30 am, lunch at 12:30 pm, coffee

break at 2:30 pm and a small dinner at 5:00 pm. They have a bath before lunch and often also at the end of the day.

In 1990, there were 610 pupils in CEMADE. The majority of these were in the first school year, i.e. 1st, 2nd, 3rd and 4th. Most of CEMADE's pupils (82%) lived close to the school and a great number of these came from the nearby favela. They usually started school at a more advanced age than decreed by the Education Law (18).

The socio-economic situation of CEMADE's pupils' families, as indicated by salary, is that 51% of the families earn the lowest possible salaries in the country. The average is lowest for the pupils of the first year, and increases from year to year. In other words, the economic condition of the first year families is generally lower than that of those in the last year.

In July 1990, a CEMADE teacher, Geronimo Salles, (19) carried out research in order to understand the truancy problem in the school. Analysis of his research reveals that of all the pupils leaving the school before finishing it, the majority (53%) did so because they could not stay in full-time education, they needed to work; 31% left because they failed in their examination, the others left for miscellaneous reasons.

In the Brazilian educational system at the end of each school year pupils need to pass examinations in each subject, otherwise they fail and have to redo the same year. The average failure at CEMADE is 32%. In the last years the failure rate was lower than in the first years.

CEMADE pupils showed a good attendance. In general, the daily rate of absenteeism is around 15%, which, in the Brazilian educational system, is a very good performance.

In CEMADE at the end of each three months there was an evaluation meeting in which the teachers discuss the pupils' performance and marks. In Rio de Janeiro the educational evaluation system expects that the pupils will pass all subjects in a specific group. There are three main groups: (a) Science, (b) Communication and Expression and, (c) Social Integration. Each one has its specific subjects (20). Theoretically at this meeting teachers should be discussing the pupils' performance and problems, but in fact the meeting tends to concern the distribution and organization of pupils' marks in each group of subjects.

In November 1990, the new CEMADE head teacher established a single examination for all classes in each year. Before this decision, each teacher in his school year organized the examination according to the syllabus and the stage that the class had reached. The new change proposed on 13th November 1990 needed, according to the new CEMADE head teacher, to be put into practice in that same school year; this meant there was just one month to adopt to the change.

Curriculum planning at CEMADE has gone through many different processes. Historically, it came from "O Livro dos CIEPs" (21), published in 1986, but from this time until 1990, the Municipal Secretariat of Education made several curriculum planning changes. The Municipal Department of Education, in accordance with Federal and State Education Laws (22), proposed to CIEP in 1990, a common nucleus to which have been added other subjects and activities; because CIEP is a full-time school, CEMADE pupils have more lessons than pupils in part-time schools. In 1990, a new syllabus was created by CEMADE and distributed to all teachers and staff: Curriculum Planning - 1990. This document stresses:

> We are showing the CEMADE curriculum planning, created in 1990, after discussions, studies and planning that started in 1986, when the present head teacher with his assistants and the Head of the Art Centre began their work. (...) It is necessary to emphasize that we

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opted to use, from pre-school to 4th year, a curriculum plan that uses "social integration" as its core element, tying all others together. This idea arose from an analysis that was done in 1989 in several schools by the Municipal Secretary of Education. (...) From the 5th to 8th year, social integration as subject cannot be used, but teachers can introduce projects which encourage social integration among the pupils.(23)

This sixty-one pages long document is in fact dedicated to the classes from pre-school to the 4th year. There was no formal CEMADE curriculum planning for classes above the 4th and there is no reference to this omission; the only reference to the 5th to 8th year was the four lines in the quotation above. Yet, this document was considered the most important CEMADE document by the former head teacher and his staff.

In July 1990, the CEMADE head teacher and pedagogic staff, according to the CIEP proposal, showed the Municipal Secretariat of Education a project that could change CEMADE from a normal school into a demonstration one. This meant that CEMADE became a school that could be used for teacher training, educational experience and special programmes. According to the CEMADE curriculum planning, this made the school an important centre for changes in education:

In 1990, when CEMADE became a demonstration school for a special programme of education, we had no doubts about the importance of the work that needs to be done to improve curriculum proposal, so that we can achieve the quality that we intend to offer to our pupils. (24)

The CEMADE routine included basic lessons, study techniques, reading classes, arts classes and physical education. The CIEP concept made study techniques of great importance for state school pupils. In "O Livro dos CIEPs",

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according to Darcy Ribeiro:

> The goal of the study-techniques in the CIEP allows pupils specific
> times for tasks and different activities that would normally be
> developed at home. Because the CIEPs are full-time schools, this
> practice is even more important than in normal part-time schools.
> (...) The study techniques are intended to give students of state
> schools an individual and more systematic follow-up to their learning
> process, through special exercises on the contents of the subjects that
> are being taught in the classroom. Study techniques also provide
> pedagogical games which help the development of logical thinking
> and the ability to learn. (25)

At CEMADE between 1986 and 1990, this strategy about study techniques
was changed several times. The changes in the administrative and pedagogical
staff that occurred in accordance with the political leadership in the State or in the
Municipality caused changes in the pedagogical strategies at the school. In 1990,
the study techniques time was used only as an opportunity for the pupils to do
their homework, without any special structure and without following the initial
proposals of this study. In the Tuesday teachers' meetings, this time had often
been discussed and they agreed that it needed to be changed, but they were not
sure how to do it.

CIEP's idea was to create reading classes in order to offer pupils a special
time and space to develop the oral and written language. This class in CEMADE
was like a library with special projects of composition, reading and poetry
exercises. Preferably, this time should be organized by Portuguese Language
teachers and integrated in the basic activities of the group of subjects. According
to the Municipal Secretariat of Education:

> The reading class uses projects that have no relation to the

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educational law. In this way it can give priority to specific classes and/or specific projects, to search for and define more efficient ways of interpreting the CIEP reality, without loosing the reading class idea. (26)

In 1990, CEMADE reading classes developed different projects. Some of these were discussed in teachers' meetings. Sometimes, when the teacher was absent the pupils were sent to the reading class, and the teachers of the reading class tried to organize activities for them.

CEMADE had an art centre with different options for the pupils. This centre occupies Block IV with five rooms according to each kind of art: dance, music, drama, handicraft and painting. There was also an art coordinator's room. The art subjects, according to CIEP's curriculum proposal, needed to be connected with all subjects, but principally with the Portuguese language.

According to the CEMADE curriculum, all pupils must take one kind of art, or, if they wish, more than one. There was a flexibility in this option.

The art centre was well equipped. In the dance room, there was a Hi-Fi system, tapes, records and discs. In this room there were mirrors and a big space to dance (8m x 5m) for, normally, 15 pupils. The drama room was a room with special equipment that could be changed according to the scenery of the play. The music room had a variety of musical instruments. In the handicraft and painting room, there were permanent exhibitions of pupils' work.

At the staff meetings, the arts teachers occasionally notified their colleagues about the events that took place in the arts centre. In the evaluation meetings, the arts teachers added their evaluation to that of the colleagues teaching Portuguese, English and physical education. The results of these four subjects determined whether a pupil passed in Communication and Expression.

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Physical education, chosen in this thesis as one of the subjects to be followed by the researcher, frequently created opposition from the other teachers, particularly when they needed to combine the pupil's marks. Nevertheless, physical education was considered an important aspect in carrying out the CIEP proposals. According to "O Livro dos CIEPs":

> Physical education is achieved through sporting activities, preferably those that produce mental and physical development as well as growth of community awareness and that at the same time aid the learning process. In this last case, physical education will help to overcome physical difficulties that some pupils show in their writing and reading. (27)

At CEMADE, physical activities took place in mixed classes. The physical education teachers followed a curriculum which they decided on according to their understanding of the physical education syllabus. Frequently the physical education teachers arranged competitions among CEMADE pupils or between CEMADE and other schools.

In the CIEP concept the breaks between lessons were organized with regard to the children's needs and the Brazilian climate. Recreation was an important part of CIEP proposals, which indicated that the full-time school had to consider the children's free time as a social environment where they can behave naturally. According to Darcy Ribeiro:

> (...) in CIEP's activities, recreation and entertainment are considered essential to the learning process. Each pupil must have a time in school that belongs to himself alone, which he can use in whatever way he decides. (28)

The Municipal Secretariat of Education also states that recreation in

full-time school is vital.

All of the aspects that are considered important in the CIEP concept were concentrated upon during the field research from August to November 1990; field research carried out in order to analyse the mediation process between curriculum proposal and curriculum practice.

3.3.5. CEMADE Teachers

When CEMADE started in 1986, all the teachers were specially chosen. The criteria were the relationships and the interests teachers showed in the CIEP objectives. After 1987, when the Mayor and the Governor changed, access to CEMADE became the same as to any part-time schools in Rio de Janeiro. This new criterion did not consider whether the teacher agreed or disagreed with the objectives of the school which they chose. Teachers usually selected the school because it was suitable for pragmatic reasons, such as close to their home, the time-table was convenient, or there happened to be a vacancy in the teacher's subject.

CEMADE teachers have two kinds of basic training: (a) Teachers of pre-school to the 4th school year, who have a diploma in Primary Teaching and (b) Teachers of the 5th to 8th school year and of the Arts Centre who have a diploma in Secondary Teaching obtained in the Institute of Education of the university. In both cases, teachers have teaching practice as part of their basic training. This practice, or work experience, occurs normally in specific schools that belong to the College or the University, called Escola de Aplicação [Application School]. The majority of students of this kind of school come from the middle classes. Admission to these schools is gained through difficult examinations. This means that the students have a different background from the students who go to the public schools, where this examination does not exist. As a result, this work experience is not really connected with the ordinary public school. Another subject that is part

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of the basic teacher training is curriculum. In the Institute of Education, this subject does not have links with the Department of Curriculum of the Secretariat of Education. Tomaz Tadeu da Silva, when criticising the Institute of Education, states that:

> It is in the interaction of theory with several educational practices that it is possible to establish the basis of the development of progressive curriculum or whatever pedagogical theory. (29)

In the CIEP concept, teacher training was considered very important in order to achieve the CIEP proposal. In the State of Rio de Janeiro this training meant several changes in the teachers' lives, because they were not used to in-service training. According to Darcy Ribeiro (30) the pedagogical training needed to look at the students of the public schools who do not belong to the middle classes or to the higher socio-economic classes, but to the popular classes. As a result of this idea, the Consultoria Pedagógica de Treinamento-CPT [Pedagogic Consultancy Training] (31) was created, alongside the pedagogical administrative structure that already existed in the State Secretariat of Education at that time. According to Darcy Ribeiro:

> The goal of the CPT is to create space where it is possible to reflect in a critical way about the problems and solutions linked to public education. Its first objective is to guide the development of a pedagogical practice in each school, which implies a rethinking of the political role of the school based on the programme, methods and managerial processes, and of the social role, especially in all these aspects that strengthen a democratic society. Reflection about theory and practice in the every day running of a school is the duty of the CPT, which looks for ways to systemize, to link and to give organization to actions developed in the school, incorporating them in a political-pedagogical programme of education. (32)

Most of this training took place in the building of the State University of Rio de Janeiro, but there was no connection with the university, nor with the Institute of Education, just the use of the site. This training started at the beginning of 1985 and ended in 1987 with the change of governor. According to the Secretary of Education for the State of Rio de Janeiro, some of CIEP's practices, such as CPT, were not thought to conform to the standards established by the Brazilian Educational Laws.

As was stressed at the beginning of this chapter, the data collection was made with the idea of working simultaneously with data analysis so as to interpret the mediation process in the relationship between curriculum proposal and curriculum practice.

4. Evidence, Analysis and Interpretation

4.1. Introduction

The purpose of this section is to offer a discussion about the evidence obtained through qualitative research in CEMADE, the Secretariats of Education and the Institute of Education in the University of Rio de Janeiro. This section will present: (a) the evidence, based on relevant indicators which highlight the analysis of the mediation processes, and (b) the analysis leading towards the interpretation of the relationship between curriculum proposal and curriculum practice in public schools in Rio de Janeiro. The analysis will follow the evidence obtained through interviews, participative observation and documents. The analysis covers all phases of the research which started with the process of gaining access to the fieldwork.

4.2. Interviews

The aspects which provide evidence for this study will be shown in this

sub-section according to each specific part of the fieldwork and the documents analysed. This sub-section will be divided into three main parts: the first one consists of interviews made in CEMADE, the Secretariats of Education and the University; the second part consists of participative observations in CEMADE as a whole and in the classrooms during Portuguese Language and Physical Education lessons, and the third part consists of an analysis of official documents from the Secretariats of Education and CEMADE. The complementary data are also included in these three parts.

Symbols have been used in order to facilitate the identification of interviewees' answers. (See Figure 21. next page).

4.2.1. Concentrating on Political Support

4.2.1.1. Introduction

Political support, as described in chapter II, is understood in this thesis, as a support which comes from the government, Federal, State or Municipal. This support, such as pedagogical orientation, human and material resources, in-service training and criteria for head teacher, staff and teacher turnover, implies, in this thesis, the idea of a continuum with as its extremes: stability and instability.

The main research issues guiding the investigation of political support, research carried out in order to clarify how the mediation processes operate in this arena, are the following: 1) is the support a continuous process in spite of government change, 2) do the educational authorities, whether Federal, State or Municipal, support the curriculum proposal in all phases: initiation - implementation - continuation and outcome, 3) are support documents about curriculum, frequently produced in the Secretariat of Education, cumulative and consistent, and 4) are resources, backing desired outcomes, based upon school needs.

Interviews and participative observation were used to obtain a broad picture of these issues.

Figure 21. Interviewee Symbols used.

Interviewee	Symbol
CEMADE	
Head Teacher ...(until Sep 1990)....	.. C/H1
Head Teacher's Assistant (idem)......	.. C/A1
Head Teacher ....(after Sep 1990)....	.. CH/2
Head Teacher's Assistant (idem)......	.. A/1
Head Deputy	.. HD
Head Deputy's Assistant	.. A2
Physical Education Coordinator	.. C/CPE
Portuguese Language Teacher Form 503.	.. CP/1
Portuguese Language Teacher Form 504.	.. CP/2
Physical Education Teacher Form 503 .	.. C/PE 1
Physical Education Teacher Form 504 .	.. C/PE 2
Secretariat of Education	
Municipality of Rio de Janeiro	
General Director's Assistant	.. CM 1
Assessor of Educational Integration	
and Evaluation	.. CM 2
State of Rio de Janeiro	
Pedagogical Assessor (Language)	.. CS 1
Pedagogical Coordinator	.. CS 2
University of the State of	
Rio de Janeiro	
Principal	.. U/P
Chief of Department of Theory	
and Teaching practice	.. C/P

4.2.1.2. The Result of Political Change in Rio de Janeiro in the Last Ten Years

Question 1: In your opinion what happened in Rio de Janeiro as a result of the political changes in the last ten years in the educational system in general? And (A) in CEMADE in particular or (B) in the Secretariat

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of Education in particular.

4.2.1.2.1. Evidence: CEMADE

C/H1-

From 1980 to 1982 the State and the Municipal Government just carried on the educational activities without significant pedagogical changes in terms of quality. (...) From 1983 onwards with the "Special Programme" created by Brizola's State Government a more revolutionary and ambitious plan started in Rio de Janeiro. (...) The Education in Rio de Janeiro was a problem that the government decided to face with a new school, CIEP, a full-time school, with food, baths and recreation, for the students who come from a deprived social class. (...) Until 1987 CIEP was a priority for the Municipal and State Government. At the end of 1986 the Mayor, Saturnino Braga who belonged to PDT, changed parties. Immediately he changed the structure of the Secretariat of Education, and CIEP lost its priority in the Government Programme. (...) The illogical thing is that, until one week before he changed parties, he supported CIEP strongly. I had a meeting with him at that time, and we were working on plans for CIEPs. One week afterwards the plans stopped. (...) From the beginning of 1987 with a new State Government from the opposition party in charge, CIEP was abandoned, more than this, "they" tried to destroy it. (...) From March 1989 with the election of the new Mayor, Marcelo de Alencar, from PDT, CIEP was re-born, but only in the Municipality of Rio de Janeiro. (...) I believe that now, with the re-election of Brizola, the whole State will be able to re-build the CIEP's project. (...) At CEMADE we can see clearly the effect of these changes. The teachers who were with us from the beginning of CEMADE can describe how our school suffered after 1987, with the teacher

training suffering the most.

C/A1-

The changes that happened in the educational system in general at this time involved a lot of interests, most of which were not educational. When the Government abandoned the CIEP's programme they did not consider that CIEP was not a party matter, but a social and political one. When in 1987 the Government abandoned the CIEP programme because the CIEP idea came from PDT, they were reproducing the same mistakes that are made years and years in our education, "to change because the idea did not come from us." (...) At CEMADE at first our teachers were very enthusiastic with the challenge of this kind of school. (...) The teacher needed to follow the changes, and became disappointed with the lack of continuity in our plans.

CH/2-

Whenever there were governmental changes in Rio de Janeiro, we observed that several things changed in the education. (...) When I came to CEMADE in 1987 the selection process for the teachers, even for the staff, was done using interviews and some tests. One important aspect in this process was to find out how the candidate identified with the CIEP concepts. This resulted in a team that was very closely involved with the CIEP's improvements. From 1987 the criteria changed to no criteria, this means that any teacher who wanted to work here at CEMADE or in any other CIEP because it was convenient for him/her in terms of distance, timetable, etc, could be accepted. The effect of this was that two groups emerged: one who believed in the challenges of the work and was very enthusiastic about it, and another one who came to CIEP just for convenience. (...) In 1985 and 1986 the Secretariat of Education gave

strong support to CIEP, but as soon as the Mayor changed party, the programme started to be abandoned. (...) The new head teachers who were nominated by the Mayor after his change of party (1987) preferred to stay with overcrowded classes rather than to send students to CIEPs. This constituted pure party political behaviour.

A/1-

Since I started in the educational system, I have seen many changes. When I started in 1981, the school where I worked received proposals from the Secretariat of Education. (...) I came to CEMADE through a selection process in 1984, at that time we worked like a real team, with enthusiasm and strong support from the Secretariat of Education. (...) It was a time with good pedagogical material and we had the freedom to plan and implement our ideas. We worked with satisfaction. This continued until the Mayor changed parties; after this it was crisis: we did not have papers, Physical Education Material, we had nothing, but a big strike for six months. There were times when we were desperate, we started to lose our enthusiasm.

HD-

Before the 1983 elections, the government sent some documents to the schools with different pedagogical proposals through the Secretariat of Education. We knew it was because of the election (...). In 1984 advertisements appeared in the newspapers for teachers who wanted to work for CEMADE. From these advertisements I learned that CEMADE constituted a new programme in education (...). The teachers who came to CEMADE in 1984 underwent an intense selection process (...). At the end of 1986 the Secretariat of Education changed its strategies. Here in CEMADE it was a disaster (...) we were wondering all the time

whether we would still be here next year, can this work that we are now doing survive until next term? We did not feel very confident. If this school was going to close next year, where was I going to work? (...). I think that our school never had continuity. All the time we felt we were starting from square one, again.

A/2-

In Rio de Janeiro, education changed from government to government. The government that was newly elected immediately started new proposals. This happened with every election. CEMADE suffered greatly from these processes (...). Today we have a staff with x number of members, tomorrow that will change. Today we have enough pedagogical material, tomorrow we will not have anything, not even paper (...). There was a drastic change in 1986. We moved from a period in which we had support and incentive to a period of feeling completely abandoned. Now in 1990, the support has come back (...). Politics are present in all these crazy processes.

C/CPE-

CEMADE is my first teaching post. Although I know that several changes occurred in Education before this time, I was not involved in them. (...) I came to CEMADE in 1986. At first I was a teacher; last year (1989) I became the coordinator of Physical Education and Complementary Activities. This is very complicated (...) I had so many functions that in fact I could not do anything (...) Each government brought in different ideas; even here at CEMADE this happens and it causes tremendous confusion.

4.2.1.2.2. Analysis and Interpretation of Question 1 and CEMADE evidence.

From the answers given by the head teacher and staff of CEMADE, it was

possible to observe how political change had affected CEMADE activities. Although the question was about the "effect of political changes in the last 10 years on education in general and on CEMADE in particular" (and the interviewer emphasised this aspect), the interviewees concentrated their answers on CEMADE. Moreover, they concentrated on the last 4 years, in spite of the fact that practically all the interviewees have more than 10 years teaching experience in Rio de Janeiro; interviewee C/CPE has less than 10 years experience. Interviewees C/H1, C/A1, CH/2, HD and A/2 emphasised the changes to the CIEP's programme caused by the change of the political party having power in the municipality. They expressed their disappointment with the "lack of continuity" in their plans, work and future, or as C/A1 clearly stressed: "today we have enough pedagogical material, tomorrow we will not have anything, not even paper".

The curriculum proposed by CIEP's programme had a short life in CEMADE because of the major party change. Political support (for the main elements of the CIEP proposal, such as teacher training, physical education material, and paper for the Portuguese texts) became weak after only one and a half years of CEMADE. Possibly, these aspects which reveal a lack of continuity contributed to the lack of interest of the interviewees in the discussion about "the last ten years ..."

