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A discursive investigation of the representation of Brazilian public school education in a World Bank Report

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DEDICATION

I dedicate this Thesis, to my parents, Albino and Piedade, who made me believe in God, and above all, in the importance of education in the construction of real citizenship.

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ABSTRACT

A discursive Investigation of the Representation of Brazilian Public School education in a World Bank Report.

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This study takes for granted that economicist discourses have been colonizing several orders of discourses by means of a symbiotic relationship that, when occurring in a web of social and discursive practices, contributes to both legitimize and materialize an economic-managerial view of education. Within this problematic social context, the main interest of the present study, which is qualitative in character, is to investigate how discursive practices construed under neo-liberal ideologies represent Brazilian public school education and its teachers. In order to pursue this purpose, this study examines the Executive Summary (ES) of the 2001 World Bank Report entitled *Teachers Development and incentives: A strategic framework* (WBR) in the light of critical discourse analysis (Fairclough, 1992; 2004; Chouliaraki and Fairclough, 1999) and systemic functional linguistics (Halliday, 1994; Halliday and Matthiessen, 2004). Within a socio-semantic perspective, Van Leuween 's (1996) categorization for social actors and Lemke's view of condensation are employed as analytical tools for scrutinizing the lexical choices World Bank (WB) experts employ to refer to the main social characters analysed in this study, namely, Teachers, the Government, the Educational System, and the WB. At this level, the principal findings obtained indicate that these social actors are either backgrounded or depicted by means of condensed nominalizations (CNs). These CNs, which have the potential to exempt the Government and the WB from the responsibility for unpopular managerial measures, are centred on the metaphor of the changes which Brazilian public school education must undergo to conform to international and neo-liberal standards of quality. When analysed in a functional-systemic perspective, the transitivity patterns employed in the ES point to Teachers and the Educational System as the very core of the proposed changes, which explain their high frequencies as Goal and as Phenomenon of the Government as Actor. As expected, results indicate that WB experts are mostly depicted as Sensers and Sayers, which contrasts sharply with the representation of Teachers, who as the most frequent Phenomenon of the WB, are neither expected to reflect nor to express viewpoint and beliefs about their professional role in Brazilian public schools. The study concludes that the WB favours the construed necessity for teachers and the educational system to comply with performance-oriented patterns of quality associated with neo-liberal values and market-driven skills for employability. This last point is a topic for further research regarding its impact on teachers' identities and education.

Key-words: Globalization; Neo-Liberalism; Critical Discourse Analysis; Systemic Functional Linguistics; Public Education.
(Number of pages: 143)

RESUMO

Uma análise do discurso da representação da escola pública brasileira no relatório do Banco Mundial

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Este estudo parte do pressuposto que um discurso economicista vem colonizando várias ordens do discurso através de relacionamentos simbióticos que, quando ocorrem em uma rede de práticas sociais e discursivas, contribui para a legitimização e materialização de uma visão econômico-administrativa da educação. Neste contexto social, o principal interesse deste estudo de natureza qualitativa é investigar como as práticas discursivas construídas sob ideologias neoliberais representam o ensino e os professores da escola pública no Brasil. Para tanto, este estudo examina o *Executive Summary* (ES) do Relatório de 2001 do Banco Mundial chamado *Teachers Development and incentives: A strategic framework* (WBR) à luz da Análise Crítica do Discurso (Fairclough, 1992; 2004; Chouliaraki e Fairclough, 1999) e da lingüística sistêmica funcional (Halliday, 1994; Halliday e Matthiessen, 2004). Na perspective semântica, são empregadas como ferramentas analíticas a categorização de atores sociais de Van Leuween (1996) e a visão de condensação de Lemke (1995) para analisar as escolhas léxicas que os especialistas do Banco Mundial (BM) empregam quando se referem aos principais personagens sociais analisados neste estudo, a saber, os Professores, o Governo, o Sistema de Ensino e o BM. As principais descobertas indicam que estes atores sociais são mostrados ou revelados através de nominalizações condensadas (NC). Estas NCs, que potencialmente isentam o Governo e o BM de responsabilidade em casos de medidas administrativas não populares estão centradas na metáfora das mudanças que a educação brasileira deve sofrer para conformar-se aos padrões de qualidade internacionais e neoliberais. Quando analisada a partir da perspectiva sistêmico-funcional, os padrões de transitividade empregados no ES apontam para os Professores e o Sistema Educacional como o centro das mudanças propostas, o

que explica suas altas freqüências como *Goal* e *comoPhenomenon*, e do Governo como *Ator*. Como esperado, os resultados indicam que os especialistas do BM são em sua maioria retratados como *Sensers* and *Sayers*, o que contrasta significativamente com a representação dos Professores. Destes, como o Fenômeno mais freqüente do BM, não se espera reflexão ou expressão de opiniões ou crenças sobre seu papel profissional nas escolas públicas brasileiras. O estudo conclui que o BM favorece a necessidade construída de que Professores e Sistema Educacional devam conformar-se a padrões de qualidade neoliberais voltados ao desempenho e associados a valores e habilidades orientadas pelo mercado visando a empregabilidade, sugerido como tópico de futuras pesquisas sobre o impacto na identidade e a formação de professores.

(Número de páginas: 143)

LIST OF CONTENTS

LIST OF FIGURES

LIST OF TABLES

CHAPTER 1 - INTRODUCTION

> 'If people and things are repeatedly talked about in certain ways, then there is a good chance that this will affect how they are thought of'. (Stubbs, 1990, p. 8)

1.0 Preliminaries

Recent social research has shown a deep concern with the nature and effects of the changes following the process that has been denominated globalization (Gentili, 2000; Harvey, 1989; Guiddens, 1991; Chomsky, 1999; Frigotto, 1998). Above all, these scholars have pointed out that developed and developing countries have had markedly different experiences with globalization; whereas the first were ready to cope with the deep cultural, social and economic changes imposed by contemporary or late modern[1] society, most of the latter have not yet fully transitioned to industrialization or had access to the advances in information technology. As a result, the gap between the rich and the poor has increased so strikingly after the advent of globalization that it has been compared to a new imperialism imposed by international corporations, such as the World Bank (WB) or the International Bank for Reconstruction and Development (IBRD) apparently supported by the United States of America (US) and its rich partners (Chomsky, 1999; Fairclough, 2004).

In Brazil, the strong influence the WB exerted on macroeconomics politics in the nineties, and particularly on the education area, is indisputable. In trying to make these bonds clearer, Fonseca (1998) claims that the credits the WB granted to Brazilian education are part of the country's external debt with the International Monetary Fund (IMF), which

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[1] The terminology 'Late Modernity' was firstly used by Guiddens (1990).

together with IBRD and other three institutions (see section 2.3, Chapter 2) make up the World Bank Group (WBG). In addition to Fonseca (2001), the salient convergence between the reforms on education proposed by the WB and those Fernando Henrique Cardoso's (FHC) government de facto implemented, in 1996, in the National Education Orientation Law & Guidelines (LDB), is ratified by several researchers such as Altmann (2002), Shiroma et al (2000), and Correia (2000).

Grounded on these sociological views, I wrote a pilot research paper (Gama, 2004) in which I investigate, from a Critical Discourse Analysis (CDA) perspective, the two first paragraphs of the Executive Summary (ES) of the *Teachers Development and Incentives: A Strategic Framework* (WBR henceforth)*,* a WB report published in 2001.[2] Despite the little amount of analyzed data, the results seemed to corroborate a discursive convergence between WB experts and the Brazilian government as far as the representation of public school teachers is concerned: while in the first paragraph the WB praises the Brazilian government for having advanced the reforms which made it possible to reshape a formerly 'inequitable' and 'inefficient' educational system 'to one poised to support its status as a 21st century economic power', the second one, reportedly based on educational authorities' concerns, openly identifies teachers' low quality and poor teaching practices as a limitation factor in Brazilian education.

Still focusing on the discursive convergence pointed out by Gama (ibid.), the involvement of Brazilian education authorities and the WB seems to become more evident when the WBR (p. ix) also attributes to Brazilian public teachers 'the persistence of a

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[2] In addition to analysing the two first paragraphs of the ES, this paper also brings examples from the report itself whenever they help clarify some points I made in the discussion.

culture which tends to blame the student–and not the teacher or the school–for children's learning difficulties'. On page 12 (ibid) this *culture* is identified as a 'culture of failure', which is coincidently the main topic in a 1999 newspaper article. In this article, former Minister of Education, Paulo Renato de Souza also holds this 'fracassomania' or 'school failure culture' responsible for the problem of repetition and drop-outs in the Brazilian public school system, which seems to have been used as a discursive strategy giving support to the reforms implemented through the LDB during FHC's government (1995-2003). In de Souza's own words[3]:

> The problem of repetition is undergoing a series of efficient measures… the initiative' was disseminated to all states, attracting partners and showing that we can overcome the culture of school failure and all the losses and damages it causes to the country. And it was about time. Due to this "failure-mania", now in checkmate, million of adults used to internalize a feeling of defeat that was not theirs, causing them to leave their schools early. Thousands of teachers became frustrated in their professions and the governments wasted significant technical and financial resources [My translation].

As it can be presumed from the problematic issues pointed out above, the discursive representation of Brazilian public education has not been unaffected by international discourses which directly equate economic development with the highest quality of education, often attributing to teachers the responsibility for the success or failure of the educational policies carried out by educational authorities.

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[3]

   'O problema da repetência está sendo enfrentado com uma série de ações eficazes... A iniciativa se propagou por todos os estados, atraiu parceiros e indica que podemos vencer a cultura do fracasso escolar e todas as perdas e danos que traz ao país. Era hora. Por conta dessa fracassomania, agora em xeque, milhões de alunos introjetavam uma derrota que não era sua e deixavam a escola. Milhares de professores frustravam-se em seu ofício e os governos desperdiçavam vastos recursos financeiros e técnicos. ' (O Estado de São Paulo, 04/08/1999)

Therefore, the main objective of this study is to investigate neo-liberal and globalized viewpoints encoded in the discursive representation the WB makes of Brazilian public education. The object of study selected for analysis is the ES of the WBR[4]. Within this perspective, the following two sets of research questions frame this study:

1 -Who are the main social actors involved in the representation of Brazilian public education encoded in the ES of the WBR? How are these social actors represented from a socio-semantic standpoint? Which grammatical choices predominate to identify them?

2- What experiential values do grammatical structures have? What types of processes and participants predominate?[5] How do results relate to globalization and neo-liberal policies? What is meant by quality education and teacher quality?

1.1 The Study

This work is a study of the discursive representation of Brazilian public school education and teachers carried out by the powerful transnational corporation known as the WB. Particularly, it is interested in investigating how neo-liberal and globalized policies on public education interrelate with the representation of Brazilian public school education and its teachers.

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[4] Chapter 3 attempts at classifying the ES as an obligatory element in expert reports, providing further explanation for its selection as data in this study. See the complete text of the ES in Appendix 1.
[5] These terms and the theoretical framework they belong to are explained in chapter 3, where the main theoretical rationale grounding this thesis is presented.

It is qualitative research that acknowledges the significant role language has played in creating and reproducing reality. As such, this study draws on a view of discourse as social practice, i.e., discourse as transforming and being transformed by major cultural, social and economic changes that have taken place in late modern societies. It finds theoretical support in the theory of CDA as advocated by Fairclough (1989; 1992) and Fairclough and Chouliaraki's (1999), and in Halliday's Systemic Functional Linguistics–SFL (1985; 1994; Halliday & Matthiessen[6], 2004). These theoretical perspectives will be further explained in the theoretical rationale presented in Chapter 3 below.

The methodological procedures used to answer the research questions posed in this study are also borrowed from SFL, which Chouliaraki and Fairclough (1999) themselves have adopted as the appropriate analytical framework for CDA. As such, the object of study is a written text (the ES), which will be analysed from the experiential perspective, which construes a model of experience through the analysis of the transitivity grammatical features that characterize clauses in a social-cultural context (i.e., Actors, Processes and Circumstances), as well the study of the lexis mostly associated with the primary and secondary social actors in the ES.

For readability's sake I introduce the methodological procedures in the sections that precede the data analysis proper, namely in Chapter 4 and Chapter 5.

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[6] From now on I will employ H & M

1.2 Motivation for the Study

My very first contact with the WB and its experts took place in 2002. As the coordinator of NELLE[7] (as is known the language center of the university of Vale do Itajaí –Univali) at that time, I was appointed to act as a translator in some of the several meetings Univali's leading directors were having with WB experts from the educational and economic fields, so as to have a loan request approved.[8]

As some of these translation tasks also included official written documents of the WB, I was provided with the original copy of *Secondary Education in Brazil: time to move forward,* published by the WB in March 2000. This report discusses the challenges facing secondary education in Brazil (such as high dropout and repetition rates) and, its fourth chapter, represents teachers 'as the single most important educational input' among other five factors[9] (p. 45). Moreover, it announces that the issue of teacher quality and teacher training would be fully covered in a forthcoming report entitled *Teachers Development and Incentives: A Strategic Framework,* which came to be published on December 6, 2001.

The primary incentive I had to investigate the ES of this document is that it seems to epitomize the ideology of economic discourses, which strongly advocate the reform of educational systems to ensure that they fully contribute to the economic adaptations required of rapidly changing globalized markets; secondly, the recurrent theme of public teachers (low) quality is portrayed from the viewpoint of a giant multinational economic,

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[7] Núcleo de Estudos de Línguas e Literaturas Estrangeiras.

[8] At the end of the process, these experts were supposed to write a report recommending that the loan be given provided that some conditions were satisfied by Univali's decision makers. These conditions included changes both in the financial-managerial model and in the quality education and assessment methods employed by the university then. Eventually, Univali decided not to accept WB's terms and aborted the loan process.

[9] The other factors presented in order of importance are: school facilities and educational materials; night shift and instructional time; principals and governance, and curriculum.

recognized as a neo-liberal institution. Finally, as an English teacher and discourse analyst myself, I was eager to engage in a mode of research that should help to provide Brazilian educators, language teaching professionals in special, with tools to recognize, avoid and resist ideology-based and disempowering discourses.

1.3 Relevance of the Study

This study is significant for a number of reasons. First of all, it tackles the delicate issue of the subtle exercise of power manifested by the expert or technical discourse of a 'top-dog' transnational organization on the public educational system of an 'under-dog' indebted country. Secondly, it analyses the 'the context of culture' and 'context of the situation'(cf. Halliday, 1994 Chapter 3.3 below) in which the object of study was produced, posing questions about the WB's neutrality despite the scientific tone of technical reports (cf. Lemke, 1995 Chapter 3.6.1 below).

Corroborating the belief that the radical transformations occurring in this new capitalist society are largely discourse-driven (cf. 1.1 above), the main contribution of this study may be its attempt to corroborate with the claims made by theorists from other areas such as, Education, Social and Political Sciences, and CDA, concerning the 'colonization' of Education by Economics, and new possible interpretations of traditional educational values such as quality within this new model. In doing so, this study also seeks to unveil a discursive construction of public school education grounded on the neo-liberal premise that the public sector fails to meet the needs of contemporary society.

1.4 Organization of the Thesis

The study is divided into five chapters. Chapter one presents the purpose and the relevance of this study in view of the socio-economic context briefly outlined here. It also introduces research questions and presents a brief account of the study.

Chapter two offers an overview of the literature on globalization as a fertile ground for neo-liberal policies on Brazilian public education. It also reviews the literature on the WBG, with special emphasis to national and international criticism on the WB as an educational financial organism.

Chapter three introduces the main theoretical rationale lending support to the analysis of the ES, focuses on CDA as a branch of discourse analysis, and adopts Fairclough's theoretical perspective, which is greatly influenced by Foucault's (1972) and the Gramscian (1971) concept of hegemonic power and relations. Moreover, it also introduces the basic tenets of SFL, specifying kinds of processes, participants involved and strategies to background them.

Chapters four and five start the analysis proper: while the former investigates the main social participants from Van Leeuwen's (1996) socio-semantic perspective, the latter explores the experiential meanings evidenced by the analysis of the transitivity system, with special attention to prevailing processes and participants in the ES.

Finally, Chapter six concludes with an overview of the results in relation to the main purposes outlined in the introduction to this study points out its limitations and suggests possible pedagogical implications and further research.

CHAPTER 2 - GLOBALIZATION AND NEO-LIBERALISM: THE WORLD BANK AS A MULTINATIONAL CORPORATION

2.0 Preliminaries

In order to make the discussion about the marketization of public education raised in the introduction to this study more transparent, this chapter concentrates on Globalization and Neo-liberalism, which constitute the very essence of the social reforms advocated and implemented by the World Bank in developing countries worldwide.

2.1 Overview of the Literature on the New World Order

There is a consensus among defenders and antagonists as well, that globalization has been primarily regarded as an economic phenomenon that has, in turn, spread its influence over social, political and cultural life. In the nineteen-sixties, Marshall McLuhan made the first reference to a 'global village', understood as the result of new information technologies and communication. Corroborating this view, Chesnais (1996) claims that not only had the term globalization first appeared in prestigious USA business schools in the early nineteen-eighties, but that the process of globalization itself gained wide international recognition via the work of famous financial marketing experts.

However, as a rather complex, dynamic and controversial process, which involves several dimensions of knowledge (such as technology, economy, politics, society, culture, and the environment), there is no unique definition for globalization. Actually, depending

on the social, cultural and disciplinary background of the definer (as well as on his/her ideological orientation), different and sometimes conflicting perspectives are likely to co-exist.

Over the past decade, globalization has become a pervasive term both in academic and everyday discourses. It has been used to describe various facets of contemporary society, among them the worldwide proliferation of communication technologies, the rise of multinational organizations and corporations[10] and the threat it poses to the power and sovereignty of nation-states. Nowadays, it is well accepted that globalization, seen in its economic historical facet, dates back at least to the birth of capitalism in the fifteenth century. However, according to Scholte (1997, p. 427), 'globalization is a term that has come to be used in recent years increasingly frequently and, arguably, increasingly loosely.' The author goes on to defend the view that although capitalism should not be excluded from any globalization theory, one must not neglect some important aspects such as knowledge, identity, community and ecology.

In the same vein, Scholte (ibid) claims that the notion of globalization has always carried with it the idea of 'borders'– cross-border, open-border and supra-territorial (or trans-border) relations. However, argues Scholte, the first and second uses of globalization are quite redundant. On one hand, the first use of globalization as cross-border relations has

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[10] A multi or transnational corporation is one that operates in several nations, although it usually has a main head office for global management coordination. Very large multinationals such as Coca-Cola and McDonalds have budgets that surpass those of many countries.

been often equated with the idea of the 'internationalization' of trade and migration, which, a social practice for centuries, has long been documented in the language(s) used for international relations. On the other hand, its second use as open-borders is used synonymously with 'liberalization' of barriers to international trade by national states. However, this idea of removing government-imposed restrictions in order to create a borderless world economy had already been advocated by liberalists in the 19th century.

The third use of globalization, which is the most innovative and insightful according to Scholte (ibid), conveys the idea of supra-territoriality or 'universalization', of transcending borders and conceiving the world as a single, homogeneous place. As Scholte himself (1996:45) observes, in this usage global means 'worldwide 'and 'globalization is the process of spreading various objects and experiences to people at all corners of the earth.'

The fourth distinction equates globalization to the idea of the 'westernization' (in special the 'Americanization') of people and their cultures. Globalization is thus seen as the rebirth of a kind of imperialism that, through a process of homogenization, is able to annihilate pre-existent cultures. This distinction can be better understood both in Schiller's (1991) references to the imperialism of powerful US corporations, among them Hollywood films and CNN, and Khor's (1995) well-known definition: 'Globalization is what we in the third world have for several years called colonization.'

The fifth distinction made by Scholte (ibid.) identifies globalization as 'deterritorialization' or the spread of the supra-territoriality notion discussed above. In this

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respect, Guiddens' (1990) theory of space-time distanciation[11], which also refers to social space, releases contemporary society from territorial space, i.e., people and things become liberated or, in Giddens' terminology 'disembedded' from concrete space and time. Taking another stand but still contributing to the notion of globalization as deterritorialization, Harvey's (1989) time-space compression theory points to the fact that if the same event is simultaneously experienced by individuals in diverse locations, they effectively live in the same space.

Finally, recent social theorists have conceived globalization as the growing integration of economies and societies around the world. Along with this view, deterritorialization may play a crucial but by any means exclusive role in the globalization process, for since most human activities are still territory-bound, the more decisive aspect of globalization lies in the way distant events and forces impact on local and regional events (Tomlinson, 1999).

Although it is evident that some of the definitions presented above may either overlap or contrast, their focus on different aspects of globalization points to the fact that it is now a phenomenon that is at the root of the social, economic and political situation of the twentieth-first century society.

As globalization has been mostly connected with neo-liberal ideologies both by its defenders and contenders, the next sub-section aims at reviewing neo-liberalism definitions, central tenets, as well as provide an overview of some critique made at globalization as a neo-liberal maneuver to implement the WB's neo-liberal policies.

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[11] A process 'which tears space away from place by fostering relations between absent others, locationally distant from any given situation of face-to-face-interaction.'

2.2 Neo-liberalism

As far as definitions are concerned, neo-liberalism has been described as a 'new' kind of classical liberalism in its political as well as economic aspects. Apple (2004), however, disputes such a description. According to him, although classic economic liberalism and neo-liberalism largely follow the central tenets of economic liberalism, the crucial differences between them lie in the fact that while the former is essentially a moral or philosophical concept which also comprises other aspects like, for instance, education and culture, the latter is primarily an economic doctrine which relates progress in all its facets to free market/ laissez-faire or non-governmental intervention[12] in the private sector.

In fact, although the prefix 'neo' may suggest some connections between neo-liberalism and new liberalism, the Keynesian[13] model of the Welfare State totally rejected the classical liberal idea, to be later adopted by neo-liberals, that a market system generally functions well if the State limits its intervention to the creation of some conditions for markets to operate effectively.

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[12] Based on 18th century liberal principals of Adam Smith, Milton Friedman (1912-2006), the U.S. Nobel awarded economist and authority on neo-liberalism, developed the Theory of Monetarism, which dominated the US since the New Deal. The two main tenants of Friedman's theory are: 1-Individual freedom should rule economic policy; and 2-the free market will be successful provided that governments do not intervene in its operations.

[12] John Keynes (1883-1946) an English economist, considered to be the father of macro-economics, believed that only full employment could make capitalism grow. He also believed that the government should intervene by using fiscal and monetary measures in order to combat the adverse effects of economic problems.

Keynes strongly advocated government intervention in economic affairs, such as spending and controlling interest rates, as a strategy to either avoid or control economic recessions like the Great Depression of the 1930s. In his view, the State should achieve full employment and provide its citizens with free social services, such as health and education, in an attempt to build national integration based on the concept of citizenship.

The Welfare State emerged in the post war society and faced its most strong criticism in the late seventies, when the economic crisis of the 1980's, brought about by the Middle East oil crisis in 1979, led Margaret Thatcher[14] and Ronald Reagan[15] to reject the Welfare Model and adopt the neo-liberal one. This is so true that the terms Thatcherism and Reaganomics have been many times used interchangeably with neo-liberalism.

Neo-liberalism basic tenet −no restrictions should be imposed to free trade and investment− is supported by the dogmatic belief that markets automatically lead to optimal results whenever they are allowed to operate without interference. The actual policies following these premises are opening the countries to foreign investment by lowering tariffs; privatization of state enterprises; removal of trade barriers; deregulation of capital markets; balancing the government budget by cutting or eliminating funding for social services.

Based on the belief that equality (a basic belief in socialist doctrines) turns men into slaves (Hayek 1980), neo-liberalism preaches individualism and free competition. According to the neo-liberal principles, free market forces are naturally going to select the

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[14] British Prime Minister from 1979 to 1990.
[15] U.S. president from 1981 to 1989.

best ones based on their competence and productivity. Following this perspective, failure or success would merely be a question of individual merits.

Nevertheless, this 'natural' selection of the market has been challenged by prominent social scientists of our times such as Bourdieu (1998). In Bordieu's opinion, this unrestrained global capitalism, a radical antagonist of the Welfare State attempt to protect citizens against the effects of the market by providing society with free public services, has significantly accentuated the gap between the rich and the poor, intensified the exploitation of labor, and produced a new kind of imperialism led by international financial agencies, under the tutelage of the US and its rich partners.

As far as this imperialistic view is considered, Chomsky (1999) has been one of the most severe critics of pro-market neo-liberal policies, particularly in developing countries where, according to him, they have been more devastating than the process of colonization. In special, Chomsky refers to the power of transnational institutions like the WB and IMF, which are led by the USA, in prescribing the economic policies to be followed by these developing countries. Henwood (2003, p. 60), in a similar vein, claims that globalization has often served 'as a euphemizing imprecise substitute for imperialism.' However, Henwood contests the widespread idea that the role of the State is 'withering away under a new regime of stateless multinationals' (ibid). To him, as a usual practice for centuries, the neo-liberal project has been imposed by States acting in the interests of private capitals.

2.3 The WB introduces itself

According to a section of the WBG's website (www.worldbank.org) denominated 'Archives', the World Bank was created during World War II, at Bretton Woods, New Hampshire, and 'expanded from a single institution to a associated group of coordinated development institutions, evolving from a post-war reconstruction and development to its present day mandate of worldwide poverty alleviation'.

The web page also informs the Bank has now become a group that encompasses five closely associated institutions, each of which plays a distinct role in the mission to fight poverty and improve living standards. They are the IBRD (International Bank for Reconstruction and Development), the IDA (International Development Association), the IFC (International Financing Center), the MIGA (Multilateral Investment Guarantee Agency) and the ICSID (International Center for the Settlement of Investment Disputes).

Moreover, the section 'About Us', which among other things informs readers about WB's Strategic Direction, Mission Statement, and Organization, also explains that the term 'World Bank' refers specifically to two of the five institutions, the IBRD and the IDA, a trust fund which is managed by the IBRD, and that together, these two organizations 'provide low-interest loans, interest-free credit and grants to developing countries'. The website adds that the IBRD by itself 'provides loans, policy advice and technical assistance to the governments of creditworthy low and middle-income countries. It charges interest rates well below those offered by commercial lenders.'

It is also emphasized that the WB 'is not a "Bank" in the common sense', but 'one of the United Nations specialized agencies', being made up of 184 member countries, which

'are jointly responsible for the way the institution is financed and how its money is spent.' Also according to the WBG's website, the owners of these organizations are the governments of the member nations which have the ultimate decision-making power over all issues, be they political, financial or membership-related.

Readers are also informed that as one of the world's largest sources of development assistance, the WB 'works to bridge this divide and turn rich country resources into poor country growth.' In order to support its claims, the WB explains that it raises almost all its money from the World's financial markets. The page also informs that in 2002 the WB made $23 billion and provided loans totaling $11.5 billion in support of 96 projects in 40 countries. Besides the loans, the WB is also reported to have relieved the debt of 26 Heavily indebted Poor Countries (HIPC), saving them, according to the WBG site, '$41 billion over time' which 'will instead be put into housing, education, health and welfare programs for the poor'. The WB also reports to have provided developing countries with $20.1 billion in 2004, including its finance or technical expertise, for 245 projects aimed at 'helping these countries reduce poverty.' (Accessed July 2005)

As education is considered central to development, the WB announces itself to be the world's largest external funder of education, working closely with national governments and United Nations agencies. In the WB' own words (ibid):

> We have committed around US$23 billion in loans and credits for education, and we currently fund 157 projects in 83 countries. We work closely with national governments, United Nations agencies, donors, civil society organizations (such as community groups, labor unions, Non Governmental Organizations and faith-based groups), and other partners to support developing countries in their efforts to make sure that all children, especially girls and disadvantaged children, are enrolled in and able to complete a primary education by 2015.

2.4 The centrality of education in the neo-liberal agenda of the WB

In order to substantiate the analysis of the discourse of the WB on Brazilian education and its teachers to be carried out in this study, it is vital to understand how the neo-liberal economic model followed by the WB came to determine the centrality of education in peripheral or third-world countries, as well as the neo-liberal policy guidelines prescribed to 'improve' the quality of education in these countries.

However, before focusing on Brazil, it is vital to emphasize that the view of education as a major tool to face new economic challenges involved in late capitalist economies, particularly, the increased national competition for goods and labor, was not limited to third world countries. In fact, the belief that educational curricula should be business and industry-oriented in order to contribute to the economic adaptations required by modern society also greatly influenced educational policies in OECD[16] developed countries such as the USA, the United Kingdom, Australia, Italy, Germany and Japan.

The urgency to adapt educational systems to the demands of this 'new economic order' came to determine the implementation of reforms carried out by means of governmental policies. According to Chappell (2001), the predominance of economic discourses in the formulation of these educational policies is commonly labeled as new vocationalism. New vocationalism requires not only a new work organization willing to contribute to national economic imperatives, but also new workers with new knowledge and skills.

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[16]   Organization for Economic Co-Operation and Development.

Still following Chappell (ibid), in addition to new vocationalism, economic rationalism[17] has also influenced contemporary educational policies'. It defends the privatization of public assets and the development of commercial and business practices within 'market-style' state services, and the promotion of the culture of enterprise in the public sector (including education) through greater financial accountability, quality and competition.

Due to the change of paradigm experienced in the nineties, public services began to be considered inefficient in managerial, financial and service provision terms. As a result, Brazil was no different to the majority of countries worldwide which began to implement their neo-liberal structural and quality reforms and, like other countries in South America, followed the prescriptions of the IMF and the WB.

2.4.1 The WB sets the Brazilian Educational Policies

In the early seventies, with the military regime, Brazil revived its good relationship with the WB, which had been broken up since the government of Juscelino Kubitschek[18] and degenerated with the socialist stand taken by João Goulart[19], before he was deposed by a military coup d'etat in 1964. Indeed, until the 1970s, WB's policies in Brazil were restricted to technical cooperation and financial support for infrastructure and energy projects, considered essential for the economic growth of the peripheral or third world countries. In the seventies the WB started to finance the social sector, which includes

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[17]   Market-oriented reform within the Australian Labor Party which, in general terms, means neo-liberalism.
[18]   Juscelino Kubitschek de Oliveira (JK) (1902- 1976) was President of Brazil from 1956 to 1961.

[19]   After Jânio Quadros resignation in 1961, João Belchior Marques Goulart became the 27th president of Brazil until March 31st, 1964.

education, health and rural development. In fact, Brazil became the greatest receiver of WB's loans in the 1970's and, according to Fonseca (1996), the WB financed several projects aimed at the technical and vocational teaching in Brazil as an attempt to provide the productive sector with qualified technicians. Still according to Fonseca (ibid), the WB allocated its investments in the educational sector, in accordance with the development targets of each country, (which were pre-established by the IMF), educational budgets and the limitation of each job market. Based on these premises, the policy documents of the WB in the seventies already presented economic arguments to diminish education costs, suggesting an informal education via TVs and radios, and the privatization of public education.

In the neo-liberal turn of the 1980s, the WB and the FMI became responsible not only for ensuring international creditors the payment of external debts, but also for restructuring the economies of these indebted countries by adjusting them to the global market. For that reason, according to Soares (1996), both institutions began to impose a new modality of loan known as or Structural Adjustment Programs or SAPs.[20]

During this decade, the WB directed its policies at primary education, the four first years of 'ensino fundamental', as a crucial sustainable development strategy. According to a WB study on demographic growth, primary education was more likely to prepare women to accept a family planning and get engaged in productive life, thereby diminishing poverty and lessening the threat of destabilizing Western societies. According to Torres (1996), the

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[20] It is a neo-liberal term for describing the policy changes implemented by the WB and IMF in developing countries. It will be further explained in this study.

emphasis on primary education was reinforced in the World Conference of Education for all in 1990, which was co-sponsored by UNESCO, UNICEF, PNUD[21] and the WB.

Although the 1982 debt crisis had made most Latin American countries extremely dependent on the WB and IMF, Brazil, which was considered insubordinate to the Washington Consensus[22] for resisting, for some time, to the WB's interventionist policies (even declaring the partial moratorium of its external debt in 1989), finally submitted to the power of 'the new lords of the world'[23], what may especially be said to be true in the governments of Collor de Mello and FHC in the nineteen-nineties.

In 1990, soon after he took office as the first elected president after the 20 year-military regime, Collor de Mello started the process of adjusting the Brazilian economy to the demands of the WB neo-liberal global agenda by cutting public expenditure, renegotiating the external debt, starting the privatization program and, above all, by opening the national markets to international goods and services. However, in Brazil, as in the rest of the developing world, international competition confirmed that the national markets were not ready to compete with international post-Fordist multinational corporations. According to Soares (1996), the neo-liberal policies applied to the Brazilian economy by Collor de Mello decreased Brazilian per capita income and increased poverty

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[21] United Nations Education, Scientific and Cultural Organization, the United Nations Children's Fund , and the United Nations Procurement Division

[22] In 1989, John Williamson coined the term 'Washington Consensus' to refer to a set of policy reforms proposed by Washington-based institutions to Latin America countries (Williamson 1990). Later, Williamson (1999, p.251-252) revisited the term and concluded that the term has acquired several meanings, as he noted: 'I find that the term has been invested with a meaning that is significantly different from that which I had intended and is now used as a synonym for what is often called 'neoliberalism' in Latin America, or what George Soros (1998) has called 'market fundamentalism'.

[23] Chomsky's 1995 criticism of the WB and the IMF.

and social exclusion in the country; the percentage of Brazilians who lived below the line of poverty (or 'breadline') increased from 29% in 1980 to 39% in 1990.

Fernando Henrique Cardoso, the next president elected after Collor's impeachment, continued to implement the reforms prescribed by the WB. During his government[24], the process of economic openness was enlarged, privatization of public-owned enterprises was intensified, and a series of constitutional changes were approved in order to be in harmony with the policies of multilateral financing institutions (Soares, ibid). It was exactly during FHC's government that profound 'structural reforms' in the educational system, defended as fundamental by FHC and his Minister of Education, Paulo Renato de Souza, were approved and implemented.

FHC was largely criticized for having fit the new LDBEN/96[25] to the WB's recommendations, which are seen as economicist views of education based on the diagnosis of the public education system failure. Torres (1996, p. 138), for instance, states:

> WB Economists, based on logics and economic analysis, make recommendations for education. The cost-benefit ratio and return on investment constitute the central categories upon which the educational tasks, investment priorities (educational levels and production factors to be considered), profits and quality itself are defined.'[26][My Translation]

She also adds that the documents of the sector policies of the WB, like the one under investigation in this study, reveal a misunderstanding of educational basic concepts such as

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[24]   FHC was president of Brazil from January 1995 to December 31st, 2002.

[25]   Lei de Diretrizes e Bases da Educação Nacional (National Education Orientation Law & Guidelines)

[26] 'As propostas do BM para a educação são feitas basicamente por economistas dentro da lógica e da análise econômica. A relação custo-benefício e a taxa de retorno constituem as categorias centrais a partir das quais se define a tarefa educativa, as prioridades de investimento (níveis educativos e fatores de produção a considerar), os rendimentos, e a própria qualidade'

curriculum (reduced to subject contents). More serious, in Torres' (1996) opinion, is the fact that the educational model proposed by the WB (and accepted by the Brazilian government), emphasizes quantitative and thus observable aspects to the detriment of the qualitative ones, which in her view constitute the essence of education.

2.5 International Criticism

Despite the strong humanitarian rhetoric of the WB, whose current Mission Statement is evidenced in the motto 'Our dream is a world free of poverty'[27], there is a lot of criticism challenging the Bank's stated objective of poverty reduction.

First of all, a general analysis is that the WB is primarily controlled by a few developed countries (notably the United States) that would benefit from advancing their interest), while the recipients of the loans have almost exclusively been developing countries. In this point of view, the WB would favour the installation of foreign enterprises, to the detriment of the development of the local economy and the people living in this country. Some critics (cf. Henessy 2003, below, for instance) argue that a different governance structure would take greater account of developing countries' needs. In 2004, the United States held 16.4% of total WB votes, Japan 7.9%, Germany 4.5% and UK and France each held 4.3%. Both the U.S. and the Europeans have veto power over each other's choices.

Though repeatedly relied upon by impoverished governments around the world as a contributor of development finance, the WB is often and primarily criticized by opponents

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[27] WBG's number one goal for the millennium stated in the Declaration of the Millennium (2000), in which most countries of the World committed themselves to eradicate poverty until 2015.
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of corporate 'neo-colonial' globalization. These advocates of counter-globalization' blame the Bank for undermining the national sovereignty of recipient countries through various SAPs that pursue economic liberalization and de-emphasize the role of the State.

In Brazil, social scientists and education professionals such as Correia (2000), Shiroma, et al. (2000), Gentili (2002), and Fonseca (2001) have accused the WB of conditioning the concession of financing for education in indebted countries to neo-liberal policies centered on the prescription of stringent economic measures. The writings of these social scientists express clearly their beliefs that the policy of credit for social sectors was largely the result of a deep concern that the social movements emerging in Latin America in the nineteen-sixties could challenge the stability of developed countries. Actually, in the words of McNamara, President of the Bank from 1968 to 1981, the measures targeted at reducing poverty through a fair distribution of wealth represented not only 'a moral objective but were, above all, a political imperative to protect the stability of the western world' (McNamara, 1972, p. 1.070, apud Fonseca, 2001, p. 87).

These social scientists (ibid.) also defend the thesis that the radical reforms (or in the WB's terminology, structural adjustments) carried out in the education system by the Brazilian government in the last decade appear not only to hold a strong similarity with the WB's expert recommendations, but also to reflect its economicist concept of education. According to Shiroma (ibid), these structural reforms were not imposed by force, but rather, were the result of successful articulation between the Brazilian government, some intellectuals and the media, resulting in a hegemonic consensus:

> 'The reforms of the nineties, differently from that of the nineteen-seventies, were not dropped on us from above. The media, undermining our common sense with the help of intellectuals and

opinion makers, in secret and slowly manufactured the mercantilization of Education.'[My translation][28]

Along this critical stance, Nelson (2003, p.1) claims that the WB has been more successful in favoring conditions that 'breed poverty rather than alleviating it' by imposing 'structural adjustments programs', which include the reduction of investments into social programs by the government (welfare state) and the privatization of essential services such as public education, medical assistance, water and electricity. He also adds that 'the World Bank and the IMF cannot be separated in their intentions and results from the other transnational institutions that business interests have helped establish in an effort to supersede the authority of nations' (ibid, pp. 3-4).

Hennessy (2003), in turn, challenges the WB's alleged shared decision-making power by saying that capital subscriptions determine a country's voting strength in the Bank and that currently, the USA controls of the WB's voting stock. The writer argues that most of the loans offered by the WB 'do not come from the capital subscriptions of its primary G7 lender nations,[29] but from selling its bonds on the world financial market and then charging borrowers a higher interest rate than it pays its bondholders' (ibid. p.41). Like Nelson (2003), Hennessy (ibid. pp.41-42) claims that rather than reducing world poverty, the WB has actually deepened 'the immiserization of masses in debtor countries because many of these countries must devote huge portions of their national budgets to paying back their creditors.'

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[28] 'A reforma dos anos de 1990, diferentemente dos anos de 70, não caiu como pacote sobre nossas cabeças. Foi se infiltrando pela mídia, minando o senso comum, cooptando intelectuais e formadores de opinião. Às ocultas, progressivamente, busca-se impor a mercantilização da educação. '

[29] The World's richest nations: the USA, the UK, Germany, France, Japan, Italy and Canada.

In order to make her point, Hennessy explains that the role of transnational agencies such as the WB and the FMI, which have played a role in regulating the market since the end of World War II, have been transformed since the 1970's by neo-liberal macroeconomic policies, which have limited the authority of the state as far as protection of business property is concerned. In fact, both agencies have become 'administrative and regulatory institutions that ultimately respond to corporate economic interests' (ibid, p.41). Then, in the eighties, the WB started to attach SAPs to its loans, promoting the neo-liberal flag of privatization as the answer for the 'debt crisis' involving Third World countries, as well the problem of overproduction in highly developed capitalist sectors.

Also according to Hennessy (ibid, p.42), SAPs involve a series of neo-liberal economic adjustments including 'privatizing formerly state or public-funded services; balancing the government budgets by cutting or eliminating funding for such social services as health and education; selling off publicly owned assets, including community-held lands; allowing foreign corporations to repatriate profits; and opening the country to foreign investment by lowering tariffs and creating or expanding free-trade zones where low wages would be guaranteed and organized labor suppressed.' To conclude her reasoning that the WB's mission of alleviating poverty in the world is mere rhetoric, she states: 'Not only have SAPs contributed to the rising income and wealth disparities in the developing world, they have helped enrich corporate investors in the World Bank itself (who made $22 billion between 1996-1998) and in the debtor countries as well' (p.42).