4.2.1.2.3. Evidence: Secretariat of Education: Municipality

CM 1-

> This is our problem (laughs), political changes. I have participated
> in several changes in education here in the Municipality of Rio de
> Janeiro in the last ten years. Most of these changes just meant
> demagogic changes, without any real effect on the education system.
> The public school, unfortunately, is still not taken seriously by most
> of our politicians. (...) I believe that CIEP can be considered as one
> of the most important changes in our education (...). In 1984 I

started to work in the CIEP programme at the State Secretariat of Education. After I understood the real meaning of the concepts involved I became very excited about CIEP. After the Mayor broke his connection with PDT, the majority of the team, that worked in the Special Programme, went to different jobs. (...) I think that after the Mayor's change of party we were no longer collaborating to improve the Special Programme but rather to destroy it. I could no longer stay there. (...) After 1987 we watched the annihilation of CIEP, firstly in the municipality and later in the whole state. In 1989 I started to work with the new Mayor (from PDT) and we hope that from that time on we have begun to rebuild the Special Programme with several modifications, because they were needed.

CM 2-

From 1981 to 1985 I was in the University. I followed the political changes as a student. I started to work in the Municipality in 1986, in Brizola's government and from that time I have noticed many changes (...). At the beginning, we experienced many difficulties in the full time school, but the enthusiasm building these schools outweighed the difficulties. (...) CIEP did not start in all parts of the state because it needed to be implemented on a small scale first as it was a pilot programme. (...) In 1987 the Special Programme was nearly destroyed. (...) In 1988 the teachers went on strike for 6 months which contributed to the further destruction of the CIEP concept. This work that we had started with the best of our intention was ruined. (...) From 1989 onwards several aspects were adopted in order to try to re-start the Special Programme and the CIEP concepts in the everyday running of the school.

4.2.1.2.4. Evidence: Secretariat of Education: State

CS 1-

In Brazil, unfortunately, when the government changes, the concepts of education and educational practices change too. Even the relationships between the Secretariats (State and Municipal) become different. (...) Until 1980 we had a curriculum laboratory in the State Secretariat of Education, this was an important department. It had official publications for all the state. The team that worked there was respected by the teachers, but at the end of 1982 as a result of lack of financial resources and lack of political support, the department disappeared. (...) We, who worked in the Secretariat of Education, saw the terrible effects this change had, e.g. in 1987, under a government which opposed its predecessor, everything possible was done to bring the CIEP programme to an end. This time, staff without identification with the CIEP concepts, were appointed; and most of them opposed the CIEP programme. This was a brutal phase in our educational system. (...) So, we can see how party politics are related to education. (...) In the period of 1987 - 1989, we had three Secretaries of Education in the State of Rio de Janeiro; each Secretary reorganised the department, the staff and the policies. How can one talk about continuity in this or that programme in this chaos ?

CS 2-

In the last ten years, we have had so many changes in the educational system in Rio the Janeiro that it is very difficult to remember them all. (...) E.g. the administrative structure of the State, even of the Municipality of Rio de Janeiro changed frequently and the effects on the continuity of whatever work that was in progress were disastrous. (...) The staff in the Administrative

Nucleus of the State or in the Administrative Region of the Municipality are related to the governing party. We, from the Secretariat of Education must have good access to the schools and the educational proposals which we prepare need to be accepted by the schools. Otherwise we meet with many obstacles before the proposals can be sent to the schools. (...) The same political reasons that provoked the CIEP's abandonment in 1987 also sometimes meant that we went to educational meetings in the interior of the state and found that nobody was there. (...) On the first day of the Moreira Franco Government we came and gave him all CIEP material, but we were never called to talk about it. (...) The teachers and other people who worked in Education became very disillusioned and did not feel involved in the frequent changes that the government created. (...) In Rio de Janeiro we need a serious programme to regain the confidence of the teachers in our educational process, and, if we need this for the teachers, imagine the problems we face with regard to parents in the community. (...) The problem with the education in the Municipality is that it is closely linked to the politicians and the party. This happens here in the Municipality, but it is ten times worse in the interior of the state.

4.2.1.2.5. Analysis and Interpretation of Question 1 and Evidence of Secretariats of Education: Municipality and State.

All the interviewees of both secretariats, State and Municipality, had worked under different governments, except interviewee CM 2.

The Secretariat interviewees made more comments about "the last ten years" than the CEMADE interviewees and clearly indicated that the political parties regularly interfered in the educational proposals, particularly in those of

their predecessors. According to interviewee CS1 these interferences have also caused conflicts between the secretariats. Although the respondents criticised the effect of the political changes on education, they also showed their loyalty to their political preference. As interviewee CM1 related, her arrival and departure in the Secretariat was equated with the arrival and departure of a specific political party in government.

The answers of all interviewees revealed that political support for the curriculum proposal and its practice is an arena strongly related to government changes, regardless of the quality of the educational programme or project. This strong relationship is demonstrated in schools, in local educational authorities and in the secretariats, as is illustrated by interviewee CS1's comment when referring to the curriculum laboratory which, although considered important and "respected by the teachers", disappeared because of lack of political support.

4.2.1.3. Educational Change and the Government's Evaluation

Question 2: Do you think that these changes happened as a result of the government's evaluation of the actual situation ?

4.2.1.3.1. Evidence: CEMADE

C/H 1-

> Unfortunately, these changes are not the result of an evaluation, neither of the State, nor of the Municipality. Or if we can be ironic: "the evaluation concluded that the programme proposed by my predecessor is not good, by definition". (...) About CIEP the conclusion was that this programme was very expensive, but the quality of education, the involvement of the teachers, the enthusiasm of the teams were not considered at all. (...) Why expensive? This is a question the government (after 1987) did not

want to know and more probably, they knew and were afraid to challenge the full time school for poor students, i.e. the CIEPs. In my opinion this was a camouflaged evaluation made by people who do not want to change our unequal society. (...) The ideological question is about the role of the public school and this question is not open for discussion by the society. (...)

C/A1-

I never heard of an evaluation of the educational system, neither in the State nor in the Municipality that fits my definition of evaluation. (...) In my definition, it is fundamental that an honest evaluation would involve participation of all the elements that are dealing with the process, e.g. the school as a whole and the parents. (...) The CIEP's evaluation was made internally by the government (...) the problem is, that if we thought that a better programme could replace the previous one, okay. (...) But, how can I evaluate a programme just by the costs? In fact, the party aspect behind this evaluation was the real criterion (...) Even here in CIEP we encountered difficulties in evaluating our own work.

CH/2-

I do not know whether there has been an evaluation as long as I have been in this job. Personally I believe that the changes in the Brazilian education are most of the time a political problem. It is important not to value what the other party did. (...) When the government decided to abandon the CIEP programme, few CIEPs were implemented and therefore it was not possible to evaluate them as a programme, but it was possible to see the reaction of the population. This is clear, because the candidate who won the election for State Governor in 1986 used the CIEP as a "flag" and promised to support and improve the programme, because he knew

this would help him win more votes. The day after the election he started to persecute all Special Programmes, mainly the CIEP. (...) I believe that the big teachers' strike in 1988 represented part of the evaluation that each teacher did informally. (...) And we can use this strike to evaluate some aspects, e.g. early school leaving, a common phenomenon in public schools was nil in CEMADE from March to August. The time after the strike was a nightmare and we lost a lot of students, most of them because the interruption of six months demotivated them. This was their way of expressing how they appreciated the public school. (...) After the election of Mayor Marcelo Alencar in 1989, we had a proper evaluation. We had meetings to evaluate what did not work in CIEP, what we needed to modify. But according to the government only one thing was necessary: to maintain the concept or the axle of the CIEP programme.

A/1-

No. If an evaluation had been made, most of the changes would not have happened. In some areas the government simply needed to adjust or give support to improvements, but they preferred change. (...) We have made a lot of changes here in CEMADE since it started, not because we wanted to, but because the influence of the Secretariat of Education changed. (...) The how-to-study techniques and the Reading Room has changed several times, but without criteria, without an in depth evaluation (...) the changes in the Reading Room is an example of these illogical changes. One year it was considered mandatory by the Secretariat of Education, the next year it no longer was; and because we tried to link the Portuguese Language lessons to the Reading Room this recommended change also changed other plans.

HD-

I do not think so. I think this is purely political; it is not the result of evaluative work. We managed to produce a book with the material and the training we received and this just stopped. No evaluation was made of either student performance, or of teachers' productivity. (...) Change for the sake of change is the cause of our disappointments. Most teachers no longer have faith in new pedagogical proposals, even when they are good. (...) In the teachers' meeting today, I was talking about the new way to work with the "how-to-study techniques", but I do not know how the teachers accepted the ideas.

A/2-

No, absolutely not. (...) I remember that we discussed this before I came to CEMADE in around 1981, 1982. The team talked about this in detail: "Why the Secretariat of Education and the politicians have not evaluated what we have done, but just come up with new ideas." (...) We start here and stop there without continuity (...) Here in CEMADE we evaluated in our Tuesday meetings and in our training, but suddenly there were some new proposals, e.g. a team of ten people was put together and then it was suddenly reduced to five. The work that we were doing needed to be halved, without any evaluation.

C/CPE-

I do not know. In our area (PE) I do not believe that changes came from an honest and impartial evaluation, e.g. during 1 year it was mandatory to have PE in the 1st and 4th forms but the year after it no longer was. (...) When the government changed they stopped sending us PE material so that our stock diminished fast and to such an extent that I and two other PE teachers had to buy our own

PE material with our own money, otherwise it would not have been possible to work. PE is much more important here than in part-time schools. When we asked the Secretariat of Education to send us material, the answer was that we had received lots of material under the previous government. This was a crazy and illogical evaluation, because most of the material needs to be replaced regularly, certainly when intensively used, as in our case. (...) They forgot in their evaluation that PE is an important "tool" to educate children who live in the middle of great violence. Games are a form of therapy for many of them.

4.2.1.3.2. Analysis and Interpretation of Question 2 and CEMADE evidence

In the first place, the interviewees pointed out that the changes in the educational system in Rio de Janeiro seemed not to be connected with any kind of government evaluation. However, this view did not seem to hold when some interviewees continued the discussion about CIEP's programme. For instance, interviewees C/H1 and C/A1 commented that CIEP was considered a very expensive programme and they criticised the fact that it was evaluated only on that basis, i.e. costs. Interviewee C/CPE complained about the "lack of an honest and impartial evaluation", which seemed to imply that there had been some kind of evaluation, which she did not approve of. On the other hand, interviewees seemed to agree that the changes in the educational proposals were based on a single evaluation criterion: "If proposed by my predecessor, it is not good, by definition" as C/H1 expressed it.

The criteria the government followed to change CEMADE's activities can be expressed on the basis of C/CPE's answer: Physical Education pupils will have a ball or not according to the policy of the political party in power. In fact, the accounts that the interviewees provided about the evaluation of educational proposals focused on political party criteria. They emphasised that CEMADE's

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activities were changed without evaluation criteria, indicating that political party criteria were not taken seriously, were not considered relevant or acceptable and were never properly explained. However, A/1 also proposed changes in the "how-to-study techniques" without giving reasons or criteria related to her new idea.

4.2.1.3.3. Evidence: Secretariat of Education: Municipality

CM 1-

> Yes, this happened when we came back in January 1989. We re-did the work and we perceived that the resulting rupture was very complicated. We saw that the full time school was far bigger than a mere political question. Where will you invest the resources? We will invest in an expensive school, because it is a full-time school, because it offers three meals per day, because it needs pedagogical materials, because it needs more space for the students than a part-time school and because, instead of having 1000 pupils it will have 500 students full-time. (...) If the government made an evaluation, it did not want to know in fact what was the effect on the poor pupil in terms of the real learning process.

CM 2-

> The evaluation question needs to be considered as a political question. I believe that some kind of evaluation always happens, even when it is not public. When the government decides to implement or to cancel a programme it is because they know what this programme represents. It is not by chance. (...) We know that the public school is a fundamental aspect in the fight for social transformation, so, when a programme emphasises the knowledge and the culture of the social classes in the public school, and that this needs to be a priority in the educational policy, this results from

an evaluation. (...) I do not know of a formal process of evaluation in our Secretariat of Education; what happens is an evaluation linked to the party or the politicians. (...)

4.2.1.3.4. Evidence: Secretariat of Education: State

CS 1-

No, the changes that we have been following in the last ten years have not been the result of an evaluation. There are some aspects which clearly do not require a formal evaluation, e.g. that we have a public school existing in such minimum conditions that it can hardly be considered a school. (...) Sometimes an evaluation is made, but the statistics state "evaluation ordered", which means that they just use data that are convenient to them. (...) The teachers observe this lack of analysis of their job, so, when we, from the Secretariat of Education, go to the Municipality, unfortunately, we have to do a very persuasive job to carry out what the Secretariat is proposing. Initially, the attitude of the teachers is antagonistic. (...) After 1987 the CIEPs were almost destroyed. Most of the CIEPs in the state became part-time schools, some of two sessions, some of three. What kind of evaluation did they make in order to achieve this? We do not know. (...) When, at the end of the government, or even suddenly, we are called into the office of the Secretary of Education and are informed that we are dismissed, it does no good to ask 'why', because most of the time we know: "I am not a supporter of the party". (...)

CS 2-

Unfortunately not. I think it would be a solution for several of the Brazilian educational problems. When a serious evaluation is made, people become committed to act upon the results. (...) The political

changes in Rio de Janeiro during the last five years showed us how to change education. Without evaluation criteria, they stopped paying the school's gas bills. What did this mean? Without gas the school could not offer meals. For part time schools this was not a big deal, but for full time schools such as the CIEPs this meant death. Poor children who came to school without even a cup of coffee to attend classes for eight hours without a meal. How could they survive? (...) What happened is that teachers want to work in continuity, like all workers they want to see progress and they want to be up to date with the results of their efforts. They need to evaluate themselves, their education and their schools in the Municipality and in the State, which means for them respect for their work and improvements.

4.2.1.3.5. Analysis and Interpretation of Question 2 and Evidence of Secretariats of Education: Municipality and State.

The question about the government's evaluation was closely related to the work of the Secretariat of Education. All interviewees in this group related evaluation issues to the wider educational field, although they all accepted the dominant influence of the governing political party. For instance, interviewee CM1 related the CIEP evaluation to the political policy of providing full-time school for poor pupils. Following the same logic, interviewee CM2 remarked that a governmental evaluation always took place, even when it was not made public.

Half of the interviewees agreed immediately and spontaneously that the changes in education in Rio de Janeiro were the result of a government evaluation, while the other fifty percent immediately and spontaneously disagreed, although they showed some inconsistencies. For instance, CS1 firmly remarked that "the changes that we have been following in the last ten years have not been the result of an evaluation", but later referred to the "evaluation ordered" by political parties

always relying on supportive statistical data.

It seemed that some interviewees had an ideal model for governmental evaluation in mind, although they did not describe it clearly, but it was obviously related to the political party they supported.

4.2.1.4. Effects of Political Change on Curriculum Proposal

Question 3: What do you think happened with the curriculum proposals during these political changes .....

in CEMADE

or

in the Secretariat of Education

4.2.1.4.1. Evidence: CEMADE

C/H 1-

They followed the changes. You know how this happens in all schools. Today one proposal arrives, tomorrow another. (...) We tried to be consistent with the main CIEP ideas. Ever since 1986 we have intended to produce a curriculum which reflects the needs of our pupils. But the difficulty was that we did not know what these needs were. From 1987 onwards we had several arguments in our attempt to carry out our intention. (...) Today we have a curriculum planning for the 1st and 4th form which took its basis from the documents we received from the Secretariat of Education at the end of 1988. (...) All the aspects of curriculum proposal are complicated because, if we consider here in CEMADE that the curriculum is something that the

school builds with the parents, pupils, teachers and staff as well as with the Secretariat of Education, it is evident that we need continuity.

C/A 1-

At the beginning of the CEMADE activities, we believed that we firstly needed to discuss the social and political reasons for this kind of school and we believed that the curriculum, at least the contents, would come through these discussions. We also knew that all of us had to have a very clear idea about the reasons for this kind of school and about what this school could do for the pupils who came here. But we saw this dream almost fade away (...) Until today we have been reporting our experiences, failures and successes and the curriculum planning for 1st and 4th forms that started in June 1990 reflects our efforts. But it could be unwise to say that all the schools are following it. The changes in the teachers team and in the staff team, even the changes in the Secretariat of Education did not allow a logical sequence in the work, and this is what happened. (...) We are not talking about changes that happened as a result of group work, because they were good and reflected the result of participation; we are talking about unfounded changes. (...)

CH 2-

The idea of building a Demonstration School arose with CEMADE. This was its first pedagogical proposal and the commitment to the quality of education constituted the first condition, but this proposal needed support from the Secretariat of Education. The moment that the Secretariat of Education changed, we needed to reformulate the pedagogical proposal. (...) In the CEMADE proposal there was the idea emphasising the whole background of the pupils, their culture. We worked hard, we decided to adopt the academic content to the

students' background, to discuss why this content and not another. A real discussion about curriculum was held. In 1987 we needed to change our plans. The work group from the Secretariat who gave us support was dismissed, and our pedagogical material no longer came. (...) All this takes time, we cannot discuss curriculum proposals today and put them all in place tomorrow. (...) this year we received a document - a curriculum proposal which came from the Secretariat of Education - which had been written in 1983, but, because of the various changes in the government, only now can we try to work with it.

A/1-

I think that CEMADE could be in a better condition than it is. To work with a new curriculum proposal and a new methodology is like planting a tree; we need time to plant it and time to wait for it to grow, bit by bit. (...) In the Portuguese Language, which is a priority in the CIEP programme, we started to work with a new proposal. We needed several meetings and materials, like paper to produce the books. But after the change of government our work was discontinued. (...) Now we have a curriculum proposal, it is good, but it brings several requirements, for example, teacher training. In addition, we need support from the Secretariat of Education. We have to review the "how-to-study techniques" and the Reading Room, otherwise the Portuguese Language proposals will became confusing. This is a big challenge and the fundamental element is the teachers' enthusiasm. Who has enthusiasm for his/her job with so many disruptions and breaks?

HD-

CEMADE began without a Curriculum Proposal but with the CIEP's concepts. We developed our work based on these concepts. When we

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were ready to develop a curriculum proposal, the government did not give us any support. (...) When the teachers started to learn to work without text books, because most of these books do not fit the background of their students, they did not have paper to prepare their own text and to make their own books, because the government withdrew the material. (...) Even now that we have a curriculum proposal which we reviewed this year, we are afraid to invest our effort in it. We need guarantees, because it is not fair to work without the guarantee that our work will improve and not be abandoned as before.

A2-

It suffered several changes, too. CEMADE is a good example. In the CEMADE implementation which adopted a strong criterion for the admission of proposals, the objective was to establish a different school, a progressive school, involved with the community. One year afterwards the team was divided. The criterion was to follow the Secretariat of Education's rules. Concerned about the Curriculum Proposal at that time, we were working below minimum required standards, our work did not reach the quality we intended. (...) Although the team has resisted the changes, our meetings show that it became difficult to work without continuity, without sequence. We tried to produce a syllabus, and the curriculum planning that we now have is a proof of our resistance.

C/CPE-

I do not know, it is difficult to answer precisely. I can relate some changes which neither we nor the government could explain. For instance, initially from 1st to 4th form the physical education and art teachers needed to have a university degree. Suddenly it changed and a degree is not necessary for teachers of these forms.

(...) But the syllabus in these subjects demands advanced training. (...) It is impossible to work with a curriculum we do not understand, some subjects changed names others disappeared, others became optional. All these changes in the curriculum are very confusing. (...) The Curriculum Proposal in Physical Education in CEMADE can not be the same as in part-time schools. When we agreed with this after theoretical discussions about the CIEP's concepts and CEMADE students, we were faced with a more practical problem - the Government of the Municipality changed and the opposition got elected ... and no more Physical Education materials, nor in-service training.

4.2.1.4.2. Analysis and Interpretation of Question 3 and CEMADE evidence

The implications of political support for the relationship between curriculum proposal and curriculum practice were indirectly mentioned by the CEMADE interviewees in questions number 1 and 2, and they became more explicit when answering question number 3. In this last series of answers, they specifically referred to curriculum issues such as curriculum planning, pedagogical materials, teaching methods and, particularly, teacher training. They stressed that curriculum proposals had suffered several changes as a result of changes in government. Most of them considered CEMADE a good example of these changes. Comments were made about the conditions for curriculum proposals to be translated into practice, as A/1 remarks: "To work with a new curriculum proposal or a new methodology is like planting a tree; we need time to plant it and time to wait for it to grow, bit by bit". The changes in government which caused changes in the CEMADE activities were called "a difficult point" by interviewee C/A1, because these changes changed teacher and staff teams in the school and in the Secretariat of Education. These threats and influences on continuity, these disruptions in the everyday running of activities caused some to react strongly, even sarcastically, against "new pedagogical proposals".

4.2.1.4.3. Evidence: Secretariat of Education: Municipality

CM 1-

>   During these political changes the curriculum proposals changed too.
>   I am not talking about content or about syllabus, but about concept.
>   For instance, the concept of the student's time within the simple
>   curriculum. Recently Paulo Freire was talking about this aspect in
>   one seminar here in Rio de Janeiro, asking how the student takes
>   control of his/her time, how he/she uses the school time, how he/she
>   takes advantage of this time to obtain cultural and academic
>   knowledge. This is a conceptual aspect which has been changed in
>   the Secretariat of Education from Government to Government. (...)
>   The body and sex of the student are also a concept that change
>   according to different curriculum approaches. In the part-time school
>   the student does not have "body", he/she comes inside a uniform and
>   sits in front of the teachers and receives lessons and lessons. No
>   time to reveal himself/herself. In the full-time school the student's
>   body is there. It smells, it has a bath, it runs, it eats. This is a very
>   important educational process particulary when we consider the low
>   social and economic class to which this student belongs. (...) Changes
>   in curriculum concepts also change the practice within the school.
>   This can be observed and followed in different school activities like
>   teachers's meetings, parents' meetings and even in the class breaks.