In a similar vein, Nelson (2003, p.4) states that the World Trade Organization (WTO), the WB and the FMI were referred to at the April 2000 protest rally in Washington, D.C.[30], as 'the unholy trinity of greed'. Hennessy (ibid. p.43) also employs the use of religious metaphors when she mentions George and Sabelli's (1994) *Faith and Credit: The WB secular Empire*. In their view, the hegemony of the Bank, i.e., the way in which the Bank manages to be respected and 'intellectually dominant' in spite of what it does, is achieved because 'like the church, the Bank believes itself to be invested with a moral mission, and in executing this mission it sets itself against the state.'

These SAPs mentioned by Nelson (ibid) or structural reforms, referred to by Shiroma et al. above, began to be implemented in 1990 by Latin American and Caribbean countries after the World conference on Education for All[31] in Jomtien, which was sponsored by the UNESCO, UNICEF, UNPD and the WB.[32]. According to Shiroma et al. (ibid, p. 62), the ideological bases for Brazilian education in the nineteen nineties were launched in this conference and inspired the publication, by the Brazilian Ministry of Education (MEC), of the 'Plano Decenal de Educação para Todos' (Ten- year Plan of Education for All) in 1993. In Shiroma et al's opinion, this Plan was also an indication that the educational project

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[30]   Massive Rally and Non-Violent Protest at the IMF & WB in Washington DC Sun-Mon April 16-17, 2000.

[31]   Representatives of 150 countries and 150 non-governmental agencies met in The World Conference on Quality Education for All in Jomtien, Thailand, in 1990. The participants established education for all and the eradication of illiteracy as the main goals to be achieved until the year 2000. Ten years later, in Dakar, the results of these ten years were presented. In order to prepare the World Forum on Education in Dakar, five regional meetings and a conference of the nine most populous countries in the world (E9) were organized. These countries are Bangladesh, Brazil, China, Egypt, India, Indonesia, Mexico, Nigeria and Pakistan

[32]. This fact explains the claim that the WBG's recommendations started to be implemented in Brazil in the nineties, before the publication of two of the most influential reports of the WBG on Brazilian education *Secondary Education in Brazil - Time to Move Forward* and Teachers Development and Incentives: *A Strategic Framework)* which were published respectively in 2000 and 2001.

prescribed by the WB, which also co-sponsored the Jomtien (1990) and Dakar (2000) forums on education, would be implemented in Brazil. Moreover, Shiroma et al. report that some bills of the 1996 National Educational Orientation Law & Guidelines (LDB) reflected clearly the recommendations of these multilateral organisms: [33]

> While the National Educational Orientation Law & Guidelines was being discussed in the National Congress, the Brazilian government was imposing its educational project by decrees, resolutions and provisional measures, linking it to the proposals established the Jomtien Forum and the overall international interests, as attested by the documents of the Economic Commission for Latin America and the Caribbean' [My translation].

The theories of and criticisms on globalization and neo-liberalism would certainly deserve a much more detailed and complex discussion were this study social and not linguistic in its intrinsic character. However, by recognizing that education has not become immune to the discourses and practices involved in the globalized neo-liberal paradigm, which came to empower transnational corporations, this Chapter aimed at providing a brief overview of the social, economic, historical and political rationale underlying the role of the WB in helping to determine the policies that were to mould Brazilian educational discourses and practices in the late nineteen-nineties.

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[33] Entretanto, à medida que a lei da educação nacional era debatida, o governo impingia, por meio de decretos, resoluções e medidas provisórias, o seu projeto educacional, articulado aos desígnios firmados em Jomtien e aos grandes interesses internacionais, como atestam os documentos da CEPAL (Comissão Econômica para a América Latina e Caribe).

CHAPTER 3 - THE THEORETICAL RATIONALE

3.0 Preliminaries

This Chapter is concerned with the theoretical rationale that, in my point of view, is best suited to the central aim of this thesis, i.e., to carry out a critical analysis of the discursive representation of Brazilian public school education by the WB. I start by focusing on the development of CDA as a branch of discourse analysis and an approach towards the examination of social problems which are both manifested in discourse and embedded in hegemonic power relations. Next, I present a brief literature review on influential CDA scholars and their research, followed by an explanation of Fairclough's perspective, the one adopted in this study. Finally, I conclude the chapter with an overview of the main theoretical-analytical perspectives SFL offers this study: Halliday's system of transitivity, Van Leeuwen's personalization and impersonalisation devices, and Lemke`s special view of nominalization as condensation.

3.1 Critical Linguistics and CDA: An overview of the Literature

As it was mentioned in the introduction, this is a study of the discursive representation of Brazilian public education and teachers carried out by a powerful transnational corporation known as the WB. As the issue of power relations between Brazilian government authorities and the WB experts permeates the study, it urges for a theoretical framework that transcends strictly linguistic analysis to investigate how people (or the

institutions they belong to) use language 'to produce, maintain and reproduce positions of power through discursive means' (Van Dijk, 2001, p. 96).

Although there is a vast literature on Critical Linguistics (CL) and CDA, the purposes of the brief literature review provided below are: 1-to situate the object of research in this thesis within the CDA broad area of investigation of language in new capitalism, which according to Fairclough and Chouliaraki (1999) and Bourdieu (1998) has emerged as a new and significant area of critical research; 2- to describe CDA both as a theory and a method (Fairclough, 2001) which draws upon SFL (Halliday 1994; H &M, 2004).

According to Meyer (2001, p. 15), some differences between CDA and other sociolinguistic approaches to discourse analysis may be explained by its general principles. First of all, CDA scholars 'play an advocatory role for groups who suffer from social discrimination' by making explicit frequently hidden power relationships. Second, taking for granted that all discourses are historical and, therefore, can only be understood in relation to their context, CDA takes account of extra-linguistic components such as culture, society and ideology. Thirdly, from the perspective of context, the relationship between texts and society is not at all deterministic but mediated by discourse.

Only in the past few decades, research in the area of Linguistics focused on the relationship between language and power. Up to the seventies, linguistic studies were more concerned with pragmatic and socio-linguistic competence evidenced by the sentences produced by speakers (cf. Levinson, 1983; Labov, 1972: Hymes, 1972) than with texts, their production and interpretation in social contexts. Fowler (1996) states that Language and Control (1979), written by Gunther Kress, Tony Trew and Bob Hodge and himself, a group of scholars working at the university of East Anglia in the seventies, introduced the

term 'critical linguistics' to refer to the study of language as a means of transcending the mere description of the language system developed by mainstream linguistics. By associating a social theory of the functioning of language in political and ideological processes with linguistic text analysis, the main concern of CL is to provide an explanation of the 'hows' and 'whys' particular discourses are produced. In fact, Fowler and his associates started demonstrating how some syntactic structures such as passives or nominalizations could either accentuate or mitigate the agency and the responsibility for actions, hence assuming political and ideological functions.[34]

In a very didactic chapter entitled 'what CDA is about–a summary of its history, important concepts and its developments in Methods of Critical Discourse Analysis (2001), Ruth Wodak, herself one of the first critical linguists, points out (ibid: 2) that both CL and CDA 'may be defined as fundamentally concerned with analyzing opaque as well as transparent structural relationships of dominance, discrimination, power and control as manifested in language.' However, she makes clear that although in recent times CDA is mostly preferred to refer to the theory associated with CL in the past, both theories are often used interchangeably. [35]

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[34] Although recognizing that critical linguists had already expressed their own criticisms of earlier work, Fairclough (1992, p. 28) points out some limitations in CL, in particular its neglect to regard discourse 'as a domain in which social struggles take place, and change in discourse as a dimension of wider and social cultural change'.

[35] Wodak (ibid, p.4) also explains that CDA as a 'network of scholars' like, Van Dijk, Fairclough, Kress, Van Leeuwen and herself, emerged in the early 1990's. According to her, this network had the opportunity to discuss, in a small symposium supported by the University of Amsterdam in 1991, different theories and methods of discourse analysis, specifically CDA. Afterwards, *Discourse and Society*, which was launched by Van Dijk in 1993, brought the above-mentioned approaches together and, since then CDA has grown to become an established paradigm in linguistics all over the World. In Brazil, we may mention Caldas-Coulthard (1996), Meurer (2001, 2005) and Heberle (1997, 2001), Izabel Magalhães (1986) from the University of Brasília-UNB (responsible for the translation of Fairclough's 1992) and Célia Magalhães from Universidade Federal de Minas Gerais –UFMG.

Before starting reviewing Fairclough's contribution to CDA and making connections with the main concerns of this thesis, it is noteworthy mentioning that although Fairclough's writings are all very important to ground this dissertation in theoretical terms, his research in language in new capitalism has strongly influenced my decision to investigate the representation of Brazilian education by the WB for a number of reasons: firstly, as it was discussed in the introduction to this thesis, the WB is a true representative of neo-liberal, global, economic and hegemonic transnational discourses; second, the report investigated in this thesis is typical of expert knowledge technical discourses, which tend to make policy recommendations as if they were objectively based on facts; finally, it is a chance to investigate if and how Brazilian public educational discourse is being colonized by global economic discourses.

3.2 Fairclough's contribution to CDA

Working in a social and critical perspective, Fairclough has contributed with many articles and books that establish CDA as a direction of research that focuses on various dimensions of power. Fairclough (1989) concentrates on the issue of discourse and power, and develops the idea that relations of inequality in society are mostly based on commonsensical or ideological discourse. In his view, ideology primarily resides in 'the unsaid' or 'naturalized implicit propositions'. Later on, in 1992, he draws upon the concept

of intertextuality coined by Kristeva in 1969 to analyze the force of presuppositions, the 'already-said' or 'pre-constructed', as important sites of ideology.

By conceptualizing language 'as a form of social practice' or 'discourse', Fairclough (ibid, pp. 22/23) sets out to articulate a vision of discourse that is both socially constituted and socially constitutive. In addition, Fairclough proposed a critical language awareness approach to language (CLA), and draws attention to the role played by discourse in the subjugation of powerless people and nations. In this thesis, I share his view that CDA has emancipatory objectives (1992; 1995; 2001), and is focused upon the issues of asymmetrical relations of power. Since, historically, Brazil has been taking the 'underdog' position imposed to indebted and poorer countries by developed and powerful 'top-dog' nations, it is my intention to scrutinize the linguistic mechanisms used by the experts of the WB to supposedly 'manufacture the consent'[36] of Brazilian governing and intellectual elites as far as structural and quality neo-liberal reforms designed by WB experts for Brazilian school public education.

Within this democratic and emancipatory vein, by assuming that teachers worldwide have been urged to adapt their professional knowledge, roles, skills, beliefs and practices (in sum, their professional identities) to meet the needs of the new economic order, another concern in this study is to reveal how public school teachers are represented in the analyzed document. In deciding to undertake this task, I take on the socio-constructivist vision of discourse and social identity defended by Bakthin (1981) and other critical discourse

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[36] The use of the term 'manufacturing of consent' by Fairclough (1989, p.4), nominates the kind of violence that is shaped and exercised mainly through ideological discourse. Resistance to this non-coercive form of violence based on economic power, and the development of a critical conscience are, according to Fairclough, the first steps towards emancipation

analysts. According to this position, meaning is a social construct mediated by specific discursive practices and negotiated by interactants in symmetric and asymmetric relations of power which take place in particular socio-historical circumstances. Underlying these ideas, there is the Foulcaultian's (1972) claim that the way power is shared in society is a central characteristic of the view of identity as a social construct.

Focusing on the use of spoken or written language as a three-dimensional system (text, discursive practice and social practice), Fairclough (1992) sets up the concept of discourse, and argues together with systemic linguists (as we will see later on) that discourse or language in use should not be dissociated from the social facets of the world.

As far as the first dimension –text– is concerned, both linguistic forms and meanings should be taken in consideration. In fact, according to Fairclough (1995), any textual analysis presupposes a 'theory of language' and a 'grammatical theory'. It is in this dimension that Fairclough applies Halliday's (1985; 1994; H & M, 2004) SFL, which 'has the virtue of being 'functional'–it sees and analyses language as shaped (even in its grammar) by the social functions it has come to serve' (Fairclough, 2001, p. 126).

The second dimension ─discursive practice─ encompasses processes of text production, interpretation and consumption. As already stated, Fairclough (1995, p.9) shares with SFL the view that 'the analysis of texts should not be artificially isolated from the analysis of institutional and discursive practices within which texts are embedded.' Thus, while stressing that the interpretation of texts is a dialectical process, which is the result of the interpretative resources readers bring with them to the text and from the text

itself, Fairclough focuses on the need for CDA to combine textual analysis with social and discourse analysis of the routines of producing, consuming and distributing texts.

In this study, I contemplate the third dimension ─social practice ─ which is concerned with issues of ideology and power. Fairclough (1989; 1992; 1999; 2004) has drawn on social theorists to explain the central role played by language in the reproduction of ideologies and the maintenance of the status quo in the transition from modern to late modern or capitalist societies (cf. introduction). In my point of view, the analysis of social practice is crucial for the development of my reasoning within this thesis of the ways the managerial and economicist ideologies have molded the WB discourse on Brazilian public education and teachers.

As far is ideology is concerned, this thesis draws on Fairclough's definition of ideology (1992, p. 87) as 'significations/constructions of reality (the physical world, social relations, social identities) which are built into various dimensions of the forms/meanings of discursive practices, and which contribute to the production, reproduction or transformation of domination.' Fairclough (ibid, p.5) explains that 'reproduction' has to do with the 'mechanisms through which societies sustain their social structures and social relations over time.' Drawing on Foucault (1979), Fairclough maintains that ideology invests languages in various ways at various levels, and claims that the more naturalized 'as common sense, the more effective ideologies embedded in discursive practices become.'

In terms of power, as explained in the introduction to this study, I assume Gramsci's (1971 apud Fairclough 1992) hegemonic view i.e., power as leadership and dominance across every societal domains, and a focus of constant struggle. Fairclough (1992, p. 92)

claims that outstanding genres associated with management and advertising appear to be 'colonizing' (cf. Habermas 1984 apud Fairclough 1992) the orders of discourse of various contemporary institutions and organizations.

As already explained, in Fairclough's viewpoint (1995), prevailing social forces determine major social and cultural changes affecting contemporary societies. 'Commodification' or 'marketization' of discourse', i.e., assigning an economic value to something that traditionally would not be measured in economic terms, is one of these major changes.

The educational institution is one example of commodification in late modern society scrutinized by Fairclough. In 1995, he wrote an article in which the textual, discursive and social practice dimensions of public discourse of contemporary British universities are analysed through CDA lenses. One of his main conclusions is that, although a serious account of the recent dramatic social changes (cf. Guiddens, 1991) that have been affecting late modern orders of discourses, and in special the orders of discourse of high education institutions, would require a longer-term study, the marketization of both discourse orders and social practices in these universities seem to have had a strong consequence in power relations between academic institutions and academics, academics and students, and academic institutions and the public. In fact, the most fundamental question posed by Fairclough in this article, in terms of the objectives of this present study, is the extent to which the colonization of education by economic discourses has affected the professional identities of academics and the collective identities of institutions themselves.

More recently, Fairclough (1999; 2004) has engaged on the study of new capitalism in late modern societies which, given the prominent status attributed to globalization and

neo-liberal policies in changing educational values and practices worldwide, are of utmost importance to this study.

According to Fairclough (ibid), new capitalism social and linguistic changes have developed into a significant area of research for CDA. In the first chapter to *Discourse in Late Modernity* (1999), Chouliaraki and Fairclough claim that CDA should be located within the critical social sciences research and in special research on the transformations of 'late modernity' as defined by Guiddens (1990). They explain that as several theoretical perspectives within social sciences (Habermas, 1984, 1987a; Giddens, 1990, 1991; Harvey, 1996, among others) emphasize that these changes have been to a significant degree transformations in language and discourse, CDA [and SFL- 'together within a single theoretical and analytical framework' (p. 6)] has a great contribution to make.

Young and Harrison edited, in 2004, Systemic Functional Linguistics and Critical Discourse Analyses: studies in social change, a collection of papers written by well-known social researchers and linguists, which aim to make the interfaces between CDA and SFL (the theme of the 28th international System Functional Congress) more explicit as theoretical and methodological perspectives to investigate social practices and changes. In his paper, Fairclough claims that the significance of language in these changes has been investigated by several social researchers such as Bourdieu and Wacquant (2001), and appeals to other social scientists to carry out further textual analyses as a significant element in social research on the transformations of new capitalism (or 'globalization' (p. 119).

Based on Bourdieu and Wacquant, Fairclough (ibid, p. 104-105) affirms that 'the neo-liberal political project of removing obstacles to the new economic order is discourse-

driven.' In terms of this study, this claim seems to imply that it is not enough to identify the lexicon which is representative of the new understanding of education as economic value, a commodity to be sold to clients (students) by educational institutions (business corporations) and teachers (salesmen/saleswomen), etc. Rather, it is also important to understand and unveil the linguistic mechanisms that made it possible for WB experts to deconstruct beliefs and values that were peculiar to the traditional concept of education as a public service, and thereby attempt at influencing the Brazilian government in the formulation of educational policies that would best suit WB's financial policies regarding loans.

Summing up this section, what is at stake is that, when undertaking critical discourse analysis, it is important to include questions of hegemonic power relations such as 'which discourse is being given prominence over others?' Which discourses and social participants are being excluded or marginalized? Are dominant discourses just reflecting social, economic and cultural realities or ideologically constructing them?

I shall now turn my focus to the linguistic theory, which Fairclough (1999, p.139) acknowledges 'has most in common with and most to offer CDA, Systemic Functional Linguistics (SFL).'

3.3 Systemic Functional Linguistics

The systemic-functional-approach to language, developed by Halliday since the nineteen-sixties, is a descriptive and interpretative theory of language use that analyses it as a strategic (or purposeful) and making-meaning resource.

Within this standpoint, SFL claims that meanings are located in a stratified[37] systemic pattern of choices available for users when communicating their messages. As language is realized through the choices users make within a system network[38], which includes the lexico-grammatical level of text organization, when communication takes place this resource is 'instantiated' in the form of a text.[39]

In addition to system, function[40] is an essential notion to the understanding of the systemic functional approach. It derives from the twofold premise that language use is 'purposeful behaviour' and that it is structured according to the purposes of its users. This implies that the form of texts (texture) and their content should not be dissociated when one is analysing a text regarded as a form of social action (discourse).

H & M (2004, pp. 24-25) also claim that context underlies the whole stratified system of language, for the layers of content (lexicogrammar and semantics) and the layers of expression (phonetics and phonology) have to interface with the extra-linguistic context ('what goes on outside language') to organize the 'construal of experience' and the

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[37]   SFL regards language as a stratified system. This means that in order to understand grammar one should look at it from a 'trinocular perspective', which involves looking at grammar from its own level, from above (semantics) and from below (phonology). Stratum refers to the levels of phonology, orthography (or graphology) and grammar and vocabulary that make up the language system. Two non-linguistic strata are the context of situation and the context of culture (dealt with further below). According to H & M grammar and vocabulary are not different strata but' two poles of the same continuum, properly called lexicogrammar.'(p, 24).

[38]   H and M (2004) explain that while language structure has to do with patterns or regularities within a text, i.e., its syntagmatic ordering, the systemic-functional concept of 'system' implies a paradigmatic ordering in language understood as its meaning potential.

[39] Within SFL text is to be understood as 'any instance of language, in any medium, that makes sense to anyone who knows the language' (Halliday and Hasan 1976, apud H & M 2004, p. 1).

[40] SFL has advanced four main theoretical claims about language: 'that language use is functional; that its function is to make meanings; that these meanings are influenced by the social and cultural contexts in which they are exchanged; and that the process of using language is a semiotic process, a process of making meanings by choosing.(Eggins 1994, p.2).

'enactment of social processes into meaning (the stratum of semantics) and wording (the stratum of lexicogrammar).

Indeed, Halliday's most important contribution to the theory of context developed by Malinowski's (1943/45, 1935) has been to argue for a systematic correlation between the way languages are organized to make meanings (through the ideational, interpersonal and textual metafunction) and specific contextual features known as the 'Context of Culture' and 'the 'Context of the Situation'.

The Context of Culture, which encompasses the broader socio-cultural milieu, is intrinsically related to the notion of social purposes. In accordance with this perspective, in order to achieve 'culturally appropriate goals' (Eggins, 1994, p. 25), people use language for achieving similar purposes, and develop, over time, common types of texts known as genres.

In this thesis, I assume with Martin (1984, p. 25) that 'genre is a staged, goal-oriented, purposeful activity in which speakers engage as members of our culture.' By following this theoretical assumption, I propose that expert reports such as the WBR can be seen as belonging to the so-called business genres, although its main topic of investigation – Brazilian public education and its teachers–would be primarily associated with educational genres.

The 'Context of the Situation' is realized by three parameters: Field (ongoing social action), Tenor (social relations and identities) and Mode (role played by language in interaction), which are respectively realized by the lexicogrammatical systems of Transitivity (Clause as Representation), Mood and Modality (Clause as Exchange) and Theme and Rheme (Clause as Message).

As far as the semantic strata of language is concerned; Field is realized by the ideational or experiential metafunction, which construes human inner and outer experiences of the world; Tenor, in turn, is realized by the interpersonal metafunction and encompasses the variety of relationships kept by interactants, ranging from indifferent or distant to close or friendly, authoritative or asymmetrical to symmetrical and solidary. Finally, Mode, organizes experiential, interpersonal and textual metafunction into meaningful language.

Even though I presume with SFL the multi-functionality of clauses (the view that ideational, interpersonal and textual meanings are realized simultaneously by each clause to organize and convey a message), this study concentrates on the experiential metafunction realized by Field to portray the reality of Brazilian public education and its teachers from the perspective of the WB. Therefore, by applying the grammar of transitivity at the clause rank of the ES, this study is particularly interested in analyzing the prevailing lexicogrammatical features, i.e., which processes and participants predominate and help construe the WB's portray of Brazilian public school education and teachers in the ES.

3.4 Overview of the Clause as Representation

The configuration of the clause as representation is made up by transitivity structures realized as processes, participants and circumstances. According to Halliday (1994; H&M 2004), while processes (realized by verbal groups) are the most central elements in the configuration, participants (typically realized by nominal groups) are very close to the centre. Circumstances (realized by adverbial groups or prepositional phrases), however, are considered peripheral elements that are not directly involved in the process.

Insofar as processes are concerned, Halliday (1994) distinguishes between three main types of processes: The first, material processes, occurs in the outside world 'in the prototypical form of actions and events: things happen, and people and other actors do things, or make them happen' (ibid. p.106). The second, mental processes, refers to those experiences or processes set up in the clause as the expression of our consciousness and imagination; A third kind of process needs to be supplied if one wishes to relate one kind of experience to another. These are the identifying and classifying processes which Halliday (ibid.) denominates relational processes. Halliday's transitivity grammar also recognizes borderline processes between material and mental, mental and relational, and relational and material, which are respectively labeled as behavioral, verbal and existential processes. Borderline processes, with the exception of verbal clauses that along with mental clauses express the consciousness of the main participants in this study, will not be part of the description.

Each process is associated with the specific participants (Actor, Goals, Senser, Attribute, Carrier, etc) involved in it and, optionally, with the circumstances (when? how? where? etc.) in which it takes place.

3.4.1 Material Clauses

Material clauses occur in the outside world 'in the prototypical form of actions and events: things happen, and Actors do things, or make them happen (Halliday, 1994, p.106). If the outcome of the process is confined to one primary participant, namely the Actor, this material clause represents a happening (or intransitive process) in traditional terminology. Alternatively, the outcome of the process may be extended to the Goal, a secondary

participant that suffers or undergoes the action. There are other further secondary participants such as the Scope, the Recipient, the Client and the Attribute, which will be explained below along with the description of the processes analyzed in this study.

There are two kinds of material clauses, namely creative and transformative clauses. The former represent the Goal as the result of 'being brought into existence' by the unfolded process (H & M 2004, p. 184), the transformative kind shows the changes (likely to be) undergone by some facets of the already existing Goal, as in examples 14.1 and 15.1[41] shown below:

[14.1] The first wave of reforms [Actor.] **increased** [Proc.: material: **transformative**] teacher's salaries [**Goal**]

15.1 It [**Actor**: gov.] established [Proc.: material: **creative**] higher education qualification and certification requirements, [**Goal**.]

After having presented the two sub-types of material clauses, it is now also necessary to introduce the participant roles in material processes. As mentioned above, in addition to the central roles of Actor and Goal, there are additional participants involved in material clauses.

Except for the prototypical examples such as to sing a song or take a bath, in which the process is elaborated by restatement, the distinction between the roles performed by Goal and the Scope is not very clear-cut. In an attempt to make it clearer, Matthiessen et al (1997, p.118) explain that Goal and Scope[42] 'differ in the degree and type of their

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[41] These samples come from the corpus analysed (See Appendix 2) as the other samples provided further on.
[42] In the 1985 and 1994 editions of his IFG, Halliday made no distinction between the ergative element Range and the transitive participant 'Range'. As this study does not interpret the data from the ergative mode

involvement in the Process', for whereas the Goal is affected by the process, the Scope elaborates or enhances its meaning. In addition, the Scope cannot be probed with the do to/with suggested by Halliday (1994/2004) for probing Goals. When it is elaborated, it may be realized by a restatement, specification of the lexical content, exemplification; when enhanced, it is realized by a circumstance of space. Here is an example containing Scope:

> [28.2]Finally, the report [Actor] was unable to do [Proc.: **material**: transformative]
> **justice** [**Scope**] to the multiple-faceted area of education technology

According to H & M (2004), the Recipient and the Client (known as Beneficiaries in the ergative model) generally occur with different sub-types of material clauses. The former, which can only be realized by the transformative type of clauses, realize the Goal as the transfer of goods. The latter, in turn, are realized by creative clauses in which the Goal is the realization of 'the provision of services including the creation of new goods' (Matthiessen et al, 1997, p. 106). In addition, although the process affects all (Goal, Recipient and client), only the Recipient and the Client always benefit from the process. Examples from the ES:

> [30.1- 30.2] Chapter I examines the key reforms and demographic trends which
> [Actor] have begun reshaping [Proc.: **material**: **transformative**] the macro
> environment [Goal] for Brazil's teachers. [**Client**]
>
> [69.1a] …that rigorously applied teacher certification standards [Actor.] send [Proc.:
> **material**: **transformative**] a clear and powerful message [Scope] to the TTIs
> [**Recipient**] as to what product is expected from them]

---

standpoint, for a better understanding of Halliday's ergative analysis of Participants, confer his chapter 5, p. 293 (2004).

The last additional participants mentioned by Halliday (ibid) in his transitivity model are 'resultative' and 'depictive' attributes. The role of the former is to 'construe the resultant qualitative state of the Actor or Goal after the process had been complete', while the latter is used to 'to specify the state in which the Goal or Actor are when it takes part in the process' (H & M, 2004, p. 195). As they can be left out without any damage to the meaning of the clause, H & MM (ibid) refer to them as 'marginal participants'. Examples from the analysed data are:

> [154.1 154.2] The upgrading …greater budget shortfalls in the future-which [Actor] will hit [Proc.: **material**:] the poorer municipalities [Goal] especially **hard** [**Resultative-Attrib**:]

> [193.2] …and where [Circ.: Location] many schools [**Goal**.] could be made [Proc.: **material**: transformative] **more lively**, [**Resultative-Attrib**]

The analysis of material clauses and their participants in this study will help reveal what actions prevail to represent the transformation Brazilian public school education must undergo according to the WB. In addition, it will also show which participants are represented as impacting on other participants so as to make changes possible, and which ones are being impacted (or transformed) by these actions.

3.4.2 Mental clauses

Mental processes are processes of sensing that reflect our experiences of the world of own consciousness and imagination. H & M (2004) identify four main categories of mental clauses: perception (see, hear, feel, etc), cognition (think, believe, suppose, know, etc),

desiderative (want, wish, desire, hope for, etc) and emotion (love, hate, abhor, grieve, etc).

An example of each sub-type from the corpus:

[5.1 A] second generation of "quality" reforms [Senser.] is **focusing** [Proc.: mental: **perceptive**] on the **teaching and learning process** [Phenomenon].

[16.3] and **promoting** [Proc.: mental: **emotive**] assessment and evaluation [Phenomenon]

[31.1] It [Senser] **analyzes** [Proc.: mental: **cognitive**] the impact that FUNDEF and the LDB have had on teacher compensation and certification. [Phenomenon]

[98.1 - 98.1a]   The government [Senser: gov.] rightly **wants** [Proc.: mental: **desiderative**] to establish …

As well as what happens with material clauses, the study of the participant roles in mental clauses will make it possible to elucidate the 'thing' which is 'thought', 'perceived', 'felt' or 'wanted' by social actors in the ES. The two main participants involved in mental processes are the Senser (the one who thinks, perceives, feels and wants) and the Phenomenon (the one that is thought, perceived, felt or wanted). The Senser must be 'endowed with a consciousness', i.e., s/he must be human. If construed metaphorically, however, the Senser must demonstrate to have some human features. In the example below, the Senser is a WB chapter that is endowed with the human capacity to 'examine' a Phenomenon represented as a thing: teacher career progression.

[100.1] Chapter III [**Senser**] **examines** [Proc.: **mental**: cognitive] teacher career progression [**Phenomenon**]

Another possibility for the realization of the Phenomenon is to project it as acts (macrophenomenal clauses) or as facts (metaphenomenal clauses) through the Senser's ideas. Whereas the former are 'typically' restricted to clauses of perception that realize the Phenomenon through non-finite act clauses, the latter realize the Phenomenon through a finite clause denoting a fact (H & M p.204).

Mental clauses will elucidate how the experience of Brazilian public school education is represented in terms of participants' thoughts, feelings and wishes.

3.4.3 Relational clauses

Relational clauses are realized by processes of being. According to H & M (2004), relational clauses 'characterize' (classify) and 'identify' outer and inner experiences of 'being' rather than doing (material) or sensing (mental). The English sytem produces three different sub-categories of relational processes (intensive, possessive and circumstiantial), which in turn are realized through two distinctive modes known as attributive and identifying.

Intensive attributive relational processes involve two participants: the Carrier and the Attribute, which establish an indissoluble relation of being, i.e., a Carrier is always linked to an Attribute. The Attribute is the entity 'which has some class ascribed or attributed to it' (ibid, 219), while the Carrier is the entity to which that Atribute is assigned. It is normally realized by a nominal group with an adjective or common noun, which may be preceded by an indefinite article, as Head. To better understand the relationship established by participants in an intensive relational clause, Halliday suggests the formula 'x is a', where 'x' is the Attribute of Carrier 'a'. In the example below, 'concerned' is the Attribute

of 'educational authorities' as a Carrier. In attributive clauses the Carrier-Attributes roles cannot be either reversed or passivized.

[7.1] On the other hand, education authorities [**Carrier**.] remain [Proc.: **relational**: **intensive**: **attrib**.] **concerned** [**Attribute**] about the evidence of low teacher quality and the prevalence of poor teaching practices.]

Unlike intensive attributive clauses, the identifying ones do not classify or ascribe attributes. Their role is to identify a thing, an act or a fact. This means that one entity (Identifier or Value) serves to identify another entity (the Identified or Token). According to H & and M (2004), the nominal group that realizes the function of the Identified or Value is normally preceded by the definite article `the` or other specific determiners as Deitics (demonstratives, possessives, etc). In Halliday's proposed formula, 'a is the identity of x'. Participant roles can be switched around so that identifying clauses are reversible and can be passivized whenever the relational process is not 'be', as in example 73.1 below:

[73.1] Chile's competitive funding mechanism for initial teacher education reform [**Token**] is [Proc.: relational: intensive: **identif**.] one good example [**Value**].

The other two types of relational clauses, which also include the attributive and identifying modes, are the circumstantial and the possessive clauses. In circumstantial clauses, the relationship established between the two participant roles is enclosed in the meaning of an adverb of time, manner, place, etc, so that 'x is at a'. In the `attributive` mode, the circumstance ascribes an attribute to some entity, while in the identifying one

two entities establish a relationship mediated by a feature of time, manner, place, reason, etc, for example:

[78.1] Ultimately however any teacher reform [**Carrier**] must go [Proc.: relational: **circumstantial**: **attrib**.] to the core of the learning process within the classroom [**Attribute**]

Regarding Possessive clauses, the relationship between the two entities (the Possessor and the Possessed) is one of ownership, containment and the like, so that 'x has a'. Like intensive and circumstantial clauses, they are also found in the Attributive and Identifying modes, as in the two examples taken from the corpus:

[53.1] Faculties of Education and Cursos de Pedagogia [**Possessor**.] have [Proc.: relational: **possessive**: **attrib**.] a reputation for being an easy path to getting a university degree [**Possessed**]

 [45.1] As later discussed, a possible solution found in OECD countries [**Possessor**:] would involve [Proc.: relational: **possessive: identif**.] the development of a quality assurance system - [**Possessed**.]…

Relational clauses will help determine how the evaluation of the main participants is construed in the ES in terms of their most frequently portrayed characteristics and identities.

3.4.4 Verbal Clauses

Verbal processes express verbal actions through verbs of saying covering any kind of symbolic meaning, and thus do not require a conscious participant. In addition to the Sayer, the participant responsible for the verbal process (such as **say**, **tell report**, **explain**, and **argue**.), there are three other participants in verbal clauses: the Receiver, the Verbiage

and the Target. The Receiver is the one to whom the verbal action is directed, while the Verbiage corresponds to the content of what is said or the name of the saying, such as 'a lie' in 'He told me a lie', or in the example from the corpus:

> [160.2] Chapter VI [**Sayer**] **recommends** [Proc. **Verbal**] several measures [**verbiage**:] …

In case the content of saying is realized by a projected clause (either a quote or report) as in example 102.1a below, only the primary clause is to be analysed as verbal.

> [102.1] It [Sayer] points out [Proc.: **verbal**]
>
> [102.1a] that most Brazilian systems [**Possessor**] have [Proc.: **relational**: possessive: attrib.] no policy or incentives [**Possessed**]

The Target, in turn, can only occur with a sub-category of verbal process known as 'targeting ', among them 'blame', 'insult', 'criticize', etc. According to H& M (2004, p. 256), this sub-category 'construes the entity that is targeted by the process of saying'

> [36.1]… the persistence a culture [36.1a] which [**Sayer**:] tends to **blame** [Proc.: **verbal**] the student-not the **teacher** or the **school**- [Target]] for children's learning difficulties.]

Verbal clauses are relevant to the present analysis for their potential to expose both the participants who can express themselves in the ES and the type of messages communicated by these participants.

3.5 A Sociological Framework for analysing social actors

In the previous section I have described SFL as an adequate theory of language for providing researchers with the analytical framework to investigate the participant (or grammatical) roles taken by social actors in representation.

Social actors are generally defined as human-like beings that are represented as participants in clauses. For the purposes of this study, it was not enough to determine the main social actors involved in the representation of Brazilian public school education as a social practice, or even highlighting the prevailing grammatical[43] (or participant) roles assigned to them in the analysed text. In fact, it was also necessary to draw, based on Van Leeuwen's (1996) framework, a 'sociosemantic inventory' (p.32) of the ways in which social actors were represented in the ES, which helped me to establish the relevant social categories (or taxonomies) that comprise the main social actors in the ES, namely Teachers, the Educational System, the Government and the World Bank.

Thus, departing from the premise (acknowledged by many critical linguists (Fairclough, 1989; Fowler et al 1979; Kress and Hodge 1979, among others) that 'there need not be congruence[44] between the roles that social actors actually play in social practices and the grammatical roles they are given to in texts' (Van Leeuwen, 1996, p. 43),

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[43] Grammatical role may be defined as the role(s) taken by social actors as participants in a clause such as those of Actor, Goal, Senser, Phenomenon, Carrier, Attribute, Sayer, Verbiage, etc.

[44] 'Congruent' is a term employed by Halliday (1985) to refer to literal linguistic realizations, while 'incongruent' would entail metaphorical realizations. However, Van Leeuwen (1996) contends that Halliday's use of the word 'congruent' privileges what is considered acceptable in the grammatical system to the detriment of the several choices available in society, including other semiotic systems.

this study has opted for integrating Halliday's (1994; H & M, 2004) SFL with Van Leeuwen's (1996) sociological perspective.

Within the linguistic system there is a network of choices to represent social actors in texts. In this study, however, from all the variables identified by Van Leeuwen (ibid), I selected the ones which, in my opinion, are the most appropriate to help me map the reality of Brazilian public school education and its teachers from the WB's perspective.   In sections 3.5.1 and 3.5.2 below, I describe these variables, which are based on personalising and impersonalising devices.

3.5.1 Personalising Social Actors

In the representation of social actors as human-like beings, the first major distinction made by Van Leeuwen (ibid) is between nominalised individuals (specific) and groups (non-specific or generic).

The non-specific description of social actors ('genericisation') is classified as 'assimilation', which in turn is sub-divided into 'aggregation' and 'collectivisation'. While the former quantifies groups of participants by treating them as statistics, which is a linguistic strategy to manufacture consensus by showing what 'most people consider legitimate' (ibid, 49), the latter collectivises them as, for instance, the committee' or 'experts', which may also be considered a strategy for signalling their commitment to that group's ideologies.

The 'specification' of social actors as individuals is categorized by Van Leeuwen (ibid) as 'nomination' and 'categorization', i.e., they may be, in that order, classified with respect to their unique identities, or categorized in terms of their social identities. While

'nomination' is typically realized by proper nouns or standards titles and ranks such as Mrs., president or minister, 'categorization' is sub-divided into 'functionalisation' (i.e., social actors are referred to in terms of their occupations and 'identification' (i.e., social actors are referred to 'not in terms of they do, but in terms of what, they, more permanently, or unavoidably, are' (Van Leeuwen 1995, p. 54). 'Identification', in turn, may be subdivided into 'classification' (age, gender, provenance, class, race, ethnicity, religion, sexual and political orientation, etc), 'physical identification' (tall, short, fat, etc) and 'relational identification' (personal, kinship or work relation).

3.5.2 Impersonalising Social Actors

As far as impersonalisation of social actors is regarded (the representations of human beings or institutions by abstract or concrete nouns which lack semantic features limited to the human kind), Van Leeuwen distinguishes between 'abstraction' (the assignment of a quality to denote the social actor) and 'objectivation', in which social actors, by means of metonymical references, are represented 'by means of reference to a place or thing closely associated either with their person or with the activity they are represented as being engaged in'(ibid, 59). In addition, these two types of 'objectivation' are subdivided into 'spatialisation' and 'utterance autonomization'. The former represents social actors with reference to a place they are commonly associated with, while the latter represents them in relation to their utterances.

3.6 Excluding Social Actors

Besides recognizing that the analysis of social actors is an important analytical tool in trying to understand the profile the WB is delineating for Brazilian public school education and teachers, it is also necessary to consider if and under which circumstances these same social actors are excluded from representation. Indeed, since the emergence of CDA as a critical approach to linguistic analysis, scholars in this tradition have been pointing out that the exclusion of social actors may be an important indicator of writers' intents in relation to readers

According to Van Leeuwen (1996), there are two ways of excluding social actors from a text. The first one, 'suppression', implies the total exclusion of the social actors from the text so that no vestige of their occurrences can be found. As to the second one, 'backgrounding', the exclusion is not so drastic. Social actors are backgrounded from the position they would naturally belong in the text to neighbouring clauses or sentences, and therefore, have to be inferred in one or more places. However, as the exclusion is only partially carried out, it is still possible to infer 'with reasonable (though never total) certainty who they are' (ibid, p. 39).

Backgrounding (or, as I see it, impersonalisation) devices in texts may include several strategic discursive devices 'nominalizations', 'non-finite clauses' and 'passivization'. Due to the high potential of the former to 'elide' agency and 'obfuscate' responsibility in political and technocratic texts produced by international agents (such as the WB) in late modern society (Fairclough 2003; Lemke, 1995), this study has opted for concentrating on nominalizations, which are described in the section below.

3.6.1 Nominalization

Halliday (1994, p. 342) defines nominalization as `the single most powerful resource for creating grammatical metaphors`.[45] He adds that by this device 'typical processes (congruently worded as verbs) and properties (congruently worded as adjectives) are reworded metaphorically as nouns; instead of functioning in the clause, as Process or Attribute, they function as Thing in the nominal group.' Examples from the text under investigation in this thesis are 'requirement' (from the process to require), 'change' (from the process to change) and 'breadth' (from the adjective broad).

In the present study, I regard and analyse nominalizations as a type of backgrounding device: the one hand, the conversion of processes into nouns excludes the agents (understood here as grammatical and social participants) and the processes (or properties) they carry out in a clause; on the other hand, agents may be inferred from textual and contextual clues.

In morphological terms, nominalizations can be represented through two main types of realization. The first one is known as 'semantic transfer', in which the orthographic forms of the nominalised process and that of the process itself do not vary. Some examples in the analysed text are 'approach', 'benefit' 'change', 'program' and 'reform'. The other one is 'suffixation', in which a morpheme is added to the base of the process. In the ES the most productive suffixes in the production of nominalizations are -ion (as in 'evaluation 'and 'accreditation') and -ment (as in 'assessment, and 'improvement').

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[45] As it was mentioned before in this study, grammatical metaphors are 'incongruent' or 'non-literal' ways of expressing meanings that speakers recognize as typical 'ways of saying things' in their mother tongue (Halliday, 1994, p. 343).

In syntactic terms, nominalizations can be realized both as the Subject or Complement of the clauses, as shown in examples 149.1 and 109.1below.

[1491.] Early **retirement** not only creates a financial burden …

[109.1] Chapter V focuses on teacher professional **development**.

Nominalization can also be realized as an **act clause**, which is an embedded clause[46] functioning as Head of the nominalised process. Such a clause, which is typical of relational attributive clauses in which the Attribute is an evaluative term, may function as a Subject (Carrier) or Complement (Attribute). In example 23.2 below, the embedded clause [[improving teaching and teacher quality]] functions as Carrier, and can be substituted by **it** or **the act**.

[23.2] Improving teacher and teacher quality [Carrier] is [Proc. **relational**: intensive: **attrib**.] a complex endeavour [**Attribute**].

However, the most outstanding kind of nominalization employed in the ES is 'condensation', which, by its potential to transform technical into technocratic discourse[47] is, in Lemke's (1995) view, one of the most recurrent features in expert discourse. In Lemke's words (p. 60):

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[46]   Embedded clauses are 'ranskshifted' or 'downranked' clauses that may occur within nominal groups. As such, they may serve as the Head of the nominal group, which means that the embedded clause functions as a participant in the clause.

[47]   According to Lemke (1995), technical discourse is expert discourse. It is condensed, monological discourse which 'claims to be a value-neutral, objective reportage of facts'. (p.61). It requires some knowledge of the canonical forms of science to be understood, which makes its use restricted to 'an initiated elite' (ibid, p. 65). Technocratic discourse, in turn, emerges from bureaucratic and managerial discourses. It is a discourse of social policy which borrows the mystique and reliability of science uses to serve ideological interests. In order to be understood by a wider audience, technocratic discourse is less monological and less dense than technical discourse.

Nominalization allows an entire activity, a Process complete with its typical Participants and Circumstances, to be understood merely by naming it with the process noun. The whole entire activity can then be qualified and related to other activities in a highly condensed manner.

However, from my point of view, Lemke's terminology to sub-categorize nominalizations −**condensation**− seems to leave aside its primary function, i.e., nominalising processes. Therefore, in order to better capture his idea of condensation as several related activities encapsulated or 'packaged' in just one process noun, I would rather term them 'condensed nominalizations' (Gama, 2004) or CNs (henceforth).

A prototypical example of CNs in the analysed text is 'teaching practice'. The choice to nominalise teacher's professional activities as 'practice' makes it possible to condense in a simple noun all the activities teachers are supposed to carry out within and outside the classroom, such as presenting a new subject, asking and answering questions, correcting tests, and so on.

CNs, along with the representation of the four categories of social actors identified in the ES, make up the focus of analysis in Chapter 4 below.

CHAPTER 4 - THE CONSTRUAL OF SOCIAL ACTORS IN THE WB'S EXPERT DISCOURSE

4.0 Preliminaries

In this Chapter I employ Van Leeuwen's (1996) taxonomy for investigating the representation of ''World Bank', 'Government', 'Educational system' and 'Teachers', the four categories of social actors to be investigated in this study. By doing so, instead of concentrating on how they are realized by their functional participant roles (to be investigated in the next chapter), I carry out the analysis of social actors from a sociological standpoint, i.e., by probing whether these social actors are either nominated or categorized, personalised or impersonalised, specified or generalized, included or excluded in the ES. In so doing, the prevailing socio-semantic (lexical) choices that make up the WB's view of Brazilian public school education are also unveiled.

However, before getting immediately into the procedures employed for analysing social actors in this study, I offer an overview of the first parameter of the Context of the Situation, -**Field-**, in order to explain what the text is about.

4.1 Contextualising the ES

A very brief on-line search confirms that 'executive summaries' are part of current society written texts. The several books available in the editorial market on how to write executive summaries[48] share the view that they are mainly intended for executives and/or

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[48] A Practical Guide To How To Write Executive Summaries A Thompson - Perth, Murdoch University, 2002

policy makers who, despite not having available time to read lengthy reports must make fast decisions based on processed information. According to Souther (1985), for instance, the executive summary is the part of a report most likely to be read by the decision-makers. He claims that while a 100% of managers read the executive summary, only 15% read the entire body of the report.

The ES is essentially the first section of the WB Report no. 20404 BR entitled *Teachers Development and Incentives – A Strategic framework* (WBR). It comprises 5.554 words distributed in 38 numbered paragraphs-like sections distributed in eleven pages, which corresponds to 14.8% of the seventy-four pages of the WBR if Annexes and the Bibliography are not included. It doesn't mention Figures and References that are located somewhere else in the WBR. It contains only one table (paragraph 33, p. xv) and two footnotes (paragraph 4, p. viii and paragraph 10, p. ix).[49]

The WBR is an expert text produced and issued on December 6th 2001 by the Management unit of the Latin American and Caribbean regional office. This office is one of the organizations that make up the Human Development Department of the World Bank. Françoise Delannoy and Guilherme Sedlaseck from the Latin countries Human Development (LCSHD) department co-wrote the report. According to the WBR (p. iii), there were also six peer reviewers: Barbara Bruns, Giselle Dessieux, and Maris O'Rourke from the Human Development Network Education Group (HDNED); Vince Greaney, from the South Asia Education Sector (SASED), Elizabeth King from the Development Economics Research Group (DECRG), and Alan Ruby from the Environmental Sciences and Engineering Development (EASE).

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[49] See Appendix 1 .

The ES, in its six introductory paragraphs, is precise and objective regarding the topic to be considered in the WBR, the reasons that motivated the study, its organization and its scope. It starts by making it clear that the Brazilian government of the nineteen-nineties has accomplished 'remarkable progress' in terms of the 'equity', 'quantitative expansion' and 'internal efficiency' of its educational system. Afterwards, it introduces the central problem and *raison d'être* of the study: despite the 'impressive gains' brought about by 'structural reforms of system financing and governance' and 'quality reforms' that have focused on the teaching and learning process, the Brazilian government has found evidence of 'low teacher quality' and 'the prevalence of 'poor teaching practices that constrain progress'.

Before presenting the main purpose of WBR and the reasons why it should be read, the ES claims that in its search for quality education, the Brazilian government recognizes the centrality of teachers and the urgent necessity to improve the quality of teacher and teaching performance for further education progress. Still according to the ES (p.viii, Paragraph (P). 4, the WBR 'selectively looks at the complex set of issues surrounding the effectiveness of Brazil's 1.49 million ensino fundamental teachers in this context of rapid change.' Unlike the WBR introduction, the six introductory paragraphs of the ES do not inform readers about the organization of the WBR. However, it does include the scope of the report and the justification for its production. As for the scope, the ES mentions that the WBR will concentrate on the key stages of teacher career, being very selective and 'heavily focused on issues facing Brazilian public education.' This selective focus is attributed to the complexity of the subject, Brazil's size and heterogeneity, time and space constraints, as well as lack of data and existing analysis. Table 1 below displays a summary of the contents dealt with in the WBR, which is outlined in the introduction to the WBR (p.2):

CHAPTER	CONTENT
CHAPTER I	EXAMINES KEY REFORMS AND DEMOGRAPHIC TRENDS WHICH HAVE BEGUN RESHAPING THE MACRO ENVIRONMENT FOR BRAZILIAN TEACHERS
CHAPTER II	SCRUTINIZES THE EVIDENCE ON CURRENT TEACHER QUALITY AND ITS IMPACT ON STUDENT PERFORMANCE
CHAPTER III	FOCUSES ON FIRST KEY STAGE OF TEACHER'S LIFE CYCLE: PRE-SERVICE TEACHER TRAINING;
CHAPTER IV	FOCUSES ON SECOND KEY STAGE OF TEACHER'S LIFE CYCLE: ENTRY INTO THE PROFESSION AND CAREER PROGRESSION
CHAPTER V	FOCUSES ON THIRD KEY STAGE OF TEACHER'S LIFE: ONGOING PROFESSIONAL DEVELOPMENT
CHAPTER VI	LOOKS BROADLY AT THE CROSS-CUTTING ISSUE OF INCENTIVES.
CHAPTER VII	PLACES THE POLICY AND PROGRAMMATIC OPTIONS DISCUSSED THROUGHOUT THE REPORT WITHIN A COMPREHENSIVE STRATEGIC FRAMEWORK TO IMPROVE THE EFFECTIVENESS OF THE MOST COSTLY AND IMPORTANT RESOURCE OF BRAZIL'S EDUCATION SYSTEM ITS TEACHERS. IT ALSO MAPS OUT A POSSIBLE IMPLEMENTATION SEQUENCE.

TABLE 1 CONTENT STRUCTURE OF THE WBR

Still in relation to Field, it should be said that, at the lexicogrammatical level, the fact that the WBR is written by World Bank experts to be read by World Bank experts is likely to predict a very heavy use of technical terms and lexically dense text which may prove very complex to the layperson. Moreover, there are 33 abbreviations and acronyms, which are listed on the first page on the WBR. Some examples from the list are: TTI (Teacher Training Institution), PNAD (Yearly Household Survey) and FUNDEF (Fund for the Development of Fundamental Education & Valorization of Teachers).

To conclude the contextualization of the ES, it is worth of note that the analysis of the ES carried out in this study indicates that it plays a more significant role than that of a merely condensed version of the original WB institutional document: it is per se a proposal for WB decision-makers to lend Brazil the amount of money necessary for financing a federal educational project for 'quality education for all' based on 'a strategic framework for teachers' development and incentives, the very title of the report.

4.2 Procedures for analysing Social Actors

In order to answer the two first research questions in this study (who the main social actors involved in the representation are and how these social actors are represented from a socio-semantic standpoint), I employed a concordance software (wordsmith 4.0) to scan the occurrences of **World Bank**, **Government**, **Educational system** and **Teachers**, and analyse their representations in the ES. Next, I tried to fit each of these representations to Van Leeuwen's 1995 descriptive framework to characterize the way people and institutions are represented in discourse. Finally, still following Van Leeuwen (ibid), I concentrated on the analysis on the partial exclusion or 'backgrounding' of social actors, with a special emphasis on (condensed) nominalizations.

4.3 The Portrait of the WB as a Social Actor

The expert writers who wrote the WBR under investigation in this study do not materialize in the ES. As a matter of fact, whenever, for instance, the expert writer as a social actor recommends, argues or endorses something, their utterances are reified and represented as a **report**, a **study**, a **chapter** or the **result** of data investigation. This impersonalisation strategy, a recurrent feature in expert discourses, seems to make 'the facts speak for themselves'. It is identified by Van Leeuwen (1995, p. 60) as **utterance autonomization**, a sub-classification of the processes of **objectivation**, which occurs when the social actor is represented by means of reference to his or her utterances, as shown in the examples below:

> …the **report** **argues** that this link is critical to balancing the need to protect teachers from fiscal cuts…

> At the macro level, the **chapter** **recommends** that employers make entry into the profession more stringent.

> …the **report** **urges** extending the creative use of non-monetary incentives…

In addition to objectifying WB's **arguments**, **recommendations** and **urges**, expert writers' opinions, conclusions and thoughts are also reified and expressed as emanating from the study itself, without any kind of human interference. If, on the one hand, the construal of ideas as scientific facts may result in their indisputability, on the other hand, it seems to background expert writers' responsibility for the negative representation of the performance of the Brazilian government, as shown in the examples below. The indisputable facts, according to the WB representation, are 'teachers often do not meet the needs of the classroom' and the 'majority of schools are not organized for learning'.

> **It** (chapter 3) **finds** that who goes into teaching and how they are trained explain much of why teachers often do not meet the needs of the classroom.

> **The report finds** [Proc.: mental: cognitive] that the majority of schools in Brazil are not organized for learning.

According to Lemke (1996, p. 58-59), the presentation of research findings as objective facts may be geared at the implementation of actions (such as the ones recommended in the ES), which, as it was explained before in this study, implies the transformation of discourse of 'expert knowledge' into discourse of social policy or 'technocratic discourse'.

From Lemke's (ibid) standpoint, technocratic discourses serve the interest of an elite managerial class who 'claims the right to rule on the grounds of its ability to use expert knowledge to solve social problems' (ibid, 70). Following this reasoning, one may infer that WB's conclusions about public school teachers' salaries, which in the example below are impersonalized as international comparative **data**, could aim at 'freezing' teachers' salaries.

> **International comparative data** reinforce the conclusion that in Brazil as in the majority of Latin American countries teachers are not **underpaid.**

4.4 The Portrait of the Brazilian Government as a Social Actor

The Brazilian government is here understood as 1- the group of people who are responsible for governing a country at a particular time; 2- the departments, ministries, committees, etc, that represent the state and that carry out decisions of the political leaders

of a country; 3- the activities or processes involved in governing a country or state (Collins CoBuild, English Language Dictionary, 1994, p. 630).

In accordance with the sub-category included in definition number 1 above, the Government as a social actor is never nominated, nor is it socially identified with reference to age, gender, provenance, wealth, ethnicity or religion. Rather, its representation, like that of Teachers, is also functionalized (Van Leeuwen, 1996), i.e., referred to in terms of the roles played by the social actors, such as the **government** (the most pervasive representation with 21 occurrences) and the educational authorities that constitute it.

> The federal **government** could continue to facilitate the development of ISEs, and to play an increasing role in evaluation, research, and dissemination of innovations that do and don't work.

> On the other hand, **education authorities** remain concerned about the evidence of low teacher quality and the prevalence of poor teaching practices that constrain progress.

According to Van Leeuwen (1996, p. 59), the impersonalisation of social actors occurs when the meanings of abstract or concrete nouns do not include the semantic feature 'human' in the process of representation. In the specific case of sub-category number 2 above (the departments, ministries, committees, etc, that represent the state and that carry out decisions of the political leaders of a country) the Government as a social actor is 'impersonalised' by 'objectivation[50]' not only as the country itself (Brazil), but also as the governmental bodies that constitute it, such as educational secretariats, the Ministry of Education (MEC), the National Institute for Educational Studies and Research (INEP), among others. Some examples extracted from the analysed data are:

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[50] The Government is represented by means of metonymical reference to a place, something or some activity it may be associated with in the ES.

> Over the past decade, **Brazil** made important investments in in-service teacher upgrading and professional development..

> **Education Secretariats** find that teacher education programs are academically weak, highly theoretical, and largely divorced from effective classroom practices.

> Externally, a first move will be to extend the powerful university program evaluation test (PROVAO) to schools of education, as proposed by **MEC's INEP** for 2001.

It is noteworthy mentioning that although the Government is impersonalised with reference to a place (Brazil) and to the Brazilian educational system and bodies (education secretariats and MEC), these social actors are conferred with human characteristics such as the capacity to make investments, express judgments, find and propose solutions, which can also be observed in the examples above.

In fact, the third sub-category included in number 3 above (the activities or processes involved in governing a country or state) is especially representative of the 'personalization' of concrete actions taken up by the government such as structural and quality reforms, which are thus viewed in this thesis as the embodiment of Government as a social actor. In the examples shown below, the action of reforming is reified as **reform**, which becomes a personalized or animate agent in place of the human agent–the Government. According to this representation, it is the reforms themselves (and not people or individuals) that carried out the crucial measures to achieve progress in education. Some examples are transcribed below:

> The first wave of **reforms increased** teacher salaries and **required** that new Career Plans (Planos de Cargo e de Carreira, PCCs) give more weight to teacher performance.

Chapter I examines the key **reforms** and demographic trends which have begun **reshaping** the macro environment for Brazil's teachers.

Structural **reforms** of system financing and governance have **improved** equity and helped to **rationalize** the long-tangled federal, state, and municipal roles in education. A second generation of "**quality" reforms** is **focusing** on the teaching and learning process and has **established** the foundations of a quality assurance framework …

4.5 The Portrait of the Educational System as a Social Actor

The analysis of the representation of the Educational System as a social participant is sub-divided into the pedagogical and the financial-managerial facets of the system. The reason for this sub-division is double-fold: not only do I assume 'system' 'as the way that a whole institution has been organized and arranged (Collins CoBuild 1994, p.1485), but I also take for granted that the ES refers to 'structural reforms' of the public education system in Brazil as the sum of quality education (teacher quality, teaching practices and students performance), and financial and managerial aspects (assessment, recruiting, hiring, retirement, setting /increasing pay, creation of new courses and schools, implementation of school improvement plans, expenditures, and the like.

The Education System as a social participant is, first of all, represented as the education system itself. In this representation there is a straightforward association between an **efficient** and **equitable** education system and a successful **economy**, which is realized in the very first lines of the ES:

Over the past 10 years Brazil has made remarkable progress in reshaping its **education system** from **one** of the most **inequitable** and **inefficient** in the world to **one** poised to support its status as a **21st century economic power**.

Secondly, the pedagogical or educational facet of the Educational System is represented in the ES by educational institutions, professionals, (directors, coordinators, inspectors and review teams, as well as by the governmental measures to be implemented by the educational system in order to make quality reforms possible such as **accreditation**, **certification**, **compensation**, and **qualification** and **evaluation**.

> It has legislated the establishment of a new type of **Teacher Training Institution (TTIs)**, the **Institutos Superiores de Educação (ISEs)**

> Despite the increasing use of school-level pedagogical **coordinators**, these **professionals** often lack the skills for true instructional leadership.

> **Evaluation** of teachers is weak or non-existent wit both performance and sanctions for excellence exceedingly rare.

> Second, a condition for teacher **certification** could be a degree from an accredited **institution** furthering the incentives for **TTIs** to seek periodic **accreditation**

The representations of the legal, managerial and economic aspects of the Brazilian public school system conclude the analysis of the sub-divided portrait of the Educational System as a social actor in the ES. In the examples below, these representations include concerns with **cost-effectiveness** of teacher training programs and financial resources for education, and **career and pension reforms**.

> Important issues include: **cost-effectiveness** of alternative training approaches; a medium-term **expenditure analysis** for the education sector, and existing analyses including projected teacher **costs** …

> Even taking into account FUNDEF **resources** a crisis in education **financing** is looming.

This would require implementing **career and pension reforms**.

The upgrading of teacher qualifications to tertiary education, continuous increases in the number of retirees, the linking of **pension benefits** to current wages on a 1-to-1 basis, and the projected decrease in the number of students in ensino fundamental, all suggest greater **budget shortfalls** in the future.

Observe that both the representation of governmental measures as well as that of the legal, managerial and economic aspects of the Education System exemplified above are carried out by condensed nominalizations such as 'teacher preparation program accreditation procedures' and 'career and pension reforms' which, as will be shown in the next section, are pervasive impersonalising devices employed in expert discourses targeted at social policy changes. (Lemke, 1995; Gama, 2004).

4.6 The Portrait of Teachers as a Social Actor

As the main protagonist in the ES, Teachers are frequently referred to in the ES. There are 60 occurrences of the social actor 'Teachers' written in the plural form, 88 in the singular, and 8 in the possessive case, totalising 148 occurrences.

When in the plural form, Teachers are 'generalized' and 'collectivised' by the process of 'assimilation' (cf. Van Leeuwen 1996, p. 50) as a working group, .i.e., they are 'categorized' in terms of what they do (functionalization) and defined in terms of what they 'unavoidably are' (ibid, p, 54).

In sum, Teachers as social actors are represented with respect to their professional identities: primary or secondary public school teachers, with either secondary or higher

education degrees, who are hired according to the CLT regimen[51], are not underpaid, may be serving or retired, novice and struggling, experienced or inexperienced, good or bad, competent or underqualified teachers. Some examples taken from the collocation concordance are:

> As argued in the World Bank report, "Brazil: Critical Issues in Social Security" (2000), there is no equity justification for maintaining special regimes for primary and secondary school **teachers** within the Social Security Code. [

> These underqualified **teachers** are concentrated in the systems serving the most vulnerable children. .

> Moreover, **teachers** in the public sector (85 percent of all teachers) enjoy higher job stability, a more generous pension system, a relatively short working day, and a substantial amount of leave.

> This selectivity is contemplated in the Administrative Reform Law (1998), that permits the government to hire **teachers** in the CLT regimen (Consolidação das Leis Trabalhistas).

The decision to represent Teachers as a **teaching force** to be replaced if **offer** is greater than **demand**, produced like a commodity, and whose knowledge can be **upgraded** or **reduced** to a set of **skills** that can be **trained**, is representative of the economic domain of the WB's entrepreneurial view of education. These examples illustrate the comments:

> Furthermore, Brazil's demographic transition and rapid secondary school expansion
> are creating structural pressures on the **teaching force**-with the demand declining
> and projected to decline further **for grades 1-4 teachers**, and rapidly increasing for
> more highly skilled lower and upper secondary school **teachers**.

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[51] The Consolidation of Labour Laws (CLT) systematized Brazilian social and labour legislation in 1943 under President Vargas's Estado Novo (New State) dictatorship

Replacing excess early grade **teachers** and producing adequate numbers of lower and upper secondary **teachers**, either through **upgrading** or new **recruitment**, at a time when the entire system of **teacher** training is being reformed and a generous **teacher** pension system already absorbs 30-50 percent of state education budgets …

In terms of sex, there is only one reference using the pronoun he or she. The other references relating to sex are the classifiers '**female'** and '**male'**. Nationality is not represented by the adjective Brazilian. In all the examples referring to nationality, the possessive case (Brazil's) or place adjuncts (in Brazil) are used instead:

…a generous teacher pension system already absorbs 30-50 percent of state education budgets while removing **female teachers** from the classroom at the peak age of 48 (and **males** at 53).

Even after a decade of upgrading, in 1999 some 42 percent of Brazil's ensino fundamental **teachers** did not fulfil the new national requirement of tertiary education qualification level.

International comparative data reinforce the conclusion that **in Brazil**, as in the majority of Latin American countries, **teachers** are not underpaid.

It is when the social actor 'Teachers' is used in the singular that their categorization as a group who lacks the professional 'required' skills' becomes clearer. This devaluation of Brazilian public school teachers is achieved though the striking use of 'teacher' as the classifier[52] in 59 nominal groups whose 'Heads' are suffix-generated nominalizations such as **certification, compensation evaluation, preparation, qualification, training,**

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[52] In functional terms, a classifier is one of the constituents of the nominal group (a main noun or 'Head' word which has can be expanded by pre and post-modification). It always pre-modifies the nominal group by indicating the kind or type of Thing. While 'upgrading' and 'development', for instance, denote the category of entity being referred to (Thing), teacher denotes the class within the general category.

development, management, compensation, certification, evaluation, effectiveness, improvement, learning and **training.**

> Over the past decade, Brazil made important investments in in-service **teacher upgrading** and professional **development**.

> A second, equally powerful step, also planned by INEP, would be to develop professional standards of **teaching** **practice** and **performance** as a basis for a process of **teacher** **evaluation** and of initial and periodic **certification**.

> It analyzes the impact which FUNDEF and the LDB have had on **teacher compensation** and **certification**.

In addition to omitting the social actors responsible, for instance, for evaluating, certifying, developing, managing and upgrading teachers, the various processes that constitute these CNs, as well as the major social actors involved in them, cannot be retrieved unless one is familiar with these education and managerial practices that involve the quality of teaching in Brazil. What is at stake, therefore, is that teacher preparation, evaluation and certification imply a set of beliefs and values which are based on the concept of quality, which may be altered, from time to time, by those who currently hold the power.

4.7 Nominalising as a Backgrounding Strategy

My analyses of the ES have shown that, like most expert texts, it is highly nominalised and lexically condensed, making use of highly complex 'packaged' clauses. The great number of nominalizations makes it difficult to understand 'who did what to whom under which circumstances', as can be observed in the examples below:

Finally the recently **introduced renewable TTI program accreditation system** with peer review panels could be made more **performance-oriented** through **observation** of graduating students in the classroom

Below I suggest one of the possible 'unpackagings' of the clause exemplified above. Notice that the conversion of nouns into processes which are carried out by their respective social actors seems to transform the sentence into a less dense and, therefore, more intelligible linguistic structure:

The government recently **introduced** a renewable **system** for **accrediting** TTI programs which **consist** of peer review panels. In order to **make** this **system** more orientated to performance, education experts **should observe** students about to graduate in their classroom.

What I am proposing with this example is that conversion of processes into nouns may also be considered as a kind of backgrounding strategy: on the one hand, the conversion of processes into nouns excludes or omits agents and the processes they carry out; on the other hand, the actor may be inferred from textual and contextual backgrounds.

As illustrated in the analysis showed in 4.4 above, the representation of the Government as a social actor is carried out by non-human agents, such as the reforms that had been or were about to be implemented in pedagogical, legal, managerial or economic terms. It is possible, however, to look at this kind of representation from a different angle, although in its essence it may be considered the same phenomenon: reforms (and its implementing measures) are nominalised processes that 'have been reified and used in the place of human agents' (Lemke, 95, p. 60).

The Government as a social actor is backgrounded as non-human agent in 40% of the occurrences and is represented as government itself in the remaining 60%. The representation of the Government by the nominalization 'reform' (16%) is principally achieved through material clauses in which the Actor (the Government) acts upon a Goal (the Educational System), represented in the examples below by legal, financial and managerial (structural reforms). As shown in the examples that follow, its actions are represented as powerful, thus being able to 'rationalize' tangled roles in education, 'increase salaries' and bring a period of 'short period of financial solvency', a technical term in Economics which means that one will be able to pay all one's debts,

> Structural **reforms** of system financing and **governance** have improved equity and helped to rationalize the **long-tangled federal, state and municipal roles in education.**
>
> The first wave of **reforms** increased **teacher's salaries** […
>
> Recent **reforms** in social security have brought a short period of **financial solvency**…

In the next extract, it is worth of note that the nominalizations **dismissal** (from the process to dismiss) and **expenditure** (from the process expend) are portrayed respectively as the result and the cause of the administrative **reform**, all of which have the effect of backgrounding the responsibility of the government as the one who will be able to **dismiss** public employees when they cost the government more money than the federal educational budget can support.

> In parallel, the government is conducting an **Administrative Reform**_ viii (Lei de Reforma Administrativa [1998]) **which**, once fully regulated, will allow for the **dismissal** of **public employees** when personnel **expenditures** are excessive.

This strategy of not crediting the government with the results brought about by the implementation of reforms through **measures** and **requirements** proves to be an established pattern in the ES. In the examples below, governmental measures reified as the nouns '**introduction**' (from the process to introduce), **requirement** (from the process to require) and **substitution** (from the process to substitute) help obscure (or background) the government as the social actor responsible for **introducing** **SAEB** and **PROVÃO**[53], for **substituting** the old system of teacher **training program accreditation** and for **requiring** that teachers have **tertiary education:**

> A second generation of "quality" **reforms** is focusing on the teaching and learning process and has established the foundations of a quality assurance framework through the **introduction** of a national student assessment system (**SAEB**), a university program evaluation system (**PROVAO**), and new teacher preparation program accreditation procedures

> Finally, new **requirements** that all teachers have **tertiary education** may lead to massive **recertification** of existing teachers …

> The recent **substitution** of a **renewable process of teacher training program** a**ccreditation** at the federal level in lieu of the previous once-and-for-all system

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[53] The Exame Nacional de Cursos (ENC) or PROVÃO was an exam applied to graduating students from 1996 to 2003. According to MEC's website (http://www.inep.gov.br/superior/provao/) the exam aimed at evaluating Higher educations Institutions as far as the teaching-learning process is concerned.

The text makes it clear that in order to implement the reforms intended at changing the face of the Brazilian public education system several measures such as **governance** and tighter **accountability** have to be implemented: .

> To create schools focused on learning and tighter **accountability**, the chapter recommends reinforcing the school development plans (SDPs in Brazil),
>
> Structural reforms of system financing and **governance** have improved equity and helped to rationalize the long-tangled federal, state, and municipal roles in education.

According to the Merriam Webster's unabridged dictionary, **governance** is 'the manner or method of governing' while **accountability** stands for 'the quality of being accountable or responsible'. From the standpoint of the United Nations and Economic and social Commission (http://www.unescap.org/huset/governance.htm), however, the concept of **governance** is extended to include two processes: 'the process of decision-making and the process by which decisions are implemented (or not implemented)', the government being just one of the several actors to take place in the process.[54] As far as '**accountability'** is regarded, the same process occurs. Although Shihata's (1995, p. 58) defines it as the process of 'making government officials responsible for their actions', which retains the idea of transparency present in the above definition, the different processes that make up **accountability** are also included when Shihata (ibid) adds that it involves 'the availability of information for the public and proper accounting, auditing and financial management'.

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[54] According to the same source, good governance has 8 main characteristics: it should be consensus-oriented, accountable, transparent, responsive, efficient and effective, and equitable and inclusive and participatory and follow the rules of law.

From my point of view, the importance of comparing dictionary definitions with the ones provided by expert sources in the area is that the latter help the uninitiated reader acquire a clearer idea of the necessary notions for properly understanding and criticizing texts. In the case of the ES, it is not only the fact that there is a great deal of nominalizations per sentence that makes it more complex, but also the great level of condensation carried out by nominalizations such as governance and accountability.

In fact, **reforms**, be they classified as 'structural' or 'quality' are the main CNs presented in the analyzed text. If, on the one hand, the term **structural reforms** presupposes some background and canonical knowledge from the reader, on the other hand, it helps obscure some very unpopular managerial neo-liberal actions (or measures) which include decisions about the number of teachers to be **recruited** and **dismissed** according to labour market needs, teachers' salaries, and radical proposals that affect long-acquired professional rights such as a special age for teachers 'retirement, which is treated in the ES as an **unsustainable** and **inequitable** benefit:

> Teachers' early **retirement** age and generous **benefits** will prove increasingly **unsustainable** as the graying of the teaching force continues. As argued in the World Bank report, "Brazil: Critical Issues in Social Security" (2000), [Sayer: WB] there is no equity justification...

In terms of **quality reforms**, there are some very important CNs represented in the ES by technical terms whose main heads are the nouns **practice**, **process**, **program**, **system** and **standard**. Despite the fact that they realize abstract concepts in several and clear-cut areas of knowledge, in the ES they co-occur with very specific procedures in the educational field such as **certification**, **accreditation**, **qualification** and **evaluation**. These

procedures also condense several processes that are not always very acquainted with educational institutions.

Although the CN **practice** (from the process 'to practice') may have different meanings, in the ES it should be understood as a **standard practice** related to a profession or, in other words, 'normal or accepted ways of doing things within a particular organization or institution' (Collins CoBuild 1994, p. 1124). The nominal group **teaching practices**, shown in the example below, seems to condense, in a single nominalization, teachers' pedagogical acts, such as preparing classes, presenting new content, explaining, questioning, evaluating, correcting exercises, motivating, and whatever constitutes teaching in our culture. What is at stake concerning the use of the CN **practice** is that it neither makes clear what actions carried out by teachers fail to meet the accepted standards of quality nor does it explain which standards these are

> On the other hand, education authorities remain **concerned** about the **evidence** of low teacher **quality** and the **prevalence** of poor **teaching practices** …

Notice in the extract above that the criticism on teachers' **quality** and **practice** (which the WB attributes to the government by making it the Carrier of the Attribute **concerned**), is enhanced by the semantics of factuality brought by the nominalizations **evidence** (from the adjective 'evident') and **prevalence** (from the process prevail), which like **findings, data** and **research** below, are capable of attributing to the WBR the power not to be contested by the reader:

> Based on available **research**, the three most conventional mechanisms for raising teacher quality …

These **findings** [Token: educ.sys.] do not imply that a strategy that focuses on teachers is inconsistent with the **data** in the report.

The nouns **process** (from the verb to process), **program** (from the verb to program), **system** (from to systematize or form a system) and **standard** (from the verb to standardize), which are pervasively used in the ES, have very similar and interconnected meanings. According to the Merriam-Webster's Unabridged Dictionary:

1- a **program** is a **plan of procedure**: a **schedule** or **system** under which action may be taken toward a desired goal: a proposed project or scheme.

2- a **process** is a particular **method** or **system** of doing something, or accomplishing a specific **result**.

3- a **system** is the **structure** or whole formed by the essential principles or facts of **science** or branch of knowledge and thought: an organized and, or **methodically** arranged set of ideas, theories or speculations.

4- a **standard** is something that **is set up and established** by authority **as a rule** for the measure of quantity, weight, extent, value or quality.

As it can be seen by the definitions above, the idea of systematisation and methodology is inherent to the meanings of these nominalizations, which also seems to create for them an aura of scientific indisputability (or being beyond any argument). In addition, these nominals, when part of complex nominal groups, help background (or hide) the social actors and the activities they carry out in order to create and implement systems, programs, processes and standards. In the extracts below, for instance, one should ask questions targeted at the issue of the invisibility of social actors (who assesses students,

evaluates and accredits TTT programs, assures quality, defines quality standards and certifies and evaluates teachers?) and the activities carried out by these actors (what do assessment, evaluation, accreditation, certification, and qualification systems, programs, processes and standards consist of?):

> The government rightly wants to establish a strong initial and periodic **certification system** based on clear teaching **standards** [16.1] the establishment of a **quality *assuranc*e system**

> Thus, periodic "whole school" reviews combining self and external school **assessment** could bring different perspectives to the **evaluation process.**

> Finally, the recently introduced renewable TTI **program** accreditation **system**, with peer review panels, could be made more performance-oriented through observation of graduating students in the classroom

At this point we have a well-defined portrait of the facets of the social actors involved in the Brazilian public education system. We have seen that Teachers are collectivized and widely represented as an unqualified, unprepared working class. They are also claimed to have low expectations regarding their students' results despite the fact that, in the ES, Teachers' performance is closely associated with students' poor achievements in national assessments tests such as SAEB. Moreover, the WB's claim that the Government recognizes Teachers as a key element to quality reforms justifies their representation as the main targets of preparation, qualification, evaluation, certification and accreditation procedures planned by the Government and implemented by Educational System actors. The Government and the Educational system, respectively designer and executor of quality and structural reforms recommended by the WB, are frequently impersonalized and reified as their requirements and measures.

The WB actors do not materialize in the ES. They are always reified as scientific nominalizations such as the **study**, the **findings** and the **report**. Since the very first lines of the ES, WB experts praise the reforms implemented by the Government. While there seems to be no discursive manoeuvre attempted at concealing or mitigating WB's criticisms on teacher performance and qualifications, the Government and the Educations System are backgrounded through Nominalizations, in special CNs, which help the WB save its own face when recommending unpopular measures such as the end of the public officer job stability or 'generous teacher pensions' through 'structural reforms of governance and financing.'

If, in Chapter 4, the focus of analysis is the representation of the **WB,** the **Government,** the **Educational System** and **Teachers** from a socio-semantic standpoint, in Chapter 5 below these social actors are analysed with reference to the participant roles they take in material, relational, mental and verbal clauses. My objectives are to determine not only which participant roles predominate for each of them, but also to unveil how these choices are likely to shape the representation the WB makes of Brazilian public school education in the ES of the 2001 WBR.

CHAPTER 5 - REPRESENTING THE PROFILE OF BRAZILIAN PUBLIC EDUCATION: THE ANALYSIS OF TRANSITIVITY

5.0 Preliminaries

As language (or text) is realized through the choices speakers/writers make within a system network which includes the lexico-grammatical level of text organization, my main interest in this chapter is to investigate the linguistic patterns of experience set up by the grammatical system of transitivity in the ES so as to construe, in the document, the WB's overall picture of the WB itself, the Government, the Educational System and Teachers. In doing so, the participants (Actor, Goal, Senser, Phenomenon, Carrier, Attribute, Sayer, and Verbiage) are analysed in this study in relation to material, mental, relational and verbal processes.

The present chapter is organized into five sections: the first one presents the l procedures for analysing the transitivity patterns of the ES; the second, third, fourth and fifth, examine respectively material, mental, verbal and relational processes, and the participants associated with them. Finally, the chapter refers back to the analysis to offer some concluding remarks about the representation of the above mentioned social actors under the lens of WB experts.

5.1- Analyzing Transitivity in the ES: Methods and Procedures

In order to disclose the prevailing transitivity pattern used in the ES, the text was analyzed with reference to SFL categories used for transitivity analysis, as explained in Chapter 3. The text was firstly divided into clauses, which is the basic unit of analysis in functional grammar. Then I applied to it a non automated corpus annotation computer software created by Souza (2006), which allowed me to manually tag each of the six types of processes identified by H & M (2004), their specific participants (Actor, Sayer, Token, Senser, etc), as well as and the main social actors identified in the ES (the WB, the Government, the Education System and Teachers).

When tagging these processes and participants, the software associates a different colour for each of the processes analysed (red for material, blue for mental, green for verbal, yellow for relational and orange for existential, according to the colours used in the cover of Halliday 1994). Moreover, tagged participants are in bold and circumstances underlined, as can been seen in the Appendix 2 to this study.

Souza's software allows the production of annotated Tables and Figures, which are available for statistical analysis based on the total number of processes, individual frequency of process types, grammar participants and social actors I identified and categorized in the previous chapter. These Tables and Figures are provided in the body of the chapter. Whenever findings are considered relevant, they are interpreted and discussed in relation to the research questions raised in the introduction to this study. Specific discussion f research questions, however, will be dealt with in Chapter 6.

Before discussing the analysis, it is worthy mentioning that although the corpus is not large enough for the identification of statistical significant patterns, I decided to use quantitative tools in this chapter in an attempt to bind my own interpretive analysis as closely as possible to textual data. As I deal with simple percentages to measure results, sometimes they do not reach a100%.

5.2 Deconstructing the Portrait of Social Actors: The Clause as Representation:

The transitivity analysis, as introduced in Chapter 3, deals with the experiential meaning of the clauses that make up the ES in an attempt to explain how language is used to represent the inner and outer experiences of the main participants in the ES, i.e., the WB, the Government, the Educational System and Teachers.

As shown in Figure (Fig.) 5.1 below, a total of 426 clauses were analysed in this study. Material processes represent the major process selected in the ES with 164 occurrences, followed by 162 relational, 54 mental, 24 verbal and 3 existential processes. As it can be observed, there is a very significant and close number of material and relational processes, for together they totalise 80% of occurrences, while mental and verbal processes, in turn, represent only 19% of all occurrences in the text. Existential processes make up the remaining 1%.
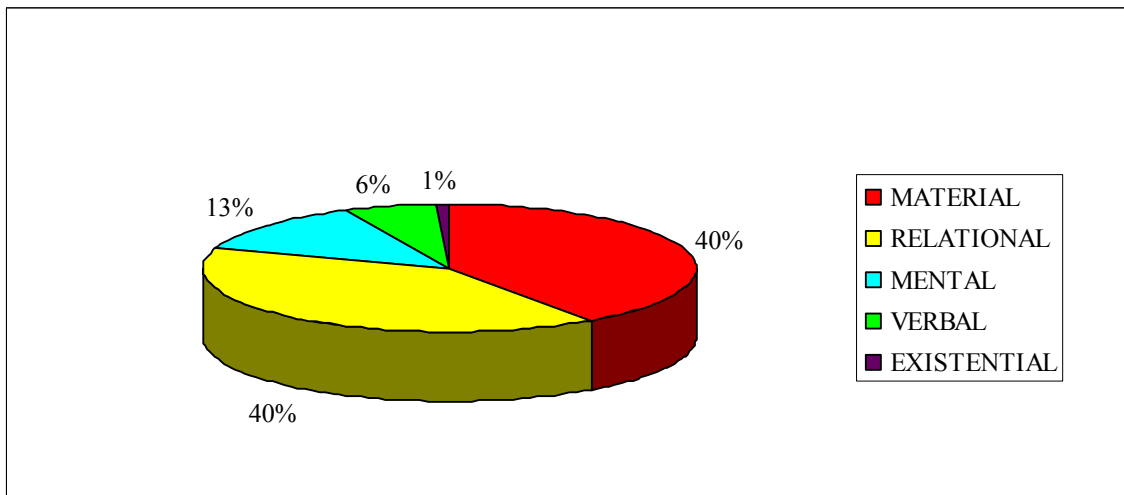
Fig. 5.1: Process Selection in the ES

Out of the 426 clauses representing social actors, the Educational System is the most frequent one, totalising 235 (52.8%) occurrences. The Government and Teachers follow it with respectively 81(19.01%) and 74 (17.3%). The WB is the least frequent participant in the ES, with 53 (12.4%) of all occurrences.