CM 2-

>   I can only talk of the time after 1986, when I started to be involved
>   with this question, but I believe that what is happening now
>   happened before. Sometimes, one idea, one programme or one
>   curriculum proposal has been stopped, even during the
>   implementation process. (...) The proposal of working in the school
>   with an interdisciplinary concept, such as the CIEP demands, was

implemented with difficulties. It was something new for most teachers and, when they had just started to understand the idea, the political change also provoked changes in the CIEP and all these efforts towards interdisciplinary approaches were lost. (...) In 1983 the Secretariat of Education in the State and the Municipality worked very closely together. There was integration between the proposals which came from them. Nevertheless, I do not know any kind of connection between them since I joined the Secretariat. If even the Secretariats do not maintain a minimum of coherence when political changes happen, it is impossible for the schools to follow a plan. (...) Even when the curriculum proposal does not change on paper, it changes in practice and it changes in ideological terms because it is difficult, for instance, to maintain the same level of productivity when support is lacking.

4.2.1.4.4. Evidence: Secretariat of Education: State

CS 1-

What has happened in the Secretariat of Education as a result of the political changes is something that is difficult to explain. I do not know if we have also changed the curriculum proposals by definition or if what we have seen in this area is just patchwork. (...) These pedagogical assessors, although responsible for curriculum, have no connection with the departments of the first and second school levels. They are assessors who are involved in all subjects, but work in isolation from the schools. Sometimes somebody comes here from the departments of the first or second school levels, by chance, and asks or suggests something. Our work is very fragmented; it is difficult to talk about curriculum proposal from a viewpoint of integration. I believe that the main reason for this is the lack of continuity in the work of the Secretariat. (...) During the

last Government we had three kinds of documents which could be called curriculum proposals. We were not involved in them. They contained no principles established by the Secretariat, so in all these documents we could not see any pedagogical concept, but a catalogue of proposals. What happened as a result of changes in the Secretariat was that each of us interpreted the Secretariat's demands according to our own beliefs.

CS 2-

I think that in reality nothing has changed. If we look at the product of the public school, we can see that nothing changes. The policy is the same, so is the curriculum proposal. The changes are superficial. When some real changes in education arise, such as CIEP, the conservative powers immediately try to crush them. (...) During the four years of the government, the Secretariat of Education in the state of Rio de Janeiro had three Secretaries. The curriculum which we had been trained to carry out needed to be reorganised after the secretary changed because new staff were invited to participate in the discussions. (...) Each department here claims the responsibility for proposing changes and new ideas for the schools, but these do not happen from the pedagogical angle. In fact, it is difficult to discover what is the Secretary's proposal.

4.2.1.4.5. Analysis and Interpretation of Question 3 and Evidence of Secretariats of Education: Municipality and State.

The discussion about curriculum proposal and political change in the Secretariats of Education had a different tone and implied different connotations if compared with the CEMADE discussions. The interviewees of the Secretariats focused more on concepts rather than on syllabi or planning. Interviewees CM1 and CM2 stated that the curriculum proposals had followed the political changes

in Rio de Janeiro, while interviewees CS1 and CS2 stressed that they had not noticed any real changes in the curriculum in the last ten years. These last answers seemed to be related to the interviewees expectations about a better public school, in this sense they call the changes "superficial". Interviewee CS1 complained that the State Secretariat of Education presented a "catalogue of proposals" rather than a well defined proposal. The incoherence and instability of political support for curriculum proposal and curriculum practice can be understood when the number of "proposals" coming from the different Secretariats is understood. To illustrate: in the period 1986-1990, under the same government, three different Secretaries promoted three different educational proposal documents.

4.2.2. Concentrating on Bureaucratic Structure

4.2.2.1. Introduction

As discussed in Chapter II, Bureaucratic Structure will be understood to be close to Bush's classification of "Bureaucratic Models" that "stress the importance of the hierarchical authority structure with formal chains of command between the different positions in the hierarchy". In the analysis of the relationship between curriculum proposal and curriculum practice, the bureaucratic structure arena was approached as a continuum with as its two extremes: functioning and dysfunctioning.

The main research issues guiding the investigation of bureaucratic structure, research carried out in order to clarify how the mediation processes operate in this arena, are the following: 1) does the bureaucracy grow its number of staff, its number of functions and its legislative documentation as a result of curriculum change, 2) do the staff, working with curriculum proposals and curriculum practice, have clear and unambiguous job descriptions, and 3) do the relationships Secretariat-School, Head Teacher-Staff and Staff-Teacher positively

influence the possibilities of translating curriculum proposals into practice.

As in the section concentrating on political support, interviews were conducted in order to obtain a broad picture of these research issues. Because the Secretariats of Education belong to a bureaucratic sector by their nature, and because the objective of this thesis was to analyse only its effects on curriculum proposal and curriculum practice, the interviews directly related to this arena were limited to CEMADE staff.

In general, the analysis of this arena concentrated on observation of (a) the number, kind, flow and use of pedagogical documents, and (b) the activities of the staffs of the Secretariats and of CEMADE and their respective roles in curriculum proposal and curriculum practice. The researcher has avoided to use the word bureaucracy in the interviews because of its negative connotations in the Brazilian environment.

4.2.2.2. The Relationship between CEMADE and the Secretariats of Education

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Questions concentrated on bureaucratic structure were
asked in two stages, yet, in this section the answers
will be shown together because of their complementary
nature.
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Question: How do you perceive the relationship between the Secretariat of
Education and CEMADE from 1986 until now, in terms of:
(a) curriculum proposal
(b) its viability in practice

4.2.2.2.1. Evidence: CEMADE

C/H1-

In 1986 the links between the Secretariat and the CEMADE were strong because CIEPs were a priority for the government. So we had a lot of meetings with the staff of the Secretariat. This relationship changed after 1987 and the discussions about the curriculum were maintained only for subjects whose coordinator at the Secretariat still had good relationships with the new staff (...) How the proposals got to the classrooms was a big question for us and is still unclear to us today. We think that while we were not clear on what kind of education we wanted or needed, the everyday running of the school will always be a surprise for us. (...) We know that a significant number of teachers realize that there are discussions about a progressive school or other advanced ideas which the Secretariat of Education presents to us. Nevertheless I think that these discussions will change before they can be put into practice in the classroom.

C/A1-

Again, we are faced with party influences; each Secretary of Education in the Municipality adopted different ways of maintaining the relationship with our school. At first it was very close; this is evident from the number of meetings, teacher training and even our access to the departments of the Secretariat. Suddenly this changed, though we still followed some of the former guidelines because some members of the staff here in CEMADE were the same. This happened with the curriculum proposal which was the basis of CIEP's concepts. A similar judgement could be made about the practice of this curriculum in CEMADE for the period 1986 until now. (...) The concepts the curriculum was based on firstly needed

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to be understood by the teachers; this is what started to happen in 1986 through teacher training; without this there was no chance of implementing a new curriculum proposal.

CH/2-

These relationships were always made. Our problem was to keep our work separated from party problems which had occurred in the Secretariat of Education, but that was not easy. (...) As for the curriculum proposal, we did not in fact participate strongly in it. Sometimes, members of the Secretariat invited us to participate in their meetings, but I saw no progress in these meetings. When changes occurred in the staff of the Secretariat, or even in our own staff, the rupture also occurred. (...) During Brizola's government we had strong support for the implementation of the CIEP concepts. The teachers went to their classrooms with great enthusiasm and motivation. I believe it is the Secretariat's duty to support the school when they are implementing pedagogical proposals.

A/1-

(...) Initially the coordinator of the Portuguese Language in CEMADE was looking for a new Portuguese Language methodology which consisted of working through the language structure by using texts, interpretations and symbols rather than grammar. At that time CEMADE and the Secretariat of Education worked together very closely. (....) The methodology in Portuguese Language I am talking about is very important for the CEMADE pupils because it tries to promote their own culture. The first step is to listen to this student. Since it is also very important to stimulate the student's self esteem we must emphasize his/her culture. The Secretariat's duty in this proposal has to reach the classroom activities, because we needed support in order to create our own pedagogical material,

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we needed support to develop the arts which are part of the background of these students. In the first year of CEMADE I had a meeting in the Secretariat of Education every Tuesday with the Portuguese Language team. We also had a monthly meeting with the coordinator of the Reading Room. This was the first strategy adopted by the Secretariat of Education in order to implement the CIEP concepts. (...)

HD-

When CEMADE started its activities, the contact between CEMADE and the Secretariat of Education was very intensive. There were regular meetings where we exchanged our experiences. I remember that some teachers were opposed against this way of working (...) The curriculum proposal that began to be discussed in 1983 had a phase in which some of us were involved. (...) If we are talking about CEMADE and the Secretariat in terms of practice, it is enough to see what happened with some CEMADE activities, e.g. the "how-to-study techniques". While our head teacher and the staff had a good relationship with the Secretariat, it was considered a mandatory part of our curriculum. This situation changed mainly for political reasons. (...) Now most of the teachers here have difficulties in relating their work here with the proposals they receive from the Secretariat.

A2-

In the Municipality we started a discussion on a curriculum proposal in 1983. This curriculum underwent several changes, but we need to consider that some members of the Secretariat followed its original lines until now in spite of the difficulties they met. I believe that this was the first time in the Municipality that one pedagogical proposal survived for such a long time. (...) In 1986 the Secretariat

had a programme, a project in which the CEMADE was involved. So the relationship between the Secretariat and CEMADE came about quite naturally. We could see our progress from the moment that we started enthusiastically but without knowledge about the CIEP concepts, to the moment we were involved in discussions about this or that CIEP proposal. The practice in the classrooms could not reflect the CIEP concepts as a whole but the teachers were looking for ways of working with CEMADE students while recognizing their cultural heritage as an important element in the curriculum plan. (...) The CEMADE curriculum planning, which is now in the teachers' hands still needs support from the Secretariat of Education or it will be just one more document "for the English to see", as happens with most of the educational documents in the Brazilian educational system.

C/CPE-

I believe that the relationship between the Secretariat and CEMADE began in a very friendly atmosphere. Nevertheless the meetings in which I participated were full of theories because the Secretariat staff tried to introduce all the CIEP concepts to us. (...) The Secretariat send us a general orientation, but it was not clear. I spend more than one year trying to understand the Physical Education concepts in the CIEP programme. (...) Until the end of 1987, the Secretariat gave us support in applying the curriculum proposals which they had shown us. I am talking about materials, teacher training and even places to practice sports. The children had good meals and baths. All these aspects, I believe, were modified (...) Unfortunately I do not have the CEMADE PE plan with me. I think it is in another building, but I am not sure. But I know that the PE teachers work to specific objectives, when it is possible of course.

4.2.2.2.2. Analysis and Interpretation of CEMADE Evidence.

In answering the question about the relationship between the Secretariat of Education and CEMADE in terms of curriculum proposal and its viability in practice, the interviewees, instead of using the term "bureaucratic structure" still referred to the political support related to political parties. For instance, the interviewees C/H1, C/H2, A/1 and HD remarked that the participation of the school in the meetings of the Secretariat depended on the political relationship between them.

From the answers given by interviewee C/H1, it could be observed that teachers and staff did not know "how the proposals got to the classroom". Comments by other interviewees endorsed this position, for example A/1 referred to the difficulties encountered in implementing a new Portuguese language proposal, or C/CPE talked about the difficulty of understanding the Physical Education concept of the CIEP programme. It seemed that the relationship between Secretariat and school in the period 1964 - 1990 did not positively contribute to solving the problems encountered in the transition from curriculum proposal to curriculum practice, except maybe in a fragmented way in some areas, in which the contribution seemed dependent on one or more individuals. This confirmed the difficulties that all interviewees pointed out: the activities were too fragmented to be easily and consistently handled.

4.2.3. Concentrating on Teacher Training

4.2.3.1. Introduction

Teacher training, as described in Chapter II, is understood in this thesis as the lifelong education of the teachers, which includes their initial training in the Institute of Education at the University, in-service training during their early career and finally in-service training during mid-career. Focusing on the

relationship between curriculum proposal and curriculum practice, the teacher training arena implies, in this thesis, a continuum with as its two extremes: consistency and inconsistency.

The main research issues guiding the investigation of teacher training, research carried out in order to clarify how the mediation processes operate in this arena, are the following: 1) are curriculum changes supported by teacher development through the Faculty of Education, through the Secretariat of Education and through the school, and are these three institutions working in partnership; 2) is in-service teacher training considered a process related to all phases of educational change: initiation - implementation - continuation and outcome; and 3) is the university involved in the culture of the school through teacher development.

Interviews and participative observation were used to obtain a broad picture of these research issues.

4.2.3.2. In-service Training Offered by the Secretariats of Education

Question: How would you describe the in-service training which has been offered by the Secretariat of Education in the State and/or Municipality of Rio de Janeiro in the last ten years?

4.2.3.2.1. Evidence: CEMADE

C/H1-

> I believe that in-service training in the area of education in the Municipality of Rio de Janeiro started after 1983 with the Special Programme. This training was a fundamental part of the CIEP's programme, because it meant a process of professional development with emphasis on the teacher's practice in the public school; in other

words, with emphasis on the work with children from low economic and social class (...) The Pedagogical Consultancy of Training started in 1985 and was responsible for the in-service training in the Municipality. It worked with a very extensive timetable which was developed in different places and also in this school. (...) During the training in CEMADE we had discussions about the kind of school it is. For example, what it meant for the CIEP's students to have bath, meals, "How-to-study technique" , reading class and to stay 8 hours in the school. We also discussed what it meant to emphasise the Portuguese Language in all subjects. From my point of view this training was a real professional preparation for us. (...) Of course, this training is improving in CEMADE, even in the times of no support from the Secretariat of Education. Now the team is more conscious about training.

C/A1-

From 1985 to 1987 we frequently had training in the University of Rio de Janeiro with all the people involved in CIEPs. This training was divided into areas of knowledge, for the teacher and school staff. Initially we spend more time talking about the CIEP's concept through different documents until bit by bit the teachers became more confident at discussion. (...) The University of Rio de Janeiro was chosen because it is in a strategic geographic position. Although we used the rooms of the University, the teachers and the students of the University were not involved in the training.

CH/2-

I prefer to talk about training after 1983 because I do not know about any before. At the beginning there were just meetings with the idea of discussing the Special Programme. In 1985 a special Consultancy was created in the Secretariat of Education to consider

in-service training. (...) In fact, I do not agree with this word "training". It implies that somebody with magic powers comes to tell us how to do this or that. Most of the people involved in training do not know that training is sharing . This happened here in CEMADE in the last Administration; they did know how to share (...) In 1986 we started the training with a certain idea in mind, but unfortunately this changed. We experienced here a kind of training which on the whole did not work. So, frequently the teachers said: "yes, we agree", but when they went to the classrooms they completely ignored what had been said in the training. I feel that the training here in CEMADE has been improving since last September . The people need to understand the real point of training.

A/1-

I do not know anything before the CIEP's implementation. The in-service training that I noticed and participated in was in 1986. It happened in the University of Rio de Janeiro with the team of the Secretariat of Education. The training was very good. (...) Working with the new methodology in Portuguese Language was a great challenge for us, but some teachers resisted. Most of us only knew how to assess the students from a list of contents. The in-service training focused on these aspects. (...) In CEMADE the training followed the principles suggested by the Secretariat of Education. All things were very unusual for us. To work without formal books, to produce our own text books from the students' language, all of this at that time was like the change from night to day. I believe that the training helped us. Nevertheless, we had, and still have, serious problems with this training. From 1987 to 1989 the relationship between CEMADE and the Secretariat of Education was maintained by a few meetings only sometimes called training but our teachers

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refused to attend them, because they had no faith in them any more. Even here in CEMADE we need to re-structure the training. We are planning this now under the new administration.

HD-

During Brizola's Government the Secretariats of the Municipality and the State of Rio de Janeiro had a similar kind of in-service training. We followed the guidelines of the Pedagogical Training Consultancy. This was also possible for the orientation in the CIEPs which helped us in curriculum planning. But we did not take advantage of this for a long time. (...) The main purpose of this training was to formulate the ideas of CIEPs, in other words to identify the new concept of the public school. This training provoked many arguments. The political question was also present in this training. This was a mistake. (...) Now the in-service training needs to have a more practical basis, otherwise the teachers will have difficulties in becoming involved in it.

A2-

This is also a political problem. When the Government changed, the in-service training also experienced changes, even within the school. The CIEP's programme classed in-service training as obligatory. After several changes in the Secretariat of Education this training became useless, because the team which sometimes organised the training either did not believe in it or just did it because they had to. In 1986 the University of Rio de Janeiro's training which united large numbers of CIEP's staff and teachers every week, was a dynamic process. The effect of these sessions could be seen in the school. In CEMADE we noticed the effect of this training through discussion and participation of teachers in our weekly meetings. (...) I am also grateful to have come to CEMADE at the time when the

Secretariat of Education considered in-service training fundamental for us. I believe that for all of us who lived through this experience shared an important educational moment with other colleagues.

C/CPE-

The training which I noticed here in the Municipality of Rio de Janeiro was in fact more a "wall of lamentation". I do not know how this worked before. (...) This year the Secretariat of Education offered in-service training. We are discussing the curriculum. The Secretariat presents objectives to us in order to allow us to identify and develop the content. (...) Sometimes this in-service training promoted by the Secretariat of Education, is very boring because our colleagues, do not contribute with real public school problems, and the training becomes a repetition of things which we only know in theory, but do not know how to carry out in practice. (...) I believe that our colleagues are very disappointed with no value attached to our jobs. The interruption of some pedagogical projects, which happens frequently, causes lack of interest in the training. When in 1988 we did not have material to work with, our training here in CEMADE became almost unreal. We will have to see what will happen now!

4.2.3.2.2. Analysis and Interpretation of CEMADE Evidence.

CEMADE members of staff only considered as in-service training the training offered by the Secretariat of Education in Rio de Janeiro, after 1983. This was because in-service training was considered a fundamental part of the CIEP programme. The interviewees tended to assign importance to this training because of the curriculum innovations implemented in the CIEPs, like the new methodology for Portuguese Language, the preparation of their own text books, the how-to-study techniques, the reading class and the interdisciplinary approach.

Working in a full-time school seemed of particular importance. Nevertheless, as interviewees HD and CH/2 stressed, this training was sometimes so theoretical and remote from the school reality that some teachers reacted by agreeing verbally, but continuing to work in a different way. The training also provoked many arguments because, as interviewees HD and C/A1 commented, it had a strong political approach. In fact this training was the main means to clarify and spread the CIEP concepts in the schools. According to interviewee C/H1 it made them all "more conscious about training".

4.2.3.2.3. Evidence: Secretariat of Education: Municipality

CM 1-

> In-service training in education in Rio de Janeiro, perhaps in the whole of Brazil, is very unusual. In all my teaching career, I have only seen this kind of training, here in Rio de Janeiro, for the Special Programme of Education (after 1983). At that time is was clear to the creator of CIEP that it was not possible to change from one common sense to another. The utopia needs to look towards the future and this needs to be shared with all professionals in education. This was the origin of the in-service training which we are talking about. (...) The fundamental question about the Portuguese Language was present in all training. The concept was that the language is the link between all subjects. The Portuguese Language teacher had to be much more than a teacher of Grammar. He/she is the teacher of the "tool" of communication, of the speech of science, geography, physics, etc. But, the physics teachers, the geography teachers took this to be interference. This is the reason why initially the training was considered as only theoretical. We were working with an ambitious curriculum proposal which in fact had a proposal of culture inserted into it. (...) In 1985 and 1986 the best training was offered by the Secretariat of Education in the

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Municipality and State of Rio de Janeiro. The Pedagogical
Consultancy of Training held weekly meetings with the teachers.
The curriculum basis was developed in these meetings.
Nevertheless, we know that most of the time the teachers wanted to
use the training time just to prepare pedagogical material, to learn
how to construct a text, how to write reports or things like this.

CM 2-

Without continuity. Sadly enough, this is what has happened during
these years. A number of factors can be identified as the causes.
One is the lack of a tradition for in-service training in the Brazilian
education system. So, when an educational programme is created
which includes training, the Secretariat needs first of all to motivate
the teachers. However, as happened in 1987, once they are
motivated, the strategies of the training change and part of the
motivation is lost. (...) All CIEPs have a staff team responsible for
coordinating different subjects. This staff has meetings with the
Secretariat of Education in order to orientate the teachers. The
difficulty that they find is always the same - working together,
working with the interdisciplinary approach. In the last two years
this discussion has been abandoned and now the Secretariat of
Education has begun in-service training and this is one aspect that
will be emphasized. (...) When we examine the implication of
in-service training, we need to highlight the relationship between
the ideas which the Secretariat of Education proposes and the
reality of the classroom in which the teacher is involved.

4.2.3.2.4. Evidence: Secretariat of Education: State

CS 1-

We have offered training through the Secretariat of Education for a

long time. At the time of the laboratory of curriculum this happened frequently and these training sessions were composed basically of one day visits to each Municipality. The team worked hard, but the outcome did not correspond to the effort. The traditional training involved distribution of documents about this or that method of learning or of teaching. (...) The Pedagogical Training Consultancy worked more directly with teachers. Perhaps because the interdisciplinary approach was a relevant aspect of the CIEP concept, the trainees had to discuss and analyse the pedagogical proposal as a team. (...) What we have done in the last four years is to try to train by referring to different documents and using them as wisely as possible in our meetings in the Municipalities, but I do not call this training.

CS 2-

Theoretically this Secretariat of Education in the State of Rio de Janeiro has made in-service training obligatory in the last ten years, but this does not mean that it has worked. (...) Now we have one Training Assessor which, according to the organigram, communicates with the Educational Nucleus in the Municipalities, and the Educational Nucleus communicates with the main school and finally with other nearby schools. These connections happen through the Secretariat's staff visits. (...) In six years of in-service training a lot of changes have occurred. It is necessary to have continuity in this training. What happens is that, after periods of chaos, the teachers do not trust the Secretariat and do not want training. So, the training becomes an imposition.

4.2.3.2.5. Analysis and Interpretation of Evidence of Secretariats of Education: Municipality and State

On the subject of "teacher training offered by the Secretariat" there are two different points of view if one compares the answers of members of the Municipality with those of the State, and both seem to differ from the position taken by the CEMADE staff.

While the interviewees of the Municipal Secretariat agreed there was no in-service training in the Municipality before 1983, the interviewees of the State Secretariat point out that this training had been offered for a long time. However, they did admit that the training offered, for example by the Laboratory of Curriculum before 1983 consisted of only one day visits with the distribution of pedagogical material, whereas the training offered by the Pedagogical Training Consultancy, created in 1984, had worked in a different way and more directly with the teachers.

The interviewees shared one common point: teachers were not motivated for in-service training and the Secretariats needed to work hard on this aspect. There seemed to be two reasons for this lack of motivation: firstly, the lack of tradition in in-service training in education in the Brazilian system, and secondly, the expectations of the teachers with respect to this training, they clearly expected the training to be more practical.

4.2.3.3. Teacher Training Offered by the University.

Question: How is the training that the teacher receives at the University related to the curriculum proposal and curriculum practice in the school?

4.2.3.3.1. Evidence: CEMADE

C/H1-

The university from which we graduated is related to the work that
has been developed in most of the public schools in Brazil. In both

of these institutions it is obviously a discriminating kind of education, compatible with the Brazilian society. This is the education that we must change. (...) In 1986, when we started the training here in CEMADE, we saw how teachers resisted the discussions about the CIEP's environment, the CIEP's students and the CIEP concepts as a whole, because they were prepared by the university to think about an ideal student and if their students in CEMADE do not succeed, then it is their fault and not the teacher's. So these discussions were too uncomfortable for them. (...) CEMADE is an experimental school and we expect the university to allow teachers to have work experience in it instead of in a model school with ideal students.

C/A1-

I believe that the university is very remote from the common public school. This is a political decision of the university. Sometimes we noticed a project at the university involving the school, but it is not common. (...) When we decided to prepare our own text books, we could see how badly prepared we were by the university. We had no knowledge about the reality of the poor students. (...) As soon as the teacher starts in the public school, the difference between what he thought the school would be like and the reality becomes painfully evident.

CH/2-

Let me first tell you what happens here. CEMADE started with a very young group of teachers. They showed resistance against the way in which we were trained to teach the content of the subjects. They reacted by saying that we were lowering the standard of the content, this revealed their difficulties in adapting the academic knowledge gained in the university to the basic essentials for the

students, not with learning difficulties but with different backgrounds. (...) During the implementation of the CIEP concepts and even afterwards we had meetings and training in the University of the State of Rio de Janeiro, but it was completely unrelated. (...) I think that when we graduate from the university without being obliged by the university to share our professional experiences, we would not do it.

A/1

I see an enormous gap. My experience in the university is related to a very theoretical approach, very far from the reality. E.g. I did my work experience in the university school which does not have anything in common with this school here. (...) I learned to work with the popular student through learning from a number of mistakes and successes in the public school. We spent a lot of time in trying to understand who this student really is. (...) The question of the curriculum proposal in the Portuguese Language is a good indication of how we need to learn when we leave the university. The only way of changing this, at least in my opinion, is to analyse and discuss in the university so that the communication that exists in the favelas for instance can be the basis for the learning of the Portuguese Language.

HD-

The university carries out its duty, and so does the school. How they are related depends from which angle we approach the question. In the university we receive a general training and when we come to the school, we need to interpret its reality.

A2-

I find myself asking things like: "What is the relationship between

what I have learned at the university and the every day running of the school here at CEMADE ?" This question is very difficult to answer. (...) In the previous analysis of the CIEP documents I wondered how far the university was from this kind of school. Nevertheless I believe that the CIEP concepts are now discussed at the university, even if it is only to indicate its mistakes, this is to be considered as a step forward (...) In the weekly meetings we have had opportunities to discuss some learning strategies which we study at the university. Sometimes they are useful.

C/CPE-

The faculty of Physical Education is a great hobby. You go there and learn a lot of sports. In the faculty we have all kinds of PE materials and a very good sports room and we have most of the work experience in this kind of environment with students from the School of Application. When we come to the public school, the confrontation with reality is a tremendous shock. (...) The CEMADE students like PE very much, most of them are eager to get more than we can offer them. For them this subject is the only opportunity to practice sports and to look after their body. The students from private schools usually have the opportunity to go to clubs and sports centres, as well as living in a healthy environment. The universities do not know this or do not consider this important.

4.2.3.3.2. Analysis and Interpretation of CEMADE Evidence

Some of the interviewees, C/A1, C/H1, A/1 and C/CPE were very explicit in their criticism about the gap between the training that they received at the university and the curriculum practice in the school where they worked. Interviewees HD and A2 did not share this point of view, for they accepted both that the training received at university is general and useful and that it is the

teacher's duty to adapt it to the school reality.

The general comments about the curriculum practice and the relationship between university and school focused on the culture, the public school environment which, according to the majority of the interviewees, is not taken into consideration by the Faculty of Education, at least not in their training. Interviewee C/CPE reflected upon the problem for young teachers in understanding the Brazilian public school environment, i.e. the reality of the poor students. She remarked that this confrontation with reality was "a tremendous shock". This comment also appeared in some answers to question 1 and clearly highlights the issue of relevance of teacher training and development. Teachers expected a more practical in-service training and are opposed to the more theoretical and remote approach that they experienced in their first training in the university.

4.2.3.3.3. Evidence: Secretariat of Education: Municipality

CM 1-

> The University has a fundamental duty in this whole story about curriculum. The theories are there, and the basics are there. The problem is the relationship between the academic world and the practice developed in the school. (...) When the CIEP's training started, the only support that we received was the use of the rooms at the university. The university belongs to the state of Rio de Janeiro, so the government could request some rooms there. (...) The Federal University of Rio de Janeiro had developed some projects with the Secretariat of Education, but they stopped. (...) Even the discussions about the curriculum proposal do not have any relationship with the university. If some discussion goes to the university, it is by chance. In other words, a person who is working at the Secretariat of Education, by chance, also works at the university. (...) This year the Secretariat of Education have an

agreement with the University of the State of Rio de Janeiro. This agreement is related to subjects of the teacher training to literacy courses. I have great hopes about this.

CM 2-

> We were talking about the difficulty of working with interdisciplinary concepts. One strong reason is that the teacher does not know how to do this. The teacher is historically conditioned. He/she has an education geared towards the idea of the fragmentation of theory and practice. This is easy to observe in the Faculty of Education. The way that this works will reflect in the every day classrooms. (...) When I was at the university, at the time of CIEP's implementation, we students did not notice any discussions about CIEP in the classrooms, or even in the academic forum. No discussion in order to question, to evaluate, to agree or disagree.

4.2.3.3.4. Evidence: Secretariat of Education: State

CS-1-

> When we examine the implications of the university in relation to the Secretariat of Education's work, unfortunately, what we find is a complete separation. It is difficult to see when and how the university was linked or involved with the Secretariat of Education's work. (...) The majority of us who work here come from higher education, some of us with post-graduation. This is the link between the Secretariat of Education and the University. In fact, the routine that we follow here, the Secretary changes, the challenge of a new proposal, like the one we have in CIEPs, are our real training. (...) The Secretariat of Education of Rio de Janeiro does not have agreements with the University. What we see are some personal

relationships; there is no link between the Faculty of Education and the Secretariat. Everything is very isolated. (...) I observed lessons in teacher training at the University. There is no link with the reality of the Brazilian public School.

CS 2-

The university works in that it prepares a teacher, but it does not prepare a teacher for work in a public school; it just prepares a teacher. For instance in English Language, the future teacher will learn about the English Language in depth; however, he/she will not learn how to transform this knowledge into practice in the classroom. He/she will learn this in the school, after a lot of mistakes. (...) Another aspect that I want to emphasize is how far the university is from the new experiences which are developing in the public school. The University does not consider the school as a dynamic source of pedagogical experience. (...) The Federal University of Rio de Janeiro has run some courses in classroom practice. But this initiative is not linked to the Secretariat of Education. (...) The Faculty of Education's course may have a very high standard, but cannot relate this to the teachers' performance, because when they finish this course they do not have "tools" to work with. Moreover, we need to consider the social and economic condition of the Brazilian public School's students.

4.2.3.3.5. Analysis and Interpretation of Evidence of Secretariats of Education: Municipality and State

Unlike the interviewees of CEMADE, the interviewees of the Secretariats focused their criticisms on the way the university trained the teachers in relation to the curriculum for the public school. They stated that the university was always remote from curriculum issues, such as discussions about concepts, syllabuses and

curriculum implementation.

In the previous answers, interviewees commented that, when the CIEP programme started in the whole State, the only support given by the university was the use of some university rooms. Interviewee CM1 also emphasised this situation. The whole state educational system was involved in a pedagogical activity that was not even discussed in the university.

The link between the Secretariat's work and the university was circumstantial, as it was established by a few staff members who happened to also work at the university. There was no formal contact or pedagogical agreement between the two institutions.

Another point of critique was work experience. The future teacher had his/her work experience in the School of Application, which belongs to the university and has pupils coming from the middle and high social classes. This does not correspond to the Brazilian teachers' real classroom work. So, as CS2 remarked, "the university does not prepare teachers for work in a public school; the young teachers do not have "tools" to work with their pupils' culture". In fact, the criticism made in this analysis became quite evident, when in 1990, some efforts were made to bring public school issues into the university through teacher training courses shared by the university and the Secretariat of Education.

4.2.3.3.6. Evidence: State University of Rio de Janeiro, Institute of Education

QUESTION: What is your opinion about the relationship between the teacher training offered by this university and the curriculum proposal and practice in the public schools in the last ten years?

EVIDENCE:

U/P-

When we consider the teacher training course it is important to remember that it takes place only here in the Faculty of Education. I believe that all the time that the student spend here at the university studying to become a teacher, he/she is undergoing teacher training, but this is a long debate. (...) The dissatisfaction that the teachers show with the university course that prepares them for their teaching career is well known, and I agree with them. Recently this has become the main topic in a series of discussions here in the Faculty of Education. (...) I know that we do not have a tradition of working with the Secretariat of Education and the public schools. We only learned about them through colleagues who happen to work here and in the State and/or Municipal Educational system. We do not normally have links with these systems. (...) Sometimes we have had projects which involved some public schools, but this is rare, because the university has its own School of Application to give the teachers work experience.

C/P-

There is no relationship, except now that the Faculty of Education has made an agreement with the Secretariat of Education in the Municipality in order to prepare teachers for literacy classes. This will make us study curriculum proposals and curriculum practice in public schools in the literacy process. (...) The University of the State of Rio de Janeiro did not have any kind of participation in the implementation of CIEP. (...) I believe that the University of the State of Rio de Janeiro and the Secretariat of Education are always very much influenced by the politics of the government and this creates difficulties in the normal intercourse between them. (...) The

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mandatory work experience that all future teachers of this faculty have to gain is done in the School of Application. There are several problems with this arrangement, because this type of school is an old institution with teachers who strongly oppose any changes in this approach. Nevertheless, at the end of the course, our students' reports show their disappointment with this kind of work experience. According to them it is not related to the reality of Brazilian educational practice. Teacher training in the Brazilian University System normally takes four years, the first two years in the specific faculty or institute related to their subjects of choice. For instance, the Faculty of Mathematics, The Institute of Biology, the Faculty of History, etc. The third year is a sandwich course between the subject faculty or institute and the Faculty of Education where the student follows lectures on educational theories; and during the last year the student still follows some courses at the subject faculty, but he/she spends most of the time at the Faculty of Education studying subjects such as teaching and learning methods, plus he/she does his/her work experience in the School of Application.

4.2.3.3.7. Analysis and Interpretation of Evidence of the State University of Rio de Janeiro, Institute of Education

In an interview at the State University of Rio de Janeiro, the Principal (U/P) and the Head of the Department of Theory and Teaching Practice (C/P) emphasised the same aspects that had been strongly criticised by the interviewees of the Secretariats and of CEMADE, i.e. the gap between the Faculty of Education and the culture of the public school pupils.

This gap seemed to represent a divorce between the higher and the elementary educational systems and seemed to contribute to several of the difficulties found by the teachers, such as when the curriculum proposal introduced

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the idea of interdisciplinarity.

The university did not organise the teacher training in this way, the Secretariats of Education did not systematically approach this idea through in-service training, and the public school teachers had difficulty in working even in separate subjects. It makes one wonder how such a proposal can be translated into the everyday running of the school. However, the interviewees stressed that recent discussions in the Faculty of Education had focused on these issues and that efforts were made to change this picture, although at that moment it seemed only to apply to a literacy project.

4.3. CEMADE: Participative Observation: Interviews of Staff and Students

4.3.1. Introduction:

This section will describe observations of and give evidence about activities in CEMADE that are related to the mediation process emphasised in this thesis. Basically three aspects will be highlighted and their effects on CEMADE's curriculum will be considered: (a) administrative changes, (b) the teacher meetings, (c) the everyday running of the classroom.

4.3.2. Evidence: Administrative Change

The atmosphere of change was present in CEMADE during the whole period of observation, from August 1990 up to November 1990. Due to the result of the school elections that took place in August, a new head teacher and staff would start in September (See CEMADE description for details on the election process).

The members of the former administration left. The question of most of them was: "Where am I going now? Maybe the head teacher prefers to send me to

the Secretariat of Education, maybe she prefers to keep me away from the work I was involved with, maybe she will send me to a classroom? (...) "A teacher who was a pedagogical assessor and worked closely with the former head teacher was also doing a master's degree at the University of Rio de Janeiro, she said: "The atmosphere is very hostile to us who worked with the former administration. We organised documents for the Demonstration School in CEMADE and now this is published in the official diary, but I am sure that the new administration will ignore it. We had an art project involving several teachers, and that suddenly stopped. (...) I do not know what kind of job I will do; at the moment I am walking in the corridors with nothing to do."

All staff positions had been changed; approximately fifty teachers (without classroom work) had been replaced by fifty other teachers who also belonged to CEMADE. The students had difficulties in understanding who was who now, as Elaine, a student of the 5th form said: "There is a great disorder here in CEMADE; we do not have any organisation in our timetable and we do not know who can answer us. Dona Lourdina has gone to another building, our coordinator will move to other work. It is all very confusing."

4.3.3. Analysis and Interpretation

The election of a new head teacher and consequently a new staff created a tense atmosphere in CEMADE. A large number of teachers who belonged to the former staff seemed worried about their future. The pupils also noticed this atmosphere. There were no staff job descriptions, nor even an organigram. (The one in this thesis was composed by the researcher.) In informal discussions with the researcher, the staff members, numbering approximately 50, described their jobs in imprecise terms and sometimes two or three staff seemed to describe the same job. The effect of this dysfunctioning became very evident in many of the staff meetings.

4.3.4. Evidence: Teacher Meetings

In the first general meeting of the new administration with the teachers, in October 1990, the new proposals of the administration were discussed, a CEMADE newspaper was distributed carrying the following headlines:

"It's time for transformation ...
It's time for communication !!!"

A questionnaire with administrative questions and a message from the new adminstration was also handed-out to the teachers.

The first question was:

- Do you intend to stay in CEMADE in 1991 ?
    0 yes
    0 no

In this meeting some new members of the CEMADE staff were introduced to the teachers and several new projects were presented, like: "Samba Workshop", "Life Art Project" and "I love CEMADE project". The head teacher's assistant stated that the Tuesday meeting needed re-organisation and CEMADE activities like "Reading Room" and "How-to-study techniques" and "Art Centre" needed to be carefully reconsidered.

There was a lot of noise and tumult in the meeting with teachers coming and going all the time. It was sometimes very difficult to understand the speaker. Listening to the tape of the meeting this becomes very clear, several people were talking at the same time.

- Head Teacher's Assistant:

"We want to change the organisation of free recreation ..."

"It is our intention to bring you a proposal about work and education ..."

"It is our intention to separate foreign languages, we will try different ways of doing this ..."

"The "how-to-study techniques" will be integrated in all the subjects ..."

"The recommendations (guidelines) about evaluation will be added to the curriculum planning ..."

- Head Deputy of the 5th to 8th Form:

"I think that the "how-to-study techniques" need to be related to just one subject ..."

"We intend to change the organisation of the teachers' meeting. In fact to reorganise it ..."

"I think that the way in which the subject coordinator has been chosen is not good. We have another proposal ..."

- Assistant of the head deputy of he 5th to 8th Form:

"We will introduce ideas to solve the real CEMADE problems ..."

"I believe that our meetings should allow us to discuss new experiences. I do not believe in the way that this is currently organised ..."

"We need to write reports for the community ..."

"We will think today about the students who leave early, and about how we will solve this problem ..."

- Teacher:

"Who will be the coordinator of geography? ..."

- Teacher:

"I have a friend who comes from Spain who can come to our meetings and tell us about his experiences there ..."

- Teacher:

"Will the history team have one coordinator or two ..."

- Teacher:

"I heard that CEMADE will have a person who will generally coordinate and supervise all the coordinators ..."

The teachers' meetings took place on Tuesdays for the teachers of the 5th, 6th, 7th and 8th Forms. The deputy head, assistants, coordinators of subjects and the coordinator of the "Reading Room" participated. The deputy head normally chaired the meeting. The first two hours were dedicated to general information and discussion, the second two hours to subject specific meetings in different rooms. On the 11th of September the central theme of the meeting was how to evaluate different subjects and to allocate just one mark for different subjects combined, like Portuguese Language, Arts and Physical Education. They discussed the number

of evaluations, number of lessons, the importance of this or that subject, but they did not discuss the interdisciplinary concept.

During the teachers' meeting on the 18th of September the teachers discussed the different activities that the Arts Centre was organising. One teacher commented: "I do not know what my students are doing, but they are always highly motivated for art activities". The arts coordinator was very surprised, because, according to her the teachers need to work to integrate arts in other subjects. For instance, History with Afro-dance, Portuguese with theatre, etc in order to help the student to produce texts and to see arts as a component of the learning process.

During the teachers' meeting of the 23rd of October the coordinator of the "Reading Room" asked the teachers to send students to the class to write essays on the theme "Children in the Street". Many suggestions were made. Teachers were asked about the curriculum planning meeting whether they felt they need to start this kind of planning.

In the teachers' meeting of the 13th of November the main question was the single test ordered by the head teacher for all forms in each year. For instance in the 5th year there are four forms 501-502-503 and 504. All these students of these classes had to take the same test. It was to be organised at the end of November so the teachers had approximately two weeks to decide amongst themselves what to put in the test, the student standard and what had to be emphasized and what not during the preparation of the test. This was the first time that such a single test was organised in CEMADE.

4.3.5. Analysis and Interpretation

As previously mentioned, the new administration of CEMADE started work in October 1990. At the first meeting of this administration a questionnaire was

presented with the following as the first question: "Do you want to stay in 1991? Yes or No?". This question seemed to make some of the teachers and staff very nervous and worried. It seemed that those who did not support the newly elected administration felt very uncomfortable.

This first meeting, which produced a number of new ideas, revealed that this change in the adminstration had the same effect as the changes in Municipal or State Government described earlier: lots of new ideas without considering continuity.

From observation it could be concluded that CEMADE had maintained the teachers' meetings as a compulsory part of its activities and that the teachers were very concerned about them. The content of the meetings showed that the curriculum proposal, embedded in the CIEP programme, was remote from the curriculum practice. This was very evident in the misunderstanding of the interdisciplinarity concept, in the lack of curriculum planning and in the adopted evaluation criteria.

4.3.6. Evidence: Class Observation: FORM 503

The participative observation of the every day running of the class was made in two subjects: Portuguese Language and Physical Education in two forms: 503 and 504.

Form 503:

> 503 is considered a "good class" by its teachers. Nevertheless of the
> 18 students between the ages of 11 and 16, eight failed once during
> the year and three failed twice. Three of them live in the suburbs
> close to CEMADE, fourteen live in the favela, but instead of saying
> "I live in the Favela", they say "I live on top of the hill". Seven of

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them live with their parents and eleven live with a single parent. Nine of them have other relatives living with them as well, like uncles, cousins and grandparents. They show great interest in most of the school's activities. This class has a low absence level. According to most of them (80%), the best subjects are Physical education and Art. Unanimously, they consider the meals in CEMADE a very good thing.

Samuel de Prado Mathias (14 years old):

"CEMADE is a good school; sometimes it is very noisy. There is a variety of meals every day and the deserts are good (...) In CEMADE I have breakfast, lunch, coffee and bread and dinner (...) Portuguese Language is very complicated and I do not like to study the content of this subject every year."