The Educational System is the principal Actor and Goal with respectively 25 (15.2%) and 57 (34.7 %) of all material occurrences. Teachers hold the second place as the Goal with 22 (13.4%) occurrences, while the Government is the second most frequent Actor (14.2%) of occurrences. The Government and the WB are represented as the Goal once (0.6% each). However, the WB is the greatest Senser and Sayer in the ES, with respectively 15 (27.7 %) and 16 (64%) of mental and verbal occurrences. The major Phenomenon, with extremely close results are the Educational System, with 15 (27.7%) and Teachers with 14 (25.9) of mental occurrences. The Educational System is also, and by far, the greatest participant in relational clauses. It presents the greatest results as the Carrier, Attribute, Token and Value, Possessed and Possessor in all 162 relational occurrences in the ES, with

85

respectively 34 (20%), 16(9.8%), 17(10.4%), 29(46.7%), 14(8.6%) and 9(5.5%). Fig. 5.2 below summarizes all representations of social actors as grammatical (or functional) participants.
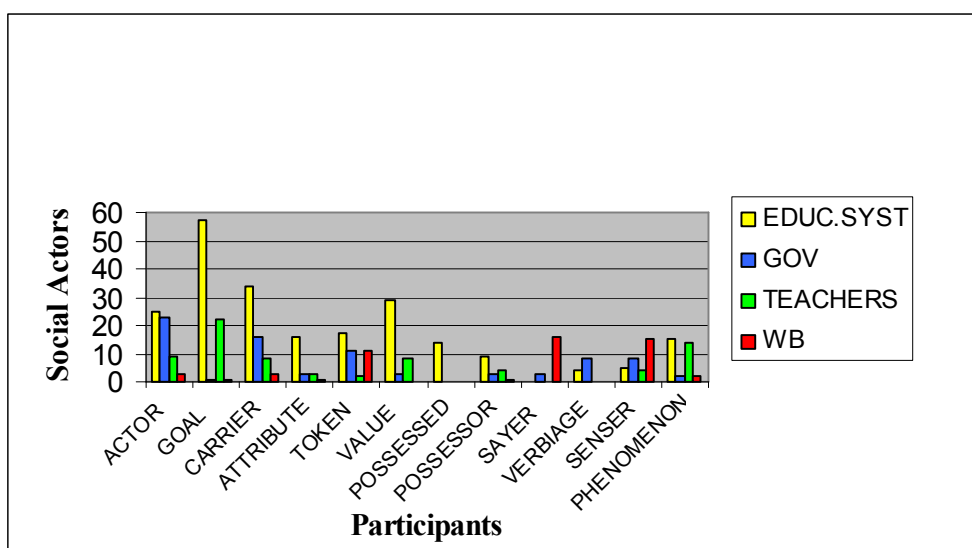
Fig. 5.2: Social Actors requested as functional Participants

The sections that follow provide a detailed analysis of the different patterns of transitivity realized by material, relational, mental and verbal clauses in the ES.

5.2.1 Material Processes: Changing Public Education

Material clauses (along with relational Clauses) are the most frequent ones in the ES, as specified in Fig. 5.1 above. They are mostly transitive clauses of doing in which the Actor's unfolded process impacts the other(s) participant(s) in the clause. As shown by Fig. 5.3 below, 65.8 % (108) belong to the **transformative** and 25 % (41) to the **creative**

type of material clauses. The remaining 9.1 % (15) are those material processes that, in my point of view, did not fit the characteristics of either categories, such as the processes, **work**, and **pay**.
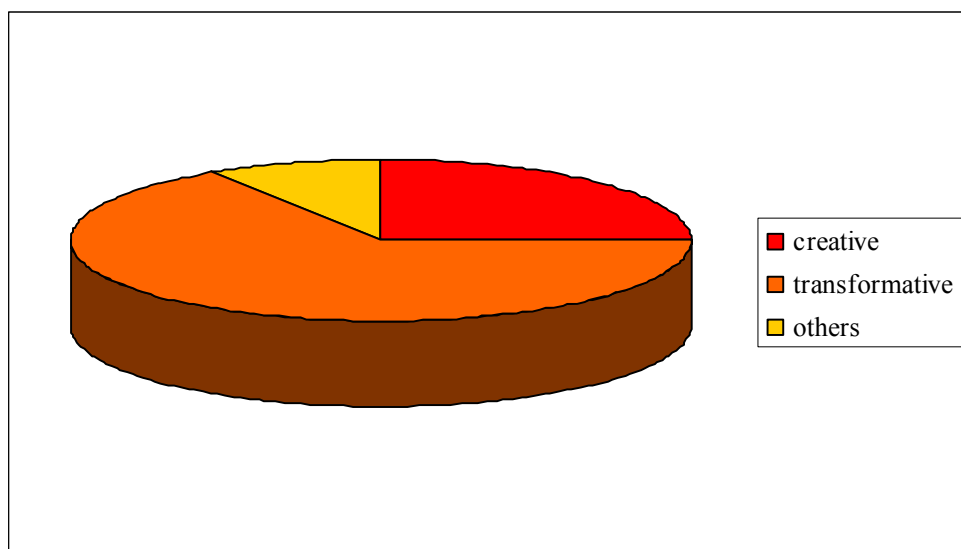
Fig. 5.3: Sub-types of Material Clauses

It is worth mentioning at this point that there are a few processes that indicate the phase of the process (such as **start** and **continue**). In this study, their classification is centred either upon the process or the nominalization that follows the process. Thus, as shown in the examples shown below, **continue to facilitate the development** is understood as **develops** and **initiated** *the establishment* equals **established**, both of them creative processes.

[16.1] With the second wave of reforms [Circ.: Accompaniment], the government [Actor: gov.] **initiated** [Proc.: material: **creative**] the **establishment** of a quality assurance system- [Goal: educ.sys.]

[186.1] The federal government [Actor: gov.] could continue **to facilitate** [Proc.: material: **creative**] the **development** of ISEs [Goal: educ.sys.],…

In relation to frequency (the number of times a given process occurs), the prevailing **transformative** processes are to **use** and to **achieve**. However, if we take into consideration synonyms, antonyms and verbs of related semantic fields, the predominant transformative processes are the ones associated with **size** and **amount** such as **increase**, **tighten**, **boost**, **enhance**, **improve**, **upgrade**, **accelerate**, **expand**, **further**, **broaden**, **advance**, **spread** and **reduce**, as in:

[173.1-173.2] Only a systemic approach [Actor:] can **achieve** [Proc.: material: **transformative**] change of the breadth and depth [Scope:] sought [Proc.: mental: cognitive] by Brazil [Actor: gov.] in the area of teacher policy [Circ.: Location].

 [14.1] The first wave of reforms [Actor: **gov**.] **increased** [Proc.: material: **transformative**] teacher's salaries [Goal: teachers]

[160.1] To **enhance** [Proc.: material: **transformative**] the competencies and motivation of serving teachers….

In addition to the notion of **enhancement** and **improvement**, there are processes in the analysed text that signal the necessity to reform the existing educational model. Some of them are **limit**, **remove**, **regulate**, **reshape**, **restructure**, **articulate**, **frame** and **coordinate**:

[1.1-1.2] Over the past 10 years [Circ.: Location] Brazil [Actor: gov.] has made [Proc.: material: creative] remarkable progress [Scope:] in **reshaping** [Proc.: material: **transformative**] its education system [Goal: educ.sys.] …

[62.1-62.1a] It [: **gov**.] assumes [Proc.: mental: cognitive] that existing programs [Actor: educ.sys.] will be able to **restructure** [Proc.: material: transformative], re-**staff** [Proc.: material: **transformative**], and **reorient** [Proc.: material: transformative] themselves [Goal: educ.sys.] substantially [Circ.: Manner] in a very short period [Circ.: Location

A relevant finding to the objectives of this study is that both the predominance and the variety of transformative processes in the ES help the WB to construe the metaphor of change in the ES. Table 2 below lists **creative** and **transformative** material processes and displays number of occurrences:

TRANSFORMATIVE	NO. OF OCCURRENCES	CREATIVE	NO. OF OCCURRENCES
ACCELERATE	1	ADOPT	1
ACCOMPANY	1	BRING	1
ACHIEVE	4	BUILD	1
ADAPT	1	CONSTITUTE	1
ADJUST	1	CREATE	9
ALIGN	1	DESIGN	1
ARTICULATE	1	DEVELOP	6
AWAIT	1	DO	1
BALANCE	1	ESTABLISH	6
BENEFIT	1	FORM	2
BOOST	1	GENERATE	1
BOUGHT	1	INITIATE	1
BREAK	1	LEGISLATE	1
BRING	1	LOOM	1
BROADEN	1	MADE	2
BUILD	1	PRODUCE	2
COMBINE	1	SERVE	1
COMPLETE	1	SET UP	2

CONCENTRATE	1	TRIGGER	1
CONDUCT	1		
CONNECT	1		
CONSTRAIN	1		
COORDINATE	1		
DECLINE	2		
DEEPEN	1		
DEPRIVE	1		
DONE	1		
DRAFT	1		
ENFORCE	1		
ENHANCE	1		
EXTEND	1		
FINANCE	1		
FRAME	1		
FURTHER	1		
GIVE	1		
GUIDE	1		
HIRE	1		
HIT	1		
IMPROVE	1		
INCREASE	5		
INFORM	1		
INTEGRATE	1		
LIMIT	1		
LINK	4		
MADE	1		
MONITOR	1		
OFFER	1		
OPERATE	2		
PLAY	2		
POLITICIZE	1		
PREPARE	1		
PROTECT	1		
PROVIDE	3		
PUBLISH	1		
RATIONALIZE	1		
RECRUIT	2		
REDUCE	3		
REFORM	1		
REGISTER	1		
REGULATE	11		
REINFORCE	2		
REMOVE	1		
REORIENT	1		
RESHAPE	2		
RE-STAFF	1		
RESTRUCTURE	1		
RETAIN	1		
REVISE	1		
SEEK	1		
SEND	1		
SLOW DOWN	1		
SPREAD	1		
STRUCTURE	1		
SUBJECT	1		
TEST	1		
TIGHTEN	1		
TRAIN	1		
TRIGGER	1		

USE	6		
WORK	3		
TOTAL:	109		41

TABLE 2: NUMBER OF OCCURRENCES OF CREATIVE AND TRANSFORMATIVE PROCESSES

Creative processes are mostly represented by the verbs **create**, **develop** and **establish**. They also help convey the idea of creating conditions for change, and their most frequent Goals are the **mechanisms** employed to create **qualification**, **certification** and **evaluation** for teachers:

[15.1] It [Actor: gov.] **established** [Proc.: material: **creative**] higher education **qualification** and **certification** requirements, [Goal: educ.sys.]

[93.1 93.1a] Finally, preparation of SDPs [Actor: educ.sys.] could provide [Proc.: material: **transformative**] a vehicle [Goal:] to **develop** [Proc.: material: **creative**] teachers' self-evaluation and diagnostic capabilities [Goal: teachers].

[188.1 To **create** [Proc.: material: **creative**] meaningful **mechanisms** [Goal:] for school- level accountability and growth …

After having presented the results for the two sub-types of material clauses, it is now time to show how the social actors investigated in this study (the **WB**, the **Government**, the **Educational System** and **Teachers)** are portrayed in relation to the number of occurrences and participant roles each of them takes in material processes. As a rule, results will be presented in terms of higher frequency of occurrence.

In Figure 5.4 below social actors are compared in relation to the number of occurrences they produce in material participant roles. As it can be observed, the Educational System is the most frequently portrayed social actor as a Goal (57), followed by Teachers with less than half of occurrences (22). As an Actor, however, the Educational System and the Government yield very similar results, respectively 25 and 23 occurrences.

If total number of occurrences is considered, the Educational System keeps the leading

position, followed respectively by Teachers, the Government and the WB. The WB appears

in 4 occurrences, the lowest frequency of all material participants.
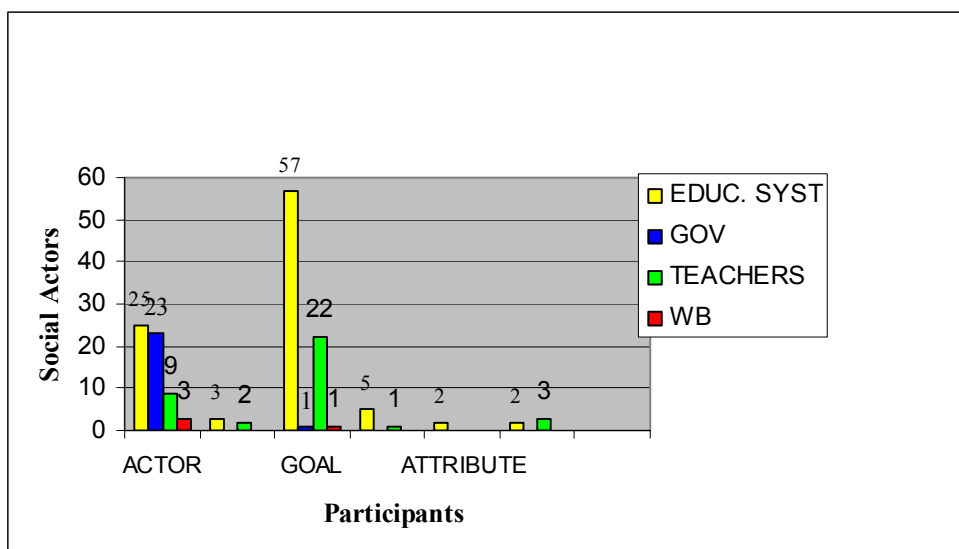
Fig. 5.4: Social Actors as Material Participants

Figures 5.5, 5.6, 5.7 and 5.8 below display, in percentages, the frequency of role

allocation taken by each social actor in the ES. As with number of occurrences, the

Educational System also provides the highest number of role allocation with all the 6

material roles (Actor, Goal, Attribute, Client, Recipient and Scope). Teachers closely

follow it with 5 roles. As also shown by Figures 5.5, 5.6, 5.7 and 5.8 below, if each

representation is considered in relation to the material participant roles taken by each social

actors in the ES, the Educational System and Teachers are mostly represented as Goals. In

this function, they hold approximately the same percentage-expressed results (61% and

60% and respectively), the difference of which is statistically insignificant. The

Educational System as compared to Teachers also presents very similar results functioning in the role of Actors in respectively 25% and 27% of occurrences. They also hold exactly the same results in the role of Recipient (5%). The government is the Actor in 96% and the Goal in 4% of the instances it is represented as a material participant. The Roles of Scope, Client Recipient and Attribute are not taken at all by the Government and the World Bank. While the Educational System takes these three roles in respectively 12 % of its representation in material clauses, Teachers are represented as the Scope and the Client and recipient in 16% of occurrences.
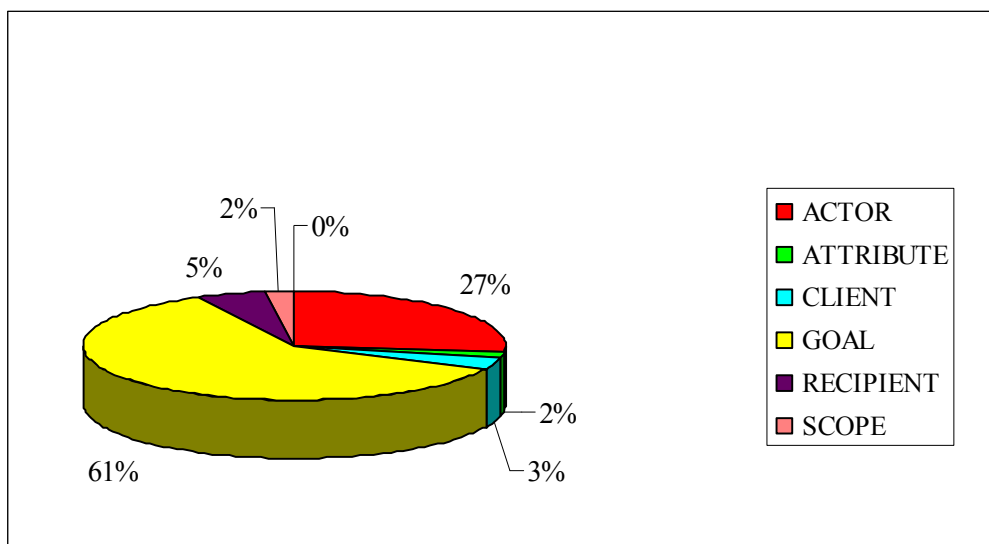
Fig. 5.5: Educational System as a Material Participant
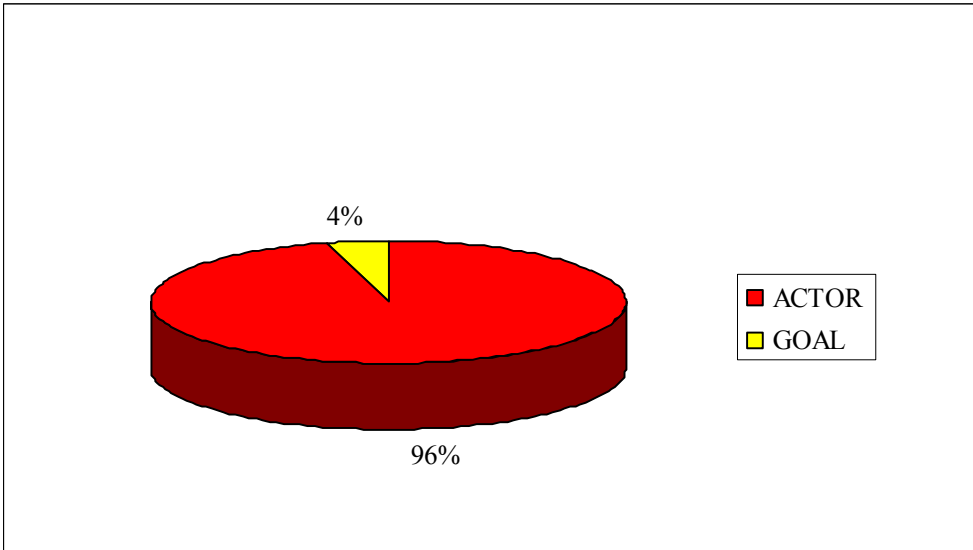
Fig. 5.6: Government as a Material Participant
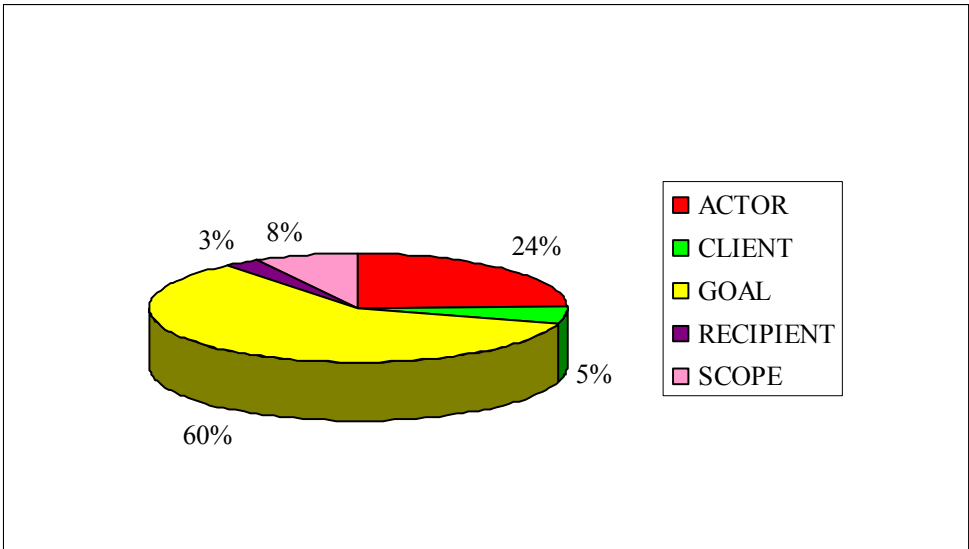
Fig. 5.7: Teachers as Material Participants
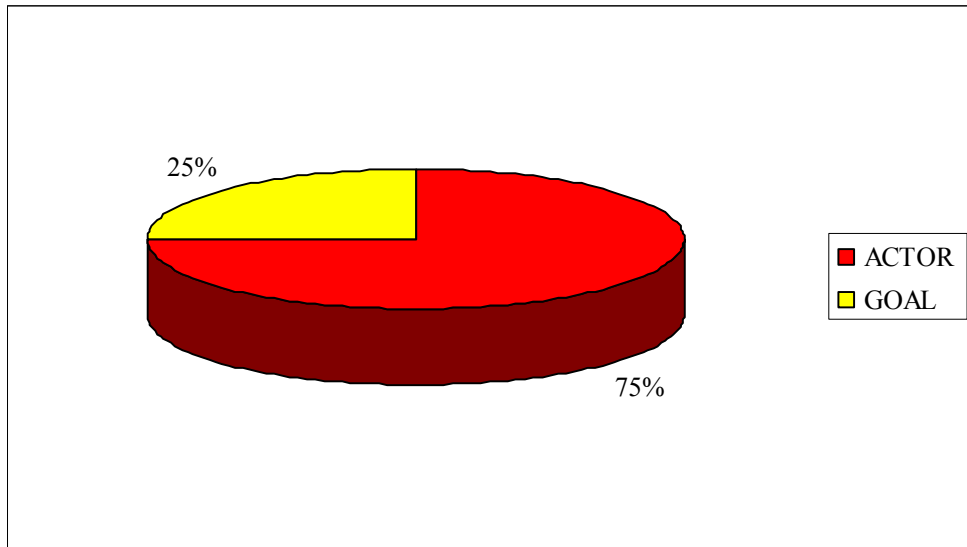
Fig. 5.8: WB as a Material Participant

As Teachers and the Educational System are the main targets of the WBR, the fact that together they hold nearly the highest results as the Goal in material Clauses (48%) is not unexpected. Teachers are mainly represented as the Goal of the Government and the Education System, i.e., they are seen as being affected (or likely to be affected) by structural and quality reforms planned by the former and put into practice by the latter. Here follow some examples of Teachers as the Goal of the Government and the Educational System as Actors.

> [51.1] These **underqualifie**d **teachers** [**Goal**: teachers] are **concentrated** [Proc.: **material**: transformative] **in the systems** serving the most vulnerable children [Circ.: Location].
>
> [142.1] The 1997 FUNDEF reform [Actor: **gov**.] **boosted** [Proc.: **material**: transformative] **teacher salaries** [**Goal**: teachers] significantly [Circ.: Manner],

[93.1-93.1a] Finally, preparation of SDPs [Actor: **educ**.sys.] could **provide** [Proc.: material: transformative] a vehicle [Goal:] to **develop** [Proc.: **material**: creative] **teachers' self-evaluation and diagnostic capabilities** [**Goal**: **teachers**]

As shown in Fig. 5.4 above, the Educational System and the Government are the most frequently represented Actors, with respectively 25 and 23 occurrences in material clauses. In 10 (40%) out of these 25 occurrences, the Educational System as the Actor impacts on the Educational System as the Goal, while the Educational System is the Goal in 14 (60.8%) of the 23 occurrences of the Government as Actor. In the examples below the Educational System is portrayed as being transformed by the government and the Educational System itself:

[16.1] With the second wave of reforms [Circ.: Accompaniment], the government [**Actor**: **gov**.] **initiated** [Proc.: material: creative] the **establishment of a quality assurance system**- [**Goal**: **educ.sys.**]

[15.1] It [**Actor: gov**.] established [Proc.: **material**: creative] **higher education qualification and certification requirements**, [**Goal: educ.sys**.]

128.1 **They** *[Actor: educ.sys.]* can link *[Proc.: **material**: transformative]* **schools** *[Goal: educ.sys.]* to district support centers such as Ceara's CREDEs,…

The only example in which the Government takes the function of the impacted Goal (which in proportional terms reaches 0.6% of material occurrences) is a WB criticism on the fact that the best programs of the government have not been evaluated in terms of their cost-effectiveness yet:

[112.2 113.1] **The best of these programs** [Carrier: **gov**] are [Proc.: relational: intensive: attrib.] systemic in approach, embedded in research, demand driven, and sometimes school based. [Attribute:] However, **none** [**Goal: gov**.] has been

subjected [Proc.: **material**: transformative] yet to a full cost-effectiveness evaluation.

As far as the minor representation of the WB in material clauses is concerned, it does not contradict at all the role of the WB as the expert writer, the one that is supposed to make suggestions and recommendations rather than presenting their actions. In the example below, one of the three clauses in which the WB is represented as the Actor, the material process **offer** could have been analysed as verbal if it were understood in a metaphorical sense, i.e., **suggest**. In that case, the WB would be the **Sayer** in a verbal process, its most outstanding participant role in the ES, as it will be observed later in this chapter.

[108.1] It [**Actor**: **WB**] **offers** [Proc.: **material**: transformative] guidelines [Goal:]

As the Goal, the WB is represented once in the ES, being shown as having benefited from the Brazilian government's help to finish 'the first draft of the report'. Thus, the WB concludes the ES in the same way it started it, i.e., by overpraising the Brazilian government of the nineties:

[196.1] **The first draft of the report** [**Goal**: WB] has benefited [Proc.: **material**: transformative] considerably [Circ.: Manner] from **informal comments and inputs from MEC, CONSED, UNDIME [Actor: gov.]**, and national experts.

Summing up this section, the results of transitivity analysis indicate that material processes, especially the transformative sub-kind construe in the ES the idea that the Brazilian public school system must undergo important changes, often personified as governmental reforms centred on the Educations System and Teachers, the most preferred

Goals of the Government. The next section introduces relational processes, which are the second most frequently instantiated process in the ES.

5.2.2 Relational processes: Identifying and classifying the Social Actors

Relational Processes, which as it was said before in Chapter 3, classify and identify iner and outer experiences of being, are very close to material clauses in terms of number of ocurrences, with 160 ocurrences. In fact, in terms of percentanges, as shown in Fig. 5.1, this difference cannot be detected and results show an identical representation: of 40%.

Out of the 160 occurences, 109 (68.1%) are intensive, 27 (16.9%) circumstantial and 24 (15%) of the possessive kind. Among these, 97 (60.62%) belong to the attributive mode and 63 (39.37%) to the identifying mode. To compare results, see Fig. 5.9 below. These results may imply that the main concern of WB experts in the ES is to evaluate the social actors involved in Brazilian public education by classifying them (negatively or positively) in relation to their standards of quality and efficiency. Corroborating this inerpretation, H and M (2004, p. 219), claim that the attributive intensive clause is a 'central grammatical strategy for assessing by assigning an evaluative Attribute to the Carrier.'
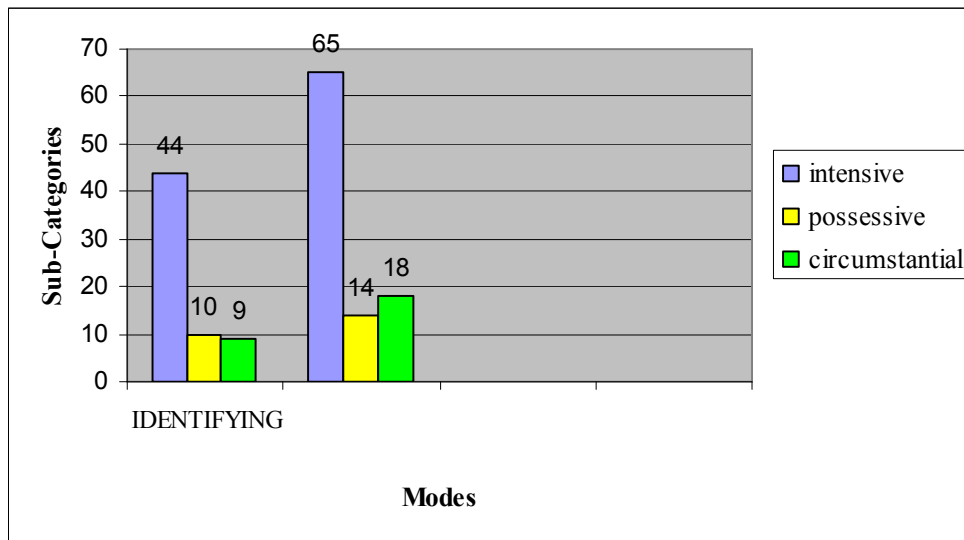
Fig. 5.9 : Relational Modes in the ES

Table 3 shows the most recurrent processes in the intensive, possessive and circumstantial sub-categories of relational clauses. The process 'be' is the most employed one with 61 ocurrences, followed by 'have' with 9, totalling 70 ocurrences (38.2%) of all relational processes.

INTENSIVE	NO. OF OCCURRENCES	CIRCUMSTANTIAL	NO. OF OCCURRENCES	POSSESSIVE	NO. OF OCCURRENCES
BE	55	BE	4	HAVE	9
SHOW	4	DEPEND	3	BE	2
DEMONSTRATE	3	CUT ACROSS	2	INVOLVE	3
IMPLY	2	BACK	2	INCLUDE	2
INDICATE				LACK	2
ENSURE	2				
REFLECT	2				
MEAN	2				

TABLE 3: RECURRENT SUB-TYPES OF RELATIONAL PROCESSES

Intensive attributive clauses realizing the Carrier-Attribute relationship are responsible for 33 occurrences of the representation of the Educational System in relational clauses as it can be observed in Fig.5.10 below. Out of the 33 Attributes assigned to the Educational System as Carrier, 29 are inexplicit or understood, i.e., they are realized by adjectival or participial Attributes (Epithets) that are just 'understood', instead of being explicit (Bloor & Bloor, 1995, p. 121). Here are two examples from the corpus:

[6.1] All these measures [**Carrier**: gov.] have resulted [Proc.: relational: intensive: attrib.] in **undeniable progress** [**Attribute**:].

[7.1] On the other hand, education authorities [**Carrier**: gov.] remain [Proc.: relational: intensive: attrib.] **concerned** [**Attribute**:] …
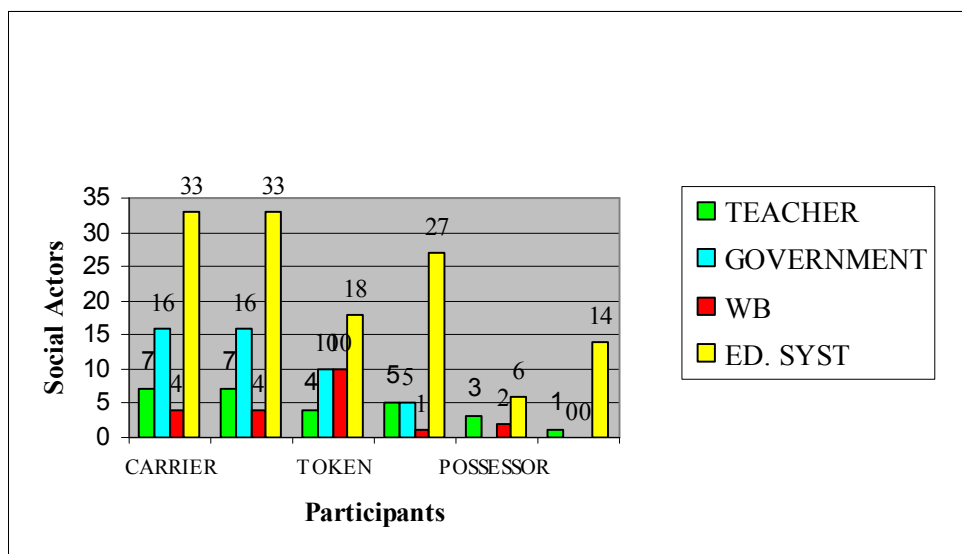
Fig. 5.10: Social Actors as Relational Participants

In fact, the inexplicit Attributes assigned to the Educational System as Carrier evaluate it in negative terms. Schools are criticized for not being **organized for learning**, which per se incorporates criticism on the pedagogical as well as on the managerial-

economic facets of the educational system. In pedagogical terms, teacher educational programs are described as **weak**, **highly theoretical**, **non-efficient**, **broad** an **unfocused** for lack of clear standards, whereas the evaluation of teachers is considered weak or **non-existent**, as shown in the examples:

> [55.1a] that teacher education programs [**Carrier**: educ.sys.] are [Proc.: relational: intensive: attrib.] **academically weak, highly theoretical, and largely divorced from effective classroom practices**. [**Attribute**:]

> [86.1] **Evaluation** of teachers [**Carrier**: educ.sys.] **is** [Proc.: relational: intensive: attrib.] **weak or non-existent** [**Attribute**:] …

On the managerial-economic side, in turn, school leadership, sense of direction, teamwork and results orientation are portrayed as insufficient; teaching is described as unattractive due to a **flat salary structure** and an **automatic career progression based on seniority.** Here are some examples:

> [85.1] **School inspections** [**Carrier**: educ.sys.] **are** [Proc.: relational: intensive: attrib.] **irregular** and **control oriented** [**Attribute**:] …

> [83.1] Despite state-level innovations in the selection of school directors and the increasing involvement of parents and community members in school management [Circ.: Contingency], in most schools **leadership, sense of direction, teamwork and results orientation** [**Carrier**: educ.sys] are [Proc.: relational: intensive: attrib.] **insufficient** [**Attribute**:]

> [103.2 - 103.3] the **salary structure** [**Carrier**: educ.sys.] is [Proc.: relational: intensive: attrib.] **very flat** [Attribute:] and **career progression** [Carrier: educ.sys.] typically is [Proc.: relational: **intensive**: **attrib**.] **automatic** [Attribute:], based on seniority.

The educational system also receives a disapproving representation in possessive attributive clauses, as exemplified in 53.1-53.2.below. Firstly, **Faculties of Education** and **Cursos de Pedagogia**, which are traditionally responsible for the qualification of lower and upper secondary school teachers in Brazil, are described metaphorically as having a bad reputation insofar as the quality of education they offer is considered. Secondly, pedagogical coordinators are claimed to lack **the skills for true instructional leadership**, although no definition is presented either in this clause or in the other four times **leadership** is mentioned in the ES and shown in example 84.1 below. Finally, as far as incentive are concerned, the absence of policies aimed at encouraging **good teachers** to go to most **remote** and poorer areas of the country in most Brazilian systems is emphasized, as illustrated in 102.1a.

[53.1-53.2] **Faculties of Education** and **Cursos de Pedagogia** [**Possessor**: educ.sys.] **have** [Proc.: relational: **possessive**: attrib.] **a reputation for being an easy path to getting a university degree** [**Possessed**:] and **their graduates** [**Possessor**: teachers] do not always **have** [Proc.: relational: **possessive**: **attrib**.] **content mastery**. [Possessed: educ.sys.]

[84.1] Despite the increasing use of school-level pedagogical coordinators [Circ.: Contingency], **these professionals** [**Possessor**: educ.sys.] often **lack** [Proc.: relational: **possessive**: attrib.] the skills for **true instructional leadership** [Possessed:]

[102.1a]…that **most Brazilian systems** [**Possessor**: educ.sys] **have** [Proc.: relational: **possessive**: **attrib**.] **no policy or incentives** [**Possessed**:] for attracting [Proc.: material:] and retaining [Proc.: material: transformative] good teachers [Goal: teachers] to hardship or **remote** areas …

The Government as a social actor yields 16 (14.67%) occurrences in the Carrier-Attribute relationship established by intensive attributive clauses. If the evaluation of the Educational System puts emphasis on negative features, what is accentuated by the Attributes assigned to the Government as Carrier is, above all, its competence to overcome 'major challenges' and lead Brazilian education system to 'undeniable progress'. Some examples are:

[3.1] **The second half of the 1990s** [**Carrier**: gov.] has marked [Proc.: relational: **intensive**: attrib.] a **watershed** in sectoral policies. [Attribute:]

[58.1] **The recent substitution** of a renewable process of teacher training program accreditation [**Carrier**: gov.] at the federal level [Circ.: Location] in lieu of the previous once-and-for-all system [Circ.: Accompaniment] is [Proc.: relational: **intensive**: **attrib**.] definitely **a step in the right direction**, [Attribute:]

The Brazilian government of 'the second half of the nineties' is compared to the government of the eighties represented in example 110.1 below as a Location Circumstance (**over the past decade**). While the former is considered a **watershed in sectoral policies** and **consistent** with international trends in education, the latter is evaluated in 111.1 as having invested in **broad** and **unfocused** in-**service teaching upgrading programs** and **professional development**. And even when some of these programs are considered as 'promising', 'systemic in approach, embedded in research, demand driven, and sometimes school based' as in 112.1, they are criticized for lacking cost-effectiveness evaluation, as it was pointed out when material clauses were being analysed before in this thesis.

[110.1] <u>**Over the past decade**</u> Brazil [Actor: **gov**.] made [Proc.: material: creative] important investments [Scope:] in **in-service teacher upgrading and professional** development, …

[111.1] Many programs [Carrier: **gov**.] are [Proc.: relational: **intensive**: attrib.] **broad** and **unfocused** [**Attribute**:] for lack of clear standards, …

112.1 Some [Carrier: **gov**.] appear [Proc.: relational: intensive: attrib.] **promising** [Attribute:] such as Fundação Marinho's Telecurso 2000

Fig.5.10 above also shows that Teachers as Carriers are ascribed 7 attributes, 5 of which are inexplicit or inferred. Three of these inexplicit Attributes are produced in the negative polarity and assess teachers as **not** well prepared and **not** accountable for students' results, albeit **not** underpaid, as pointed out in the examples:

[52.1] Even teachers with higher education degrees [**Carrier**: teachers] are **not** [Proc.: relational: intensive: attrib.] always **well prepared**. [**Attribute**:]

[87.1] **Teachers** [**Carrier**: teachers] are **not** held [Proc.: relational: intensive: attrib.] **accountable** [**Attribute**:] for student results …

[133.1a] that in Brazil as in the majority of Latin American countries teachers [**Carrier**: teachers] are **not** [Proc.: relational: intensive: attrib.] **underpaid** [Attribute

Moreover, teachers' pension and retirement systems are assessed respectively as a **burgeoning financial issue** and **increasingly unsustainable**, respectively demonstrated in examples 145.1 and 147.1:

[145.1] Teacher **pensions** [**Carrier**: teachers] are [Proc.: relational: **intensive**: attrib.] a **burgeoning financial issue** [**Attribute**: educ.sys.] in most Brazilian education systems...

[147.1] Teachers' **early retirement age and generous benefits** [**Carrier**: teachers] will prove [Proc.: relational: **intensive: attrib**.] increasingly **unsustainable** [**Attribute**:]

It is important to emphasize, however, that in addition to the evaluation of Teachers as Carriers of negative Attributes, negative evaluation also focuses on the Educational system (representing the educational body responsible for preparing teachers in their professional development) and on the Government (responsible for elaborating the systems that regulate pensions and retirement). The fact that the target of WB's criticism is not directed at Teachers only is more visible when, after having affirmed that school environment is a pre-requisite for teacher performance, WB experts very assertively claim that **the majority of schools in Brazil are not organized for learning**. Here are some examples highlighting this idea:

> [81.1] At the micro level a **teacher's performance** [**Carrier**: teachers] depends [Proc.: relational: **circumstantial**: **attrib**.] on the school environment [**Attribute**: educ.sys.]

> [82.1-82.1a] The report [Senser: WB] finds [Proc: mental: cognitive] that **the majority of schools in Brazil** [**Carrier**: educ.sys.] are **not** [Proc.: relational: **intensive**: **attrib**.] **organized** for learning. [**Attribute**:]

The WB is represented in the ES by only four occurrences of the Carrier-Attribute relationship. These Attributes are concerned with the study itself, which is considered selective due to the **complexity** and **heterogeneity** of issues discussed and praised as highly relevant and applicable to Brazil a whole.

> [26.1] Given the **complexity** of the subject, Brazil's size and **heterogeneity**, and time and resource constraints the **study** [Carrier: WB] had to be [Proc.: relational: intensive: attrib.] **selective**. [Attribute:]

> [189.1] The proposed strategy [**Carrier**: WB], [[ ]], could apply to [Proc.: relational: **circum**: **attrib**.] ↑ **broadly** ↑ **all parts of Brazil** [Attribute:]

[196.2] From the beginning, the proposed **framework** [Carrier: WB] has been found [Proc.: relational: **intensive**: **attrib**.] highly **relevant**, [Attribute:]

Before starting presenting results of the identifying mode of relational Processes, it is important to highlight that although intensive attributives predominate in the ES, the circumstantial and the possessive attributive processes also play an important role: while the first, help evaluate the participants by showing the (lack of) attributes possessed by Carriers (or Possessors), the second ones are frequently used in the ES to delimit the actions proposed in the study. Several attributive circumstantial processes conclude the ES, as seen in the examples below:

193.3 the top priorities [Carrier:] **would** be [Proc.: relational: **circumstantial**: **attrib**.] †probably on **the promotion and participation dimensions** [**Attribute**:].

194.1 In the more urbanized, privatized, and competitive South, the focus [Carrier:] **might** be [Proc.: relational: **circumstantial: attrib**.] more **on the managerial and regulatory side** [Attribute: educ.sys.],

195.1 Priorities for further research [Carrier:] cut across [Proc.: relational: **circumstantial: attrib**.] **finance, planning, and education** [Attribute:],

While in the attributive mode the Carrier-Attribute relationship established between the participants in the clauses helps the WB evaluate the social actors investigated in this study, the identifying mode gives prominence to the construal of information and facts carried out by the Token-Value relationship. In fact, out of the 42 intensive identifying processes, 19 are of the sub-kind known as demonstration or sign processes (such as **show**, **suggest**, **imply** , **point**, **indicate** and **reflect)**, in which the Token is represented   by

numerically expresssed findings or research data interpreted as fact by the Value. Here is an example:

> [88.1-88.1a] A considerable body of **research** [**Token**:] **points to** [Proc.: **relational**: intensive: **identif**.] the fact that schools should be the target of efforts to drive quality improvement [**Value**: educ.sys.].

Among the 19 'demonstration' sub-types of identifying clauses, 11 are realized by embedded fact clauses. In 6 out of these 11 clauses the WB, represented as **findings**, **research**, **analysis** and **data,** construes Teachers and the Educational Systems as Value, with 3 ocurrences each. While the Educational System as Token interprets the educational System as Value in 12 ocurrences and Teachers in just 1, the government and the WB are not construed as Value in these demonstration sub-category of identifying clauses. Here are some examples:

> [35.1-35.2] It [Senser: WB] analyzes [Proc.: mental: cognitive] **the national achievement (SAEB) test scores**, [Phenomenon: educ.sys.] which [**Token**: educ.sys.] **show** [Proc.: **relational**: intensive: **identif**.] continuing wide divergence in student learning [**Value**: educ.sys.] across regions and between state and municipal systems.

> [37.1-37.2a] The chapter [S*ayer*: WB] summarizes [*Proc. Verbal*] **research determinant of students' achievements which** [**Token**: educ.sys.] **indicates** [Proc.: relational: intensive: identif.] that **higher teacher salaries** have not translated into **better teacher quality**, [Value: teachers]

> [39.1-39.1a] **SAEB results** [**Token**: educ.sys.] also **indicate** [Proc.: **relational**: intensive: **identif**.] that teacher in-service training has had little association with students' achievement. [**Value**: educ.sys.]

Interpretation of these results suggests that demonstrating fact-clauses are employed to add credibility to the information supplied, especially when Token is endowed with the aura of scientific infallibility provided by statistical results. In the examples shown above, Teachers and the Educational System are construed as Value of intensive identifying clauses produced by demonstrating processes. Most of them indicate **SAEB scores** (as Token) as the source of evidence for claims. As far as the Educational System is considered as Value, student learning is represented as discrepant not only across Brazilian **regions** but also across **state and municipal systems**, and **schools** are reaffirmed as the site where the efforts to improve quality should be concentrated. The correlation between teachers' **salary increase** and **quality improvement** is discarded, while the one between teacher in- service training and student achievement is described as **little**.

The Government is the Token in 10 identifying clauses (7 intensive and 3 circumstantial), with Educational System being represented as the Value in 6 occurrences, as illustrated in the examples below:

[12.1] Finally, new requirements that all teachers have tertiary education [**Token**: gov.] may lead [Proc.: relational: intensive: identif.] to **massive recertification** of existing teachers [**Value**: educ.sys.] through **low-quality** course, with little value added in terms of classroom effectiveness but a significant impact on **costs**.

[[25.1] How the **fiscal impact of the reform** is managed [**Token**: gov] will be [Proc.: relational: intensive: identif.] critical to **sustainability**. [**Value**: educ.sys.]

The major concern shown in these clauses seems to be to identify and evaluate the pedagogical and financial implications brought by federal government requirements, such

as the one that obliges all teachers to have higher education qualification and certification degrees,

However, despite the criticisms on unsatisfactory results that may arise from these requirements (great **impact** on **costs and little value** in terms of **classroom effectiveness** resulting from the **massive recertification** of **existing teachers** through **low quality** courses), the idea remains that teachers should be treated as learners so as to have their performances improved. The suggestion is the establishment of teachers' networks, described as a **pivotal strategy** based on the successful experience of many countries. Here are the examples:

> [123.1] A pivotal strategy for improving **teacher performance** [**Token**: gov] in many countries is [Proc.: **relational**: intensive: **identif**.] the establishment of **teacher networks**. [**Value**: educ.sys.]
>
> 124.1 Treating teachers as **learners** [**Token**: gov.] is [*Proc.: **relational**: intensive: **identif**.*] key to quality reform, [**Value**: gov.]

Circumstantial identifying clauses realize 10 occurrences. Out of these 10 clauses, 4 realize the Government as Token and 6 the Educational System as Value. As with intensive clauses, the Value also construes WB's concern with quality and structural reforms to be implemented in the Educational System, the circumstances expressed through the processes being what distinguish them from intensive ones. In the example below the metaphorical use of the circumstantial processes **absorb** and **surround** is noticeable: while the first one suggests that a **generous** teacher pension system throws away **30-50 percent of state education budgets**, the second implies that the effectiveness **of 1.49 million ensino fundamental teachers** involves a **complex set of issues**.

[11.3] and a **generous** teacher pension system [**Token**: educ.sys.] already **absorbs** [Proc.: *relational*: **circumstantial**: identif.] **30-50 percent of state education budgets** [**Value**: educ.sys.]…

[19.1-19.2] The study selectively looks at the complex set of issues **surrounding** [Proc.: *relational*: **Circumstantial**: identify.] the effectiveness of **Brazil's 1.49 million ensino fundamental teachers** [**Value**: teachers] in this context of rapid change.

Unlike attributive Possessive clauses, which emphasize participants' lacking attributes, the identifying ones are centred on the features that are necessary or deeply involved in the implementation of quality and structural reforms from the standpoint of the WB. The Educational System keeps the highest the number of occurrences, and performs the Possessor and Possessed roles respectively in 5 and 7 out of 9 possessive identification clauses. Here are some examples:

[45.1] As later discussed **a possible solution found in OECD countries** *[Possessor:]* would involve *[Proc.: relational: possessive: **identif**.]* **the development of a quality assurance system - with Teacher Evaluation, Certification and Re-certification,** *[Possessed: educ.sys.]* as well as a "professional career" structured around agreed standards of **practice** and **performance**.

[179.1 179.1a] **This** *[Possessor:]* would require *[Proc.: relational: possessive: **identif**.]* as expeditiously and politically feasible **implementing career and pension reforms** *[Possessed: educ.sys.]*

[79.1] Substantially upgrading teacher preparation [**Possessor**: educ.sys.] requires [Proc.: *relational*: possessive: **identif**.] a clear, shared definition of the required competencies [**Possessed**:]

These clauses represent quality and structural reforms as requiring that a **quality assurance system** be structured and associated with the implementation of **pension and career reforms**. On the one hand, a well-structured career involves **agreed standards** of

practice and **performance**; on the other hand, upgrading teacher preparation requires a **clear and shared definition** of the **required competencies**.

The use of identifying possessives indicating ownership (**require** and **need**) and containment (**include** and **involve**) seem to naturalize WB's suggestions. Note, in the example below, that the necessity of **special programs** is made even subtler by the use of passive voice (are needed) and of non-finite processes (recruiting, offering), which background the government as the agent who should have planned these programs.

> [138.2] **special programs** [**Possessed**: educ.sys.] **are** usually **needed** [Proc.: *relational*: **possessive**: identif.] such as **recruiting** promising candidates locally; **offering** scholarships and guaranteed employment at least for a period after graduation; housing credits; and accelerated career advancement

Regarding the representation of social actors in the attributive and identifying sub-types of relational clauses, I have shown in this section that the Educational system was the most frequently represented and assessed social Actor in the Carrier-Attribute roles carried out by intensive, possessive and circumstantial clauses. The transitivity analysis of relational clauses led me to the conclusion that teacher performance, which is mostly negatively portrayed, is highly associated with the Educational system profile in the pedagogical and economic-managerial fields, and that, paradoxically, the Government is mostly praised for the measures already implemented, as if it the educational system in Brazil could self-regulate itself and were not under governmental authority. In the identifying mode, in turn, the most outstanding result is related to the use of demonstrating processes which, by evoking scientific findings and international data, exempts the WB as Token from the responsibility of the negative construal of the Educational System as Value.

5.2.3 Mental processes: The WB Rethinks Brazilian public school education

This section concentrates on how mental processes reflection on structural and quality reforms (to be) implemented by the Brazilian government and advocated by he WB. Mental processes are the third most frequently kind of processes employed in the ES, totalising 54 occurrences, which, as shown in figure 5.1 above, account for 13% of the processes selected in the ES. 28 out of these occurrences (more than half of these processes) belong to the cognitive subtype. Fig. 5.11 below shows, in percentages, the frequency of occurrences of the four sub-types of mental processes. The cognitive sub-type is the predominant one (53%), followed by perceptive (24%), emotive (18%) and desiderative (5%) processes. Table 5.3 below presents the sub-types of mental processes employed in the ES and the total number of such occurrences.
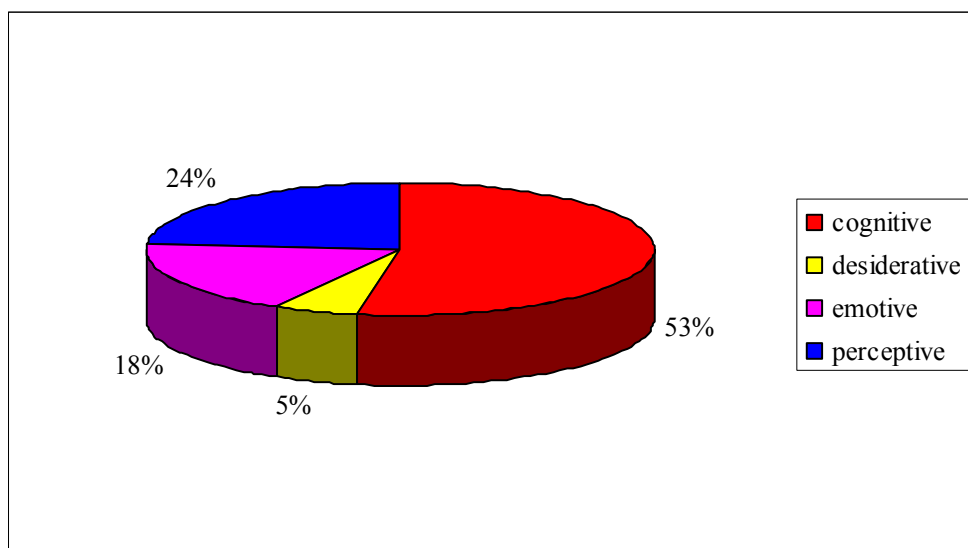
Fig. 5.11: Sub-types of Mental Processes

COGNITIVE	DESIDERATIVE	EMOTIVE	PERCEPTIVE
ANALYSES (2X)	AGREE	ATTRACT (2X)	FOCUS (9X)
EXAMINES (3X)	PLAN	ENCOURAGE	LOOK AT (3X)
ANTICIPATE	WANT	GIVE MORE WEIGHT	NOTE
ASSUME		MEET	
COMPARE		MOTIVATE	
CONSIDER		PROMOTE	
CONTEMPLATE		SUPPORT	
FIND (6X)		STIMULATE	
KNOW			
MAP OUT			
MASTER			
MEASURE (3X)			
PROBE			
RECOGNIZE			
REFLECT			
SEEK			
TAKE INTO ACCOUNT			
TRACE			
UNDERSTAND			
NO. OF OCCURRENCES	28	03	10	13

TABLE 4: SUB-TYPE OF MENTAL PROCESSES AND NO. OF OCCURRENCES

As seen in Table 4 above, most **cognitive** processes are in the semantic field of investigation such as **analyse**, **examine**, **probe**; others refer to the process of thinking deeply about something (**contemplate**, **reflect**, **consider**) and coming to a conclusion (find, master and recognize). **Perceptive** (mostly represented by '**focus'**) and **emotive** processes hold very similar results, though the latter is represented by a greater variety (or nuances) of process of encouragement such as to **stimulate**, **support** and **promote**. **Desiderative** processes expressing desires and plans, which are not so common in technical discourse, produced very few results in the ES. Despite the distinction made in this study, it is important to acknowledge with H & M (2004, p. 210) that the four types of mental processes 'shade into one another', which may blur their classification. In fact, the same process may have perceptive and cognitive traits. When someone focuses on a problem, for example, it is true that the first mental process to happen is the adjustment of one's eye in order to see it clearly, but the idea of concentrating attention as a subsequent step cannot be disregarded. Another example from the corpus is the process to **measure**. It can be understood both in its desiderative meaning of 'determining' the size of something and in the cognitive meaning of assessing or evaluating something. In the example below, SAEB's results were numerically **measured** so that the WB could evaluate that there was no relation between teacher's high salaries and student's result:

> [37.2a 37.2b] … that higher teacher salaries have not translated into better teacher quality, as **measured** [Proc.: mental: **cognitive**] by SAEB scores of lower student repetition [Senser: **educ.sys.**].

> 30.1 Chapter I [**Senser**: WB] **examines** [Proc.: **mental**: cognitive] the key reforms and demographic trends [**Phenomenon**:]

There are 7 metaphenomenal clauses (see section 4.2, chapter 3) realizing the phenomenon in the ES, which account for 12, 7% of all mental clauses. The examples below demonstrate that clauses 48.1a, 55.1a and 82.1a are metaphenomenal clauses that realize the Phenomenon role as projected fact-clauses, with their own participants and processes.

[48.1] It **finds [mental: cognitive]**

[48.1a] that who goes into teaching and how they are trained explain much of why **teachers often do not meet the needs of the classroom**.

[55.1] Education Secretariats [**Senser**: gov.] **find** [Proc.: **mental**: **cognitive**]

[55.1a] **that** teacher education programs [**Carrier**: educ.sys.] are [Proc.: relational: intensive: attrib.] academically weak, highly theoretical, and largely divorced from effective classroom practices. [Attribute:]

[82.1 The report *[Senser: WB]* **finds** [Proc.: mental: cognitive]

[82.1a] *that* the majority of schools in Brazil *[Carrier: educ.sys.]* are not *[Proc.: relational: intensive: attrib.]* organized for learning**. *[Attribute:]*

This configuration seems to permit the WB's to design its evaluation of Brazilian education and its teachers as undisputable facts. Thus, the reader is allowed no floor to contest either that teachers (**those who go into teaching**) are not well prepared or that they **do not met the needs of the classroom**, a metaphor for lack of competence. Likewise, there is no contestation for the claimed fact that Brazilian public schools **are not organized for learning** because **teacher education programs** are weak. Equally important to understand the way both Brazilian public teachers and education are portrayed in this study

is the finding that the mental processes which realize these fact clauses belong to the cognitive subtype, which enhances the idea of factuality.

Fig. 5.12 below compares social actors in relation to the number of occurrences they take as Senser and Phenomenon in mental clauses. Unlike what happens in material clauses, the WB is widely represented in mental clauses. As it is expected, the **WB** is the greatest Senser among all social actors represented, being represented as such in 15 of its 17 occurrences as a mental participant. The second mostly frequently represented Senser is the **Government**, with 8 occurrences. Examples:

[80.1] **Chapter IV** *[Senser: WB]* focuses *[Proc.: mental: perceptive]* **on teacher management** *[Phenomenon: educ.sys.],*

[13.1] In pursuit of its central goal of quality education for all*,* **the government** *[Senser: gov.]* has focused *[Proc.: **mental: perceptive**]* **on teachers** *[Phenomenon: teachers]* as the key school determinant of student outcomes*.*
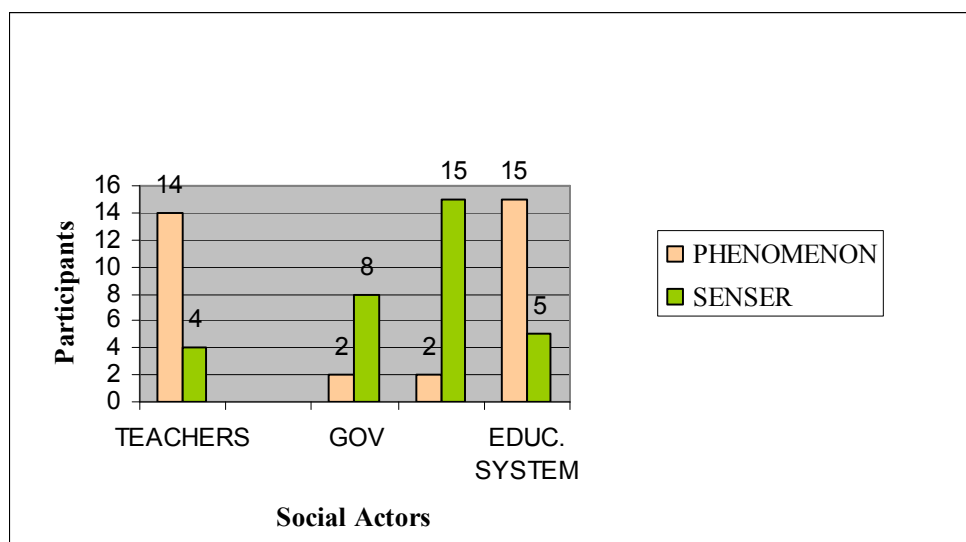
Fig. 5.12: Social Actors as Mental Participants

Teachers and the Government have produced contrasting results, for while Teachers are most frequently represented as the object of sensing, i.e. the Phenomenon, the Government is practically not represented as such, with just 2 occurrences. Compare Figs. 5.13 and 5.14 with their representation as a Senser and Phenomenon.
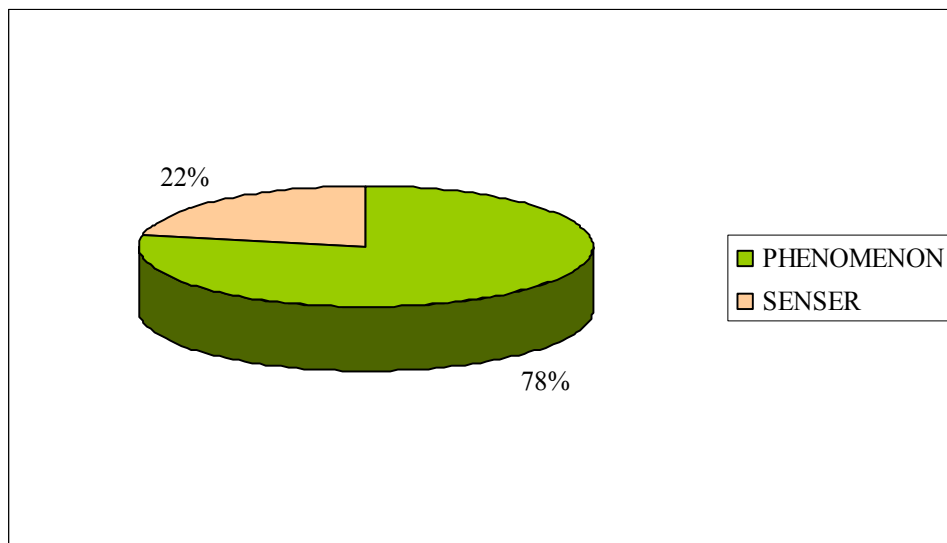
Fig. 5.13: Teachers as Mental Participants
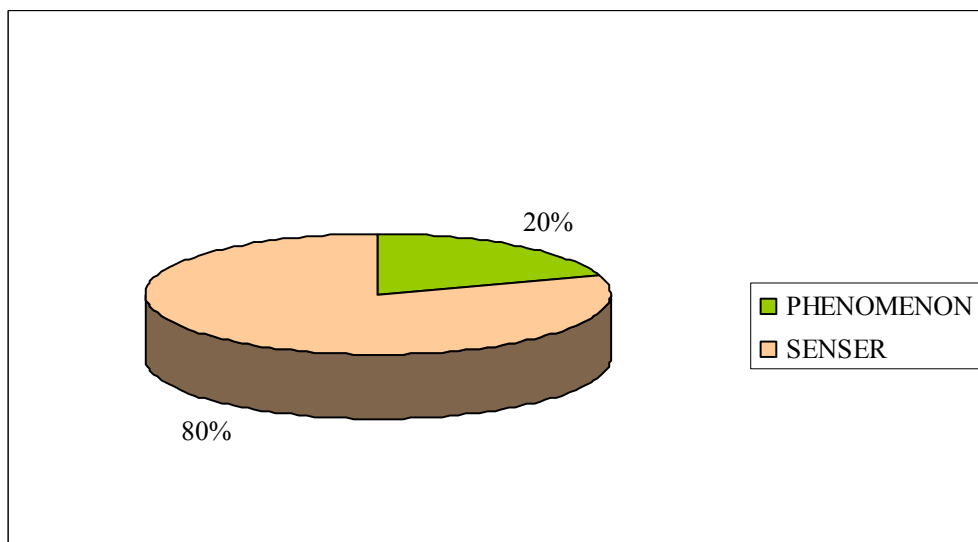
Fig. 5.14: Government as a Mental Participant

Teachers are represented as a Senser in just 4 of its 18 realizations in mental processes, which demonstrates that their thoughts, emotions, plans and perceptions are not taken into account in the ES. As a matter of fact, Teachers' sensing in the ES are nor originally their own, i.e., they are not shown as reflecting about their profession or expressing emotions and perceptions. Rather, their sensing an extension of the WB's considerations, carried out in embedded clauses, on what they should **know** and **master,** respectively in order to **create exciting learning situations**, **make a difference in the classroom** and **meet their employer requirements**. Observe, however, that there are no comments concerning what could be an exciting learning situation or the competencies that can make a difference in the classroom. What we are certainly informed of is that Brazilian public teachers have not mastered these competencies yet.

> [79.5a] …so that future teachers [Senser: teachers] **know** [Proc.: **mental**: cognitive] how to create **exciting learning situations** [**Phenomenon**: educ.sys]
>
> [87.1b] they [Senser: teachers] have **mastered** [Proc.: **mental**: cognitive] the competencies that **can make a difference in the classroom** [**Phenomenon**: educ.sys.]

Since the WB is the producer of the ES, its leading position as a Senser, i.e., the one supposed to reflect on Brazilian public school teachers and on the educational system they belong to is expected. Figure5.15 below shows WB's results as a Senser and as a Phenomenon in the ES.
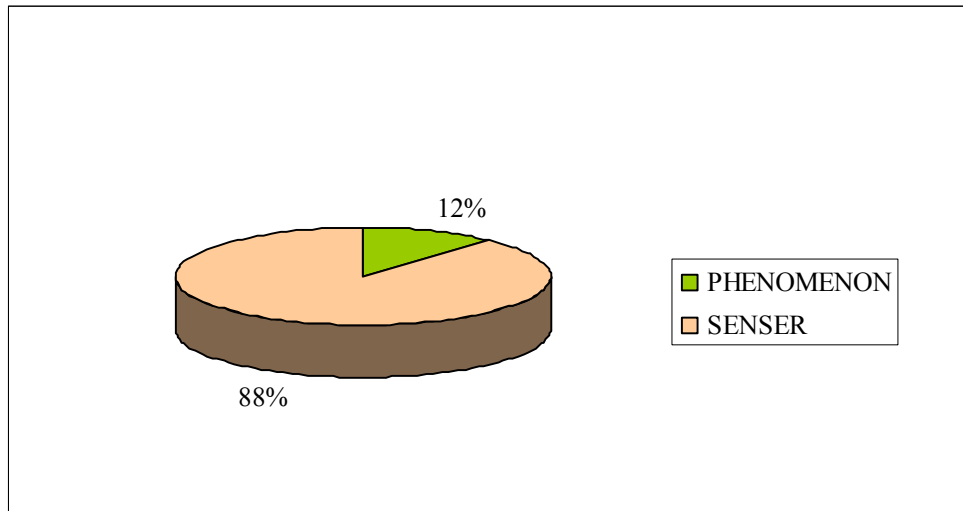
Fig. 5.15: World Bank as a Mental Participant

The WB's sensing is proportionally carried out by perceptive (8) and cognitive (9) processes such as **focus**, **look at**, **examine** and **analyse,** as exemplified below**:**

> [34.1] Chapter II [**Senser**: **WB**] **looks at** [Proc.: mental: **perceptive**] the evidence on teacher quality and performance [**Phenomeno**n: **teachers**].

> [35.1] It [**Senser**: **WB**] **analyzes** [Proc.: mental: **cognitive**] the national achievement (SAEB) test scores, [**Phenomenon: educ.sys**.]

> [46.1] The remaining chapters [**Senser**: **WB**] **probe** [Proc.: mental: **cognitive**] what can be done to improve teacher effectiveness. [**Phenomenon**: **teachers**]

> [47.1] Chapter III [**Senser**: **WB**] **focuses** [Proc.: mental: perceptive] on teacher preparation [**Phenomenon**: **Teachers**]

As evidenced by the above examples, most of WB's cognition and perceptions are directed at Teachers, who realize the Phenomenon of the WB as a Senser in 80% (12 out of 15) of occurrences, followed by the Education System with 3 occurrences (20%). The Educational System as the Senser produces the other representations of Teachers as

Phenomenon, which are realized by the **emotive** sub-type of mental processes **attract** and **motivate**. Observe in the example below that these processes enhance the idea that more capable individuals (for the upgrading of teacher quality) will enter and remain in the profession if encouraged and motivated by better salaries.

> [139.1 139.3] For a sharp upgrading of teacher quality, education systems [Actor: *educ. sys*.] across Brazil will have to pay more over time to **attract** [Proc.: mental: **emotive**] more capable individuals [**Phenomenon**: **teachers**] at entry and to **motivate** [Proc.: mental: **emotive**] **them** [**Phenomenon**: **teachers**] throughout their career progression.

Finally, Teachers are realized as the Phenomenon of a process related to the Government in just one occurrence, being then represented through a circumstance of role 'as the main determinant of students' outcomes'. The word 'determinant', which is used in scientific language to denote something that controls or influences what will happen (like a gene for dark or bright eyes), fosters the irrefutability of the proposition and thus helps provide it with credibility. The example below illustrates this idea:

> [13.1] In pursuit of its central goal of quality education for all, the government [**Senser**: **gov**.] has focused [Proc.: mental: **perceptive**] on teachers [**Phenomenon**: **teachers**] as the **key school determinant of student outcomes** [Circ.: Role].

Both the WB and the Government produce just two occurrences when taking on the Phenomenon role, which accounts for respectively 13.3% and 20% of their occurrences as mental participants. This finding seems to indicate that, as decision makers, neither the WB nor the Government are supposed to be represented as the Phenomenon of the less powerful participants in the ES, i.e., the Educational system (supposed to implement) and Teachers

(required to conform to) the main object of their sensing, namely structural and quality reforms.

The Educational System, in turn, the one supposed to implement the reforms designed by the Government, produced the highest number of occurrences as a Phenomenon (15), and is followed by Teachers with 14 occurrences. As a Phenomenon, the Educational System is a focus of concern of the Educational system itself, the Government and the WB in 75% of its occurrences, as shown by Fig. 5.16 below. This is an example:

[31.1] It [Senser: **WB**] analyzes [Proc.: **mental**: cognitive] the impact that FUNDEF and the LDB have had on **teacher compensation and certification**. [**Phenomenon: educ.sys**.]
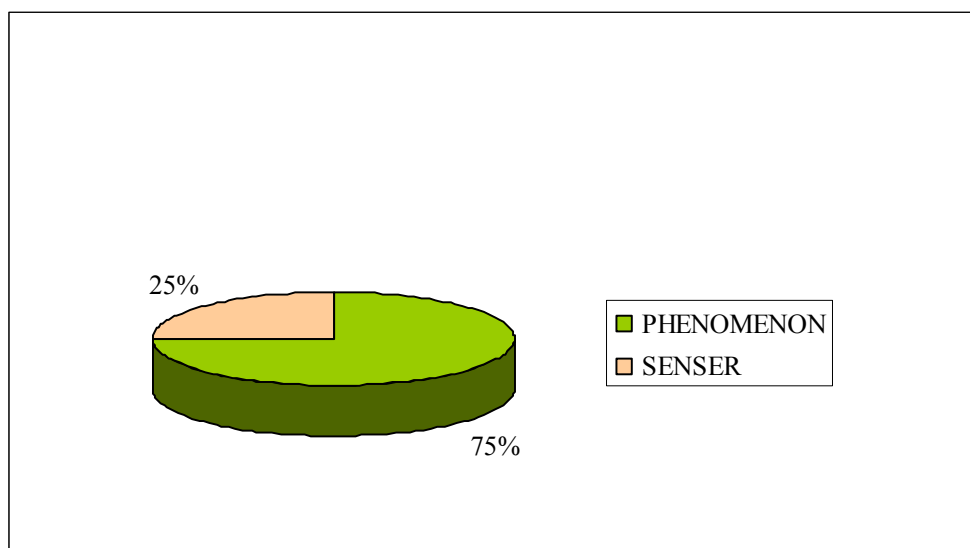
Fig. 5.16: Educational System as a Mental Participant

The occurrences of the Educational System as Phenomenon are targeted at the evaluation of the **teaching learning process** and economic-managerial considerations such as the **supply** and **demand** of students and economic resources for education.

> [5.1] A second generation of "quality" reforms [Senser: **gov**.] is focusing [Proc.: mental: perceptive] **on the teaching and learning process** [Phenomenon: **educ**.**sys**.]

> [32.1 It [Senser: **WB**] traces [Proc.: mental: cognitive] the impact on **teacher supply and demand** of improved student flows through ensino fundamental and the rapid expansion of upper secondary schooling. [Phenomenon: educ.sys.]

> [35.1] It [Senser: **WB**] analyzes [Proc.: mental: cognitive] the national achievement (SAEB) **test scores**, [Phenomenon: educ.sys.]

To conclude the section on mental processes, it is worth mentioning that most representations of Teachers as Phenomenon are realized through condensed nominalizations (cf. section 6.1 Chapter 3 and section 6.1 Chapter 4) that highlight the focus of the report on the economic and managerial aspects of teaching. Whenever the WB introduces a new chapter, teacher's practices, training, competencies quality, development, performance, career preparation and progression, certification, compensation and incentives, proficiency, improvement, and management are treated as Phenomenon in cognitive and perceptive sub-kinds of mental processes, in which the WB takes the role of the Senser. Some examples are:

> [22.1] The study [Senser: **WB**] examines [Proc.: mental: **cognitive**] the key stages of the **teacher career-preparation,** entry into the profession, professional development [Phenomenon: **teachers**]

> [34.1] Chapter II [Senser: **WB**] looks at [Proc.: mental: **perceptive**] the evidence on **teacher quality and performance** [Phenomenon: **teachers**].

[46.1] The remaining chapters [Senser: **WB**] probe [Proc.: mental: **cognitive**] what can be done to improve **teacher effectiveness**. [Phenomenon: teachers]

If, as was seen in section 5.3.1, the metaphor of change for Brazilian public education was delineated through active and transformative material processes, this section concentrated on how mental clauses, especially the cognitive sub-kind, reflect on the changes already implemented by the Government, as well as on the ones advocated by the greatest Senser in the ES, the WB.

Apart from the fact that the WB, the number one Senser in the ES, is mostly represented with reference to the report itself (the **chapter**, the **report**, the **study**), results confirm that although WB experts reflect on required standard of teachers' practices (treated as performance) and qualities (treated as competencies), neither of these notions are conceptualized and made explicit in pedagogical terms in the ES. What is at stake is that quality education and all the social practices that may be involved with it, among them preparing, certifying, hiring, evaluating and managing teachers, seem to be centred on the issues of cost-effectiveness, and supply and demand rather than on pedagogical and didactical ones.

5.2.4 Verbal processes: Expressing Suggestions and Recommendations

Verbal Processes are the least productive ones in the ES, with 25 occurrences, (or 6%) of all process selection in the ES (cf. Fig. 5.1 above).

The WB as Sayer produces several verbal actions (such as **require conclude**, **summarize**, **endorse**, **argue**, **discuss**, **urge** and **propose**), but above all, it **recommends**.

In fact, 9 out of the 25 verbal actions produced by the WB are expressed as recommendations, as seen on Table 5 below:

VERBAL PROCESSES	NO. OF OCCURRENCES
ARGUE	1
BLAME	1
CALL FOR	1
CONCLUDE	1
DISCUSS	1
EMPHASIZE	1
ENDORSE	1
LAID OUT	1
POINT OUT	1
PROPOSE	1
RECOMMEND	**9**
RE-PITCH	1
REQUIRE	1
SUGGEST	2
SUMMARIZE	1
URGE	1

TABLE 5: VERBAL PROCESSES AND OCCURRENCES

Verbal clauses deal with the same topics that were represented by material, mental and verbal clauses, i.e., they cover the pedagogic and managerial and economic facets of Brazilian public education. The explanation for this claim is that when the Verbiage (the content of saying) is realized by a projected clause, it is to be analysed with reference to its own participants and processes, as shown by the examples below:

[89.1 89.1a] To create schools focused on learning and tighter accountability, **the chapter** *[Sayer: WB]* **recommends** *[Proc.: verbal]* reinforcing *[Proc.: material: transformative]* **the school development plans** *[Goal: educ.sys.]* (SDPs in Brazil),...

[96.1- 96.1a] At the macro level, **the chapter** *[Sayer: WB]* **recommends** *[Proc.: verbal]* that **employers** *[Attributor: educ.sys.]* make *[Proc.: **relational**: intensive: attrib.]* **entry into the profession** *[Carrier: teachers]* **more stringent.** *[Attribute:]*

[163.1 163.1a] Besides consideration of "whole-school" merit awards, **the report** *[Sayer: WB]* urges *[Proc.: **verbal**]* extending *[Proc.: **material**: transformative]* **the creative use of non-monetary incentives** *[Goal: educ.sys.],* such as more **professional development opportunities** and symbolic rewards, improved physical conditions, and support for school-based innovations

Results point out that that the WB is the most frequent Sayer in the ES, appearing in 19 out of the 25 verbal clauses. The Government is the Sayer in just 4 occurrences, and is part of the content of the Verbiage in 10 clauses. Teachers are not represented as verbal participants, although they occur in 9 out of the 13 projecting verbal clauses, as shown in example 102.1 below. Likewise, the Educational System is represented in the content of the Verbiage in four instances, but is never represented as Sayer. Figure 5.17 below, which sums up the results for social actors as verbal participants. Results also indicate that there are no Receivers in the ES, i.e., none of the participants are directly addressed through a verbal process.

[102.1 -102.1b] **It** *[Sayer: WB]* points out *[Proc.: **verbal**]* that **most Brazilian systems** *[Possessor: educ.sys.]* have *[Proc.: relational: possessive: attrib.]* **no policy or incentives** *[Possessed: educ.sys.]* for attracting *[Proc.: mental: emotive]* and retaining *[Proc.: material: transformative]* **good teachers** *[Goal: teachers]* to hardship or remote areas

[105.1- 105.1a] **The report** *[Sayer: WB]* recommends *[Proc.: **verbal**]* that **state and municipal new Career Plans (PCCs)** *[Goal: educ.sys.]* be structured *[Proc.: material: transformative]* around the standards of performance, ...
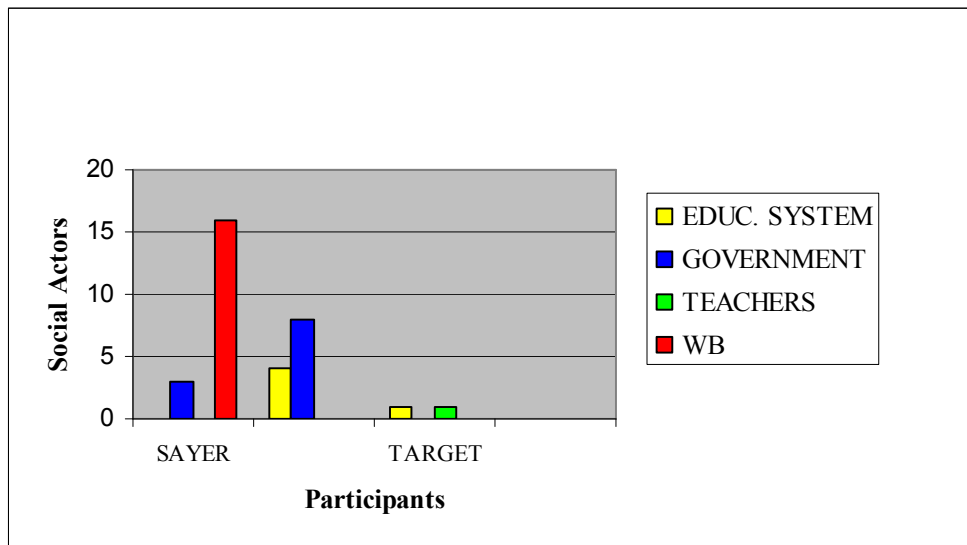
Fig. 5.17: Social Actors as verbal Participants

In addition, there is only one clause representing Teachers and the Educational system (students and school) as **Targets**, as it can be illustrated in the example below. The rather negative description of teaching practice in the previous clause (36.1), which is directly associated with students' **low achievement** may imply that the real Target of the WB are Teachers and the school. However, the reference to **the persistence of a culture** as the Sayer that tends to **blame** the students for their learning problems implies that the real Targets are, in fact, all the actors involved in the teaching-learning process in the public school system, which includes the Educational System and the Government.

> [36.1 36.1a] It *[Token: WB]* relates *[Proc.: relational: intensive: identif.]* **low achievement** to classroom observation of **traditional frontal lecture** and **recitation methods** still commonly found in many parts of Brazil, **low expectations, ineffective management of time, available materials**, and **discipline**, **limited repertoire of teaching strategies**, and **the persistence a culture** *[Value: educ.sys.]* which *[Sayer:]* tends to **blame** *[Proc.: verbal]* **the student**-not **the teacher or the school**- *[**Target**: educ.sys.]* for children's learning difficulties.

The major contribution of these results for this study seems to be the total exclusion of several important voices from the ES, which denotes that the ES portrays the reality of Brazilian school public education and teachers from a partial standpoint, i.e., according to the interests and objectives of the WB. In so doing, Teachers have their voices (and beliefs) ignored in relation to governmental and WB's claims that their poor competencies and performance have directly affected students' achievements. Likewise, the voices of students, students` parents, and those of other professional directly involved with teaching and learning within the Brazilian public school system (such school directors, coordinators, and pedagogical supervisors) are not included.

Concluding this section, some points are worthy of note: first, although verbal processes produce the lowest number of occurrences in the ES, their importance lies in the potential to project actions, beliefs, thoughts and evaluations carried out by material, mental and relational processes in the ES; second, the choice to exclude Teachers' voices from verbal representation is a powerful indicator that the reality of Brazilian public school education portrayed in the ES is the result of a one-sided and, therefore, ideologically loaded construction of reality. Finally, although the interpersonal meaning does not constitute the focus of analysis in this study, it is important to emphasize that the pervasive number of recommendations made in the analysed data may be a strategic linguistic device to evidence the symmetric power relations between the WB expert producers of the 2001 WBR (specialists in diverse fields of knowledge such as economics, management and education) and potential decision-makers in the credit unit of the WB, the executives supposed to decide, in view of the information supplied in the report, whether or not to approve WB's credit for Brazilian public school education.

CHAPTER 6 - FINAL REMARKS

'Educational policy has shifted emphasis from input and process to outcomes, from the liberal to the vocational, from education's intrinsic to its instrumental value, and from qualitative to quantitative measures of success' (Blackmore, 2000, p. 34).

6.0- Preliminaries

In order to make final considerations of the main results more readable, the present Chapter unfolds into three main sections; the first one starts by offering a brief outline of each chapter of the study; secondly, main results are discussed so as to shed light on each one of the four research questions that guided this study; finally, the last section is subdivided into limitations, pedagogical implications and suggestions for further studies.

6.1 Outline of the Study

In the introduction to this dissertation I acknowledged by citing outstanding social scientists and linguists (Gentili, 2000; Harvey, 1989; Guiddens, 1991; Chomsky, 1999; Frigotto, 1998, Meurer, 1998) that neo-liberal globalization has brought about several changes in society. Among important changes such as the recognition of language as a central component in late modern social practices, I approached the re-conceptualization of the educational order of the discourse under the managerial and economic logic of powerful transnational corporations, and explained that these corporations, despite echoing international discourses on quality education for all, have been accused of implementing, in

developing countries, an economicist-managerial model of education with a view to generate economically productive individuals.