Ilmara Delfino Moço (13 years old)

"I would like the Portuguese Language teacher to talk less than she does. The grammar is difficult. (...) I like Physical Education because it makes my body fit. The food is very good. (...) I do not like the noise."

Carlos Alberto Henrique da Silva (14 years old):

"The Portuguese Language teacher is good, but I think the subject is very boring (...) The Centre of Arts is very good (...) I do not know if Arts and the Portuguese Language are linked, but I know that the teachers give us only one mark."

Portuguese Language Lessons:

The Portuguese Language teacher of Form 503 used grammar as a base for all lessons. Sometimes she used texts, for instance "O Pivete" (The little bad boy) which is a story about a robber who taught a little boy to become a robber too. This text provoked several arguments in the classroom, but the teacher was more concerned with the style of reading and with the meaning of the unknown words in the text:

"Please Samuel, start reading (...) now stop. Rosinete's turn (...).
Who would like to analyse how Samuel read? (...) Has he punctuated each sentence correctly? (...)"

She stopped several times to reprimand the class. Normally she spend a lot of time in recommending how to read.

She uses a standard routine to explain grammar or testing and doing exercises in class.

The following day (16th of October), the teacher started the lesson using the blackboard and she wrote:

1. Observe the model
   (A sentence showing syntax and grammatical functions)
2. Other sentences for the students to apply the same principles
3. Other sentences with the instruction:
   Use the sentences below, indicating in a blue rectangle the subject, in red the predicate and in black the nucleus.

After 30 minutes the teacher started to explain the exercise. Although the sentences were very challenging for the students, she did not make any comments

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and only instructed them to follow the model:

> Observe the model I put on the blackboard, it is good and all you
> need to do is to follow it.

Most of the lessons followed this pattern.

Physical Education

The Physical Education teacher of 503 was absent for two months (health problems). The students missed PE lessons and frequently complained to the coordinator about this. When the teacher returned at the beginning of September the students followed her all over the school. They helped her with the PE materials, set up the volleyball net and even reprimanded some friends who were disruptive. They almost conducted the activities themselves.

Edmilson Bostos (11 years old)

> Teacher, today we would like to play volleyball, we have just set up
> the net and there are two teams, boys against girls.

In November CEMADE had an internal Olympiad and the students were very involved with the competitions. Three months before they had made the decision to have this Olympiad and 503 trained during every break they had.

During the games it was easy to observe how the students accepted the rules, they became very angry when somebody tried to cheat. They wanted to have games in every PE lesson, and most of the time the teacher followed their suggestions.

When the interviewer asked the PE teacher for a copy of the plan, she

answered that she did not have one.

4.3.7. Analysis and Interpretation

Despite their diversity in age, all the pupils of Form 503 behaved in almost the same way. The contrast between the socio-economic background of the teachers and the pupils could be observed in their difficulties in communication. Form 503 seemed eager and motivated to learn, though they had problems in their Portuguese lessons. In fact, the teacher presented these lessons in the traditional way, although the texts had been modernised with a certain appeal to the youngsters. The lesson itself, not being consistent with the CIEP proposal, had some content in common with the CEMADE Portuguese Language planning.

The observation of PE gave the researcher most surprises. The absence of the teacher for the two months prior to the research, the absence of a PE activity plan and the lack of some PE material did not seem to have created problems for the pupils' motivation. The PE lessons did only conform to the CIEP proposal in terms of its recreational value. "Helping to overcome physical difficulties that some pupils show in their reading and writing", as the "Black Book" recommended could only be achieved by chance with this type of PE lessons.

The misunderstanding of the interdisciplinarity proposed by CIEP was evident even in the pupils' observations about the way that their marks in several subjects were reduced to just one mark. They did not see the sense, nor the meaning of it.

4.3.8. Evidence: Class Observation: FORM 504

504 was considered a difficult class with a lot of behaviour problems. There were 21 students between the ages of 12 and sixteen. Eight students failed once and nine failed twice that year. Five students lived with their parents, the others

lived with a single parent or a relative, normally with several brothers and sisters. The class was always very noisy and dirty. The students did not respect the rules and their behaviour often swings between extremely rude and great affection towards colleagues and teachers. They complain all the time about the noise and the lack of organisation.

Patricia Ferreira (14 years old)

> I would like CEMADE to be more organised. The students need to wear a uniform (...) I like the school and I need to take advantage of it.

Evandro Magalhaes (11 years old)

> I do not have difficulties with any subject. But the noise in the class does not allow us to follow the lessons well. Some of my fellow-pupils are very violent.

Portuguese Language:

The Portuguese Language teacher was not in control of the class. The timetable, Portuguese Language plus "How-to-study techniques" was very confusing. Teachers and students did not know how to cope with it. The class was often interrupted by the coordinators in order to reprimand someone. In the course of three months the teacher used four different texts. When asked why she used these particular texts she answered:

> Because it was easy to obtain them. I also work in another public school and sometimes it is easy to find some texts there.

When the teacher used text, she tried to involve the class in the subject of

the text through questions. There was no sequence in the development of the content. On the 20th of September she worked with a text entitled "The lady of 72 years old".

On the 21st she worked with grammar: nouns, using different sentences without any relation with the text she used the day before.

On the 27th she asked the students to complete different sentences, again without any connection. On the 6th of October she worked with a text "The Ballet Dancer" (poetry). She instructed the students to copy the poem and to make a drawing about it. Some students refused to do the drawing.

Ana Paula Nascimento: "This is a very silly exercise!"

Normally, the lessons were as follows: grammar through example sentences, which she wrote on the blackboard and exercises to be done by the students and corrected by the teacher.

The "how-to-study techniques" were on Thursday (2 hours) and on Friday (2 hours), a difficult time for the students and for the teacher to keep the students under control. They used this time for many things without any guidance.

When the researcher asked the teacher for a copy of the plan, she said that she only had copies for the first two months of the year, but she promised to ask the coordinator who, according to her, would probably have one.

Physical Education :

The PE teacher of 504 was a very enthusiastic young man. He was very excited about the planned Olympiad. Nevertheless his behaviour with the students was more formal than that of his colleagues. In the teachers meeting he was very

participative and looked like a person who was very anxious to learn how to work with the CEMADE students.

In general, the students enjoyed his lessons.

Guilherme A. Vieira (12 years old):

> I love physical education time, because I can do exercises. I am very good at football, but I want to learn other sports.

4.3.9. Analysis and Interpretation

In contrast with Form 503, Form 504 pupils did not look motivated in general. Approximately eighty percent of them had failed in that Form. Yet, they expressed concern about the school's responsibilities, for example, they complained about the lack of organisation.

In the Portuguese lessons, grammar was the basis and the beginning of each lesson, just as in Form 503; this is in contrast with the CIEP proposal. The lack of sequence in the lessons and the difficulties in dealing with the how-to-study techniques pointed towards teacher training being an issue.

Like Form 503, Form 504's motivation for the PE lessons was very visible. Their teacher, just like his colleague, did not have a curriculum plan. Most of the time, he followed the pupils' suggestions. The only part of the curriculum that was properly planned was the Olympiad!

4.4. CEMADE: Participative Observation: Interviews of teachers

4.4.1. Introduction

The teacher interviews covered the same issues and arenas already described when introducing the CEMADE and Secretariats interviews, i.e. Political Support, Bureaucratic Structure and Teacher Training.

4.4.2. Effects of Political Change on Teachers

<u>Question</u>: What do you consider the effects of political change in the Rio de Janeiro government on your job as a teacher?

4.4.2.1. Evidence

C/P 1-

> A difficult process. For instance, the CIEP proposal is a challenge and it is compatible with the CEMADE students' environment; but the gap which occurred with the political changes almost ruined the proposal. (...) We need materials to work from, because we do not have textbooks. The lack of resources in public schools is commonly known, but we felt that after the political change in 1987 everything became worse. (...) The effects are seen in all schools. The result is a lack of organisation, our colleagues in the CEMADE administration look lost, and the worst effects of these changes appear in the classrooms; the students feel it too.

C/P 2-

> Coincidentally or not, the political changes, after I started to work in the municipality, have caused several changes in the teacher's job. (...) I feel an enormous difference between Brizola's government and Moreira Franco's in terms of materials and food. In Brizola's time support was very strong, Moreiro Franco's government did not give us any support. (...) Here in CEMADE we felt a lot of difference

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as a result of that change and also as a result of the changes in the government of the Municipality.

C/PE 1-

The political changes have influenced our jobs a great deal. At the beginning of CEMADE we had meetings every evening. Although it was exhausting we believed in it. All the teachers felt involved with the new educational proposals. After the government change the team was divided, the link was broken. (...) They (the government) stopped sending PE materials and the equipment we were using deteriorated gradually. (...) There was a time, after 1988, when we, PE teachers, who also worked in clubs and private institutions asked them to donate us material for our work in CEMADE.

C/PE 2-

We were doing pioneer work here in Rio de Janeiro when suddenly we were without material to carry on. It was a pilot project. We started to develop a progressive curriculum for the literacy class up to 8th form. After the government changes, the Secretariat of Education decided that PE was no longer mandatory for the literacy classes up to 4th form (...) Every time the government changes we are worried about what will happen next. Fortunately, the last one (laughs) approved the CIEP concepts and we now have PE material again.

4.4.2.2. Analysis and Interpretation

The teachers clearly expressed their concern about the strong effects of political change on their jobs in CEMADE. More than the staff of CEMADE and

the Secretariats, the teachers complained about the difficulties of working without political support. Moreover, it seemed that the teachers felt very vulnerable and dependent on this support, for instance in terms of pedagogical material. They also became - to varying degrees - sarcastic about this vision of political support.

4.4.3. Support from Secretariats and CEMADE Staff

Question: What is your opinion about the support for the Portuguese Language/Physical Education curriculum from the Secretariat of Education and from the CEMADE staff in the last five years ?

4.4.3.1. Evidence

C/P1-

> I do not know about the Secretariat of Education support because it has links with the coordinators. The coordinators' support has been evident during the Tuesday meetings. In these meetings we have discussed curriculum planning, but sometimes it is a bit confusing, like this month. The new administration asked us to prepare a single exam for each form. This will be the first time that this happens here in CEMADE. We are only one month away from the end of the school year and the students are not prepared for it. (...) I do not have the Portuguese Language annual planning for the 5th form. This is a mistake, I just have the topics. It was very difficult to obtain a copy from the coordinator. Some copies were missing and others were not clear.

(Interviewer) How does this curriculum work ?

> It works on paper. The formulation of the plans takes days and

happens at the end of the year, and sometimes at the beginning, but during the year, even with the meetings, this curriculum is not followed. Sometimes, we feel completely lost. (...) We need organisation and we need to know where we are going. The lack of organisation and goals is reflected in the students' behaviour. (...) When CEMADE started, we had difficulties of course, but, for instance, to create texts for our students was a challenge and we achieved it. (...) I do not often use the Reading Room. I used it for poetry, but that is a long time ago. (...) How to handle the "how-to-study techniques" is not clear. I have had six sessions of Portuguese Language and three sessions of "how-to-study techniques" in the classroom. That does not work.

C/P2-

I came to CEMADE when it first started. The Secretariat of Education gave us strong support through training. This was completely unusual for me. I learned so much. (...) We had a lot better results from the meetings with the CEMADE staff than we are having today, but still it works. It is good that we have a day to discuss and the opportunity to talk with the colleagues about our experiences and difficulties. This is an important support given to the CEMADE administration. (...) Sometimes this support works in a negative way because we have a lot of projects to follow and this disturbs our plans. (...) We work directly with the coordinators, but I suppose that some recommendations come from the Secretariat of Education.

(Interviewer) How does this curriculum work ?

There is no planned work. We have ideas, projects and suggestions,

which we develop. For instance, in the Poetry Week Competition, unexpectedly, we had to fill in application forms for our students. (...) I agree with some methodologies that we follow, for example, working without books. (...) The curriculum works based on common sense plus some documents that the coordinator brings from I do not know where. I think that they have a weekly meeting with the CEMADE head teacher, and the head teacher has a meeting with I don't know whom, probably a member of the Secretariat of Education.

C/PE 1-

The Secretariat of Education has a physical education team. This team sent a curriculum proposal for us to follow. But this is not a fixed proposal and some of us work according to our experience. (...) We have a coordinator who is with us in the Tuesday meetings, we are training to work in a team.

(Interviewer) How does this curriculum work ?

At the beginning of the year the PE teachers have a meeting to decide what we are going to do in that year. (...) We include several activities and we basically work through games. It is very difficult to work in isolated processes or isolated movements such as the high jump and running, because the CEMADE student is not prepared for this. They want to play and they do that very well. (...) Unfortunately I do not have a copy of the plan to give you. I believe that the coordinator can help you.

In the past, the Secretariat of Education has helped us very much, and now they are again involved with the curriculum proposal for CIEPs. We have had many meetings which I would like to have again. (...) The basis of the support for the PE curriculum coming from the Secretariat is equipment and allowing us to plan our activities. (...) We work with students who come from the poor social classes, they live with all kinds of violence and this can not be ignored in our curriculum. (...) I do not have any plans to show you, perhaps you can find some copies in the administration rooms.

4.4.3.2. Analysis and Interpretation

The teachers' concern about support for their subject was a little ambiguous, because they did not clearly understand where the support should come from: the Secretariat or CEMADE. The relationship between these two was also not very clear. They criticised the lack of annual planning and the lack of organisation in the school as a whole. Sometimes, as interviewee C/CP1 stressed, they felt "completely lost". This feeling could be observed in other teachers when they were asked how the curriculum worked in their subjects. The election process in CEMADE with its staff change can be partly responsible for the general feeling of unrest and confusion. The fact that there are numerous staff members without a clear job description seemed to have contributed to the CEMADE disorder.

4.4.4. Teacher Training and University

<u>Question</u>: How is the training that you received in the University related to the curriculum practice in your classroom ?

4.4.4.1. Evidence

C/P 1-

> You must be joking! My university experience is miles away from the CEMADE reality. I do not know how I learned to work with these students, but if, in fact I learned, I am sure it was not at the university. (...) CEMADE students are not worse or better than others, they are different from the ideal student with whom we had worked at the university. (...) We had to work with several sections called "how-to-study techniques". I did not learn how to do this in the university.

C/P 2-

> I hope that my colleagues had better courses at the university than I had. I was not prepared to work with this Portuguese Language approach that we discussed here in CEMADE. Even in the work experience that I had the reality was not the same. (...) The university rule is to be more academic; it is a place to learn theories. Okay, but what do we do when we jump to a school like CEMADE? (laughs).

C/PE 1-

> In some sense there is a relationship between the training I received at the university and what I do here. It would be silly to deny that. The basics of my teacher's job I learned at the university. (...) The difficulty that I found in the job is to work without adequate equipment and I do not consider improvisation as being part of my job.

Sometimes my university training is close to my teaching practice, but the environment that we work in is very challenging and different. This is something that I did not learn at the university. (...) I also work in a private school with students that come from privileged social and economic classes. They perform differently. Most of them have participated in national, and some of them even in international sport events. Our language and our curriculum need to be different for these different groups of students, public school students and private school students. This is not something that I learned through my training at the faculty.

4.4.4.2. Analysis and Interpretation

The tone of the Portuguese Language teachers' answers was quite sarcastic. The CIEP proposal, along with the public school environment, was considered a big challenge and according to them, the university did not prepare them for it. Yet, the PE teachers seemed to be more indulgent with the university teacher training and pointed to some relationships between their training and their jobs in CEMADE. At this point, the difference in opinion between the two groups of teachers can be related either to the pupils' interest and motivation or to the CIEP proposals which were a lot more specific and challenging for the Portuguese language teachers than for the colleagues teaching PE.

4.5. DOCUMENTS: Review and Analysis

4.5.1. Introduction

This section will present evidence found in the documents obtained from the Secretariat of Education of the State and the Municipality of Rio de Janeiro and

from CEMADE and are related to the mediation process that is subject of this thesis. The evidence gained from the document research will be analysed and interpreted, most of the time, in comparison with the data obtained through research in CEMADE, the Secretariats of Education and the State University of Rio de Janeiro.

Although the official documents consulted correspond to the period 1980 - 1990 the evidence shown in this section is limited to the period 1986 - 1990, the time between the CEMADE implementation and this research. This is done because the comparison between documents and the reality allowed the investigation of the relationships between curriculum proposal and curriculum practice. The complete list of the documents consulted can be found in the Appendix.

4.5.2. Secretariat of Education: State

4.5.2.1. Documents published in 1985

Document: Falas ao Professor [Talking to the Teacher]

One of the fundamental problems of the Brazilian educational system is that it is much more orientated towards academic erudition and to pedagogical discussion than towards the reality of the teacher's practice. It is much more important and urgent to have an experimental centre of pedagogical material and methodology for teachers, than to be concerned with high pedagogical technology. p. 13

Thinking, language and communication are always interconnected. The poor child easily achieves communication and relationships in his hostile environment, but is not able to achieve this at school. The teacher who has ready answers, who forces the students to listen in silence, who cuts into the child's thinking each time

that he speaks badly, contributes to inhibiting and blocking the child's ability to think. p. 13

The demonstration school needs to allow the teacher to see the practice of teaching languages, drawing, mathematics or science, with different methods. (...) We do not have experience in this area, because what would be the equivalent is the old application school; therefore we are challenged to plan the new training centre very carefully. It is clear that this centre must not reproduce the objectives of the application school which has to achieve high levels of excellence for students from high socio-economic classes. p. 20

The cultural and recreational activities are considered as one of the integrating elements of the CIEP's curriculum ... p. 30

The reading room should not be understood as an appendix; its activities need to be developed in close cooperation with classroom teachers and not in isolation. p. 31

General rules for the curriculum : ... the educational policy of the current state government of Rio de Janeiro has rules which emphasize a pre-occupation with the education of the low social and economic classes, searching, through community participation, to diminish social inequality. ... It is no longer possible to accept the progressive reduction of school time for students and teachers ... to accept the improvisation of the schools which have unsuitable working conditions; and to accept the reduction in social importance of the public school. p. 31

The objective of Portuguese Language, as the magnetic pole for other subjects, is to give "tools" to the students to learn how to read and write well. p. 32

Document: Special Programme of Education

Pedagogical Consultancy of Training (created according to the Economic and Social Development Plan of the State of Rio de Janeiro for 1984 - 1987.)

The Pedagogical Consultancy of Training has a general objective: to prepare and improve the professional for the educational field in order to build an honest and efficient public school. Special attention will be paid to the teachers of the literacy class and Portuguese Language for the 5th Form. p. 1.

Pillars of the Pedagogical Proposal: the following key characteristics of the Special Programme are considered the pillars of the improvement programme for professionals in education:

1. The political intention to create an honest and efficient public school

* 2. The analysis of content and methodology

* 3. The essentials of the content

* 4. The interdisciplinary approach

5. Giving value and respect to students' cultural background

6. The democratic administration of the school

7. The political commitment

(Evidence will be produced for the three 'asterixed' aspects only, as they are more related to the curriculum study.)

The analysis of content and methodology

Traditionally the methodologies are taught by specialists who do not have knowledge about the subject that needs to be taught. This creates a gap between what to teach and how to teach. In order to improve the quality of teaching it is necessary for the teacher to know the content and methodology suitable for his area of knowledge so that a relationship can be created between content and methodology. In conclusion, the teacher needs to be technically able. p. 4

The essentials of the content:

Official or not, we can observe that a large quantity of content is proposed. (...) The essentials do not mean a narrow approach for low social and economic class education, but, on the contrary, it means an increase in possibilities for the students to acquire the essentials of the language, mathematics, scientific knowledge and production, etc (...) We need, in teacher training and in teachers' meetings, to discuss the teachers' experience and from this we need to learn what is essential in each subject, in order to achieve the objectives of the public school. p. 4

Interdisciplinary Approach:

Language is the integrating link because all subjects use the language to express their content. The priorities of the interdisciplinary approach are:

* To develop critical and reflective thinking;

* To stimulate oral expression and to improve written expression in order to avoid the use of stereotype by the students and instead of this the use of original language strong enough to resist the authoritarianism which

blocks critical thinking

* To widen the students' vocabulary bringing it up-to-date in the linguistic world. This will allow the student more flexibility, consciousness and criticism about social, cultural and political reality.

In conclusion, the interdisciplinary approach cannot be a pure game with contents which are worked separately by each teacher, but a game with many objectives for each subject. The horizontal integration needs to be:

1. By objectives (primarily)

2. By themes (sometimes) p. 5

Document: Special Programme of Education

Pedagogical Consultancy of Training
Annual Report: 1985

We do not naively believe that it is possible to build a good school based on unknown experiences accumulated over the years. We believe that in the every-day-running of the school experience was gained which helped to overcome the failure of the public school. In this sense, the practice carried out in the every-day-running of the school is the real aim of the Pedagogical Consultancy Training, which intends to re-think, to systematise and to organise the pedagogical practice of the school, linking it with the political, pedagogical project of the Special Programme of Education. p. 1.

Document: Special Programme of Education

Pedagogical Consultancy of Training
(Attached to 1985 Annual Report)

1985 can be characterised by the predominance of empiricism (...) the proposal is new, it had to be debated and to be put into practice. In 1986, the debate as well as the challenge need to continue, but it is time to take consensus about the building of the democratic public school and to translate this collective consensus into political and pedagogical rules. p. 1.

Analysis and Interpretation

Documents of the State Secretariat of Education published in 1985 were predominantly focused on teacher training. They highlighted the need to prepare the teachers to face the environment of the public school and underlined the link between curriculum change and teacher training. Some documents, such as the one on interdisciplinarity, addressing the Portuguese Language, also pointed to curriculum proposals. The documents gave evidence about the public school issues and ensured these issues got attention in political and academic discussions. The recent Brazilian literature on education and the interviews in CEMADE in the Secretariats and in the State University, clearly demonstrated this aspect.

Nevertheless, the everyday running of the school did not follow the proposals contained in these documents. The teaching of the Portuguese Language in CEMADE is a good illustration of this fact. An exception should be allowed for the teacher training. There was indeed a period when the State of Rio de Janeiro with the support of the Pedagogical Consultancy of Training, achieved the teacher training proposals of the CIEP programme, at least according to most of the CEMADE interviewees.

Although many changes occurred in the area of teacher training in the period 1985-1990, in the State of Rio de Janeiro, it still seemed very important for everyone working with and in education.

The documents of 1985 were to be used as the basis for all schools under the CIEP programme. In the case of CEMADE, they were discussed from 1986 onwards, when they started their activities under the programme.

4.5.2.2. Documents Published in 1986:

Document: Qualification of Teacher

New Teaching, New Teachers

Some new approaches about the Pillars of Pedagogical Proposals.

Duties of the Pedagogical Consultancy of Training:

1. Improvement of teacher body and staff body through intensive training, in-service training, seminars and other kinds of meetings may be necessary.

2. Organisation of the curriculum according to the political pedagogical project of the Special Programme of Education.

3. Following up pedagogical work, with emphasis on:

   a) priority projects: literacy class and Portuguese Language in the 5th Form

   b) development of 'how-to-study techniques'

c) reproduction of the training in CIEPs

d) analysis and creation of norms for the structure of CIEPs
according to the Special Programme of Education proposals. p. 2.

Demonstration school:

The demonstration school is a privileged area for the follow-up and evaluation of all educational processes developed in the CIEPs (...) Three schools are being prepared to carry out the demonstration school's objectives. They are: CIEP de Ipanema, CIEP Avenida des Desfiles (CEMADE) and Complexo Educational de São Gonçalo. p. 2.

Unification of Content and Teaching Methods:

There is a tendency in the teacher training courses (University and Normal School) to consider the 'teaching methods' as ends in themselves; in other words, the methods are not connected to the content. This approach produces gaps between what is taught and how it is taught. The Pedagogical Consultancy of Training works from the principle that each teacher should control the content and the ways of teaching it. p. 3.

The Essentials of the Content:

The knowledge which is transmitted/assimilated in the school will have value when it allows the students to understand and change the reality. From this concept, the content will only have validity if it has its origin, theoretical base and 'tools' of analysis connected with the historical environment of its production. p. 4.

Interdisciplinary Approach:

Interdisciplinary approach is focused on the act of reading, but also includes the use of other linguistic bases: speaking, listening and writing. Reading is the main element, and this is consistent with Paulo Freire's concept about reading: to read is more than to decode graphic signs, to read is to think and to interpret the world. p. 5.

Analysis and Interpretation

The document 'Qualification of Teacher' was still related to the Pedagogical Consultancy for Training which was created at the end of 1985. It developed some pedagogical proposals in the area of teacher training in order to implement the CIEP curriculum, e.g. the "how-to-study techniques" and the interdisciplinarity. The document was also quite critical about how the university delivered teacher training and recommended three schools to become demonstration schools, one of them was CEMADE. But, until the end of 1990, this just remained a recommendation.

4.5.2.3. CIEP: Physical Education - 1986

Document: Special Programme of Education

Proposals for Physical Education in CIEP

We believe that any proposal will be successful and will have continuity if we compose a team of persons who are completely aware of the objectives which need to be achieved. (...) Activities of training proposal for Physical Education in 1986/87: a) intensive training with a view to discussing the philosophy and proposal of the Special Programme of Education, b) in-service training: teacher

meetings to share experiences and to plan the specific content of Physical Education. p. 3.

(This document (8 pages) did not show any proposal objective, content, guideline, method or methodology)

Document: Special Programme of Education
Pedagogical Consultancy of Training
Physical Education Team (Meeting)

Methodology:

We consider that developing an analysis in each CIEP first, and finally, extending the discussion to all CIEPs, is a suitable strategy to develop PE (...) The outcome of this meeting will constitute a unique document (with divergences and convergences among the groups) and will be discussed in each CIEP with the purpose of confirming or not the divergences. p. 4.

Analysis and Interpretation

In 1986, the State Secretariat of Education presented two documents related to proposals for Physical Education in CIEP. They were both dealing with teacher training, but with a view to discuss the CIEP concept rather than the PE curriculum proposal. They did not show any proposal, objective, content, guideline, method or methodology. This could partly explain the absence of plans for PE lessons in CEMADE, where, according to the teachers, there was only a common agreement on how to develop the PE lessons.

4.5.2.4. Special Programme: CIEP 1986 - 1987

Document: Special Programme of Education
Pedagogical Consultancy of Training
Reports:
September 1986

      Initially it was planned that training would take place in CIEP - Ipanema, but because of the large number of teachers this training was moved to UERJ - University of the State of Rio de Janeiro. (...) The texts used in the training were considered by the teachers to be theoretical and impractical (...) The Portuguese Language teachers requested more details about the new method. p. 1.

October 1986

      The intensive training's most positive aspect was working with almost all head teachers and staff of the state. (...) The negative aspect was the large number of participants, which created difficulties in developing the discussions. p. 4.

November 1986
Agenda:

- Studies about reducing the curricular grade of 5th to 8th Form
- Discussion about the basis of CIEP's proposal
- Evaluation of CIEP's conditions
- Organisation of CIEP for 1987

A negative aspect was found: it is difficult to work with an integrated curriculum, when even in-service training is being separated into subjects. p. 2.

Document: Evaluation Report of CIEPs in several municipalities, 1986/87

CIEP Glauber Rocha (Friburgo)

Considering the curriculum that we are starting to develop, we feel that the Special Programme of Education is a big step forward in our attempts to change education in our state; but why not in our country? p. 6.

CIEP Oswaldo Cruz (Cordeiro)

The training is done in two days in two meetings of two hours each. The CIEP's curriculum proposals are generally accepted, although some teachers have difficulty in understanding them. p. 1.

CIEP Garrinch Alegria de Povo (Duque de Caxias)

The big problem is the lack of experience of the teachers and the difficulty in understanding the CIEP's proposal in relation to the students' environment. p. 2.

CIEP Vilar des Teles (São João de Meriti)

The teachers' team is very involved with the in-service training. Nevertheless, they consider that the debates are sometimes very political to the detriment of the practice. p. 3.

CIEP Cora Coralina (Duque de Caxias-Pilar)

The Pilar's community believe in the CIEP project, for it has really given great stimulus to the school. This community awaits other CIEPs for children who live far away.

<u>Document</u>: Secretariat of State Planning and Control following the Special
Programme of Education

Because the Special Programme of Education is a priority in Leonel Brizola's government, it has been the target of strong criticism from the opposition and the media. Each new situation that emerges is a reason to criticise the programme as a whole. In order to identify the mistakes or achievements a project was created, a project to follow the Special Programme of Education, by technicians from the Secretariat of State Planning and Control. This project's objective is to look for problems and difficulties in the Programme in order to solve them and/or to answer the criticisms.

1987

<u>Document</u>: Special Programme of Education: "How-to-study Technique"

The 'How-to-study Technique' in CIEP needs to be a pedagogical activity which supports all subjects. (...) The main objective of this study is to allow the student to develop, in the school, activities which help him to improve his independence, his interest in study and research and his critical faculties. p. 2.

The 5th to 8th Form in CIEPs will need two hours every day of 'How-to-study Technique' p. 6.

The classroom needs to have pedagogical material to back up the 'How-to-study Technique' p. 7.

Analysis and Interpretation

The first report from the Pedagogical Consultancy for Training made clear how the University of Rio de Janeiro was involved in the teacher training (...) merely offering the space for a large number of teachers.

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In November 1986, this Consultancy discussed CIEP's proposal about the reduction of curricular grades in the 5th to 8th Forms. At that time the difficulties of working in an interdisciplinary way had become visible. In 1986, the CIEP reports showed for the first time how the school reality was reacting to the CIEP proposals. In general, they showed a positive reaction; the main comments were about teacher training and the need for it to become less political and more practical.

The document from the Secretariat of State Planning and Control clearly indicated how political change was starting to influence the field of education. In fact, this document emerged in the middle of the crisis between the Municipal Government and the State Government.

The last document, of 1987, tried to reinforce the "how-to-study techniques", as difficulties in this area started to develop.

4.5.2.5. Documents Published in 1988 - 1989

<u>Document</u>: Document of Work
         The Pedagogical Proposal - March/88

Today it is not enough just to fight for a public school. We, teachers, students, head teachers and the community know that more than ever it is necessary to build a better public school because this is the only way to build a really democratic society. p. 11.

It is necessary to redefine the place of the public school in the educational system and in society through improving the work in this school. (...) It is necessary, first of all, to abandon the practice of offering support with false promises. Even if we do not consider the aspect merely from a pedagogical point of view, there is no possible justification in a society with educational

disadvantages, for using educational budgets to correct supposedly bad conditions of health, food and accommodation. p. 11-12.

The aim of creating a more just society is the reason for working together towards a new public school, open for all and managed democratically with a view of integrating pedagogical proposals and the cultural background of the students. p. 13.

It is necessary for the citizen to be able to analyse the world critically, with responsibility, conscience and intelligence, in order to transform himself and his society into a new more democratic society in economic, social, political and cultural terms. p. 13.

The public school is not good because its pupils do not receive the 'tools' necessary to learn to behave as citizens: a critical and renovative faculty. p. 15 .

A pedagogical proposal must relate to the connection SCHOOL and LIFE ... p. 16.

Document: Public Service of the State
        I-Sector : Education Proposals:

The educational policy of the state of Rio de Janeiro has as basic idea the commitment to making the public school valuable as a vanguard for democratic ideals. p. 4.

The competent, life and active public school is the unique base for the construction of nationality. To save the Brazilian, make him respectable, is the school's mission. p. 5.

The curriculum needs to be developed by each school, with the participation

of all people involved in the educational process and not forgetting the integration of education, culture, work and health. p. 5.

The administrative work division (administration, co-ordination, staff work, cleaners, cooks, etc) will be orientated towards a responsible participation of all people involved in the school. p. 5.

The action and integration among schools will be seen as a process of decisions and strategies between Regional Centres of Education (CRECE) and the school. This can be achieved, for instance, through meetings, review courses and several cultural activities, with educational objectives. p. 6.

The intention for the Regional Centres of Education is to allow the realisation of the ideals of a really democratic environment in order to build a society that is more just and respectable. p. 7.

It is necessary to publish documents, to have meetings, to provide pedagogical material and to give support 'tools' to the schools in order to facilitate the teacher's job, in his activities and in the evaluation process. p. 8.

In relation to Physical Education - to develop activities related to school PE and sports, in order to improve the quality of the pedagogical process in the public schools of first and second levels for health and psycho-motor development. For this the following are necessary: courses, training, seminars for teachers, to implement school games, sports centres, and to give PE pedagogical material to the schools. p. 9.

A government which makes education a priority needs to prepare professionals to work in a participative and dynamic public school, committed to educating students who generally come from low social and economic classes. p. 11.

The excessive bureaucratisation of strategies, the inefficient autonomy of local government and the problems found in the communication processes have been obstacles to an efficient administrative system in the Secretariat of Education. In order to solve this, new strategies have to be developed, strategies that allow the Secretariat to control the productivity of the system. p. 14.

Analysis and Interpretation

The last two documents, from 1988 and 1989, came from the new State Government which had been elected at the end of 1987. The first stated: "Today, it is not enough to fight for a public school (...)". It then pointed to the changes, although acknowledging that the fight had started before the last election. Moreover, a discreet criticism of the last government appeared: "It is necessary first of all to abandon the practice of offering support with false promises". A further comment was made that the school must be connected with life in the pedagogical proposal. Nevertheless, it did not develop this idea in practical terms.

The second document about curriculum proposals was quite generic, with emphasis on the commitment of the government to the public school. It proposed that the curriculum be developed by each school. Afterwards, it talked about the Regional Centres of Education and later, about the Secretariat as a controller of the productivity of the system. These relationships were not clear in the document, nor in their practice. The document referred, en passant, to political support and teacher training. The latter was almost extinguished in all of the State after 1987.

The document criticised the bureaucratisation, and it proposed as a solution the creation of 'new strategies', the 'old habit' of Brazilian political change.

4.5.3. Secretariat of Education: Municipality

4.5.3.1. Portuguese Language - 1986

<u>Document</u>: Portuguese Language Proposal: Composition Workshops
Central Team of Language Teachers

There is no consensus on what we are teaching in our classrooms: objectives are very different, sometimes conflicting; there are different kinds of content and different methodologies. This happens because we do not know what and how to teach. p. 3.

We are proposing a Portuguese Language Method centred on: speaking, listening, reading and writing - which are dialectically linked to the idea of thinking critically about the reality.

So, we propose to work in different forms of expression, expanding the Portuguese Language teacher's fieldwork in CIEP. These teachers will help the integration of different codes because they will not only be the traditional Portuguese Language teachers, but they will also have the duty of interconnecting the different subjects, since they use the language to communicate their content. p. 4.

We suggest that the Portuguese Language lessons in CIEP become a 'composition workshop' combining learning about the natural language with its grammatical structure. The grammar, in this context understood as a 'tool' to write, needs always to be carried out through texts. The 'composition workshops' will be done from reading, including at this stage, interpretation, debate, vocabulary and linguistic structure, to the production of the student's text; in other words, the 'redaction' will be a synthesis of linguistic abilities. p. 5.

In the 5th to 8th Form of CIEP, the 5th Form, considering the large numbers of leavers, will receive special support in terms of methodology. The Portuguese Language teacher of the 5th Form will have just one class, so that he/she can give more attention to the students and also orientate the interdisciplinary project. p. 6.

The Portuguese Language evaluation will be made from objectives which orientate our proposal. (...) Grammar cannot be evaluated in isolation; it needs to be part of text produced by the students or related texts which are interpreted and analysed by them. p. 7.

Analysis and Interpretation

From 1985 to 1987, the State and the Municipality of Rio de Janeiro had almost all official documents in common. The document about the Portuguese language proposal was quite clear and basically pointed to three issues: teacher training, interdisciplinarity and method. In comparison with CEMADE the last two issues showed big gaps. Teacher training, which was considered a base for these curriculum proposals, had several interventions from the government. As a result, the teachers did not know how to deal with the new Portuguese Language methods, nor how the language should be interconnected with other subjects.

4.5.3.2. Preliminary Document on Curriculum Proposal: 1988

Document: Official Diary - June /88
Preliminary Document to Discuss Curriculum Proposal

Until now there were curriculum proposals for different subjects. At the end of 1986 preliminary work had begun about a curriculum proposal able to give uniformity to the teachers' work in the Municipality of Rio de Janeiro. (...) The integrators' objectives here are towards a curriculum proposal which does not

emphasize this or that subject. (...) In a horizontal integration the subjects need to be seen as intercomplimentary. p. 4-5.

We understood the public school to be a social environment guaranteed by the state for all citizens who, without discrimination, need to have access to good education. We think that this education involves a socialisation of accumulated universal knowledge and an opportunity to prepare a conscious individual for his social and political role. p. 6.

- Subjects:

Portuguese Language:

We propose a Portuguese Language teaching which emphasises the production of texts (oral and written) and reading, because we believe in the importance of the student's speaking. This will allow him to articulate his thinking through different uses of the language. In this way the student will have proper conditions to develop his critical potential and to acquire new forms of expression. Thus, he will be able to communicate with other speakers in suitable and creative ways. Therefore, we centre our proposal on the process of speaking, listening, reading, writing and the production of texts, spoken or written. Critical reading, we believe, is the best way of learning the mother language. The simple description of grammatical rules with no connection with the environment of the speaker does not expand his linguistic universe nor his communication powers. p. 8.

After this introduction the document showed a list of objectives to be achieved in each form of the school. (From Kindergarden to 8th Form).

Physical Education:

It does not make sense to have a pedagogical practice with emphasis only

on the physical aspects, when the social, political, economic and cultural environment place great demands on the participation of the individual. It is necessary to integrate the physical aspects with the intellectual and social aspects of the students. Moreover, the commitment of Physical Education needs to be with the concept of education: the student is the element of society's transformation. p. 17.

Objectives of Physical Education:

- To evaluate the importance of personal and group relationships in the physical activities
- To re-formulate concepts according to the outcome of individual and joint experiences
- To use the knowledge acquired from lessons in the student's everyday life, with a view to society's transformation p. 20.

Analysis and Interpretation

In 1988, the preliminary documents about discussions of curriculum proposal became almost immediately official curriculum proposals. They reinforced the CIEP programme for Portuguese language and proposed objectives for a broad physical education curriculum, which could not be analysed in the CEMADE plans, because they could not be found there. The only aspect referred to in this document that could be found in CEMADE PE lessons was the physical aspect.

4.5.3.3. CIEP's Analysis - 1989

Document: General Department of Education
           Sub-commission - CIEP's Analysis

The basis of CIEP's concepts were always present in the philosophy of

CIEPs. Nevertheless, it is easy to see that many of them were working (for unknown reasons) in a different way, jeopardising the project and, consequently, the performance of the school and the teachers.

From this evidence it is clearly necessary to think seriously about the school which we are building. p. 1-2.

Arts and the common nucleus need to be integrated, because they make part of a whole. The coordinators need to work as facilitators of this proposal. p. 3.

The 'how-to-study technique' integrated with the common nucleus is very important to the effectiveness of the pedagogical proposal. The 'how-to-study plan' must help the different areas of knowledge in order to further the student's development in relation to his social and intellectual coordination, his logical, spacial and temporal structure, attention and concentration. p. 4.

The work developed in the reading room must be integrated with the activities developed in the common nucleus and arts (...) The reading room group activities need to occur with the cooperation of the ordinary classroom teacher and the reading room teacher, always after common planning and with the guarantee of its evaluation. p. 8.

The pedagogical meetings between school teachers and the Secretariat of Education's team, (all fixed in the time-table) are a time of meditation, study and sharing of experiences, necessary for an educational proposal which has as a basis, the development of an honest and efficient school. p. 11.

Document: CIEP's Work team of 5th to 8th Form

"In the first meeting the following issues were discussed:

1. - Prejudice against CIEP

2. - Manipulation of school places by Departments of the Secretariat of Education with the aim of reducing CIEP's number of students.

3. - Use of student time

4. - Lack of teachers in CIEPs

5. - Training problems

6. - The difficulty of working with the idea of interdisciplinarity

7. - Re-discussion about the coordinator of Portuguese Language of the 5th Form and the Portuguese teacher of the 5th Form.

8. - Political commitment of CIEP's teachers. p. 1.

The more controversial issues in this first meeting were: curriculum, 'how-to-study technique', reading room and cultural activities.

The CIEPs not only offer full time education, meals, baths, buildings in good condition and teacher training, but also a pedagogical proposal with a political commitment. Nevertheless, the outcome of a new educational experience such as CIEP, cannot be seen in a few tumultuous years. (It is good to remember that in 1987-1988 the Saturnino Braga administration did nothing to carry out the proposal; in fact the opposite happened) ... Education needs commitment and seriousness, not just from the teachers, but also from the government. Whatever the pedagogical proposal, it needs time to become a reality. Taking advantage of the very short time for CIEP's implementation, its enemies tried to destroy it. p. 3.

Document published in 1990

Document: Report from the Sub-commission of 5th to 8th Forms:

The curriculum of a full time school needs to preserve the quality of teaching, but it must not become boring, with only lessons all the time. p. 1.

The curriculum of CIEP pre-supposes that one section in each subject, needs to belong to the 'how-to-study technique' related to that subject. p. 2.

Part of this document was present in the CIEP description.

Analysis and Interpretation

The CIEP Analysis document appeared after the election of the new mayor who belonged to the same party as the state government which had created the CIEP programme. The document pointed to some difficulties CIEP was facing and named as possible causes, firstly, the intrinsic difficulties of the pedagogical proposal, e.g. the interdisciplinary approach, and secondly, the political party to which the previous mayor belonged, which according to the current Secretariat of Education jeopardised the CIEP programme.

In the previous documents of the Secretariat, the CIEP's Work Team Document and the CIEP Report from the sub-commission of 5th to 8th Forms, it became evident that the Municipal Government was making efforts to rebuild the CIEP programme. Evidence of this could be seen in CEMADE.

4.5.3.4. Official Diary - 1990

Document: Official Diary - 30/07/90
Resolution no 394

To approve the internal rules of CEMADE as a Demonstration School.

Chapter XV - to maintain an organic link with the pedagogical team of the Municipal Secretariat of Education in order to maintain an effective relationship between CEMADE as Demonstration School and professional preparation of the central sector of the Secretariat of Education.

4.5.3.5. CEMADE: Project and Curriculum Planning - 1990

<u>Document</u>: Demonstration School Project - 1990

The Special Programme of Education in its initial project still considered the CEMADE as a Demonstration School according to page 85 of CIEP's Book. At the end of 1986, the Secretariat of Education confirmed this decision and invited the CEMADE administration to implement the Demonstration School. In 1987, when we started to discuss the structure of this kind of school, political changes in the Municipal Government which brought a new Secretariat Staff, no longer considered the Special Programme of Education as a priority and so the Demonstration School became unviable. Now we are coming to the end of an administration period which can be considered more as a resistance period than a development and improvement period; even with this difficulty we have the commitment with the CEMADE duty. So, as soon as the Secretariat of Education decides to take up the Demonstration School Project again, we are ready to collaborate with these proposals.