Next, I focused on the Brazilian experience with the WB as a provider of financial resources for public education. I presented and discussed the viewpoints of several Brazilian social scientists (Fonseca, 1996; Soares, 1996) that vehemently criticize the WB for using its economic power and conditioning the concession of loans to the strict observance of Structural Adjustment Programs (SAPs). These SAPs, which are centred on measures that emphasize economic growth and property rights over social welfare and personal rights, seek to put an end to long-established benefits policies for public officers such as job stability and age of retirement. Likewise, the Brazilian government is also accused of having submitted the New National Education Orientation Guidelines (LDB) to WB's impositions, thereby implementing a model of education which privileges quantitative to the detriment of qualitative aspects of education. From this problematic and relevant context came the decision to investigate the semiotic representation of Brazilian public school education in the WBR, in an attempt to understand what is meant by quality education and quality teaching from WB experts' standpoint.

When presenting the theoretical rationale for this study, in Chapter 3, I introduced a brief overview of the literature on CDA, situating my research specifically within CDA's broad area of investigation of language in new capitalism advanced by Fairclough and Chouliaraki in 1999, and I described CDA both as an Approach for investigating asymmetric power relations in discourse. In addition, I focused on SFL as the theory of language and grammatical method which lend support to the analysis and interpretations advanced in this study.

In Chapter 4, based on Van Leeuwen social perspective (1996) I categorized and analyzed the four major actors represented with the aim of understanding who they are and the role they perform in the reforms proposed by the WB, with special attention to the instances in which they are excluded from representation.

In the light of the social categorization developed in Chapter 4, in Chapter 5 I explored ideational meanings as encoded in the lexicogrammatical patterns of transitivity realized by the participant or functional roles taken by these social actors in the clauses that make up the ES.

6.2 Mapping Brazilian Public School Education under the WB Perspective

In order to unveil the significance of neo-liberal and globalized policies on the representation of the WB itself, the Government, the Education System and Teachers, the main results deriving from the answers to the research questions supporting this study are presented below.

6.2.1 Who Are the Main Social Actors Involved in the Representation of Brazilian Public School System and How Are They Represented from a Socio-Semantic Standpoint?

To start with, Teachers are the major social actors represented in the ES, the key element to the success of the quality reforms prescribed by WB experts. They are mostly depicted as a working group who, despite enjoying job stability, a short working day, generous social benefits and fair salaries, often make use of traditional and monotonous teaching classroom

practices. In fact, students' low achievements in SAEB are straightforwardly associated with teachers' poor competencies and substandard performance in most Brazilian public school classrooms. Notwithstanding, in general terms, the portrait of the skills Teachers must acquire in order **to meet the needs of the classroom** is unfocused, for even though one finds several textual references to expected **standards** of **performance**, these are not once defined or described.

Secondly, the results of the representation of the Government as a social actor indicate that it is the very embodiment of the reforms recommended by WB experts. The Government is essentially characterized by nominalised non-human agents who are mainly backgrounded as reforms designed to improve Brazilian public school education in pedagogical, managerial and financial terms.

Thirdly, WB experts do not materialize as social actors in the ES. Like the Government, WB's representation is institutionalized and backgrounded as **the report, the study** or **the chapter.** The reification of the WB as **research findings** contributes to the irrefutability of its claims in the ES.

Finally, the Educational System comprises social actors of the pedagogical and managerial-financial facets of Brazilian public school education. In its pedagogic facet, it is represented by educational professionals such as directors and coordinators. However, the Educational system is mostly impersonalized as CNs such as **accreditation**, **certification**, **qualification evaluation** and **compensation** programs, which background the social actor responsible for carrying out the reforms by condensing the actions that make up these processes.

6.2.2 What experiential values do grammatical structures have? What types of processes and participants predominate? How do results relate to globalization and neo-liberal policies? What is meant by quality education?

The analysis carried out in order to unveil the experiential values set up by the lexico-grammatical choices made by WB experts at the clause level reveals that reforming Brazilian public school education according to neo-liberal policies is represented as a sine qua non condition for improving its quality.

Transformative material processes and relational processes of the attributive mode prevail in the ES. On the one hand, the former help construe the metaphor of change for Brazilian public school education by impacting on the Educational System and Teachers as the main targets or Goals. The latter, on the other hand, classify and evaluate the main social actors in this study in relation to WB's standards of quality and efficiency.

The Educational System, the most frequently represented social actor in the ES, is mostly depicted in relation to its managerial-economic aspects, which are believed to strongly affect the quality of education offered by Brazilian public schools. The Educational System is also the most frequent Carrier, being classified through inexplicit attributes of negative polarity such as **weak**, **non-existent**, **insufficient**, **not organized** and **unattractive**. These disapproving attributes become even stronger when they refer to the managerial-economic aspects such as, career prospects, pensions benefits and retirement age.

The Identification of the Educational System in the role of Value, in turn, is mostly achieved by the demonstrative sub-type of intensive relational clauses such as 'indicate'

and 'show', in which the Token is represented by research data interpreted as a fact in the ES. Within this perspective of factuality, learning is evaluated as discrepant in municipal, state and federal public systems across Brazil, whereas schools are reaffirmed as the site where improvements efforts should be concentrated. In addition, one significant result of this study regarding participants taking the role of Value is WB's concern with the cost-effectiveness of measures intended at improving quality teaching, but which proved inefficient according to students' achievements results measured by SAEB in numerical terms.

In relation to cost-effectiveness, it is worth bringing Torres' criticism (1996) on the economicist education model fostered by the WB in developing countries. First of all, the WB model is reduced to the logic of economics, the cost-effectiveness relationship being one of the central pillars to define investment priorities. Torres goes on to defend the view that the educational model proposed by the WB neglects teachers and Pedagogy: it is a school model that privileges observable and quantifiable variables to the detriment of the qualitative, and therefore, essential non-measurable aspects that constitute the very soul of education.

Mental clauses of cognition, the third type of processes as far as the frequency of occurrences is concerned, enhance the idea of factuality while reflecting on the changes recommended by the greater Senser in the ES, the WB. As the Educational System and Teachers are at the core of the problems discussed in the ES, they yield very similar results, with the highest number of occurrences as the Phenomenon.

As professionals of this new educational institution, who have to conform to performance-oriented patterns of quality geared at generating economically productive individuals rather than critical and ethical citizens, Teachers are expected neither to reflect critically nor to think or express their viewpoints about what happens in the classroom. This is translated in the results of transitivity patterns, which reveal Teachers' insignificant participation as a Senser in mental clauses and their complete exclusion as Sayers. Unlike Teachers, WB experts are most frequently represented as a Sayer and as a Senser. In the first role, WB experts make recommendations directed at no specific Receivers, on the pedagogical, managerial and economic facets of Brazilian public education. While in this functional role of Senser, the WB directs most of its cognition at Teachers, by emphasizing 'what can be done to improve teacher effectiveness' and to motivate capable teachers throughout their career progression.

One of the great criticisms made at the WB is corroborated by its role as a Sayer in this study. The finding is supported by Torres' (1996) claim regarding WB's tendency to homogenize recommendations based on the belief that developing countries have the same problems and needs as developed countries as far as education is concerned. This methodological flaw may be, nonetheless, part of the WB's strategic and technocratic discourse to implement policies based on its neo-liberal ideologies.

The remarkable choice of words from the economic- managerial fields to refer to Teachers, such as **working force**, **upgrading**, **offer** and **demand**, **performance**, **competencies**, **effectiveness**, **skills** and **training**, among others, is indicative of an entrepreneurial-economicist view of education, i.e., education as a means to meet the

requirements of new kinds of market-geared educational institutions. In this new kind of educational institution, teachers must be prepared to cope with life-long training aimed at providing them with the knowledge, skills, competence, and above all the standards of performance that can guarantee the assessment of student's achievements by numerically expressed results.

Reforms are mostly centred on the creation of systems of **accountability** or **assessment frameworks** to enable the Government to evaluate students, teachers and schools in relation to required standards of quality. However, standardized tests-scored exams, such as PROVAO and SAEB, used for ranking universities and schools, are mostly criticized for increasing control over teacher and students (Hursh, 2001), conditioning teachers 'to teach toward the test', thereby creating a reduced neo-liberal view of education that, according to Bourdieu (1998), needs to be criticized and resisted.

6.3 Limitations, Pedagogical Implications and Suggestions for Further Research

I believe that the major limitation of the present study is having narrowed down its research scope to the WB's expert views about Brazilian public school education. It would have been very enlightening if the discourse of the other social actors directly involved in WB's discourse, namely teachers, directors, coordinators, students, educational authorities and the government were also analyzed in this study. This is especially true in relation to the social Actor Teachers, whose voice is never expressed in the ES. The contrast of opposing viewpoints such as those represented by non-expert versus expert and neo-liberal versus essentially educational discourses would certainly have contributed to a more accurate portrait of Brazilian public school education and its teachers.

It would have been very insightful to the objectives of this study if the principal social actors involved in this study had been interviewed in order to investigate if and to what extent the reforms implemented after the new LDBEN (1996), which as discussed in the introduction to this study were strongly influenced by neo-liberal ideologies, have impacted on their discourses on public education.

Another important limitation in this study is to have limited its range of analysis to the ES, without taking into consideration WB's important views that, despite being part of the 2001 WBR, were not encapsulated by the ES. Finally, this study would have been more comprehensive if the main concepts about quality education expressed in the ES were compared with results from other official documents produced by the Brazilian Government of the analysed period.

The above mentioned limitations, which in part derived from time and space constraints, naturally suggest the need for critical discourse analysts to engage in longitudinal studies of policy documents in order to give an account of which identities are being constructed for Teachers and to what extent they have been marginalized from national, state and municipal levels of decision-making in Brazilian public education.

As far as pedagogical implications are concerned, this study concludes that the necessity to think and act in accordance with performance-oriented patterns of quality, which are associated with neo-liberal requirement for teachers to acquire values and skills that contradict traditional views of education, may have a profound impact on teachers' professional identities, which certainly represents a major area for research in CDA.

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APPENDIXES

APPENDIX 1

Report No. 20408 BR Brazil Teachers Development and Incentives
A Strategic Framework

December 6, 2001
Human Development Department
Brazil Country Management Unit
Latin America and Caribbean Regional Office

Over the past 10 years, Brazil has made remarkable progress in reshaping its education system, from one of the most inequitable and inefficient in the world to one poised to support its status as a 21st century economic power. Impressive gains have been registered in terms of quantitative expansion, equity, and internal efficiency, increasing the expected completion rate for the 8 grades of ensino fundamental from 43 percent in 1990 to 66 percent in 1998, and for the 3 grades of upper secondary education from 17 to 48 percent. The second half of the 1990s has marked a watershed in sectoral policies. Structural reforms of system financing and governance have improved equity and helped to rationalize the long-tangled federal, state, and municipal roles in education. A second generation of "quality" reforms is focusing on the teaching and learning process and has established the foundations of a quality assurance framework through the introduction of a national student assessment system (SAEB), a university program evaluation system (PROVAO), and new teacher preparation program accreditation procedures. All these measures have resulted in undeniable progress.

On the other hand, education authorities remain concerned about the evidence of low teacher quality and the prevalence of poor teaching practices that constrain progress. Wide differences in student performance persist across regions and school systems. Furthermore, Brazil's demographic transition and rapid secondary school expansion are creating structural pressures on the teaching force-with the demand declining and projected to decline further for grades 1-4 teachers, and rapidly increasing for more highly skilled lower and upper secondary school teachers. Replacing excess early grade teachers and producing adequate numbers of lower and upper secondary teachers, either through upgrading or new recruitment, at a time when the entire system of teacher training is being reformed, will be major challenges. At a macro level, the fiscal sustainability of recent and future mandated salary increases is in doubt, the cost-effectiveness of proposed reforms in teacher training is unclear, and a generous teacher pension system already absorbs 30-50 percent of state education budgets while removing female teachers from the classroom at the peak age of 48 (and males at 53). Finally, new requirements that all teachers have tertiary education may

lead to massive recertification of existing teachers through low-quality courses, with little value added in terms of classroom effectiveness but a significant impact on costs.

In pursuit of its central goal of quality education for all, the government has focused on teachers as the key school determinant of student outcomes. The first wave of reforms increased teacher salaries and required that new Career Plans (Planos de Cargo e de Carreira, PCCs) give more weight to teacher performance. It established higher education qualification and certification requirements, backed by a major upgrading program which between 1997 and 1999 reduced from 44 percent to 38 percent the proportion of teachers with secondary education or less. With the second wave of reforms, the government initiated the establishment of a quality assurance system - outlining broad frameworks, such as the Referenciais and proposed guidelines (Proposta de Diretrizes) for teacher training, and promoting assessment and evaluation. It has legislated the establishment of a new type of Teacher Training Institution (TTIs), the Institutos Superiores de Educacão (ISEs), which would operate at the tertiary level but would be more responsive to school needs than universities currently are. In parallel, the government is conducting an Administrative Reform Lei de Reforma Administrativa [1998]) which, once fully regulated, will (a) allow for the dismissal of public employees when personnel expenditures are excessive; and (b) establish the conditions for firing poor performers.

The study selectively looks at the complex set of issues surrounding the effectiveness of Brazil's 1.49 million ensino fundamental teachers' in this context of rapid change. Its objectives are to offer an external, objective commentary on the national vision; to contribute new data and analysis to inform it, including a synthesis of lessons from national and international experience; and to lay out options for future policies. It suggests a strategic framework for linking discrete elements of the vision-teacher development, management, and incentives-into a coherent whole, consistent with the experience of countries that have achieved system-wide improvement.

The study examines the key stages of the teacher career-preparation, entry into the profession, professional development-as they cut across the policy dimensions of quality assurance, management, and incentives.
Three strategic themes run through the study:
 Improving teacher and teaching quality is a complex endeavor that calls for a sustained, systemic approach.
Progress has generally been associated with the establishment of a demanding, coherent quality assurance framework rather than "easy" or piecemeal reforms.
How the fiscal impact of the reform is managed will be critical to sustainability.

Given the complexity of the subject, Brazil's size and heterogeneity, and time and resource constraints, the study had to be selective. Important issues that could not be treated as fully as desirable due to lack of data and existing analyses include: the cost-effectiveness of

alternative training approaches; a medium-term expenditure analysis for the education sector, including projected teacher costs as a result of mandated policies, demographic trends, and ongoing improvements in student flows; and a stakeholder /political analysis of the reforms discussed. The report was very heavily focused on the issues facing public education systems, with relatively little treatment given to private schools and teachers. Finally, the report was unable to do justice to the multiple-faceted area of education technology, which will be inescapable both as a curricular dimension and for a large-scale expansion of quality teacher development. These issues should all form part of a priority agenda for future research and study.

Chapter I examines the key reforms and demographic trends which have begun reshaping the macro environment for Brazil's teachers. It analyzes the impact which FUNDEF and the LDB have had on teacher compensation and certification. It traces the impact on teacher supply and demand of improved student flows through ensino fundamental and the rapid expansion of upper secondary schooling. It concludes that the magnitude of the remaining challenges requires stronger instruments to build coherence between policy and classroom practice; to generate synergy between teacher development, performance, and incentives; and to create school systems that focus on student learning and motivate and support the work of teachers in the classroom.

Chapter II looks at the evidence on teacher quality and performance. It analyzes the national achievement (SAEB) test scores, which show continuing wide divergence in student learning across regions and between state and municipal systems. It relates low achievement to classroom observation of traditional frontal lecture and recitation methods still commonly found in many parts of Brazil, low expectations, ineffective management of time, available materials, and discipline, limited repertoire of teaching strategies, and the persistence of a culture which tends to blame the student-not the teacher or the school-for children's learning difficulties.

The chapter also summarizes research on the determinants of student achievement in Brazil, which indicates that higher teacher salaries have not translated into better teacher quality, as measured by SAEB scores or lower student repetition. Student learning in Brazil is positively correlated with the general level of education of teachers, but, significantly, students whose teachers have a higher education degree in fields other than teaching do better than students of those graduated from teacher colleges. SAEB results also indicate that teacher in-service training has had little association with students' achievement. Based on available research, the three most conventional mechanisms for raising teacher quality-requiring higher-level initial education, more teacher in-service training, and increasing teacher salaries-have not demonstrated an ability to produce student learning gains or teachers' attitudinal changes of the magnitude sought.

These findings do not imply that a strategy that focuses on teachers is inconsistent with the data in the report. It notes that most studies do not measure teachers' proficiency in terms of competencies, but based on crude characteristics of formal qualifications. Far from being a simple matter of measurement inaccuracies, this can carry real consequences. Career

structures and hiring regulations are such that these crude measures are often the only ones available for personnel management. As later discussed, a possible solution found in OECD countries, would involve the development of a quality assurance system - with Teacher Evaluation, Certification and Re-certification, as well as a "professional career" structured around agreed standards of practice and performance. The remaining chapters probe what can be done to improve teacher effectiveness.

Chapter III focuses on teacher preparation. It finds that who goes into teaching and how they are trained explain much of why teachers often do not meet the needs of the classroom. Even after a decade of upgrading, in 1999 some 42 percent of Brazil's ensino fundamental teachers did not fulfill the new national requirement of tertiary education qualification level. Forty-four percent had completed only secondary-level education. These underqualified teachers are concentrated in the systems serving the most vulnerable children.

Even teachers with higher education degrees are not always well prepared. Faculties of Education and Cursos de Pedagogia have a reputation for being an easy path to getting a university degree and their graduates do not always have content mastery. Among those studying in specialized departments, teaching is seldom the preferred career option. Education Secretariats find that teacher education programs are academically weak, highly theoretical, and largely divorced from effective classroom practices. Few are viewed as innovative. Too many low-quality institutions-particularly in the private sector-are allowed to operate. The recent substitution, at the federal level, of a renewable process of teacher training program accreditation, in lieu of the previous once-and-for-all system, is definitely a step in the right direction, but will take time to be fully implemented and yield broad results.

The new ISEs might be a solution. Elements of the proposed design are consistent with international trends, such as the ISE's positioning in tertiary education, and the drive to deepen teachers' content knowledge and to integrate theory and practice through supervised internships in schools or innovative training formats. Open and flexible, the ISE concept has good potential as long as some questions are addressed. It assumes that existing programs will be able to restructure, re-staff, and reorient themselves substantially in a very short period-an institutional flexibility that has not been evident to date. The model will need to be adapted to the needs of the poorest state and municipal school systems. Recognizing that the higher education qualification requirement may be unrealistic for these systems for the foreseeable future, the government recently re-pitched the proposal at tertiary (instead of only university) level, focusing instead on even more important elements of quality improvement, such as a professional orientation based on the desired competencies. Finally, the ISE approach could build on promising strategies such as Sao Paulo's CEFAMs, and Ceara's Licenciaturas breves.

The report recommends a multi-pronged approach to create the external and internal conditions for change. Externally, a first move will be to extend the powerful university program evaluation test (PROVAO) to schools of education, as proposed by MEC's INEP

for 2001. A second, equally powerful step, also planned by INEP, would be to develop professional standards of teaching practice and performance as a basis for a process of teacher evaluation and of initial and periodic certification. Many countries have found that rigorously applied teacher certification standards send a clear and powerful message to the TTIs as to what product is expected from them. In the recommended approach, such teaching standards would serve to align and bond together all the elements of the teacher policy. Accredited TTIs could serve as teacher certification and evaluation centers. Specific incentives could also help make them more responsive to the needs of schools. Chile's competitive funding mechanism for initial teacher education reform is one good example. Finally, the recently introduced renewable TTI program accreditation system, with peer review panels, could be made more performance-oriented through observation of graduating students in the classroom.

An alternative to relying exclusively on the ISEs would be to support whichever TTIs demonstrate the capacity to produce teachers with the desired profile as expressed through the standards. Given the numbers to be trained, technology and distance methods are likely to play a growing role. A "virtual" model coordinating high-quality programs and regional training centers to prepare good teachers for rural areas would also have strong potential.

Ultimately, however, any teacher reform must go to the core of the learning process within the classroom if it is to achieve in-depth, lasting change in teachers' behaviors. Substantially upgrading teacher preparation requires a clear, shared definition of the required competencies; recruiting and training a new cadre of teacher educators, combining academic talent with classroom experience; developing two-way contractual links with schools for supervised internships and applied research; using inquiry, dialogue, and experimentation so that future teachers know how to create exciting learning situations which make sense for their diverse students; and building-in an impact evaluation of these new approaches.

Chapter IV focuses on teacher management, looking in detail at the entry of teachers into the profession, their career progression, and the way schools operate. At the micro level, a teacher's performance depends on the school environment in which she or he works. The report finds that the majority of schools in Brazil are not "organized for learning." Despite state-level innovations in the selection of school directors and the increasing involvement of parents and community members in school management, in most schools, leadership, sense of direction, teamwork and results orientation are insufficient to achieve the required cultural change. Despite the increasing use of school-level pedagogical coordinators, these professionals often lack the skills for true instructional leadership and work in relative isolation. School inspections are irregular and control oriented, with little useable feedback to schools. Evaluation of teachers is weak or non-existent, with both performance-related sanctions and rewards for excellence exceedingly rare. Teachers are not held accountable for student results or simply for demonstrating that they have mastered the competencies that can make a difference in the classroom and that they have tried hard enough.

A considerable body of research points to the fact that schools should be the target of efforts to drive quality improvement. To create schools focused on learning and tighter accountability; the chapter recommends reinforcing the school development plans (SDPs in Brazil) which are increasingly well established in Brazil, as a core vehicle. The SDP as a quality assurance instrument would be strengthened if it reflected national and state standards and if more states followed Ceara, Minas Gerais, and Sao Paulo, extending SAEB into regular statewide, census-based assessments of student achievement. This would permit school-level feedback on student performance and the targeting of support. SDPs could also serve to measure the gap between the school's vision and its reality and be more closely related to teacher career growth. Finally, preparation of SDPs could provide a vehicle to develop teachers' self-evaluation and diagnostic capabilities.

The report also recommends a close focus on school leadership-criteria and processes for the selection and preparation of school directors, their performance evaluation, and continuing leadership development opportunities. School-level councils with elected parent members have shown promise, especially in rural areas, as a strategy for increasing school accountability even though in some of the more urbanized Brazilian states, school election processes have been politicized, slowing down school improvement.

At the macro level, the chapter recommends that employers make entry into the profession more stringent. Recruitment has been tightened and political interference reduced in many parts of Brazil through competition, but the practice is not yet universal, sufficiently substantive, or, as achieved in Ceará, unified between states and municipalities. The government rightly wants to establish a strong initial and periodic certification system based on clear teaching standards. Key questions to be addressed include: who should certify; the balance between content, theory, and practice in the agreed standards; assessment methods; the relationship between performance levels for new and experienced teachers; and the articulation between (re) certification and the incentive structure.

Chapter IV also examines teacher career progression. It endorses the government's proposal for probatory internships and more attention to mentoring both inductees and struggling teachers. It points out that most Brazilian systems have no policy or incentives for attracting and retaining good teachers to hardship or remote areas, and recommends a locally based strategy to address this challenge. Finally, although overall pay, retirement benefits, and working conditions for teachers are attractive compared with other government sectors, and superior to average conditions in the private sector, the salary structure is very flat and career progression typically is automatic, based on seniority. Such systems create no incentives for innovation or excellence in the classroom. The report recommends that state and municipal new Career Plans (PCCs) be structured around the standards of performance, and that they test the effectiveness of steeper salary gradients, linking career progression to performance. The introduction of merit awards (distributed as non-pensionable teacher bonuses) to entire schools demonstrating value-added, similar to Chile's successful SNED program and its twin in Israel, is also suggested. While recognizing that the link between teacher salaries and performance is a subject of debate in

Brazil as in many countries, the report argues that this link is critical to balancing the need to protect teachers from fiscal cuts (in the context of the Administrative Reform) with the imperative of generating efficiency gains to create the fiscal space for reform. It offers guidelines to establish a fair and credible teacher appraisal and evaluation system.

Chapter V focuses on teacher professional development. Over the past decade, Brazil made important investments in in-service teacher upgrading and professional development, but many of these programs reflect an old paradigm of teacher training: top-down, off-site, one-size-fits-all, one-shot interventions based on a "skills deficit" and passive ("bancario") transmission model, and seldom reinforced in the classroom. Many programs are broad and unfocused for lack of clear standards, and rarely explicitly build on research evidence about what works in the classroom. Some appear promising, such as Fundação Marinho's Telecurso 2000, CENPEC's and Fundacao Ayrton Senna's Classes de Aceleração teacher training, Procap in Minas Gerais, Proformação in the North and Northeast, the Teacher University in Parana, teacher distance upgrading in the Federal University of Mato Grosso, and MEC's pilot programs Parâmetros em Ação and Formação de Professores Alfabetizadores. The best of these programs are systemic in approach, embedded in research, demand driven, and sometimes school based. However, none has yet been subjected to a full cost-effectiveness evaluation.

The chapter supports closer integration of teacher professional growth with school improvement planning and performance incentives. An analysis of recent practices worldwide suggests that teacher strengths and development needs increasingly tend to be evaluated both individually and as part of a team. Thus, periodic "whole school" reviews combining self and external school assessment could bring different perspectives to the evaluation process. To measure the gap between the school vision and its reality, the review team could compare the objectives stated in the SDP with the results of student assessments, of a community survey, and of in-depth site visits and classroom observations. The visiting teams could help the school and its community to produce an improvement Plan, and subsequently monitor and support its implementation. Thus the reviews would not only provide a systematic and built-in assessment of the school team; they would also give to the director feedback on individual teachers to guide the reorientation of instructional practice, and form the basis for teacher professional development and promotion. The findings could be used by TTIs to inform their continuous adaptation of teacher initial education programs.

A pivotal strategy for improving teacher performance in many countries is the establishment of teacher networks. Treating teachers as learners is key to quality reform, and networks have been found to be one of the most effective catalysts for ongoing teacher learning and continuous reinforcement of formal training. They help build system coherence between the policy and the classroom levels and can takettt a variety of forms. In- school, they typically involve pedagogical teamwork and mentoring of novice and struggling teachers by more experienced colleagues, peer observations, etc., with a view to creating a "professional learning community." Where schools are multigrade or small,

networks can connect them into clusters, such as in Columbia's microcentros. They can link schools to district support centers, such as Ceara's CREDEs, constitute professional associations, by discipline, or use the Internet. To date, only a tiny fraction of Brazil's teachers have access to them.

Chapter VI focuses on teacher compensation and incentives. Careful analysis of available data confirms that, on average, teachers in Brazil receive a pay per hour worked that is equal to or higher than that of workers in other sectors with the same level of qualifications. Moreover, teachers in the public sector (85 percent of all teachers) enjoy higher job stability, a more generous pension system, a relatively short working day, and a substantial amount of leave. International comparative data reinforce the conclusion that in Brazil, as in the majority of Latin American countries, teachers are not underpaid.

Nonetheless, serious issues exist. First, high variance underlies the average teacher salary level in Brazil-much more so than in other countries -depending on the region and type of system (state/municipal/private) in which a teacher works. Teaching is not an equally attractive career option (relative to other jobs) in all parts of the country. The analysis demonstrates that teaches with higher education and those in rural municipal systems are paid below market rates. To ensure that remote and hardship posts are staffed on a stable basis with competent teachers, special programs are usually needed, such as recruiting promising candidates locally; offering scholarships and guaranteed employment at least for a period after graduation; housing credits; and accelerated career advancement.

For a sharp upgrading of teacher quality, education systems across Brazil will have to pay more over time to attract more capable individuals at entry and to motivate them throughout their career progression. However, it is crucial for fiscal sustainability that any such increases be highly selective. This selectivity is contemplated in the Administrative Reform Law (1998), that permits the government to hire teachers in the CLT regimen (Consolidação das Leis Trabalhistas). The 1997 FUNDEF reform boosted teacher salaries significantly, but lacked a clear link to performance, whether understood as student outcome, effort, or competencies. Projections based on 1998 salary data show that the total cost of ensino fundamental could increase by a further 22 percent (and by as much as 73 percent in rural municipal systems) as a result of all teachers being required to have higher education degrees. State and municipal education systems must find ways to ensure that these funding increases produce commensurate improvements in quality.

Teacher pensions are a burgeoning financial issue in most Brazilian education systems, creating inescapable constraints. In some states, they already absorb as much as 30 to 50 percent of current education budgets. Teachers' early retirement age and generous benefits will prove increasingly unsustainable as the graying of the teaching force continues. As argued in the World Bank report, "Brazil: Critical Issues in Social Security" (2000), there is no equity justification for maintaining special regimes for primary and secondary school teachers within the Social Security Code. Early retirement not only creates a financial

burden which employers cannot afford, but also deprives the system of the more experienced teachers. Phasing out these special provisions would also serve equity across professions. In the interim, one solution for dealing with the projected shortage of secondary school teachers (and reducing pension costs) may be to offer incentives for the best teachers to keep working beyond the eligible retirement age.

Even taking into account FUNDEF resources, a crisis in education financing is looming. The upgrading of teacher qualifications to tertiary education, continuous increases in the number of retirees, the linking of pension benefits to current wages on a 1-to-1 basis, and the projected decrease in the number of students in ensino fundamental, all suggest greater budget shortfalls in the future-which will hit the poorer municipalities especially hard. Recent reforms in social security have bought a short period of financial solvency, but within four to five years this dividend will be exhausted. The fiscal context will make it difficult to design reforms that involve better pay and rewards to teachers. The Fiscal Responsibility Law (Law No. 9801, Article 19) limits government expenditures on personnel to 60 percent of its operating revenue, but its full implementation is awaiting the passage of two laws in Congress which will regulate its effects (the Excess Employment Dismissal Bill and the Inadequate Performance Dismissal Bill). The study calls for a fuller analysis of these issues and of options such as bringing teachers' retirement age in line with that in other professions, and breaking the link between retiree pensions and salary incentives to active workers. Only actions such as these can help guarantee the sustainability of already mandated FUNDEF and LDB policy changes, which appropriately aim at increasing education quality but imply significantly higher fiscal costs.

To enhance the competencies and motivation of serving teachers, Chapter VI recommends several measures. One would be for the government to ensure that any salary increases associated with the revision of FUNDEF mandated for 2007 be limited to states and municipalities which have adopted standards and periodic teacher certification and TTI accreditation processes. Another would be to give monetary incentives directly linked to the acquisition of additional certifiable teaching competencies demonstrated to have an impact on student learning. Besides consideration of "whole-school" merit awards, the report urges extending the creative use of non-monetary incentives, such as more professional development opportunities and symbolic rewards, improved physical conditions, and support for school-based innovations.

To create incentives for schools, directors could be recruited increasingly on the basis of contracts, with a key performance indicator being value added in terms of student learning. States may consider - with appropriate precautions --publishing the results of the school reviews, as is done in the Netherlands, the U.K, and the U.S. Greater transparency and performance feedback to parents can be a powerful stimulant.

To create incentives for teacher training institutions, the report recommends several steps. First, a vigorous, rigorously implemented teacher certification process would mean that TTIs would lose clients unless their graduates met employer requirements. Second, a condition for teacher certification could be a degree from an accredited institution,

furthering the incentive for TTIs to seek periodic accreditation. Third, funding for public TTIs could be conditional upon program content and quality (consistent with the Referenciais, Diretrizes, and state standards) and upon performance in producing graduates with the right profile, enforced through contracts. Fourth, on the promotion side, a competitive funding mechanism to induce institutions to develop high-quality programs could considerably accelerate the desired change process, especially if "accompanied" by technical assistance.

In a decentralized education system such as Brazil's, ensuring that policy decisions made at the center (federal or state) are operationalized in the classroom requires a set of vertical coherence-building, quality-assurance, and accountability mechanisms linking the different levels and sub-parts of the education system: standards; measurement; performance contracts; and support systems and networks.

Clearing the fiscal space to finance the teacher reform on a sustainable basis is a priority. This would require implementing as expeditiously and politically feasible the incentive, career and pension reforms discussed in the report.

The final chapter of the report shows that while there are many paths to the desired goal of quality teaching for all children, the overall strategy should include elements of the following key policy areas:

Quality Assurance: to build coherence, enhance accountability, and reduce dispersion in outcomes
A new paradigm of Teacher Professional Development: lifelong learning, often based in schools, oriented toward results, contextualized, and continuously improved in light of formative evaluations

Better designed, more selective incentives: to make schools and teachers more responsive to the central goal of "learning for all
Teacher management: at the macro level, teacher MIS within a geographic information system (GIS) to monitor key teacher parameters, production and dissemination of information to guide investment, disseminate innovation, and drive improvement; at the micro level, multifaceted teacher evaluation.

Chapter VII attempts to map out, on an indicative basis, what might be the concrete implementation demands of the report's recommendations - which in a number of areas, the government had already anticipated-- especially in respect to three aspects:

This would be achieved through a process of collaborative standard-setting, gradually creating a "seamless web" which would link and articulate all the elements of the strategy - teacher competencies and development, career structure, working conditions and compensation, contractual agreements and evaluation - working like cogsThe federal

government would continue to lead in the establishment of an overall national vision for teachers and overarching national "frameworks" to guide states and municipalities in key policy areas. The Referenciais and the Proposta de Diretrizes have laid out a broad framework for teacher education, which, by inference, should provide the foundation for developing a first set of teacher standards. These would form the basis for the proposed teacher certification, to be iteratively aligned with SESu's program accreditation criteria for TTIs and ISEs. The federal government could continue to facilitate the development of ISEs, and to play an increasing role in evaluation, research, and dissemination of innovations that do and don't work.

State and municipal governments would be responsible for setting detailed standards, consistent with the national frameworks, which in turn would frame the SDPs, TTI and individual teacher performance contracts. To create meaningful mechanisms for school-level accountability and growth, states would set up census-based student assessment systems, "quality assurance" teams for participatory school reviews, teacher networks and other forms of professional support.

The proposed strategy, emphasizing quality assurance and continuous professional development, could broadly apply to all parts of Brazil, although the emphases and pace would be different across regions. A logical, although purely indicative sequence, would be first, to set the teacher standards; second, use them as the basis to (i) establish the certification system, (ii) revise the PCCs, (iii) draft guidelines for the preparation of ITE program proposals by the TTIs, if possible backed by a competitive fund. In a third phase, gradually and iteratively all the policy instruments would be developed or adjusted in line with the standards, which in turn would be under continuous improvement. All these instruments have a dual dimension: regulatory and participatory. In the North and Northeast, which are more rural and poorer, and where many schools could be made more lively, the top priorities would probably be on the promotion and participation dimensions: e.g., using standard setting and student assessment as a basis to trigger a state-wide "professional conversation" about quality; or using the preparation of the SDP, the school reviews and teacher evaluation to encourage teachers to reflect on their practice and to spread knowledge about the real meaning of school effectiveness and the determinants. In the more urbanized, privatized, and competitive South, the focus might be more on the managerial and regulatory side, to stimulate ever-increasing performance levels.

Priorities for further research cut across finance, planning, and education, and include:

 Finance: a full fiscal analysis of the ongoing and proposed reforms and their sustainability in the context of projected demographic and student flow trends; a multi-faceted analysis of teacher incentives and various combinations of policy interventions in this area; a cost analysis of different options for adjusting the pension benefits of education personnel; and a cost evaluation of alternative existing or proposed ISE models.

Planning and Management: an inventory, projections, and analysis of teacher supply and demand and distribution, already under way; a state-by-state "report card" on how teacher reforms are being implemented, and the impact on quality and equity; and systematic evaluations of teacher initiatives at the level of individual states.

 Education: a "reverse tracer study" to identify classroom processes associated with significant student learning improvement in various parts of Brazil and, in turn, the effectiveness of various ITE and PD approaches in explaining these outcomes; piloting and assessing alternative mechanisms for giving teachers constructive feedback and incentives to improve their performance; and multi-media mechanisms for learning and disseminating the great variety of Brazilian experiences.

The first draft of the report has benefited considerably from informal comments and inputs from MEC, CONSED, UNDIME, and national experts. From the beginning, the proposed framework has been found highly relevant, and a consensus has emerged on the need to broaden the circle of stakeholder consultations, following a strategy to be agreed between MEC and the Bank.

1.1 <u>Over the past 10 years</u> *[Circ]* **Brazil** *[Actor: gov.]* has made *[Proc.: material: creative]* **remarkable progress** *[Scope:]*

1.2 in reshaping *[Proc.: material: transformative]* **its education system** *[Goal: educ.sys.]* **from one of the most inequitable and inefficient in the world to one poised to support its status as a 21st century economic power.** *[Resultative-Attrib: educ.sys.]*

2.1 **Impressive gains** *[Goal:]* have been registered *[Proc.: material: transformative]* <u>in terms of quantitative expansion, equity, and internal efficiency</u> *[Circ]*

2.2 increasing *[Proc.: material: transformative]* **the expected completion rate** *[Goal:]* **for the 8 grades of ensino fundamental** *[Client: educ.sys.]* **from 43 percent in 1990 to 66 percent in 1998** *[Resultative-Attrib:]* and **for the 3 grades of upper secondary education** *[Client: educ.sys.]* **from 17 to 48 percent.** *[Client:]*

3.1 **The second half of the 1990s** *[Carrier: gov.]* has marked *[Proc.: relational: intensive: attrib.]* **a watershed in sectoral policies.** *[Attribute:]*

4.1 **Structural reforms of system financing and governance** *[Actor: gov.]* have improved *[Proc.: material: transformative]* **equity** *[Goal:]*

4.2 and helped to rationalize *[Proc.: material: transformative]* **the long-tangled federal, state and municipal roles in education.** *[Goal: educ.sys.]*

5.1 **A second generation of "quality" reforms** *[Senser: gov.]* is focusing *[Proc.: mental: perceptive]* **on the teaching and learning process** *[Phenomenon: educ.sys.]*

5.2 and has established *[Proc.: material: creative]* **the foundations of a quality assurance framework** *[Goal: educ.sys.]* <u>through the introduction of a national student assessment system (SAEB), a university program evaluation system (PROVAO), and new teacher preparation program accreditation procedures.</u> *[Circ.: r]*

6.1 **All these measures** *[Carrier: gov.]* have resulted *[Proc.: relational: intensive: attrib.]* **in undeniable progress** *[Attribute:]* .

7.1 On the other hand, **education authorities** *[Carrier: gov.]* remain *[Proc.: relational: intensive: attrib.]* **concerned** *[Attribute:]* <u>about the evidence of low teacher quality and the prevalence of poor teaching practices</u> *[Circ.:]*

7.2 **that** *[Actor: educ.sys.]* constrain *[Proc.: material: transformative]* **Progress** *[Scope:]* .

8.1 **Wide differences in student performance** *[Carrier: educ.sys.]* persist *[Proc.: relational: circumstantial: attrib.]* **across regions and school systems** *[Attribute: educ.sys.]* .

9.1**Brazil's demographic transition and rapid secondary school expansion** *[Actor:]* are creating *[Proc.: material: creative]* **structural pressures** *[Goal:]* on the teaching force *[Circ]*

9.2 with **the demand ↔ for grades 1-4 teachers** *[Actor: teachers]* declining *[Proc.: material: transformative]*

9.3 and projected to decline *[Proc.: material: transformative]* further *[Circ.:]* **for grades 1-4 teachers** *[Actor: teachers]*

9.4 and rapidly *[Circ]* increasing *[Proc.: material: transformative]* **for more highly skilled lower and upper secondary school teachers** *[Actor: teachers]* .

10.1 **Replacing excess early grade teachers and producing adequate numbers of lower and upper secondary teachers** *[Carrier: educ.sys.]* ,either through upgrading or new recruitment *[Circ.:]* [[ ]]will be *[Proc.: relational: intensive: attrib.]* **major challenges** *[Attribute:]*

10.1a [[at a time when *[Circ.:]* **the entire system of teacher training** *[Goal: educ.sys.]* is being reformed *[Proc.: material: transformative]*]

11.1 At a macro level *[Circ.:]* , **the fiscal sustainability of recent and future mandated salary increases** *[Carrier: educ.sys.]* is *[Proc.: relational: intensive: attrib.]* **in doubt** *[Attribute:]* ,

11.2 **the cost-effectiveness of proposed reforms in teacher training** *[Carrier: educ.sys.]* is *[Proc.: relational: intensive: attrib.]* **unclear** *[Attribute:]* ,

11.3 and a **generous teacher pension system** *[Token: educ.sys.]* already absorbs *[Proc.: relational: circumstantial: identif.]* **30-50 percent of state education budgets** *[Value: educ.sys.]* ,

11.4 while *[Circ]* removing *[Proc.: material: transformative]* **female teachers↔ (and males at 53)** *[Goal: teachers]* from the classroom *[Circ.:]* at the peak age of 48. *[Circ.: Location]*

12.1 Finally, **new requirements that all teachers have tertiary education** *[Token: gov.]* may lead *[Proc.: relational: intensive: identif.]* **to massive recertification of existing teachers** *[Value: educ.sys.]* through low-quality course, *[Circ.:]* with little value added in terms of classroom effectiveness but a significant impact on costs. *[Circ.:]*

13.1 In pursuit of its central goal of quality education for all *[Circ.:]* **the government** *[Senser: gov.]* has focused *[Proc.: mental: perceptive]* **on teachers** *[Phenomenon: teachers]* as the key school determinant of student outcomes *[Circ.:]*.