Municipal School Complex Desfiles Street
Curriculum Planning

Subject: Portuguese Language, 5th Year, 3rd Bi-monthly

Objectives	Contents
* To identify the central idea expressed in a paragraph and/or text * To divide the text, observing the logical sequence of its structure	- Oral expression * Comprehension and inter-pretation of texts * Summary of texts (oral and written)

Objectives	Contents
* To reconstruct the text observing the logical sequence of its structure * To produce paragraphs and texts from different stimuli and themes * To rewrite texts from own colleagues, observing the ideas and forms	- Study of the paragraph and the text * Logical sequence and organisation * reconstruction of the text
* To determine the grammatical class from the syntactical function observing the possibilities of use and inflection	- Morphology and syntax * Subject * Noun * Personal pronoun * Verb * Subject/predicat. adjunct * Article * Adjective * Adjective clause
* To order words and/or expressions using the the position of words to change the meaning of the sentence * To expand and/or to shorten sentences, observing concordance (nominal and verbal) and the words of relation * To conjugate verbs and to inflect other classes of words studied	- Sentence * Creation/reduction/ expansion position of words and meaning - Verbs * Conjugation (number, person and mood) * Present, past, future (indicative mood)

Analysis and Interpretation

As a rule CEMADE received its official documents from the Secretariat of Education, documents such as the ones discussed above. However, CEMADE had three specific documents: The Curriculum Planning - 1990, The Demonstration

School Project - 1990 and Subject Planning. Curriculum Planning was a document directed only to pre-school up to 4th Form, and part of this document has been used by the teachers from the end of 1990 onwards. For this reason, it was not considered as evidence in this chapter, although it has been used in the CEMADE description.

The document about CEMADE as a Demonstration School talked about teacher training in relation to CEMADE and the Secretariat of Education. The point was that, although interviewees from these two institutions complained about the gap between the university and the school reality, they were also making the same mistake, because the document totally ignored the role of the university in teacher training.

The Portuguese Language Planning was very difficult to obtain, the March/April and the May/June Bi-monthly Plan, and the teachers did not know where they could be obtained. After a great effort, the researcher received these copies, but they were poorly photocopied and were almost unreadable. The third bi-monthly plan (August/September), is shown in full above because it corresponds with the time of the classroom observations. The fourth bi-monthly plan (October/November) was not available until the 20th of November.

The Physical education teachers showed no planning. According to them, they worked with central ideas as their basis, but these central ideas were not clear when the teachers were interviewed.

4.6. Complementary Data: Evidence

Interview with the State Secretary of Education on
Television - TVE, Rio de Janeiro, 20th November 1990

This interview was recorded from a television programme presented by a

well-known television reporter. The researcher considered it of value as it provided complementary data to support the analysis of the opinion of the secretary.

- What is your opinion of the CIEP programme?

> Its costs are very high (...) We were not totally against CIEP. It can even be considered as an ideal school, but it is very, very expensive.

- Do you think that it would be a disaster if the CIEP programme returned to the top of the agenda?
  (This question was asked because at that time the result of the recent election was known and the government elected was the same as the one that initiated the CIEP programme)

> I believe that all this is a political issue. I also believe that the group who initiated CIEP have learned enough (...) I am against full-time school and I have reservations about the architect's model of CIEP. (...) Nevertheless, we must accept that CIEP had one merit: bringing the public school issue into the public debate.

- What did you achieve in your one year and a half in office?
  (This secretary was the third secretary in the four years the government was in office.)

> We achieved almost all of our proposals. The State secretariat of Education has 120,000 employees, we needed to make a choice, and we decided not to be worried about putting our name in history, nor in the press. We have built several schools, and we published one book about ecology and one about democracy. This week we signed an agreement with the federal government to complete our pedagogical proposals.

Analysis and Interpretation

This interview focused more on the political party aspect than on the pedagogical aspect. As it was a television programme, the reporter asked questions which gave viewers an opportunity to compare the last government with the newly elected one. Nevertheless, for this thesis, some significant aspects emerged. Firstly, the interviewee reinforced positions about the CIEP evaluation which some interviewees presented in this research, e.g. the cost of CIEP. Secondly, she did not stress continuity in planning as important, and thirdly, she talked about completing "our pedagogical proposals", which indicated that they were her government's proposals and that these would not necessarily be continued under the next government.

5. Conclusions

As previously argued in this thesis, the curriculum in the Brazilian public school has shown a big gap between its proposal and its practice. The data presented in this chapter relating to the State of Rio de Janeiro offered different viewpoints which on the whole confirm this gap.

This chapter provides evidence, analysis and interpretation related to three arenas in which the mediation process between curriculum proposal and curriculum practice operates. These arenas (political support, bureaucratic structure and teacher training), despite their specific issues, indicated, most of the time, intrinsic relationships among them. Therefore it can be suggested that elements which mediate the translation of curriculum proposal into curriculum practice are present in two or more arenas at the same time.

The political support arena was studied in its continuum between stability and instability by looking at four basic issues: continuity of political support in spite of government change; support in all curriculum phases, from proposal to

evaluation; consideration of school needs, from the evaluation process; and the cumulative and consistent production of documents by the Secretariat of Education.

Political support was found to be a critical point in the mediation process between curriculum proposal and its practice in Rio de Janeiro. It is strongly related to political change, and this linkage had contributed, as the data show, to frequent interruptions in the support which came from the government. The tendency of each government is to abolish the pedagogical support given to the curriculum development which was specifically related to the proposals of the preceding government. The period of each government: four years - sometimes with political party change or changes in the staff at the Secretariat - is not enough to put a curriculum proposal into practice and support it in all phases.

The political support did not take clear evaluation outcomes into account. Most of the interviewees agreed that there was no kind of evaluation, but some interviewees indirectly talked about dishonesty or an evaluation of costs only. In fact, there has been no formal evaluation of curriculum in Rio de Janeiro in the last ten years. The documents produced by the Secretariats in order to support the school pedagogically also reflected the political changes in the State and in the Municipality; they were cumulative and consistent for short periods, corresponding with the time of each government. Frequently, the document which appeared at the beginning of a new government, represented a new proposal, which did not necessarily mean "new" in terms of change, but necessarily meant discontinuity.

The bureaucratic structure arena was studied in its continuum between functioning and dysfunctioning by looking at three main issues: the relations within curriculum change, staff numbers, functions and legislative documents; the staff job descriptions and finally the relations within Secretariats, the school, head teacher, teacher and staff and the translation of curriculum proposal into curriculum practice.

The findings obtained at the Secretariats and CEMADE came closer to identifying dysfunctioning rather than functioning of the bureaucratic structure. The frequent changes in the staff and the ongoing creation and adding of new functions, like the Pedagogical Consultancy for Training of CIEP, made the bureaucratic routine in the secretariats and in the school very confusing.

Another aspect which contributed to the ambiguity of procedures in this organisation was the absence of job descriptions. They have vast bureaucratic structures, as can be observed in the CEMADE organigram, and most of the time their relationship seemed to be very fragmented. As a consequence, the translation of curriculum proposal into curriculum practice was determined rather by chance or by mal-adaptation as happened in the Portuguese Language Proposal, than by planning.

The teacher training arena was studied in its continuum between consistency and inconsistency by looking at three main issues: curriculum change supported by teacher training in the university, secretariat and schools in partnership; teacher training related to all phases of curriculum proposal and curriculum practice and finally, teacher training and the culture.

The teacher training (in this thesis considered as life-long learning) did not fit well with the way that teacher training was carried out in the last ten years in Rio de Janeiro. Most of the teacher training in this period could be characterised as an event rather than as a process present in all phases of the curriculum. The university, the Secretariats of Education and the schools showed lack of integration in the professional preparation of teachers. This seemed to endorse several discrepancies between the public school reality and the training that the teachers received. The public school environment which should be of paramount importance in teacher training often had little relevance to this training. An exception was the CIEP programme, which had as one of its main objectives the development of in-service training towards the public school. The curriculum proposed and the

teacher training for this school needed to be adequate. Nevertheless, the culture of this school and the teacher training received were inconsistent, according to the data obtained. The curriculum practice observed in the everyday running of CEMADE showed clearly that the CEMADE teachers were not well prepared for their jobs in the public school environment. This evident lack of training was also highlighted in most of the documents that were analysed.

Finally, the data transcribed from interviews, meetings and the everyday running of the classrooms suggest that the political support in Rio de Janeiro, the bureaucratic structure as well as the teacher training are social processes that strongly mediate in the relationship between curriculum proposal and curriculum practice. It does not seem to matter whether a proposal comes from the Secretariat of Education of the State or of the Municipality, or even from their own staff. The gap between proposal and practice remains. Proposals lead their own life, so does practice. The proposal is considered a task, practice is another and there are no visible and substantial links between the two.

6. Notes and References

1. State or Municipal Secretariat of Education: this means the Department that is responsible for all education in the State or in the Municipality in organizational, legislative and bureaucratic terms. According to Moyses Brejon (ed.) Estrutura e Funcionamento do Ensino de Primeiro e Segundo Graus [Function and Structure of First and Second Levels],11th ed. São Paulo: Biblioteca Pioneira de Ciências Sociais, 1978, p. 95 "the Brazilian educational system has a hierarchical administrative system. Whatever level of school, there is always a system of authority in different sections. By analogy it is possible to see the hierarchical system of authority as a pyramid, as represented below in Figure 22.

Figure 22. Hierarchical
system of Authority

Federal
Administrative
Level

CFE
and
MEC

State
Administrative
Level

CEE and
Secretariat
of Education

Municipal
Administrative
Level

CME and
Secretariat
of Education

School
Administrative
Level

School
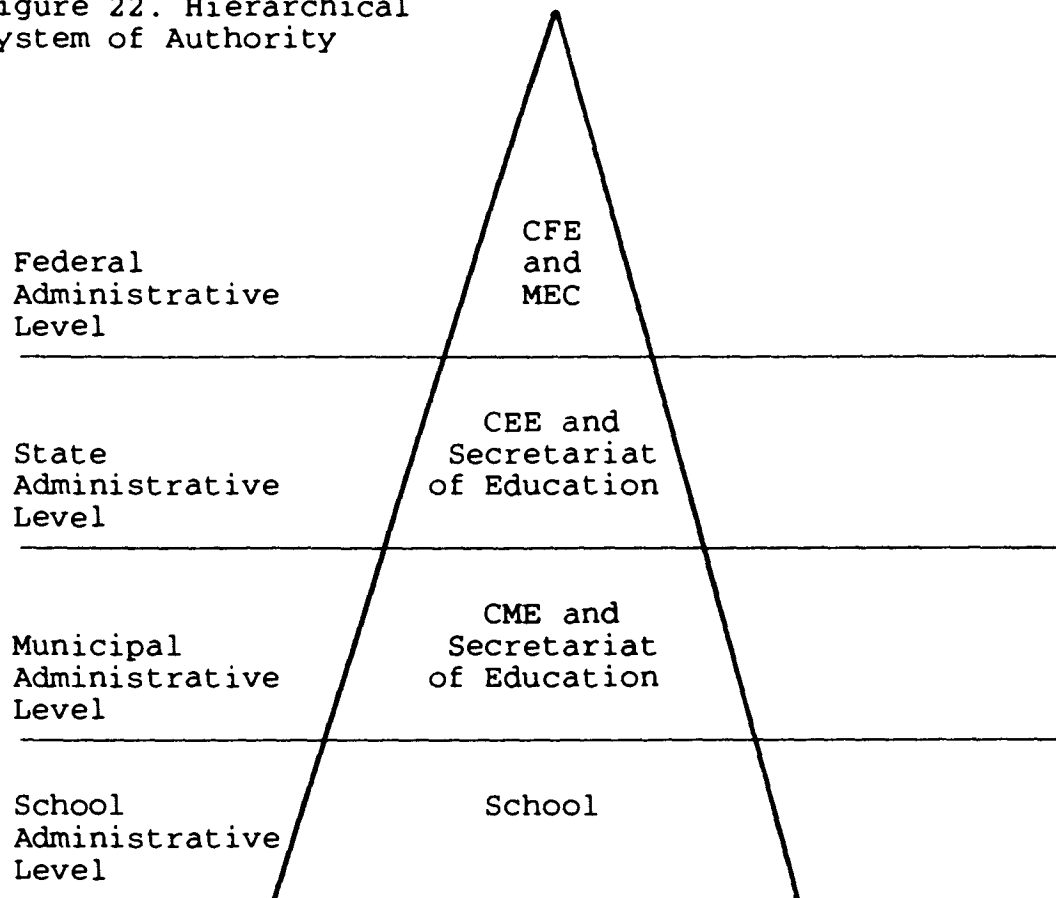
CFE - Conselho Federal de Educação
      [Federal Council of Education]
MEC - Ministério de Educação e Cultura
      [Ministry of Culture and Education]
CEE - Conselho Estadual de Educação
      [State Council of Education]
CME - Conselho Municipal de Educação
      [Municipal Council of Education]

This system of authority is represented here with different steps of educational administration. In each one there is a section responsible for the administration in the first and second levels of education.

2. Qualitative research is associated with a number of different approaches. The

use of participative observation as a method of qualitative research has been associated with research in social sciences, particularly with ethnographic research. As education can be considered a social science, qualitative research can be applied and participative observation can be used as a method. This position is supported by, for instance, Judith Preissle Goetz and Margaret Diane LeCompte in, Ethnography and Qualitative Design in Education Research, Florida: Academic Press, 1984, p. 3, where they stress: "In this book the term "ethnographic research" is used as a shorthand rubric for investigations described variously as ethnography, qualitative research, case study research". Paul Atkinson, Ethnography: Principle and Practice, London: 1983, p.72 comments that ethnography is also known as participant observation. James P. Spradley, Participant Observation, New York: Holt Rinehart and Winston, 1980, preface, identifies qualitative research as ethnography, which, according to him is an anthropologist's classification. Margot Ely et. al., Doing Qualitative Research: Circles within Circles, London: The Falmer Press, 1991, uses the term 'qualitative research' as the umbrella term for all these different approaches. See also Alan Bryman, Quality and Quantity in Social Research, London: Unwin Hyman, 1988, particularly pp. 45-71.

3. Frederick Erickson and Jeffrey Shultz, The Counsellor as Gatekeeper: Social Interaction in Interviews, New York: Academic Press, 1982, p. 33. See also Robert Burgess (ed.), Issues in Educational Research, London: Palmer Press, 1985, pp. 4 - 5 lists several characteristics which are associated with qualitative investigations. a) The theoretical and methodological knowledge base in the study of education; b) the policies that may be initiated by central and local government and by individual schools; c) the practice of education within the classroom...".

4. Martyn Hammersley, Data Collection in Ethnographic Research in Block 4, Data Collection and Procedures, Milton Keynes: Open University, 1979, p. 158.

5. Paul Atkinson, Research Design in Ethnography in Block 3B, Research Design,

Milton Keynes: Open University, 1979, p. 58.

6. Darcy Ribeiro, O Livro dos CIEPs [CIEPs' Book], Rio de Janeiro: Block, 1986, pp. 66 - 67, known as "Livro Preto" [Black Book]. Darcy Ribeiro was the Secretary of Education in the State of Rio de Janeiro from 1983 to 1987. Leonel Brizola, the governor at the time of the publication of that book, wrote in the introduction: ... "This small publication aims to give a brief explanation to the public about the government's achievements in the field of education". This book became the most important document for the CIEP's policy. The majority of CIEP's documents after the "Black Book" refer to it.

7. Martyn Hammersley, Data Collection in Ethnographic Research in Block 4, Data Collection and Procedures ... op. cit., p. 106. See also, Robert Burgess (ed.) Issues in Educational Research. ... op. cit., pp. 180 - 183.

8. Matthew B. Miles and A. Michael Huberman, Qualitative Data Analysis : a Sourcebook of New Methods, London: SAGE Publications, 1984 pp. 17 - 20 recommends several "types of data displays, including graphs, charts, matrices and networks", some of which were used as models in this thesis.

9. Ana Maria Vaz de Assis Medina. Inovação Educational: reflexões sobre sua implantação. [Educational Innovation: considerations about its implementation] in Revista Educação Municipal [Magazine of Municipal Education] Cortez: São Paulo, No. 6, 1990, pp. 59 - 69.

10. The CIEP's pedagogical proposal initially had strong links with political proposals. There were no clear pedagogical proposals, but certain aims. Darcy Ribeiro. Livro des CIEPs ... op. cit. pp. 47 - 48, in section entitled "Pedagogical Proposal" referred fundamentally to political and social changes.

"The CIEP's pedagogical proposal breaks with the old isolationism of state schools

in order to make this school a place of improvement for poor social classes. A democratic school.

CIEPs inaugurate a new stage in the basis of educational history in our country: a stage in which the rights of children start to be respected by the offer of an integrated educational programme, able to mobilize fully the student's potential in the learning process. The pedagogical actions developed in CIEPs emerge through an interdisciplinary concept, in which the work of each teacher integrates, complements and reinforces the work of all the teachers.

It is necessary to believe that the actual historical moment increases the community participation in the main institutions of society. For CIEPs this corresponds to the democratization proposals.

The fundamental element in the CIEPs pedagogical proposal is to respect the cultural environment of the student. The poor children know and do several things that ensure their survival, but, by themselves, they do not have the conditions to learn what they need in order to participate in society. The principal duty of CIEP is to introduce the child into the literacy code, while emphasizing the background of each one.

The school needs to serve as a bridge between the practical knowledge, that comes from the background of the student, and the formal knowledge imposed by the literate society.

11. The industrialization process in the 1950s in Brazil had a strong influence on the urbanization of big cities like São Paulo and Rio de Janeiro. These big cities increased their number of inhabitants so fast that urban life changed after this period. According to Candido Procopio Ferreira Camargo et. al. Crescimento e Pobreza [Growth and Poverty] São Paulo: Loyla, 1976 p. 71. "The urban design after this period changed in a chaotic and confused way, with little infrastructure.

In Rio de Janeiro, the problem became gradually worse. According to Celso Furtado. Formação Econômica do Brasil [Economic Formation of Brazil], Companhia Editora Nacional: São Paulo, 1968. In the Brazilian economy, after 1964, a period called "Milagre brasileiro" [Brazilian Miracle], an illusion of development was created. In fact industrialization increased in quantitative terms, but offered low salaries. People from rural areas, where the chances of survival became more and more difficult, were attracted by jobs in the urban centres and in its surroundings, without the basic economic conditions to live and to find houses there. This aspect had contributed strongly to the growth of the population in the shantytowns in Rio de Janeiro and the creation of new shantytowns.

12. Vitor Henrique Paro, et. al. Escola de tempo Integral [full time school] Cortez: São Paulo, 1988, p. 55.

13. The school classification will be understood as follows:

Level - First level in Brazil means primary school from the first school year to the eighth. According to Lei 5.692/71 - Fixa as Diretrizes e Bases para o Ensino de Primeiro e Segundo graus. [Law 5.692/71 - Establish the national directions and bases for 1st and 2nd levels in Brazilian education]. It established in its Article 20 that the first level is composed of eight school years and that it is compulsory for children from seven to fourteen years old. This Article also gives a statement about pre-school, but it does not regard it as obligatory.

School Year - this classification covers each school year, that the student follows in his school career.

Form - This signifies the group of students in each school year, e.g. CEMADE had in 1990, in the 5th school year, four forms : 501, 502, 503, and 504.

Lesson - The period of time allocated to each subject, e.g. CEMADE timetable in

1990 showed six lessons in Portuguese for the 5th school year per week.

14. Municipality of Rio de Janeiro, Department of Education. Document published on 30th April, 1990- p. 13. This document estimates the number of administrative staff in proportion to the number of classes in CIEPs.

15. Complexo Escolar Municipal Avenida dos Desfiles - CEMADE Planejamento Curricular [Curriculum Planning Municipal Educational Complex Desfiles Avenue] 1990. p. 1. This document establishes goals from pre-school to 4th school year, with their respective contents. It constitutes a syllabus for these school years in 1990, but its introduction is dedicated to teachers who work in all years of the school.

16. Lilian Anna Wachowicz. O Metodo Dialetico na Didática [The Dialectic Method in Didactics], Thesis, Paraná: 1988, pp. 102-103.

17. In the Brazilian educational system students attend only one daily session, and the session will depend on the state administration. In 1990 most of the public schools in the Municipality of Rio de Janeiro were two session schools. Only CIEPs offered one session or what is called full-time schools.

KIND OF SCHOOL	LENGTH OF PERIOD
one session	07:30 am - 15:00 pm
two sessions	07:30 am - 12:30 pm 13:00 pm - 15:00 pm
three sessions	07:00 am - 10:30 am 10:30 am - 14:00 pm 14:00 pm - 17:30 pm
four sessions	07:00 am - 10:00 am 10:00 am - 13:00 pm 13:00 pm - 16:00 pm 16:00 pm - 19:00 pm

18. According to Law 5,692/71. ... op. cit., Art. 20: "The first level in education will be mandatory for pupils from seven to fourteen years. It is the responsibility of each Municipality to make an annual survey of the inhabitants who have reached school age and to send them to school."

CEMADE, like most of the State and Municipality schools, has a large number of students who do not start school until they become 8 years old (Municipality school statistics data -1980)

19. Geronimo Salles, a CEMADE teacher interviewed, in 1990, ex-CEMADE pupils and parents and investigated CEMADE pupil admission documents with a view to find out why many pupils leave the school before they have finished the Primeiro Grau.

20. Resolução No. 8 de Primeiro de Dezembro de 1971 - Anexa ao Parecer 853/71, CFE Art. Primeiro e Segundo. [Resolution No. 8 - 1st December 1971 - Attached Report 853/71, Federal Council of Education, Art. 1 and 2.]

Article 1. "The common nucleus that is mandatory and will be carried out in all educational curricula of the first and the second levels will include the following areas:

      (a) Communication and Expression
      (b) Social Studies
      (c) Sciences

Paragraph 1 - The common nucleus includes specific subjects in all areas:

(a) Communication and Expression: Portuguese language.
(b) Social Studies: Geography, History and Social and Political Brazilian
      Organization.

(c) Sciences: Mathematics, Physical and Biological Sciences.

Paragraph 2 - The following are also mandatory: Physical Education, Arts, Moral and Civic Education, Health Education and Religious Education, the last one being mandatory in public schools only, optional for the students.

Article 2. "The areas that are established as compulsory through their respective subjects will need to be interconnected. If necessary, they can be linked with other subjects that may be added in order to maintain the unity of the curriculum in all phases of its development."

21. Darcy Ribeiro, O Livro dos CIEPs ... op., cit., p. 48.

22. Law 5.692/71....op., cit., Art.4th. See also Municipality of Rio de Janeiro, Department of Education. Relatório da Sub-comissão de quinta a oitava Série [Sub-committee's Report about 5th - 8th school years]. May 1990, p. 3-4. "The suggestion is a common nucleus with 40 lessons per week of 50 minutes each, with extra time for baths and recreation. Our proposal is set out below : (See next page Figure 23. Common Nucleus Proposal)

23. Complexo Escolar Municipal Avenida dos Desfiles - CEMADE Planejamento Curricular [Curriculum Planning Municipal Educational Complex Desfiles Avenue] ... op., cit., p. 1.

24. Demonstration school means a kind of experimental school, whose characteristic is to serve as a field of teacher training. According to Ribeiro, Darcy....op., cit., p. 85 "Demonstration schools were created by a Special Programme of Education, which established certain areas where the pedagogical proposals of the government of Rio de Janeiro at that time could be followed and evaluated. In these schools, recently implemented, the educational process is constantly being analysed and criticised in order to achieve the best results.

Further, these schools, receive periodically, teachers and administrative staff who work or will work in CIEPs but who need experience of the work." See also Complexo Escolar Municipal Avenida dos Desfiles - CEMADE Planejamento Curricular [Curriculum Planning Municipal Educational Complex Desfiles Avenue] ... op., cit., p.2.

Figure 23. Common Nucleus Proposal

COMMON NUCLEUS PROPOSAL	school year			
	5th	6th	7th	8th

Communication and Expression:
    Portuguese Language
    Arts
    Physical Education
	6
	2
	4
		6
		2
		4
			6
			2
			4
				6
				2
				4

Geography	3	3	3	3
History, Moral and Civic Education and Brazilian Social and Political Organisation	4	4	4	4
Sciences	4	4	4	4
Mathematics	6	5	5	5
TOTAL OF COMMON NUCLEUS	29	28	28	28
Foreign Language	2	2	2	2
"How-to-study techniques"	4	5	5	5
Free Choice Activities	5	5	5	5
GRAND TOTAL	40	40	40	40

25. Darcy Ribeiro, O Livro dos CIEPs. ... op., cit., pp. 127-128. "From 5th to 8th school year the classrooms have books for research in the Portuguese Language, Mathematics, Sciences, Geography and History (one book per room) with a variety of authors and approaches. These books are organized on bookshelves by subject. In addition, Historical and Geographical Atlases, young people's literature,

dictionaries, maps and scientific magazines are available. Any book is disposable. Each room has an example of each book published."

26. Municipality of Rio de Janeiro. Department of Education.Relatório da Sub-comissão [Report of the Sub-commission] ... op., cit., p.8.

27. Darcy Ribeiro, O Livro dos CIEPs. ... op., cit., p. 31.

28. ibid., p. 48.

29. Tomas Tadeu da Silva. Currículo, Conhecimento e Democracia: As licões e as dúvidas de duas décadas. [Curriculum, Knowledge and Democracy: The lessons and doubts of two decades] in Caderno de Pesquisa: São Paulo, no. 73, 1990, pp. 59-66.

30. Darcy Ribeiro was the Head of the State Secretariat of Education from 1983 to 1986. In fact he represents the most important counsellor in the creation of CIEP.

31. CPT. Consultoria Pedagógica de Treinamento [Pedagogic Consultancy Training] consisted of sixty teachers in two working parties. One for pre-school to 4th school year. According to Darcy Ribeiro in O Livro dos CIEPs op., cit., p. 84:

a) Refresher course teachers and staff, through intensive in-service training, seminars and other meetings as they become necessary.

b) Orientation of pedagogical - technique team of CIEPs to curriculum organization.

c) Follow up on the implementation process of pedagogic activities, with special emphasis on:

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c1- priority projects (literacy and Portuguese language in 5th school year).

c2- development of study techniques

c3- reproduction of received training by teachers and staff into the CIEPs

d) Follow up on the integration among different pedagogic consultants responsible for the subject projects.

e) Participation in the evaluation in all CIEPs implementation processes.

The administrative structure of CPT is shown in Figure 24. on the next page.

32. Darcy Ribeiro, O Livro dos CIEPS. ... op. cit., pp. 83-84.

Figure 24. Administrative Structure of CPT.

Structure of CPT (PEDAGOGICAL CONSULTANCY TRAINING) of CIEP

```
                    ┌──────────────────┐
                    │   Pedagogic      │
                    │   Consultancy    │
                    │   Training       │
                    └────────┬─────────┘
                    ┌────────┴─────────┐
                    │  Coordination    │
                    └────────┬─────────┘
        ┌────────────────────┼─────────────────────┬──────────────────┐
        │                    │                     │                  │
┌───────┴────────┐  ┌────────┴────────┐  ┌─────────┴──────┐  ┌────────┴─────────┐
│ Working Party: │  │ Working Party:  │  │ Administrative │  │ Coordination     │
│ Pre-school to  │  │ 5th to 8th      │  │ Assessor       │  │ of Demonstration │
│ 4th School Year│  │ School Year     │  │                │  │                  │
└───────┬────────┘  └────────┬────────┘  └────────┬───────┘  └────────┬─────────┘
        │                    │                    │                   │
        └─────────┬──────────┘           ┌────────┴───────┐   ┌───────┼────────┬──────────┐
            ┌─────┴──────┐               │ Coordination   │   │       │        │          │
            │ Team       │               │ of             │   │       │        │          │
            │ Responsible│               │ Training       │ ┌─┴──┐ ┌───┴───┐ ┌──┴───┐
            │ for        │               └────────────────┘ │CIEP│ │ CIEP  │ │ CIEP │
            │ Curriculum │                                  │IPAN│ │ SAD   │ │CEMADE│
            └────────────┘                                  │EMA │ │GONCALO│ │      │
                                                            └────┘ └───────┘ └──────┘

┌────────────────┐
│ Working Party: │
│ Head Master &  │
│ Staff Training │
└───────┬────────┘
   ┌────┴─────┐
┌──┴───────┐ ┌┴──────────┐
│ Team     │ │ Team      │
│Responsi- │ │Responsible│
│ble for   │ │ for       │
│"Deprived │ │ Following │
│Theatre"  │ │ CIEP      │
└──────────┘ └───────────┘
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CONCLUSIONS

This thesis set out to study the relationship between curriculum proposal and curriculum practice in the Brazilian educational system, more specifically in the State of Rio de Janeiro, by means of a case study of <u>Centro Integrado de Educação Pública</u> [Integrated Centre of Public Education]. The purpose of the study was to improve understanding of the relationship between the social processes that occur between curriculum proposal, in the form of objectives, guidelines, programmes or legislation, and curriculum practice as they happen in the everyday running of the school. The core aim was to better understand the wide gap between curriculum proposal and curriculum practice in the Brazilian public school environment.

The one purpose of these conclusions is to assess how the study has contributed to a better understanding of the relationship between curriculum proposal and curriculum practice. That the findings of this study would allow people interested in the curriculum field in general and the Brazilian educational authorities in particular to benefit from the findings and to formulate actions to improve the relationship between the proposals and the everyday running of the school, is an aspiration of the writer of this thesis - but that depends on the diffusion of the research results, which is not our immediate concern here.

The research showed that, during the last thirty years, the Brazilian educational authorities have had numerous discussions, have invested considerable resources and have published numerous documents aiming at improving the conditions of the public school. The research also showed that the net result of all these efforts was below what one would have expected.

Did Law 4.024/61 and Law 5.692/71 have the desired effect on the reality of the public school student? Did the fact that Law 5.692/71 put History, Geography and Social and Political Organisation into one subject, Social Science,

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produce the effect envisaged by the authorities? The obvious answer is no, because six years later the authorities separated the subjects again. Did the fact that Law 5.692/71 required the school to "work by activities" in the first four years, and "by areas of study" in the last four years of the elementary school achieve the desired outcome? The evidence gathered in the course of this study showed that the objectives formulated in the above mentioned laws have not been achieved and that the teachers interviewed during the study were still struggling to understand what they needed to achieve, and that as far as the teachers did not understand the "what", they seemed to have even greater difficulties with the "how".

One thing became very clear, the curriculum proposals themselves, expressed in numerous official documents published by Federal, State and Municipal authorities, were riddled with semantic difficulties and ambiguities. The launching, dropping and relaunching of concepts and approaches brought discontinuity rather than improvement to the Brazilian public education. Schools did not know how to handle the government decisions.

Was this only because of the nature of the proposals? Or was it because the educational authorities focused too heavily on curriculum proposal, ignoring the social processes that were assumed to translate these proposals into practice?

As this thesis set out to find out how this translation mechanism works, to find out what happens 'between' proposal and practice, many studies that have dealt with issues related to curriculum proposal and curriculum practice have been consulted. Most of the literature consulted focused either on proposal or on practice; none was found that dealt specifically with the relationship between proposal and practice. However, two authors consulted could be used as guides in the development of the research design: Michael G. Fullan and Tony Bush.

The conceptual framework which was designed as a tool to analyse the social processes occurring in the relationship between proposal and practice was

based upon the researcher's perception that these processes act as mediation processes. In this thesis, mediation processes are defined as social processes that operate between two or more elements. They are characterised by a continuum which has as its extremes consensus and conflict, acceptance and resistance, agreement and disagreement, adoption and opposition.

The mediation processes imply a number of actions and functions, produced and carried out by a number of intermediaries. In this thesis, these intermediaries are called arenas. Based upon Brazilian educational literature and upon the researcher's background, three arenas were selected as being very important for this study, they are: political support, bureaucratic structure and teacher training.

Political support, coming from government (Federal, State or Municipal) moves on a continuum between two extreme positions: stability and instability. Stability is characterised by ongoing political support regardless of the political party in control, instability refers to the uncertainty resulting from the support being fragmented and depending on the party in control.

Bureaucratic structure has been analysed as moving on a continuum between functioning and dysfunctioning. The term "functioning" is used as meaning: working as intended to work without ambiguity, while dysfunctioning is used as the opposite.

Teacher training is understood as the lifelong education of the teacher and is treated as a continuum with consistency and inconsistency as its extremes. Consistency is related to the understanding, cooperation and sharing of goals between teacher training, curriculum proposal and the everyday running of the school. Inconsistency is related to the absence of such understanding, cooperation and sharing.

The fact that these arenas influence each other, that they themselves are

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subject to social, economic, cultural and political factors and that they are positioned in their own historical context, may raise the question whether the mediation concept is a workable tool to analyse the relationship between curriculum proposal and curriculum practice. Challenged by this question the decision was made to use the concept in West Germany prior to applying it in Brazil. This would allow the researcher to find out how it operates, to refine it and to understand any difficulties that may arise from using the mediation concept as an analytical tool. This 'comparative' element in the study, then, was for the purpose of clarifying and assessing one of the major concepts of the thesis - which is and was not intended to be a full scale comparative study.

West Germany was selected for the following reasons: i) one expects to find good educational results in West Germany, implying that the processes active in the relationship between curriculum proposal and curriculum practice are operating positively; ii) even though the cultural, social and economic circumstances in West Germany are quite different from the ones found in Brazil, at the same time, both countries have a similar federal structure which defines some of the parameters of the mediation process; iii) the researcher had easy access to the West German educational system.

Qualitative research was carried out in Marburg, a small university town in Hesse, one of the eleven <u>Länder</u> of the Federal Republic of Germany. The research findings show that the mediation concept is a useful tool to study and analyse the relationship between curriculum proposal and curriculum practice. The outcome of the documentary study, of the interviews with educational authorities in Wiesbaden, the administrative capital of Hesse, of the interviews with members of the <u>Studienseminar</u> in Marburg and with teachers at the schools visited, and of participative observation confirmed mediation role of the three selected arenas, as being of major importance in the translation of curriculum proposals into the reality of the everyday practice.

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The West German evidence not only showed that these social processes of political support, bureaucratic structure and teacher training, were manifest, but also improved the researcher's understanding of how they operate.

The evidence indicated that political support was quite stable over a long period of time, although a CDU government in the recent past did not show any particular desire to continue to support a programme launched by the preceding government. As a result, that short period was characterised by a certain nervousness, a tendency towards instability. The bureaucratic structure seemed to be functioning as intended and was described as administrative support by interviewees, who tried to avoid the negative connotations which the phrase 'bureaucratic structure' seemed to imply. The mediation concept was probably most visible in teacher training, where the understanding, cooperation and sharing of goals between curriculum proposal, the everyday running of the school and teacher training itself were very consistent.

These findings clearly indicate that the relationship between curriculum proposal and curriculum practice is - in West Germany and in this Land - a positive one and that, as a result, the gap between proposal and practice is minimal, or put differently, the proposal and the practice are very congruent. In this sense, the mediation concept produced results - it was operationally useful.

The mediation concept was then adopted as analytical tool to investigate the relationship between curriculum proposal and curriculum practice in the Brazilian educational system. Political support, bureaucratic structure and teacher training were researched during the fieldwork carried out in the State of Rio de Janeiro.

The following institutions were subject of the study: Centro Integrado de Educação Pública - CEMADE [The Integrated Centre for Public Education - CEMADE], the Secretariats of Education of the State and the Municipality and the Institute of Education of the State University of Rio de Janeiro. These institutions

were selected because theoretically they form the triangle in which curriculum proposal and curriculum practice operate.

The fieldwork, using qualitative research methods, consisted of: i) interviews of students, teachers, staff and head teacher of CEMADE; ii) interviews of members of staff of the Secretariats and the Institute of Education; iii) participative observation at CEMADE in Form 503 and 504; iv) participative observation of the teacher and staff community of CEMADE; v) study and analysis of documents published by both Secretariats. Complementary evidence was obtained from a TV interview of the Secretary of Education of the State of Rio de Janeiro.

Evidence was gathered and analysed, in line with the research design, in order to better understand how political support, bureaucratic structure and teacher training, the three selected arenas, operate in the relationship between curriculum proposal and curriculum practice.

The research findings show that the mediation concept is a workable tool to study and analyse how these arenas operate. At the same time the research confirmed that the three selected arenas are very important as intermediaries in the relationship between curriculum proposal and curriculum practice.

In the political support arena, characterised as a continuum with stability and instability as its extremes, the evidence can be summarised as follows:
- The public school is high on the political agenda, particularly since the Brizola State Government launched the CIEP Programme.
- The political parties use the public school as a theme in their fight for power.
- The "Abertura Democratica" [window of opportunity in terms of democracy] has politicised the education system in the sense that:
i) a number of highly responsible jobs, such as head teacher, are

subject to elections, and ii) staff in the Secretariats and to a certain extent in the public schools change with the change of political party in power.

- The political party in power will use the public school to stamp and seal its period in government. This is usually accompanied by freezing or cancelling programmes launched by the preceding government and launching new ones. This leads to disruption and frustration at the level of curriculum practice and is characterised by a stream of new proposals at such a speed that the schools can't cope with them. Moreover, many proposals are expressed in vague and ambiguous terms, making it very difficult for the schools to understand what they are expected to do and how to do it and requiring still more documents to explain the meaning of the preceding ones.

- The disruption caused by the fragmented, unstable and incoherent political support were felt at all levels of the public school system. At the Secretariats and at the schools, staff did not feel secure in their jobs and were worried. At CEMADE, one had the impression that the school hadn't really started yet. Even the pupils commented about the disruptions, complaining that they didn't know whom to talk to when they had questions.

All this evidence leads to the conclusion that political support, as an intermediary in the relationship between curriculum proposal and curriculum practice, is closer to instability than to stability, and show a tendency to move even closer to instability. In this environment it is legitimate to ask how the educational authorities can expect the teachers to believe in new proposals, to translate them into everyday classroom reality and to narrow the gap between proposal and practice. Based on the evidence gathered in this study, one can only conclude that, in the Brazilian educational environment, political support, or rather the lack of stable political support, contributes to widening the gap between curriculum

proposal and curriculum practice.

The arena of bureaucratic structure, characterised as a continuum with functioning and dysfunctioning as its two extremes, was studied at three levels: i) at the State Secretariat of Education, ii) at the Municipal Secretariat of Education and iii) at CEMADE.

The research findings can be summarised as follows:
- Each of the three seemed to work in an almost perfect isolation, although all three recognised the need to cooperate and to get out of their isolation.
- The number of staff functions at CEMADE seemed to be disproportionately large for the size of the school expressed by numbers of students and teachers.
- Staff functions were not supported by job descriptions, which resulted in staff doing what they thought was good, rather than what was needed. This also caused a lot of overlap between different functions.
- Staff changes, as a result of political support influences, were frequent and disruptive. These changes made people worry more about job security than about doing a good job.
- The bureaucratic apparatus is very costly and absorbs an unreasonably large part of the education budget, as the report published by the Worldbank in 1986 shows. See Chapter I, Notes 33, 34 and 35 for details.

This heavy bureaucratic structure, working in isolation without proper job descriptions, producing worries about job security and very dependent on political support, cannot function effectively as an intermediary in the relationship between curriculum proposal and curriculum practice. It shows a clear tendency toward dysfunction.

Teacher training defined as the lifelong education of the teacher was characterised as a continuum with consistency and inconsistency as its two extremes. Consistency is defined as being supportive of the objectives and the content of the curriculum proposal. This arena was studied through interviews at CEMADE, at the Secretariats of Education and at the Institute of Education of the State University of Rio de Janeiro.

The following evidence was obtained:
- The Institute of Education did not specifically prepare the teachers to work at public schools.
- The teachers' work experience took place at a school that is quite different from the average public school in terms of its pupils, their social, economic and cultural background and their aspirations.
- There was no cooperation between the Institute of Education, responsible for the initial teacher training, and the Secretariats of Education, responsible for the in-service training.
- In-service training, as organised by the Secretariats of Education, was irregular, inefficient and consisted mostly of members of the Secretariats visiting schools, meeting with teachers and leaving them with some recommendations.
- One major effort was made to support a new proposal through well planned and coordinated teacher training. This was done by the CPT, specifically set up to support the implementation of the CIEP Programme through teacher training. This project largely failed due to influences coming from the political support arena. A change in government caused the CIEP Programme to come to a grinding halt, although the government elected during the research period may revitalise the Programme.
- The sporadic in-service training, as well as the CPT effort to support the CIEP implementation, lacked clear direction and a well structured programme of training.

- Teacher training was almost never included in the curriculum proposal. The exception being the above mentioned CPT and its in-service training.
- The Institute of Education did not make any changes in its initial teacher training as a result of new curriculum proposals.

The evidence shows that teacher training in the Brazilian educational system is characterised by inconsistency, i.e. initial teacher training at the Institute of Education and in-service training are not designed to support the achievement of the objectives set out in the curriculum proposals and they do not prepare the teachers to effectively deal with the social, economic and cultural background of the average public school pupil.

As a result it can be concluded that teacher training, as an intermediary in the relationship between curriculum proposal and curriculum practice does not contribute to narrowing the gap between the two.

The evidence makes it clear that the three arenas studied and analysed show strong interdependencies and influence each other. The fact that these arenas themselves are subject to social, economic, cultural and political factors and that they are embedded in their own historical context was also very evident all through the study.

The evidence gathered, studied and analysed in this thesis shows that, in the Brazilian educational environment, the mediation concept can be used as an analytical tool to analyse the intermediaries active in the relationship between curriculum proposal and curriculum practice.

The evidence allows the conclusion that political support tends to be unstable, that the bureaucratic structure does not function as intended, and that teacher training was not characterised by understanding, cooperation and sharing

of goals between curriculum proposal, the everyday running of the school and teacher training itself.

These findings clearly indicate that one can still find a wide gap, or a lack of congruence, between curriculum proposal and curriculum practice in the Brazilian educational system.

The researcher, at all times concerned with the bad results of the Brazilian public school, hopes to have contributed to the understanding of how this occurs through the social processes that play an active role in shaping the relationship between curriculum proposal and curriculum practice. Clearly, how this improved understanding may be useful to the Brazilian educational authorities aiming at narrowing the existing gap between curriculum proposal and curriculum practice, is not merely an intellectual matter. Moving this understanding (this proposal) into action (practice) is a task to be undertaken from the writer's university position in Brazil, and from the writer's position, in wider arenas, as a citizen of Brazil.

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