14.1 **The first wave of reforms** *[Actor: gov.]* increased *[Proc.: material: transformative]* **teacher's salaries** *[Goal: teachers]*

14.2 and required *[Proc.: verbal]*

14.3 that **new Career Plans (Planos de Cargo e de Carreira, PCCs)** *[Senser: educ.sys.]* give more weight *[Proc.: mental: cognitive]* **to teacher performance** *[Phenomenon: teachers]* .

15.1 **It** *[Actor: gov.]* established *[Proc.: material: creative]* **higher education qualification and certification requirements,** *[Goal: educ.sys.]*

15.2 backed *[Proc.: relational: circumstantial: identif.]* by **a major upgrading program** *[Token: gov.]* ,

15.3 **which** *[Actor: gov.]* between 1997 and 1999 *[Circ.:]* reduced *[Proc.: material: transformative]* **from 44 percent to 38 percent** *[Resultative-Attrib:]* **the proportion of teachers with secondary education or less.** *[Goal: teachers]*

16.1 With the second wave of reforms *[Circ.:]* , **the government** *[Actor: gov.]* initiated *[Proc.: material: creative]* **the establishment of a quality assurance system-** *[Goal: educ.sys.]*

16.2 outlining *[Proc.: relational: intensive: identif.]* **broad frameworks** *[Value: gov.]* such as the Referenciais and proposed guidelines (Proposta de Diretrizes)for teacher training *[Circ.: Cause]*

16.3 and promoting *[Proc.: mental: emotive]* **assessment and evaluation** *[Phenomenon: educ.sys.]*

17.1 **It** *[Actor: gov.]* has legislated *[Proc.: material: creative]* **the establishment of a new type of Teacher Training Institution (TTIs),the Institutos Superiores de Educação (ISEs)** *[Goal: educ.sys.]*

17.2 **which** *[Actor: educ.sys.]* would operate *[Proc.: material: transformative]* at the tertiary level *[Circ.:]*

17.3 but would be *[Proc.: relational: intensive: attrib.]* **more responsive to school needs than universities currently are.** *[Attribute:]*

18.1 In parallel *[Circ.:],* **the government** *[Actor: gov.]* is conducting *[Proc.: material: transformative]* **an Administrative Reform_ viii (Lei de Reforma Administrativa [1998])** *[Goal:]*

18.2 **which** *[Token: gov.]* , once fully regulated, *[Circ.:]* will allow for *[Proc.: relational: intensive: identif.]* **the dismissal of public employees** *[Value:]* when personnel expenditures are excessive; *[Circ.:]*

159

18.3 and establish *[Proc.: material: creative]* **the conditions for firing poor performers.** *[Goal:]*

19.1 **The study** *[Senser: WB]* <u>selectively</u> *[Circ.:]* looks at *[Proc.: mental: perceptive]* **the complex set of issues** *[Phenomenon:]*

19.2 surrounding *[Proc.: relational: circumstantial: attrib.]* **the effectiveness of Brazil's 1.49 million ensino fundamental teachers** *[Value: teachers]* ' <u>in this context of rapid change.</u> *[Circ.:]*

20.1 **Its objectives** *[Token: WB]* are *[Proc.: relational: intensive: identif.]* **to offer an external, objective commentary on the national vision;** *[Value:]*

20.2 **to contribute new data and analysis to inform it,** *[Value:]* including a synthesis of lessons from national and International experience;

20.3 and **to lay out options for future policies** *[Value:]* .

21.1 **It** *[Sayer: WB]* suggests *[Proc.: verbal]* **a strategic framework** *[Verbiage:]*

21.2 for linking *[Proc.: material:]* **discrete elements of the vision-teacher development, management, and incentives** *[Goal: teachers]* **-into a coherent whole** *[Resultative-Attrib:]*

21.3 **consistent** *[Attribute:]* <u>with the experiences of countries</u> *[Circ.:]*

21.4 **that** *[Token:]* have achieved *[Proc.: relational: intensive: identif.]* **system-wide improvement.** *[Value:]*

22.1 **The study** *[Senser: WB]* examines *[Proc.: mental: cognitive]* **the key stages of the teacher career-preparation, entry into the profession, professional development** *[Phenomenon: teachers]*

22.2 -<u>as</u> *[Circ.:]* **they** *[Carrier: teachers]* cut across *[Proc.: relational: circumstantial: attrib.]* **the policy dimensions of quality assurance, management, and incentives.** *[Attribute: educ.sys.]*

23.1 **Three strategic themes** *[Carrier:]* run *[Proc.: relational: circumstantial: attrib.]* **through the study:** *[Attribute: WB]*

23.2 **Improving teacher and teaching quality** *[Carrier:]* is *[Proc.: relational: intensive: attrib.]* **a complex endeavor** *[Attribute:]*

23.3 **that** *[Token:]* calls for *[Proc.: relational: intensive: identif.]* **a sustained, systemic approach.** *[Value:]*

24.1 **Progress** *[Token:]* generally has been associated with *[Proc.: relational: intensive: identif.]* **the establishment of a demanding, coherent quality assurance framework rather than "easy" or piecemeal reform.** *[Value:]*

25.1 **How the fiscal impact of the reform is managed** *[Token: gov.]* will be *[Proc.: relational: intensive: identif.]* **critical to sustainability.** *[Value: educ.sys.]*

26.1 <u>Given the complexity of the subject, Brazil's size and heterogeneity, and time and resource constraints</u> *[Circ.:]* **the study** *[Carrier: WB]* had to be *[Proc.: relational: intensive: attrib.]* **selective.** *[Attribute:]*

27.1 **Important issues** *[Possessor: WB]* [] include *[Proc.: relational: possessive: attrib.]* : **cost-effectiveness of alternative training approaches; a medium-term expenditure analysis for the education sector,// and existing analyses including projected teacher costs as a result of mandated policies, demographic trends, and ongoing improvements in student flows; and a stakeholder /political analysis of the reforms discussed.** *[Possessed: educ.sys.]*

27.2 [**that** *[Value: educ.sys.]* could not be treated *[Proc.: relational: intensive: identif.]* <u>as fully as desirable</u> *[Circ]* <u>due to lack of data</u> *[Circ:]*

28.1 **The report** *[Phenomenon: WB]* was focused *[Proc.: mental: perceptive]* <u>very heavily</u> *[Circ.:]* <u>on the issues facing public education systems</u> *[Circ]* <u>with relatively little treatment given to private schools and teachers.</u> *[Circ.:]*

28.2 Finally, **the report** *[Actor: WB]* was unable to do *[Proc.: material: transformative]* **justice** *[Scope:]* **to the multiple-faceted area of education technology** *[Recipient: educ.sys.]* ,

28.3 **which** *[Carrier: educ.sys.]* will be *[Proc.: relational: intensive: attrib.]* **inescapable** *[Attribute:]* <u>both as a curricular dimension and for a large-scale expansion of quality teacher development.</u> *[Circ.:]*

29.1 **These issues ↔(all)** *[Token:]* should form *[Proc.: relational: circumstantial: identif.]* **part of a priority agenda for future research and study.** *[Value:]*

30.1 **Chapter I** *[Senser: WB]* examines *[Proc.: mental: cognitive]* **the key reforms and demographic trends** *[Phenomenon: gov.]*

30.2 **which** *[Actor: gov.]* have begun reshaping *[Proc.: material: transformative]* **the macro environment** *[Goal:]* **for Brazil's teachers.** *[Client: teachers]*

31.1 **It** *[Senser: WB]* analyzes *[Proc.: mental: cognitive]* **the impact that FUNDEF and the LDB have had on teacher compensation and certification.** *[Phenomenon: educ.sys.]*

32.1 **It** *[Senser: WB]* traces *[Proc.: mental: cognitive]* **the impact on teacher supply and demand of improved student flows through ensino fundamental and the rapid expansion of upper secondary schooling.** *[Phenomenon: educ.sys.]*

33.1 **It** *[Sayer: WB]* concludes *[Proc.: verbal]*

33.2 that t**he magnitude of the remaining challenges** *[Possessor:]* requires *[Proc.: relational: possessive: identif.]* **stronger instruments** *[Possessed:]*

33.3a to build *[Proc.: material: creative]* **coherence between policy and classroom practice** *[Goal:]* ;

33.4 to generate *[Proc.: material: creative]* **synergy between teacher development, performance, and incentives** *[Goal: teachers]*

33.5 and to create *[Proc.: material: creative]* **school systems** *[Goal: educ.sys.]*

33.5a **that** *[Senser: educ.sys.]* focus *[Proc.: mental: perceptive]* **on student learning** *[Phenomenon: educ.sys.]*

33.6 and motivate *[Proc.: mental: emotive]* and support *[Proc.: mental: emotive]* **the work of teachers in the classroom.** *[Senser: teachers]*

34.1 **Chapter II** *[Senser: WB]* looks at *[Proc.: mental: perceptive]* **the evidence on teacher quality and performance** *[Phenomenon: teachers]* .

35.1 **It** *[Senser: WB]* analyzes *[Proc.: mental: cognitive]* **the national achievement (SAEB) test scores,** *[Phenomenon: educ.sys.]*

35.2 **which** *[Token: educ.sys.]* show *[Proc.: relational: intensive: identif.]* **continuing wide divergence in student learning** *[Value: educ.sys.]* across regions and between state and municipal systems.

36.1 **It** *[Token: WB]* relates *[Proc.: relational: intensive: identif.]* **low achievement to classroom observation of traditional frontal lecture and recitation methods still commonly found in many parts of Brazil, low expectations, ineffective management of time, available materials, and discipline, limited repertoire of teaching strategies, and the persistence a culture** *[Value: educ.sys.]*

36.1a **which** *[Sayer:]* tends to blame *[Proc.: verbal]* **the student-not the teacher or the school-** *[Target: educ.sys.]* for children's learning difficulties. *[Circ.:]*

37.1 **The chapter** *[Sayer: WB]* also summarizes *[Proc.: verbal]* **research on the determinants of student achievement** *[Verbiage: educ.sys.]* in Brazil *[Circ.:]*

37.2 **which** *[Token: educ.sys.]* indicates *[Proc.: relational: intensive: identif.]*

37.2a **that higher teacher salaries have not translated into better teacher quality,** *[Value: teachers]*

37.2b <u>as</u> *[Circ.:]* measured *[Proc.: mental: cognitive]* **by SAEB scores of lower student repetition** *[Senser: educ.sys.]* .

38.1 **Student learning in Brazil** *[Token: educ.sys.]* is <u>positively</u> *[Circ.:]* correlated *[Proc.: relational: intensive: identif.]* **with the general level of education of teachers** *[Value: teachers]* ,

38.2 but significantly **students whose teachers have a higher education degree in fields other than teaching** *[Actor: educ.sys.]* do *[Proc.: material: creative]* <u>better than students of those graduated from teacher colleges.</u> *[Circ.: r]*

39.1 **SAEB results** *[Token: educ.sys.]* also indicate *[Proc.: relational: intensive: identif.]*

39.1a **that teacher in-service training has had little association with students' achievement.** *[Value: educ.sys.]*

40.1 <u>Based on available research</u> *[Circ.:]* **the three most conventional mechanisms for raising teacher quality- requiring higher-level initial education, more teacher in-service training, and increasing teacher salaries** *[Token: educ.sys.]* have not demonstrated *[Proc.: relational: intensive: identif.]* **an ability to produce student learning gains or teachers' attitudinal changes of the magnitude sought** *[Value: educ.sys.]* .

41.1 **These findings** *[Token: educ.sys.]* do not imply *[Proc.: relational: intensive: identif.]*

41.1a **that a strategy that focuses on teachers is inconsisten with the data in the report.** *[Value: educ.sys.]*

42.1 **It** *[Senser: WB]* notes *[Proc.: mental: perceptive]*

42.1a that **most studies** *[Senser:]* do not measure *[Proc.: mental: cognitive]* **teachers' proficiency** *[Phenomenon: teachers]* <u>in terms of competencies</u> *[Circ.:]* ,

42.2 but <u>based on crude characteristics of formal qualifications</u> *[Circ.:]* .

43.1 <u>Far from being a simple matter of measurement inaccuracies</u> *[Circ.: Accompaniment]* **this** *[Token:]* can carry *[Proc.: relational: intensive: identif.]* **real consequences.** *[Value:]*

44.1 **Career structures and hiring regulations** *[Carrier: educ.sys.]* are *[Proc.: relational: intensive: attrib.]* **such** *[Attribute:]* *[Circ.:]*

44.1a that **these crude measures** *[Token: educ.sys.]* are *[Proc.: relational: intensive: identif.]* often **the only ones available** *[Value: educ.sys.]* **for personnel management** *[Beneficiary: educ.sys.]* .

45.1 <u>As later discussed</u> *[Circ.:]* **a possible solution found in OECD countries** *[Possessor:]* would involve *[Proc.: relational: possessive: identif.]* **the development of a quality assurance system - with Teacher Evaluation, Certification and Re-certification,** *[Possessed: educ.sys.]* <u>as well as a "professional career" structured around agreed standards of practice and performance.</u> *[Circ.:]*

46.1 **The remaining chapters** *[Senser: WB]* probe *[Proc.: mental: cognitive]* **what can be done to improve teacher effectiveness.** *[Phenomenon: teachers]*

47.1 **Chapter III** *[Senser: teachers]* focuses *[Proc.: mental: perceptive]* **on teacher preparation** *[Phenomenon: educ.sys.]* .

48.1 **It** *[Senser: WB]* finds *[Proc.: mental: cognitive]*

48.1a that **who goes into teaching and how they are trained** *[Token:]* explain *[Proc.: relational: intensive: identif.]* **much of why teachers often do not meet the needs of the classroom.** *[Value: teachers]*

49.1 Even after a decade of upgrading, <u>in 1999</u> *[Circ.:]* **some 42 percent of Brazil's ensino fundamental teachers** *[Token: teachers]* did not fulfill *[Proc.: relational: intensive: identif.]* **the new national requirement of tertiary education qualification level.** *[Value: gov.]*

50.1 **Forty-four percent** *[Actor: teachers]* had completed *[Proc.: material: transformative]* only **secondary-level education** *[Goal:]*

51.1 **These underqualified teachers** *[Goal: teachers]* are concentrated *[Proc.: material: transformative]* <u>in the systems serving the most vulnerable children</u> *[Circ.:]*.

52.1 Even **teachers with higher education degrees** *[Carrier: teachers]* are not *[Proc.: relational: intensive: attrib.]* always **well prepared.** *[Attribute:]*

53.1 **Faculties of Education and Cursos de Pedagogia** *[Possessor: educ.sys.]* have *[Proc.: relational: possessive: attrib.]* **a reputation for being an easy path to getting a university degree** *[Possessed:]*

53.2 and **their graduates** *[Possessor: teachers]* do not always have *[Proc.: relational: possessive: attrib.]* **content mastery.** *[Possessed: educ.sys.]*

54.1 <u>Among those studying in specialized departments</u> *[Circ.:]* **teaching** *[Token: educ.sys.]* is *[Proc.: relational: intensive: identif.]* seldom **the preferred career option** *[Value: educ.sys.]* .

55.1 **Education Secretariats** *[Senser: gov.]* find *[Proc.: mental: cognitive]*

55.1a that **teacher education programs** *[Carrier: educ.sys.]* are *[Proc.: relational: intensive: attrib.]* **academically weak, highly theoretical, and largely divorced from effective classroom practices.** *[Attribute:]*

56.1 **Few** *[Carrier: educ.sys.]* are viewed *[Proc.: relational: intensive: attrib.]* **as innovative.** *[Attribute:]*

57.1 **Too many low-quality institutions** *[Goal: educ.sys.]* <u>particularly</u> *[Circ.:]* <u>in the private sector</u> *[Circ.:]* - are allowed to operate *[Proc.: material: transformative]* .

58.1 **The recent substitution of a renewable process of teacher training program accreditation** *[Carrier: gov.]* <u>at the federal level</u> *[Circ.:]* <u>in lieu of the previous once-and-for-all system</u> *[Circ]* is *[Proc.: relational: intensive: attrib.]* definitely **a step in the right direction,** *[Attribute:]*

58.2 but will take *[Proc.: relational: circumstantial: identif.]* **time** *[Value:]* **to be fully implemented and yield broad results** *[Token: educ.sys.]* .

59.1 **The new ISEs** *[Carrier: educ.sys.]* might be *[Proc.: relational: intensive: attrib.]* **a solution.** *[Attribute:]*

60.1 **Elements of the proposed design** *[Carrier: gov.]* are *[Proc.: relational: intensive: attrib.]* **consistent** *[Attribute:]* <u>with international trends</u> *[Circ.:]* ,such as the ISE's positioning in tertiary education

60.1a and **the drive** *[Actor:]* to deepen *[Proc.: material: transformative]* **teachers' content knowledge** *[Goal: teachers]*

60.1b and to integrate *[Proc.: material: transformative]* **theory and practice** *[Goal:]* <u>through supervised internships in schools or innovative training formats.</u> *[Circ.:]*

61.1 **Open and flexible** *[Attribute:]* **the ISE concept** *[Possessor: educ.sys.]* has *[Proc.: relational: possessive: attrib.]* **good potential** *[Possessed:]* <u>as long as some questions are addressed.</u> *[Circ.:]*

62.1 **It** *[: gov.]* assumes *[Proc.: mental: cognitive]*

62.1a that **existing programs** *[Actor: educ.sys.]* will be able to restructure *[Proc.: material: transformative]* , re-staff *[Proc.: material: transformative]* , and reorient *[Proc.: material: transformative]* **themselves** *[Goal: educ.sys.]* <u>substantially</u> *[Circ.:]* <u>in a very short period</u> *[Circ.:]*

62.2 - **an institutional flexibility** *[Carrier: educ.sys.]* that has not been *[Proc.: relational: intensive: attrib.]* **evident** *[Attribute:]* <u>to date.</u> *[Circ.:]*

63.3 **The model** *[Goal: educ.sys.]* will need to be adapted *[Proc.: material: transformative]* **to the needs of the poorest state and municipal school systems** *[Scope: educ.sys.]* .

64.1 Recognizing that the higher education qualification requirement may be unrealistic for these systems for the foreseeable future *[Circ.:]* **the government** *[Sayer: gov.]* recently *[Circ.:]* re-pitched *[Proc.: verbal]* **the proposal** *[Verbiage: gov.]* **at tertiary instead of only university) level,** *[Target:]*

64.2 focusing *[Proc.: mental: perceptive]* instead *[Circ.: t]* **on even more important elements of quality improvement** *[Phenomenon: educ.sys.]* such as a professional orientation based on the desired competencies.

65.1 Finally **the ISE approach** *[Token: gov.]* could build on *[Proc.: relational: circumstantial: identif.]* **promising strategies** *[Value: educ.sys.]* such as Sao Paulo's CEFAMs, and Ceara's Licenciaturas breves.

66.1 **The report** *[Sayer: WB]* recommends *[Proc.: verbal]* **a multi-pronged approach to create the external and internal conditions for change.** *[Verbiage: gov.]*

67.1 Externally *[Circ.:]* , **a first move** *[Attribute: gov.]* will be *[Proc.: relational: intensive: attrib.]* **to extend the powerful university program evaluation test (PROVAO)** *[Carrier: gov.]* to schools of education,

67.2 as *[Circ.:]* proposed *[Proc.: verbal]* **by MEC's INEP** *[Sayer: gov.]* for 2001. *[Circ.:]*

68.1 **A second equally powerful step** *[Attribute: gov.]* [[ ]], would be *[Proc.: relational: intensive: attrib.]* **to develop professional standards of teaching practice and performance** *[Carrier: gov.]* as a basis for a process of teacher evaluation and of initial and periodic certification *[Circ.:]*

68.1a also planned *[Proc.: mental: cognitive]* **by INEP** *[Senser: gov.]*

69.1 **Many countries** *[Senser:]* have found *[Proc.: mental: cognitive]*

69.1a that **rigorously applied teacher certification standards** *[Actor: educ.sys.]* send *[Proc.: material: transformative]* **a clear and powerful message** *[Scope:]* **to the TTIs** *[Recipient: educ.sys.]* as to what product is expected from them. *[Circ.:]*

70.1 In the recommended approach *[Circ.:]* **such teaching standards** *[Actor: gov.]* would serve to align and bond *[Proc.: material: transformative]* **together** *[Resultative-Attrib:]* **all the elements of the teacher policy.** *[Goal: educ.sys.]*

71.1 **Accredited TTIs** *[Token: educ.sys.]* could serve *[Proc.: relational: intensive: identif.]* **as teacher certification and evaluation centers** *[Value: educ.sys.]* .

72.1 **Specific incentives** *[Attributor:]* could also help make *[Proc.: relational: intensive: attrib.]* **them** *[Carrier: educ.sys.]* **more responsive to the needs of schools.** *[Attribute:]*

73.1 **Chile's competitive funding mechanism for initial teacher education reform** *[Token:]* is *[Proc.: relational: intensive: identif.]* **one good example** *[Value:]* .

74.1 Finally **the recently introduced renewable TTI program accreditation system** *[Carrier: gov.]* <u>with peer review panels</u> *[Circ.:]* could be made *[Proc.: relational: intensive: attrib.]* **more performance-oriented** *[Attribute:]* <u>through observation of graduating students in the classroom.</u> *[Circ.:]*

75.1 **An alternative to relying exclusively on the ISEs** *[Token: gov.]* would be *[Proc.: relational: intensive: identif.]* **to support whichever TTIs demonstrate the capacity to produce teachers with the desired profile** *[Value: gov.]* <u>as expressed through the standards.</u> *[Circ.:]*

76.1 <u>Given the numbers to be trained</u> *[Circ.:]* , **technology and distance methods** *[Actor: educ.sys.]* are likely to play *[Proc.: material: transformative]* **a growing role** *[Scope:]* .

77.1 **A "virtual" model** *[Possessor: educ.sys.]* [[ ]] would also have *[Proc.: relational: possessive: attrib.]* **strong potential.** *[Possessed:]*

77.1a [[coordinating *[Proc.: material: transformative]* **high-quality programs and regional training centers]]** *[Goal: educ.sys.]*

77.1b [[to prepare *[Proc.: material: transformative]* **good teachers** *[Goal: teachers]* <u>for rural areas]]</u> *[Circ.:]*

78.1 Ultimately however **any teacher reform** *[Carrier: gov.]* must go *[Proc.: relational: circumstantial: attrib.]* **to the core of the learning process within the classroom** *[Attribute: educ.sys.]*

78.2 if **it** *[Actor: gov.]* is to achieve *[Proc.: material: transformative]* **in-depth, lasting change in teachers' behaviors.** *[Scope: teachers]*

79.1 <u>Substantially</u> *[Circ.:]* **upgrading teacher preparation** *[Possessor: educ.sys.]* requires *[Proc.: relational: possessive: identif.]* **a clear, shared definition of the required competencies;** *[Possessed:]*

79.2 recruiting *[Proc.: material: transformative]* and training *[Proc.: material: transformative]* **a new cadre of teacher educators** *[Goal: teachers]* ,

79.2a[[combining *[Proc.: material: transformative]* **academic talent with classroom experience;** *[Goal: teachers]*]]

79.4 developing *[Proc.: material: creative]* **two-way contractual links with schools** *[Goal: educ.sys.]* <u>for supervised internships and applied research;</u> *[Circ.:]*

79.5 using *[Proc.: material: transformative]* **inquiry, dialogue, and experimentation** *[Goal:]*

79.5a so that **future teachers** *[Senser: teachers]* know *[Proc.: mental: cognitive]* **how to create exciting learning situations** *[Phenomenon:]*

79.5b **which** *[Carrier: educ.sys.]* make *[Proc.: relational: intensive: attrib.]* **sense** *[Attribute:]* **for their diverse students** *[Beneficiary: educ.sys.]*

79.6 and building-in *[Proc.: material:]* **an impact evaluation of these new approaches.** *[Scope:]*

80.1 **Chapter IV** *[Senser: WB]* focuses *[Proc.: mental: perceptive]* **on teacher management** *[Phenomenon: educ.sys.]* ,

80.2 looking *[Proc.: mental: perceptive]* <u>in detail</u> *[Circ.:]* **at the entry of teachers into the profession, their career progression, and the way schools operate.** *[Phenomenon: teachers]*

81.1 <u>At the micro level</u> *[Circ.:]* **a teacher's performance** *[Carrier: teachers]* depends *[Proc.: relational: circumstantial: attrib.]* **on the school environment** *[Attribute: educ.sys.]*

81.1a <u>in which</u> *[Circ.:]* **she or he** *[Actor: teachers]* works *[Proc.: material:]* .

82.1 **The report** *[Senser: WB]* finds *[Proc.: mental: cognitive]*

82.1a that **the majority of schools in Brazil** *[Carrier: educ.sys.]* are not *[Proc.: relational: intensive: attrib.]* **organized for learning.** *[Attribute:]*

83.1 <u>Despite state-level innovations in the selection of school directors and the increasing involvement of parents and community members in school management</u> *[Circ.:]* , <u>in most schools,</u> *[Circ.:]* **leadership, sense of direction, teamwork and results orientation** *[Carrier: educ.sys.]* are *[Proc.: relational: intensive: attrib.]* **insufficient** *[Attribute:]*

83.1a to achieve *[Proc.: material: transformative]* **the required cultural change** *[Goal:]* .

84.1 <u>Despite the increasing use of school- levelpedagogical coordinators</u> *[Circ.:]*, **these professional** *[Possessor: educ.sys.]* <u>often</u> *[Circ.:]* lack *[Proc.: relational: possessive: attrib.]* **the skills for true instructional leadership** *[Possessed: educ.sys.]*

84.2 and work *[Proc.: material:]* <u>in relative isolation.</u> *[Circ.:]*

85.1 **School inspections** *[Carrier: educ.sys.]* are *[Proc.: relational: intensive: attrib.]* **irregular and control oriented** *[Attribute:]* <u>with little useable feedback to schools</u> *[Circ.:]* .

86.1 **Evaluation of teachers** *[Carrier: educ.sys.]* is *[Proc.: relational: intensive: attrib.]* **weak or non-existent** *[Attribute:]* with both performance-related sanctions and rewards for excellence exceedingly rare. *[Circ.:]*

87.1 **Teachers** *[Carrier: teachers]* are not held *[Proc.: relational: intensive: attrib.]* **accountable** *[Attribute:]* for student results *[Circ.:]*

87.1a or simply for demonstrating *[Proc.: relational: intensive: identif.]*

87.1b **they have mastered the competencies that can make a difference in the classroom** *[Value: teachers]*

87.2c and that **they** *[Actor: teachers]* have tried *[Proc.: material:]* hard enough. *[Circ.:]*

88.1 **A considerable body of research** *[Token: WB]* points to *[Proc.: relational: intensive: identif.]*

88.1a **the fact that schools should be the target of efforts to drive quality improvement** *[Value: educ.sys.]* .

89.1 To create schools focused on learning and tighter accountability *[Circ.:]* **the chapter** *[Sayer: WB]* recommends *[Proc.: verbal]*

89.1a reinforcing *[Proc.: material: transformative]* **the school development plans** *[Goal: educ.sys.]* (SDPs in Brazil),

89.2 **which** *[Carrier: educ.sys.]* are *[Proc.: relational: intensive: attrib.]* increasingly *[Circ.:]* **well established** *[Attribute:]* in Brazil *[Circ.:]* , as a core vehicle *[Circ.:]* .

90.1 **The SDP** *[Carrier: educ.sys.]* as a quality assurance instrument *[Circ.:]* would be *[Proc.: relational: intensive: attrib.]* **strengthened** *[Attribute:]*

90.2 if **it** *[Token: educ.sys.]* reflected *[Proc.: relational: intensive: identif.]* **national and state standards** *[Value: educ.sys.]*

90.3 and if **more states** *[Token: gov.]* followed *[Proc.: relational: circumstantial: identif.]* **Ceará, Minas Gerais, and Sao Paulo** *[Value: gov.]* ,

90.4 extending *[Proc.: material: transformative]* **SAEB** *[Goal: educ.sys.]* into regular statewide, census-based assessments of student achievement. *[Circ.:]*

91.1 **This** *[Token: gov.]* would permit *[Proc.: relational: intensive: identif.]* **school-level feedback on student performance and the targeting of support.** *[Value: educ.sys.]*

92.1 **SDPs** *[Actor: educ.sys.]* could also serve to measure *[Proc.: material:]* **the gap between the school's vision and its reality** *[Goal: educ.sys.]*

92.2 and be *[Proc.: relational: intensive: attrib.]* **more closely related to teacher career growth.** *[Attribute: teachers]*

93.1 Finally, **preparation of SDPs** *[Actor: educ.sys.]* could provide *[Proc.: material: transformative]* **a vehicle** *[Goal:]*

93.1a to develop *[Proc.: material: creative]* **teachers' self-evaluation and diagnostic capabilities** *[Goal: teachers]* .

94.1 **The report** *[Sayer: WB]* also recommends *[Proc.: verbal]* **a close focus on school leadership -criteria and processes for the selection and preparation of school directors, their performance evaluation, and continuing leadership development opportunities.** *[Verbiage: educ.sys.]*

95.1 **School-level councils with elected parent members** *[Token: educ.sys.]* have shown *[Proc.: relational: intensive: identif.]* **promise** *[Value:]* , especially <u>in rural areas</u> *[Circ.:]* ,

95.1a <u>as</u> *[Circ.:]* **a strategy** *[Actor:]* for increasing *[Proc.: material: transformative]* **school accountability** *[Goal: educ.sys.]*

95.2 even though <u>in some of the more urbanized Brazilian states</u> *[Circ.:]* **school election processes** *[Recipient: educ.sys.]* have been politicized *[Proc.: material: transformative]* ,

95.4 slowing down *[Proc.: material: transformative]* **school improvement.** *[Goal: educ.sys.]*

96.1 <u>At the macro level</u> *[Circ.:]* **the chapter** *[Sayer: WB]* recommends *[Proc.: verbal]*

96.1a **that employers** *[Attributor: educ.sys.]* make *[Proc.: relational: intensive: attrib.]* **entry into the profession** *[Carrier: teachers]* **more stringent.** *[Attribute:]*

97.1 **Recruitment** *[Goal: educ.sys.]* has been tightened *[Proc.: material: transformative]* ,

97.2 and **political interference** *[Goal:]* reduced *[Proc.: material: transformative]* <u>in many parts of Brazil</u> *[Circ.:]* <u>through competition</u> *[Circ.:]* ,

97.3 but **the practice** *[Carrier:]* is not *[Proc.: relational: intensive: attrib.]* yet **universal, sufficiently substantive,** *[Attribute:]*

97.4 or <u>as achieved in Ceará</u> *[Circ.:]* , **unified** *[Attribute:]* <u>between states and municipalities</u> *[Circ]* .

98.1 **The government** *[Senser: gov.]* rightly wants *[Proc.: mental: desiderative]*

98.1a to establish *[Proc.: material: creative]* **a strong initial and periodic certification system** *[Goal: educ.sys.]* based on clear teaching standards *[Circ.:]* .

99.1 **Key questions to be addressed** *[Possessor: educ.sys.]* include *[Proc.: relational: possessive: identif.]* : **who should certify; the balance between content, theory, and practice in the agreed standards; assessment methods; the relationship between performance levels for new and experienced teachers; and the articulation between (re) certification and the incentive structure.** *[Possessed: educ.sys.]*

100.1 **Chapter IV** *[Senser: WB]* also examines *[Proc.: mental: cognitive]* **teacher career progression.** *[Phenomenon: teachers]*

101.2 **It** *[Sayer: WB]* endorses *[Proc.: verbal]* **the government's proposal for probatory internships and more attention to mentoring both inductees and struggling teachers.** *[Verbiage: gov.]*

102.1 **It** *[Sayer: WB]* points out *[Proc.: verbal]*

102.1a that **most Brazilian systems** *[Possessor: educ.sys.]* have *[Proc.: relational: possessive: attrib.]* **no policy or incentives** *[Possessed: educ.sys.]*

102.1b for attracting *[Proc.: mental: emotive]*

and retaining *[Proc.: material: transformative]* **good teachers** *[Goal: teachers]* to hardship or remote areas *[Circ.:]* ,

102.2 and recommends *[Proc.: verbal]* **a locally based strategy to address this challenge.** *[Verbiage: gov.]*

103.1 Finally, although **overall pay, retirement benefits, and working conditionsfor teachers** *[Carrier: educ.sys.]* are *[Proc.: relational: intensive: attrib.]* **attractive** *[Attribute:]* compared with other government sectors *[Circ.:]* ,

103.1a and **superior to average conditions** *[Attribute:]* in the private sector *[Circ.:]* ,

103.2 **the salary structure** *[Carrier: educ.sys.]* is *[Proc.: relational: intensive: attrib.]* **very flat** *[Attribute:]*

103.3 and **career progression** *[Carrier: educ.sys.]* typically *[Circ.:]* is *[Proc.: relational: intensive: attrib.]* **automatic** *[Attribute:]* , based on seniority. *[Circ.:]*

104.1 **Such systems** *[Actor: educ.sys.]* create *[Proc.: material: creative]* **no incentives for innovation or excellence** *[Goal:]* in the classroom. *[Circ.:]*

105.1 **The report** *[Sayer: WB]* recommends *[Proc.: verbal]*

105.1a that **state and municipal new Career Plans (PCCs)** *[Goal: educ.sys.]* be structured *[Proc.: material: transformative]* <u>around the standards of performance</u> *[Circ.:]*,

105.2 and that **they** *[Actor: educ.sys.]* test *[Proc.: material: transformative]* **the effectiveness of steeper salary gradients** *[Goal: educ.sys.]* ,

105.3 linking *[Proc.: material: transformative]* **career progression to performance.** *[Goal: educ.sys.]*

106.1 **The introduction of merit awards (distributed as non-pensionable teacher bonuses) to entire schools demonstrating value-addedd, similar to Chile's successful SNED program and its twin in Israel** *[Verbiage: educ.sys.]* is suggested *[Proc.: verbal]* ↑ also.

107.1 While recognizing *[Proc.: mental: cognitive]*

107.1a that **the link between teacher salaries and performance** *[Token: educ.sys.]* is *[Proc.: relational: intensive: identif.]* **a subject of debate** *[Value:]* <u>in Brazil</u> *[Circ.:]* <u>as in many countries</u> *[Circ.:]* ,

107.2 **the report** *[Sayer: WB]* argues *[Proc.: verbal]*

107.2a that **this link** *[Carrier: educ.sys.]* is *[Proc.: relational: intensive: attrib.]* **critical** *[Attribute:]*

107.2b to balancing *[Proc.: material: transformative]* the need

107.2c to protect *[Proc.: material: transformative]* **teachers** *[Goal: teachers]* **from fiscal cuts** *[Resultative-Attrib: educ.sys.]* (in the context of the Administrative Reform) <u>with the imperative of generating efficiency gains</u> *[Circ.:]*

107.2d to create *[Proc.: material: creative]* **the fiscal space for reform** *[Goal: educ.sys.]* .

108.1 **It** *[Actor: WB]* offers *[Proc.: material: transformative]* **guidelines** *[Goal:]*

108.2 to establish *[Proc.: material: creative]* **a fair and credible teacher appraisal and evaluation system.** *[Goal: educ.sys.]*

109.1 **Chapter V** *[Senser: WB]* focuses *[Proc.: mental: perceptive]* **on teacher professional development.** *[Phenomenon: teachers]*

110.1 <u>Over the past decade</u> *[Circ.:]* **Brazil** *[Actor: gov.]* made *[Proc.: material: creative]* **important investments** *[Scope:]* <u>in in-service teacher upgrading and professional development,</u> *[Circ.:]*

110.2 but **many of these programs** *[Token: gov.]* reflect *[Proc.: relational: intensive: identif.]* **an old paradigm of teacher training: top-down, off-site, one-size-fits-all, one-shot interventions** *[Value: educ.sys.]* based on a "skills deficit" and passive ("bancário") transmission model, *[Circ.:]*

110.3 and seldomreinforced *[Proc.: material: transformative]* in the classroom. *[Circ.:]*

111.1 **Many programs** *[Carrier: gov.]* are *[Proc.: relational: intensive: attrib.]* **broad and unfocused** *[Attribute:]* for lack of clear standards *[Circ.:]* ,

111.2 and rarely explicitly *[Circ.:]* build on *[Proc.: relational: circumstantial: identif.]* **research evidence** *[Value: educ.sys.]* about what works in the classroom. *[Circ.:]*

112.1 **Some** *[Carrier: gov.]* appear *[Proc.: relational: intensive: attrib.]* **promising** *[Attribute:]* such as Fundação Marinho's Telecurso 2000, CENPEC's and Fundacao Ayrton Senna's Classes de Aceleração teacher training, Procap in Minas Gerais, Proformação in the North and Northeast, the Teacher University in Parana, teacher distance upgrading in the Federal University of Mato Grosso, and MEC's pilot programs Parâmetros em Ação and Formação de Professores Alfabetizadores.

112.2 **The best of these programs** *[Carrier: gov.]* are *[Proc.: relational: intensive: attrib.]* **systemic in approach, embedded in research, demand driven, and sometimes school based.** *[Attribute:]*

113.1 However, **none** *[Goal: gov.]* has been subjected *[Proc.: material: transformative]* ↑yet to a full cost-effectiveness evaluation *[Circ.:]* .

114.1 **The chapter** *[Token: WB]* supports *[Proc.: relational: circumstantial: identif.]* **closer integration of teacher professional growth with school improvement planning and performance incentives** *[Value: educ.sys.]* .

115.1 **An analysis of recent practices worldwide** *[Token: WB]* suggests *[Proc.: relational: intensive: identif.]*

115.1a **that teacher strengths and development needs increasingly tend to be evaluated both individually and as part of a team** *[Value: teachers]* .

116.1 Thus **periodic "whole school" reviews combining self and external school assessment** *[Actor: educ.sys.]* could bring *[Proc.: material: creative]* **different perspectives** *[Goal:]* **to the evaluation processes.** *[Recipient: educ.sys.]*

117.1 To measure *[Proc.: mental: cognitive]* **the gap between the school vision and its reality** *[Phenomenon: educ.sys.]* ,

117.2 **the review team** *[Senser: educ.sys.]* could compare *[Proc.: mental: cognitive]* **the objectives stated in the SDP with the results of student assessments, of a community survey, and of in-depth site visits and classroom observations.** *[Phenomenon: educ.sys.]*

118.1 **The visiting teams** *[Initiator: educ.sys.]* could help **the school and its community** *[Actor: educ.sys.]* to produce *[Proc.: material: creative]* **an improvement Plan** *[Goal: educ.sys.]*

118.2 and subsequently monitor and support *[Proc.: material: transformative]* **its implementation** *[Goal:]* .

119.1 Thus **the reviews** *[Actor: educ.sys.]* would not only provide *[Proc.: material: transformative]* **a systematic and built-in assessment of the school team;** *[Goal: educ.sys.]*

120.1 **They** *[Actor: educ.sys.]* would also give *[Proc.: material: transformative]* **to the director** *[Recipient: educ.sys.]* **feedback on individual teachers** *[Goal: educ.sys.]*

121.1 to guide *[Proc.: material:]* **the reorientation of instructional practice** *[Goal: educ.sys.]* ,

121.2 and form *[Proc.: material: creative]* **the basis** *[Scope:]* <u>for teacher professional development and promotion</u> *[Circ.:]* .

122.1 **The findings** *[Goal:]* could be used *[Proc.: material: transformative]* **by TTIs** *[Actor: educ.sys.]*

122.2 to inform *[Proc.: material: transformative]* **their continuous adaptation of teacher initial education programs** *[Goal: educ.sys.]* .

123.1 **A pivotal strategy for improving teacher performance** *[Token: gov.]* <u>in many countries</u> *[Circ.:]* is *[Proc.: relational: intensive: identif.]* **the establishment of teacher networks.** *[Value: educ.sys.]*

124.1 **Treating teachers as learners** *[Token: gov.]* is *[Proc.: relational: intensive: identif.]* **key to quality reform,** *[Value: gov.]*

124.2 and **networks** *[Phenomenon: educ.sys.]* have been found *[Proc.: mental: cognitive]*

124.2a to be *[Proc.: relational: intensive: attrib.]* **one of the most effective catalysts for ongoing teacher learning and continuous reinforcement of formal training.** *[Attribute: educ.sys.]*

125.1 **They** *[Actor:]* help build *[Proc.: material: transformative]* **system coherence** *[Goal:]* <u>between the policy and the classroom levels</u> *[Circ.:]*

125.2 and can take *[Proc.: relational: intensive: attrib.]* **a variety of forms.** *[Attribute:]*

126.1 <u>In- school</u> *[Circ.:]* **they** *[Possessor: educ.sys.]* <u>typically</u> *[Circ.:]* involve *[Proc.: relational: possessive: identif.]* **pedagogical teamwork and mentoring of novice and struggling teachers by more experienced colleagues, peer observations** *[Possessed: educ.sys.]* , etc <u>with a view to creating a "professional learning community."</u> *[Circ.:]*

127.1 <u>Where</u> *[Circ.:]* **schools** *[Carrier: educ.sys.]* are *[Proc.: relational: intensive: attrib.]* **multigrade or small** *[Attribute:]* ,

127.2 **networks** *[Actor: educ.sys.]* can connect *[Proc.: material: transformative]* **them** *[Goal:]* <u>into clusters</u> *[Circ.:]* such as in Columbia's microcentros

128.1 **They** *[Actor: educ.sys.]* can link *[Proc.: material: transformative]* **schools** *[Goal: educ.sys.]* to <u>district support centers</u> *[Circ.:]* such as Ceara's CREDEs,

128.2 constitute *[Proc.: material: creative]* **professional associations** *[Goal: educ.sys.]* <u>by discipline</u> *[Circ.:]*

128.3 or use *[Proc.: material: transformative]* **the internet** *[Goal:]*

129.1 <u>To date</u> *[Circ.:]* **only a tiny fraction of Brazil's teachers** *[Possessor: teachers]* have *[Proc.: relational: possessive: attrib.]* **access to them** *[Possessed:]* .

130.1 **Chapter VI** *[Senser: WB]* focuses *[Proc.: mental: perceptive]* **on teacher compensation and incentives.** *[Phenomenon: teachers]*

131.1 **Careful analysis of available data** *[Token: WB]* confirms *[Proc.: relational: intensive: identif.]*

131.1a **that, on average, teachers in Brazil received pay per hour worked** *[Value: teachers]*

131.1b **that** *[Carrier:]* is *[Proc.: relational: intensive: attrib.]* **equal to or higher** *[Attribute:]* <u>than that of workers in other sectors</u> *[Circ.:]* <u>with the same level of qualifications.</u> *[Circ.:]*

132.1 Moreover **teachers in the public sector (85 percent of all teachers** *[Possessor: teachers]* enjoy *[Proc.: relational: possessive: identif.]* **higher job stability, a more generous pension system, a relatively short working day, and a substantial amount of leave** *[Possessed: educ.sys.]* .

133.1 **International comparative data** *[Actor:]* reinforce *[Proc.: material: transformative]* **the conclusion** *[Goal:]*

133.1a that <u>in Brazil</u> *[Circ.:]* <u>as in the majority of Latin American countries</u> *[Circ.:]* **teachers** *[Carrier: teachers]* are not *[Proc.: relational: intensive: attrib.]* **underpaid** *[Attribute:]* .

134.1 Nonetheless **serious issues** *[Existent:]* exist *[Proc.: existential]* .

135.1 First **high variance** *[Carrier:]* underlies *[Proc.: relational: circumstantial: attrib.]* **the average teacher salary level** *[Attribute: teachers]* in Brazil *[Circ.:]* -much more so than in other countries *[Circ]* -

135.1a depending on the region and type of system (state/municipal/private *[Circ.:]*) in which *[Circ.:]* **a teacher** *[Actor: teachers]* works *[Proc.: material:]* .

136.1 **Teaching** *[Carrier: educ.sys.]* is not *[Proc.: relational: intensive: attrib.]* **an equally attractive career option** *[Attribute: educ.sys.]* (relative to other jobs) *[Circ.:]* in all parts of the country. *[Circ.:]*

137.1 **The analysis** *[Token: WB]* demonstrates *[Proc.: relational: intensive: identif.]*

137.1a **that teachers with higher education and those in rural municipal systems are paid below market rates.** *[Value: teachers]*

138.1 To ensure *[Proc.: relational: intensive: attrib.]*

138.1a **that remote and hardship posts are staffed on a stable basis with competent teachers** *[Attribute: educ.sys.]* ,

138.2 **special programs** *[Possessed: educ.sys.]* are needed *[Proc.: relational: possessive: identif.]* ↑ usually such as recruiting promising candidates locally; offering scholarships and guaranteed employment at least for a period after graduation; housing credits; and accelerated career advancement .

139.1 For a sharp upgrading of teacher quality *[Circ]*, **education systems** *[Actor: educ.sys.]* across Brazil *[Circ.:]* will have to pay *[Proc.: material:]* **more** *[Scope:]* over time *[Circ.:]*

139.2 to attract *[Proc.: mental: emotive]* **more capable individuals** *[Phenomenon: teachers]* at entry *[Circ.:]*

139.3 and to motivate *[Proc.: mental: emotive]* **them** *[Phenomenon: teachers]* throughout their career progression *[Circ.:]*

140.1 However, it is *[Proc.: relational: intensive: attrib.]* **crucial** *[Attribute:]* for fiscal sustainability *[Circ.:]* **that any such increases be highly selective** *[Carrier: educ.sys.]*

141.1 **This selectivity** *[Phenomenon:]* is contemplated *[Proc.: mental: cognitive]* in the Administrative Reform Law *[Circ.:]* , (1998)

141.2 that permits **the government** *[Actor: gov.]* to hire *[Proc.: material: transformative]* **teachers** *[Goal: teachers]* <u>in the CLT regimen</u> *[Circ.:]* (Consolidação das Leis Trabalhistas).

142.1 **The 1997 FUNDEF reform** *[Actor: gov.]* boosted *[Proc.: material: transformative]* **teacher salaries** *[Goal: teachers]* <u>significantly</u> *[Circ.: Manner]* ,

142.2 but lacked *[Proc.: relational: possessive: attrib.]* **a clear link to performance,** *[Possessed:]*

142.3 whether understood *[Proc.: mental: cognitive]* <u>as student outcome, effort, or competencies</u> *[Circ.: Role]* .

143.1 **Projections based on 1998 salary data** *[Token: WB]* show *[Proc.: relational: intensive: identif.]*

143.1a**that the total cost of ensino fundamental could increase by a further 22 percent (and by as much as 73 percent in rural municipal systems)** *[Value: educ.sys.]*

143.2 <u>as a result of</u> *[Circ.]* **all teachers** *[Possessor: teachers]* being required to have *[Proc.: relational: possessive: attrib.]* **higher education degrees** *[Possessed: educ.sys.]* .

144.1 **State and municipal education systems** *[Senser: educ.sys.]* must find *[Proc.: mental: cognitive]* **ways** *[Phenomenon:]*

144.2 to ensure *[Proc.: relational: intensive: attrib.]*

144.2a**that these funding increases produce commensurate improvements in quality** *[Attribute: educ.sys.]* .

145.1 **Teacher pensions** *[Carrier: teachers]* are *[Proc.: relational: intensive: attrib.]* **a burgeoning financial issue** *[Attribute: educ.sys.]* <u>in most Brazilian education systems,</u> *[Circ.:]*

145.2 creating *[Proc.: material: creative]* **inescapable constraints** *[Goal:]* .

146.1 <u>In some states</u> *[Circ.:]* **they** *[Token: teachers]* already absorb *[Proc.: relational: circumstantial: identif.]* **as much as 30 to 50 percent of current education budgets** *[Value: educ.sys.]* .

147.1 **Teachers' early retirement age and generous benefits** *[Carrier: teachers]* will prove *[Proc.: relational: intensive: attrib.]* <u>increasingly</u> *[Circ.:]* **unsustainable** *[Attribute:]*

147.2 <u>as</u> *[Circ.:]* **the graying of the teaching force** *[Actor: teachers]* continues. *[Proc.: material:]*

148.1 As argued *[Proc.: verbal]* **in the World Bank report, "Brazil: Critical Issues in Social Security" (2000),** *[Sayer: WB]*

148.1a there is *[Proc.: existential]* **no equity justification** *[Existent:]*

148.1b for maintaining *[Proc.: material: transformative]* **special regimes** *[Goal: teachers]* **for primary and secondary school teachers** *[Client: teachers]* within the Social Security Code *[Circ.:]*.

149.1 **Early Retirement** *[Actor: teachers]* not only creates *[Proc.: material: creative]* **a financial burden** *[Goal: educ.sys.]*

149.1a **employers** *[Possessor: educ.sys.]* cannot afford, *[Proc.: relational: possessive: identif.]*

150.1 but also deprives *[Proc.: material: transformative]* **the system** *[Goal: educ.sys.]* of he more experienced teachers *[Circ.:]*.

151.1 **Phasing out these special provisions** *[Actor:]* would also serve *[Proc.: material: creative]* **equity** *[Goal:]* across professions. *[Circ.:]*

152.1 In the interim *[Circ.:]* **one solution** *[Token: WB]* [[ ]] may be *[Proc.: relational: intensive: identif.]* **to offer incentives for the best teachersto keep working beyond the eligible retirement age.** *[Value: educ.sys.]*

152.1a [[for dealing with *[Proc.: relational: circumstantial: attrib.]* **the projected shortage of secondary school teachers** *[Attribute: teachers]*]]

152.1b (and reducing *[Proc.: material: transformative]* **pension costs)** *[Goal: teachers]*]]

153.1 Even taking into account *[Proc.: mental: cognitive]* **FUNDEF resources** *[Phenomenon: educ.sys.]* ,

153.2 **a crisis in education financing** *[Carrier: educ.sys.]* is looming *[Proc.: material: creative]* .

154.1 **The upgrading of teacher qualifications to tertiary education, continuous increases in the number of retirees, the linking of pension benefits to current wages on a 1-to-1 basis, and the projected decrease in the number of students in ensino fundamental, all** *[Token: educ.sys.]* suggest *[Proc.: relational: intensive: identif.]* **greater budget shortfalls** *[Value: educ.sys.]* in the future- *[Circ.:]*

154.2 **which** *[Actor: educ.sys.]* will hit *[Proc.: material:]* **the poorer municipalities** *[Goal:]* especially *[Circ.:]* **hard** *[Resultative-Attrib:]* .

155.1 **Recent reforms in social security** *[Actor: gov.]* have bought *[Proc.: material: transformative]* **a short period of financial solvency** *[Goal: educ.sys.]* ,

155.2 but within four to five years *[Circ.:]* **this dividend** *[Carrier: educ.sys.]* will be *[Proc.: relational: intensive: attrib.]* **exhausted** *[Attribute:]* .

156.1 **The fiscal context** *[Attributor: educ.sys.]* will make *[Proc.: relational: intensive: attrib.]* **it** *[Carrier:]* **difficult** *[Attribute:]*

156.1a to design *[Proc.: material: creative]* **reforms** *[Goal:]*

156.1b **that** *[Possessor: gov.]* involve *[Proc.: relational: possessive: attrib.]* **better pay and rewards** *[Possessed: educ.sys.]* **to teachers** *[Beneficiary: teachers]* .

157.1 **The Fiscal Responsibility Law (Law No. 9801, Article 19)** *[Actor: gov.]* limits *[Proc.: material: transformative]* **government expenditures on personnel** *[Goal: educ.sys.]* **to 60 percent of its operating revenue,** *[Resultative-Attrib:]*

157.2 but **its full implementation** *[Actor:]* is awaiting *[Proc.: material: transformative]* **the passage of two laws** *[Goal:]* in Congress *[Circ.:]*

157.3 **which** *[Actor:]* will regulate *[Proc.: material: transformative]* **its effects** *[Goal:]* (the Excess Employment Dismissal Bill and the Inadequate Performance Dismissal Bill).

158.1 **The study** *[Sayer: WB]* calls for *[Proc.: verbal]* **a fuller analysis of these issues and of options** *[Verbiage: gov.]*

158.2 such as bringing *[Proc.: material: transformative]* **teachers' retirement age** *[Goal: teachers]* **in line with that in other professions** *[Resultative-Attrib:]* ,

158.3 and breaking *[Proc.: material: transformative]* **the link between retiree pensions and salary incentives** *[Scope: educ.sys.]* **to active workers.** *[Recipient: teachers]*

159.1 **Only actions such as these** *[Carrier:]* can help guarantee *[Proc.: relational: intensive: attrib.]* **the sustainability of already mandated FUNDEF and LDB policy changes** *[Attribute: educ.sys.]* ,

159.2 **which** *[Actor: gov.]* appropriately *[Circ.:]* aim at increasing *[Proc.: material: transformative]* **education quality** *[Goal: educ.sys.]*

159.3 but imply *[Proc.: relational: intensive: identif.]* significantly *[Circ.:]* **higher fiscal costs** *[Value: educ.sys.]*.

160.1 To enhance *[Proc.: material: transformative]* **the competencies and motivation of serving teachers** *[Goal: teachers]* ,

160.2 **Chapter VI** *[Sayer: WB]* recommends *[Proc.: verbal]* **several measures** *[Verbiage: gov.]* .

161.1 **One** *[Carrier: gov.]* would be *[Proc.: relational: intensive: attrib.]* **for the government** *[Assigner: gov.]* **to ensure that any salary increase associated with the revision of FUNDEF mandated for 2007 be limited to states and municipalities,** *[Attribute: educ.sys.]*

161.1a **which** *[Actor: gov.]* have adopted *[Proc.: material: creative]* **standards and periodic teacher certification and TTI accreditation Processes.** *[Goal: educ.sys.]*

162.1 **Another** *[Carrier: gov.]* would be *[Proc.: relational: intensive: attrib.]* **to give monetary incentives** *[Attribute: educ.sys.]*

162.1a directly linked *[Proc.: material:]* **to the acquisition of additional certifiable teaching competencies** *[Goal: educ.sys.]*

162.1b demonstrated to have *[Proc.: relational: possessive: attrib.]* **an impact on student learning** *[Possessed: educ.sys.]*

163.1 Besides consideration of "whole-school" merit awards *[Circ.:]* **the report** *[Sayer: WB]* urges *[Proc.: verbal]*

163.1a extending *[Proc.: material: transformative]* **the creative use of non-monetary incentives** *[Goal: educ.sys.]* , such as more professional development opportunities and symbolic rewards, improved physical conditions, and support for school-based innovations.

164.1 To create *[Proc.: material: creative]* **incentives for schools** *[Goal:]* ,

164.2 **directors** *[Goal: educ.sys.]* could be recruited *[Proc.: material:]* increasingly *[Circ.:]* on the basis of contract *[Circ.:r]* ,

164.3 a with **a key performance indicator** *[Carrier: educ.sys.]* being *[Proc.: relational: intensive: attrib.]* **value added** *[Attribute:]* in terms of student learning *[Circ.:]* .

165.1 **States** *[Senser: gov.]* may consider *[Proc.: mental: cognitive]* -with appropriate precautions *[Circ.:]* -

165.1a publishing *[Proc.: material: transformative]* **the results of the school reviews** *[Goal:]* ,

165.2 as *[Circ.:]* is done *[Proc.: material: transformative]* in the Netherlands, the U.K, and the U.S. *[Circ.:]*

166.1 **Greater transparency and performance feedback** *[Carrier: educ.sys.]* **to parents** *[Beneficiary:]* can be *[Proc.: relational: intensive: attrib.]* **a powerful stimulant.** *[Attribute:]*

167.1 To create *[Proc.: material: creative]* **incentives for teacher training institutions** *[Goal: educ.sys.]* ,

167.2 **the report** *[Sayer: WB]* recommends *[Proc.: verbal]* **several steps** *[Verbiage: gov.]* .

168.1 First **a vigorous, rigorously implemented teacher certification process** *[Token: educ.sys.]* would mean *[Proc.: relational: intensive: identif.]*

168.1a **that TTIs would lose clients** *[Value: educ.sys.]*

168.1b unless **their graduates** *[Senser: teachers]* met *[Proc.: mental: emotive]* **employer requirements** *[Phenomenon: educ.sys.]*

169.1 Second **a condition** *[Token: educ.sys.]* **for teacher certification** *[Carrier: educ.sys.]* could be *[Proc.: relational: intensive: attrib.]* **a degree from an accredited institution** *[Attribute: educ.sys.]* ,

169.2 furthering *[Proc.: material: transformative]* **the incentives** *[Scope:]* **for TTIs** *[Client: educ.sys.]*

169.2a to seek *[Proc.: material: transformative]* **periodic accreditation** *[Goal: educ.sys.]*

170.1 Third **funding** *[Carrier: educ.sys.]* <u>for public TTIs</u> *[Circ.:]* could be *[Proc.: relational: intensive: attrib.]* **conditional** *[Attribute:]* <u>upon program content and quality</u> *[Circ.:]* (consistent with the Referenciais, Diretrizes, and state standards) and upon performance

170.1a in producing *[Proc.: material:]* **graduates with the right profile** *[Scope: teachers]* ,

170.1b enforced *[Proc.: material: transformative]* <u>through contracts</u> *[Circ.:]* .

171.1 Fourth <u>on the promotion side</u> *[Circ.:]* **a competitive funding mechanism** *[Actor: educ.sys.]* [[ ]]could <u>considerably</u> *[Circ]* accelerate *[Proc.: material: transformative]* **the desired change process,** *[Goal:]*

171.1a [[to induce institutions to develop *[Proc.: material: creative]* **high-quality programs** *[Goal: educ.sys.]*]]

172.1 especially if accompanied *[Proc.: material: transformative]* **by technical assistance** *[Actor: educ.sys.]* .

173.1 **Only a systemic approach** *[Actor:]* can achieve *[Proc.: material: transformative]* **change of the breadth and depth** *[Scope:]*

173.2 sought *[Proc.: mental: cognitive]* **by Brazil** *[Actor: gov.]* <u>in the area of teacher policy</u> *[Circ.:].*

174.1 **This** *[Token:]* means *[Proc.: relational: intensive: identif.]*

174.1a **developing a full, multi-pronged strategy** *[Value:]*

174.1b but **progressing in line with absorptive capacity** *[Value: educ.sys.]* ,

174.2 **which** *[Carrier: educ.sys.]* varies *[Proc.: relational: circumstantial: attrib.]* <u>from state to state</u> *[Circ.:]* .

175.1**Success** *[Carrier:]* will depend on *[Proc.: relational: circumstantial: attrib.]*

175.1a **creating horizontal synergy between teacher development, micro and macro management, and incentives** *[Attribute: gov.]* ,

175.2 <u>while</u> *[Circ.:]* keeping *[Proc.: relational: intensive: attrib.]* **a single-minded focus** *[Attribute:]* <u>on the key goal of" learning for all children."</u> *[Circ.:]*

176.1**This synergy** *[Carrier:]* will depend on *[Proc.: relational: circumstantial: attrib.]* **alignment on a set of professional standards,** *[Attribute: educ.sys.]*

176.2 developed *[Proc.: material: creative]* <u>in a consultation with the stakeholders</u> *[Circ.:]* .

177.1 <u>In a decentralized education system</u> *[Circ.:]* such as Brazil's, **ensuring that policy decisions made at the center (federal or state) are operationalized in the classroom** *[Possessor: gov.]* requires *[Proc.: relational: possessive: attrib.]* **a set of vertical coherence-building, quality-assurance, and accountability mechanisms** *[Possessed: educ.sys.]*

177.a linking *[Proc.: material: transformative]* **the different levels and sub-parts of the education system: standards; measurement; performance contracts; and support systems and networks** *[Goal: educ.sys.]* .

178.1**Clearing the fiscal space** *[Carrier: gov.]* [[ ]] is *[Proc.: relational: intensive: attrib.]* **a priority** *[Attribute:]*

178.1a [[to finance *[Proc.: material: transformative]* **teacher reform** *[Goal: teachers]* <u>on a sustainable basis</u> *[Circ.:]*]]

179.1 **This** *[Possessor:]* would require *[Proc.: relational: possessive: identif.]* <u>as expeditiously and politically feasible</u> *[Circ.:]*

179.1a **implementing career and pension reforms** *[Possessed: educ.sys.]*

179.1b discussed *[Proc.: verbal]* <u>in the report</u> *[Circ.:]* .

180.1 **The final chapter of the report** *[Token: WB]* shows *[Proc.: relational: intensive: identif.]* [[]]

181.1a **that the overall strategy should include elements of the following key policy areas** *[Value: educ.sys.]* : quality assurance, a new paradigm of teacher professional development, better designed, more selected incentives and teacher management.

180.1b [[while *[Circ.:]* there are *[Proc.: existential]* **many paths to the desired goal of quality teaching for all children,]]** *[Existent: educ.sys.]*

181.1 **Chapter VII** *[Actor: WB]* attempts to map out *[Proc.: mental: cognitive]* , on an indicative basis *[Circ.:]* , **what might be the concrete implementation demands of the report's recommendations** *[Phenomenon: WB]* ,

181.1**which** *[Phenomenon:]* in a number of areas *[Circ.:]* , **the government** *[Senser: gov.]* had anticipated *[Proc.: mental: cognitive]* ↑ already - especially in relation to three aspects *[Circ.:]*

Alignment and synergy

182.1**This** *[Goal: educ.sys.]* would be achieved *[Proc.: material:]* through a process of collaborative standard-setting *[Circ.:]* ,

182.2 gradually *[Circ.:]* creating *[Proc.: material: creative]* **a "seamless web"** *[Goal:]*

182.2a **which** *[Actor:]* would link *[Proc.: material: transformative]* and articulate *[Proc.: material: transformative]* **all the elements of the strategy** *[Goal:]* -

182.2b **teacher competencies and development, career structure, working conditions and compensation, contractual agreements and evaluation** *[Actor: educ.sys.]* - working *[Proc.: material: transformative]* like cogs *[Circ.:]*

Roles and responsabilities

183.1 **The federal government** *[Actor: gov.]* would continue to lead *[Proc.: material:creative]* in the establishment of an overall national vision for teachers and overarching national "frameworks *[Circ.:]* "

183.2 to guide *[Proc.: material: transformative]* **states and municipalities** *[Goal:]* in key policy areas *[Circ.:]* .

184.1 **The Referenciais and the Proposta de Diretrizes** *[Sayer: gov.]* have laid out *[Proc.: verbal]* **a broad framework for teacher education** *[Verbiage: gov.]* ,

184.2 **which** *[Actor: educ.sys.]* , by inference *[Circ.:]* , should provide *[Proc.: material: transformative]* **the foundation** *[Goal:]*

184.2a for developing *[Proc.: material: creative]* **a first set of teacher standards.** *[Goal: teachers]*

185.1**These** *[Actor:]* would form *[Proc.: material: creative]* **the basis** *[Scope: teachers]* <u>for the proposed teacher certification</u> *[Circ.:]* ,

185.2 to be aligned *[Proc.: relational: circumstantial: attrib.]* ↑<u>iteratively</u> *[Circ.:]* **with SESu's program accreditation criteria** *[Attribute: educ.sys.]* <u>for TTIs and ISEs.</u> *[Circ.:]*

186.1 **The federal government** *[Actor: gov.]* could continue to facilitate *[Proc.: material:]* **the development of ISEs** *[Goal: educ.sys.]* ,

186.2 and to play *[Proc.: material: transformative]* **an increasing role** *[Scope:]* <u>in evaluation, research, and dissemination of innovations</u> *[Circ.:]*

186.2a **that** *[Actor:]* do and don't work *[Proc.: material:]* .

187.1 **State and municipal governments** *[Carrier: gov.]* would be *[Proc.: relational: intensive: attrib.]* **responsible** *[Attribute:]*

187.1a for setting *[Proc.: material: creative]* **detailed standards** *[Goal: educ.sys.]* ,

187.1b **consistent** *[Attribute:]* <u>with the national frameworks</u> *[Circ.:]* ,

187.3 **which** *[Actor: gov.]* in turn would frame *[Proc.: material: transformative]* **the SDPs, TTI and individual teacher performance contracts.** *[Goal: educ.sys.]*

188.1 To create *[Proc.: material: transformative]* **meaningful mechanisms** *[Goal:]* <u>for school-level accountability and growth</u> *[Circ.:]* ,

188.2 **states** *[Actor: educ.sys.]* would set up *[Proc.: material: creative]* **census-based student assessment systems, "quality assurance" teams for participatory school reviews, teacher networks and other forms of professional support.** *[Goal: educ.sys.]*

Prioritizing and Sequencing

189.1 **The proposed strategy** *[Carrier: WB]* , [[ ]], could apply to *[Proc.: relational: circumstantial: attrib.]* ↑ <u>broadly</u> *[Circ.:]* ↑ **all parts of Brazil** *[Attribute:]*

189.1a [[emphasizing *[Proc.: verbal]* **quality assurance and continuous professional development** *[Verbiage: educ.sys.]*]]

189.2 although **the emphases and pace** *[Carrier:]* would be *[Proc.: relational: intensive: attrib.]* **different** *[Attribute:]* <u>across regions</u> *[Circ.:]* .

190.1 **A logical, although purely indicative sequence** *[Token: WB]* , would be *[Proc.: relational: intensive: identif.]* first **to set the teacher standards** *[Value: educ.sys.]* ;

190.1 a Second,use *[Proc.: material: transformative]* **them** *[Goal: teachers]*

190.1b<u>as the basis</u> *[Circ.:]* to establish *[Proc.: material: creative]* **the certification system** *[Goal: educ.sys.]* ,

190.1c revise *[Proc.: material: transformative]* **the PCCs** *[Goal: educ.sys.]* ,

190.1d draft *[Proc.: material: transformative]* **guidelines** *[Goal:]* <u>for the preparation of ITE program proposals</u> *[Circ.:]* **by the TTIs** *[Actor: educ.sys.]* ,

190.2 if possible backed *[Proc.: relational: circumstantial: identif.]* **by a competitive fund** *[Token:]* .

191.1 <u>In a third phase</u> *[Circ.:]*, <u>gradually and iteratively</u> *[Circ.:]* **all the policy instruments** *[Goal:]* would be developed *[Proc.: material: creative]* or adjusted *[Proc.: material: transformative]* <u>in line with the standards</u> *[Circ.:]* ,

191.2 **which** *[Carrier: educ.sys.]* in turn would be *[Proc.: relational: circumstantial: attrib.]* **under continuous improvement.** *[Attribute:]*

192.1 **All these instruments** *[Possessor: gov.]* have *[Proc.: relational: possessive: attrib.]* **a dual dimension: regulatory and participatory.** *[Possessed:]*

193.1 <u>In the North and Northeast</u> *[Circ.:]*, **which** *[Carrier:]* are *[Proc.: relational: intensive: attrib.]* **more rural and poorer,** *[Attribute:]*

193.2 and <u>where</u> *[Circ.:]* **many schools** *[Goal: educ.sys.]* could be made *[Proc.: material: transformative]* **more lively,** *[Resultative-Attrib:]*

192.3 **the top priorities** *[Carrier:]* would be *[Proc.: relational: circumstantial: attrib.]* ↑probably →**on the promotion and participation dimensions:** *[Attribute:]*

192.4 e.g using *[Proc.: material: transformative]* **standard setting and student assessment** *[Goal: educ.sys.]*

192.4a <u>as a basis</u> *[Circ.:]* to trigger *[Proc.: material: creative]* **"a state-wide "professional conversation** *[Goal: educ.sys.]* <u>about quality</u> *[Circ.:]* ;

192.5 or using *[Proc.: material: transformative]* **the preparation of the SDP, the school reviews and teacher evaluation** *[Goal: educ.sys.]*

192.5a to encourage *[Proc.: mental: emotive]* **teachers** *[Phenomenon: teachers]*

192.5b to reflect *[Proc.: mental: cognitive]* **on their practice** *[Phenomenon: teachers]*

192.5b and to spread *[Proc.: material:]* **knowledge** *[Scope:]* about the real meaning of school effectiveness and the determinants *[Circ.:]* .

193.1 In the more urbanized, privatized, and competitive South *[Circ.:],* **the focus** *[Carrier:]* might be *[Proc.: relational: circumstantial: attrib.]* more *[Circ.:]* **on the managerial and regulatory side** *[Attribute: educ.sys.]* ,

193.2 to stimulate *[Proc.: mental: emotive]* **ever-increasing performance levels.** *[Phenomenon: educ.sys.]*

Research

194.1 **Priorities for further research** *[Carrier: educ.sys.]* cut across *[Proc.: relational: circumstantial: attrib.]* **finance, planning, and education** *[Attribute:]* ,

194.2 and include: *[Proc.: relational: possessive: attrib.]* *** Finance: a full fiscal analysis of the ongoing and proposed reforms and their sustainability in the context of projected demographic and student flow trends; a multi-faceted analysis of teacher incentives and various combinations of policy interventions in this area; a cost analysis of different options for adjusting the pension benefits of education personnel; and a cost evaluation of alternative existing or proposed ISE models. * Planning and Management: an inventory, projections, and analysis of teacher supply and demand and distribution, already under way; a state-by-state "report card" on how teacher reforms are being implemented, and the impact on quality and equity; and systematic evaluations of teacher initiatives at the level of individual states. * Education: a "reverse tracer study" to identify classroom processes associated with significant student learning improvement in various parts of Brazil and, in turn, the effectiveness of various ITE and PD approaches in explaining these outcomes; piloting and assessing alternative mechanisms for giving teachers constructive feedback and incentives to improve their performance; and multi-media mechanisms for learning and disseminating the great variety of Brazilian experiences.** *[Possessed:]*

195.1 **The first draft of the report** *[Goal: WB]* has benefited *[Proc.: material: transformative]* considerably *[Circ.:]* from **informal comments and inputs** *[Actor: gov.]* from MEC, CONSED, UNDIME, and national experts. *[Circ.:]*

196.2 From the beginning *[Circ.:],* **the proposed framework** *[Carrier: WB]* has been found *[Proc.: relational: intensive: attrib.]* **highly relevant,** *[Attribute:]*

196.3 and a **consensus** *[Carrier:]* has emerged *[Proc.: relational: circumstantial: attrib.]* **on the need** *[Attribute:]*

196.3a to broaden *[Proc.: material: transformative]* **the circle of stakeholder consultations** *[Scope:]* ,

196.3b <u>following a strategy</u> *[Circ.: Manner]* to be agreed *[Proc.: mental: desiderative]* **between MEC and the Bank** *[Phenomenon: gov.]* .

APPENDIX 3- Material Participants

that	Actor	educ.sys.
Which	Actor	educ.sys.
Students whose teachers have a higher education degree in fields other than teaching	Actor	educ.sys.
existing programs	Actor	educ.sys.
rigorously applied teacher certification standards	Actor	educ.sys.
technology and distance methods	Actor	educ.sys.
SDPs	Actor	educ.sys.
preparation of SDPs	Actor	educ.sys.
Such systems	Actor	educ.sys.
They	Actor	educ.sys.
periodic "whole school" reviews combining self and external school assessment	Actor	educ.sys.
the school and its community	Actor	educ.sys.
the reviews	Actor	educ.sys.
They	Actor	educ.sys.
by TTIs	Actor	educ.sys.
Networks	Actor	educ.sys.
They	Actor	educ.sys.
education systems	Actor	educ.sys.
Which	Actor	educ.sys.
a competitive funding mechanism	Actor	educ.sys.
by technical assistance	Actor	educ.sys.
teacher competencies and development, career structure, working conditions and compensation, contractual agreements and evaluation	Actor	educ.sys.
Which	Actor	educ.sys.
states	Actor	educ.sys.
by the TTIs	Actor	educ.sys.
for the 8 grades of ensino fundamental	Client	educ.sys.
for the 3 grades of upper secondary education	Client	educ.sys.
for TTIs	Client	educ.sys.
its education system	Goal	educ.sys.
the long-tangled federal, state and municipal roles in education.	Goal	educ.sys.
the foundations of a quality assurance framework	Goal	educ.sys.
the entire system of teacher training	Goal	educ.sys.
higher education qualification and certification requirements,	Goal	educ.sys.
the establishment of a quality assurance system-	Goal	educ.sys.
the establishment of a new type of Teacher Training Institution (TTIs),the Institutos Superiores de Educação (ISEs)	Goal	educ.sys.
school systems	Goal	educ.sys.
Too many low-quality institutions	Goal	educ.sys.
themselves	Goal	educ.sys.

The model	Goal	educ.sys.
all the elements of the teacher policy.	Goal	educ.sys.
high-quality programs and regional training centers]]	Goal	educ.sys.
two-way contractual links with schools	Goal	educ.sys.
the school development plans	Goal	educ.sys.
SAEB	Goal	educ.sys.
the gap between the school's vision and its reality	Goal	educ.sys.
school accountability	Goal	educ.sys.
school improvement.	Goal	educ.sys.
Recruitment	Goal	educ.sys.
a strong initial and periodic certification system	Goal	educ.sys.
state and municipal new Career Plans (PCCs)	Goal	educ.sys.
the effectiveness of steeper salary gradients	Goal	educ.sys.
career progression to performance.	Goal	educ.sys.
the fiscal space for reform	Goal	educ.sys.
a fair and credible teacher appraisal and evaluation system.	Goal	educ.sys.
an improvement Plan	Goal	educ.sys.
a systematic and built-in assessment of the school team;	Goal	educ.sys.
feedback on individual teachers	Goal	educ.sys.
the reorientation of instructional practice	Goal	educ.sys.
their continuous adaptation of teacher initial education programs	Goal	educ.sys.
Schools	Goal	educ.sys.
professional associations	Goal	educ.sys.
a financial burden	Goal	educ.sys.
the system	Goal	educ.sys.
a short period of financial solvency	Goal	educ.sys.
government expenditures on personnel	Goal	educ.sys.
education quality	Goal	educ.sys.
standards and periodic teacher certification and TTI accreditation Processes.	Goal	educ.sys.
to the acquisition of additional certifiable teaching competencies	Goal	educ.sys.
the creative use of non-monetary incentives	Goal	educ.sys.
Directors	Goal	educ.sys.
incentives for teacher training institutions	Goal	educ.sys.
periodic accreditation	Goal	educ.sys.
high-quality programs	Goal	educ.sys.
the different levels and sub-parts of the education system: standards; measurement; performance contracts; and support systems and networks	Goal	educ.sys.
This	Goal	educ.sys.
the development of ISEs	Goal	educ.sys.
detailed standards	Goal	educ.sys.
the SDPs, TTI and individual teacher performance contracts.	Goal	educ.sys.
census-based student assessment systems, "quality assurance" teams for participatory school reviews, teacher networks and other forms of professional support.	Goal	educ.sys.
the certification system	Goal	educ.sys.

the PCCs	Goal	educ.sys.
many schools	Goal	educ.sys.
Standard setting and student assessment	Goal	educ.sys.
"a state-wide "professional conversation	Goal	educ.sys.
the preparation of the SDP, the school reviews and teacher evaluation	Goal	educ.sys.
The visiting teams	Initiator	educ.sys.
to the multiple-faceted area of education technology	Recipient	Educ.sys.
to the TTIs	Recipient	Educ.sys.
school election processes	Recipient	Educ.sys.
to the evaluation processes.	Recipient	Educ.sys.
to the director	Recipient	Educ.sys.
from one of the most inequitable and inefficient in the world to one poised to support its status as a 21st century economic power.	Resultative-Attrib	Educ.sys.
from fiscal cuts	Resultative-Attrib	Educ.sys.
to the needs of the poorest state and municipal school systems	Scope	Educ.sys.
the link between retiree pensions and salary incentives	Scope	Educ.sys.
Brazil	Actor	gov.
Structural reforms of system financing and governance	Actor	gov.
The first wave of reforms	Actor	gov.
It	Actor	gov.
which	Actor	gov.
the government	Actor	gov.
It	Actor	gov.
the government	Actor	gov.
Which	Actor	gov.
such teaching standards	Actor	gov.
It	Actor	gov.
Brazil	Actor	gov.
the government	Actor	gov.
The 1997 FUNDEF reform	Actor	gov.
Recent reforms in social security	Actor	gov.
The Fiscal Responsibility Law (Law No. 9801, Article 19)	Actor	gov.
Which	Actor	gov.
which	Actor	gov.
by Brazil	Actor	gov.
The federal government	Actor	gov.
The federal government	Actor	gov.
Which	Actor	gov.
informal comments and inputs	Actor	gov.
none	Goal	gov.
the demand ↔ for grades 1-4 teachers	Actor	teachers
for grades 1-4 teachers	Actor	teachers
for more highly skilled lower and upper secondary school teachers	Actor	teachers
Forty-four percent	Actor	teachers

she or he	Actor	teachers
they	Actor	teachers
a teacher	Actor	teachers
the graying of the teaching force	Actor	teachers
Early Retirement	Actor	teachers
for Brazil's teachers.	Client	teachers
for primary and secondary school teachers	Client	teachers
female teachers↔ (and males at 53)	Goal	teachers
teacher's salaries	Goal	teachers
the proportion of teachers with secondary education or less.	Goal	teachers
discrete elements of the vision-teacher development, management, and incentives	Goal	teachers
synergy between teacher development, performance, and incentives	Goal	teachers
These underqualified teachers	Goal	teachers
Teachers' content knowledge	Goal	teachers
good teachers	Goal	teachers
a new cadre of teacher educators	Goal	teachers
academic talent with classroom experience;	Goal	teachers
Teachers' self-evaluation and diagnostic capabilities	Goal	teachers
good teachers	Goal	teachers
Teachers	Goal	teachers
teachers	Goal	teachers
teacher salaries	Goal	teachers
special regimes	Goal	teachers
pension costs)	Goal	teachers
teachers' retirement age	Goal	teachers
the competencies and motivation of serving teachers	Goal	teachers
teacher reform	Goal	teachers
a first set of teacher standards.	Goal	teachers
them	Goal	teachers
to active workers.	Recipient	teachers
in-depth, lasting change in teachers' behaviors.	Scope	teachers
graduates with the right profile	Scope	teachers
the basis	Scope	teachers
the report	Actor	WB
It	Actor	WB
Chapter VII	Actor	WB
The first draft of the report	Goal	WB

APPENDIX 4- Relational participants

across regions and school systems	Attribute	educ.sys.
the policy dimensions of quality assurance, management, and incentives.	Attribute	educ.sys.
to the core of the learning process within the classroom	Attribute	educ.sys.
on the school environment	Attribute	educ.sys.
one of the most effective catalysts for ongoing teacher learning and continuous reinforcement of formal training.	Attribute	educ.sys.
an equally attractive career option	Attribute	educ.sys.
that remote and hardship posts are staffed on a stable basis with competent teachers	Attribute	educ.sys.
that these funding increases produce commensurate improvements in quality	Attribute	educ.sys.
a burgeoning financial issue	Attribute	educ.sys.
the sustainability of already mandated FUNDEF and LDB policy changes	Attribute	educ.sys.
to ensure that any salary increase associated with the revision of FUNDEF mandated for 2007 be limited to states and municipalities,	Attribute	educ.sys.
to give monetary incentives	Attribute	educ.sys.
a degree from an accredited institution	Attribute	educ.sys.
alignment on a set of professional standards,	Attribute	educ.sys.
with SESu's program accreditation criteria	Attribute	educ.sys.
on the managerial and regulatory side	Attribute	educ.sys.
that employers	Attributor	educ.sys.
The fiscal context	Attributor	educ.sys.
for personnel management	Beneficiary	educ.sys.
for their diverse students	Beneficiary	educ.sys.
Wide differences in student performance	Carrier	educ.sys.
Replacing excess early grade teachers and producing adequate numbers of lower and upper secondary teachers	Carrier	educ.sys.
the fiscal sustainability of recent and future mandated salary increases	Carrier	educ.sys.
the cost-effectiveness of proposed reforms in teacher training	Carrier	educ.sys.
Which	Carrier	educ.sys.
Career structures and hiring regulations	Carrier	educ.sys.
teacher education programs	Carrier	educ.sys.
Few	Carrier	educ.sys.
The new ISEs	Carrier	educ.sys.
an institutional flexibility	Carrier	educ.sys.
Them	Carrier	educ.sys.
which	Carrier	educ.sys.
the majority of schools in Brazil	Carrier	educ.sys.
leadership, sense of direction, teamwork and results orientation	Carrier	educ.sys.
School inspections	Carrier	educ.sys.
Evaluation of teachers	Carrier	educ.sys.

which	Carrier	educ.sys.
The SDP	Carrier	educ.sys.
overall pay, retirement benefits, and working conditionsfor teachers	Carrier	educ.sys.
the salary structure	Carrier	educ.sys.
career progression	Carrier	educ.sys.
this link	Carrier	educ.sys.
Schools	Carrier	educ.sys.
Teaching	Carrier	educ.sys.
that any such increases be highly selective	Carrier	educ.sys.
a crisis in education financing	Carrier	educ.sys.
this dividend	Carrier	educ.sys.
a key performance indicator	Carrier	educ.sys.
Greater transparency and performance feedback	Carrier	educ.sys.
for teacher certification	Carrier	educ.sys.
funding	Carrier	educ.sys.
Which	Carrier	educ.sys.
Which	Carrier	educ.sys.
Priorities for further research	Carrier	educ.sys.
cost-effectiveness of alternative training approaches; a medium-term expenditure analysis for the education sector,// and existing analyses including projected teacher costs as a result of mandated policies, demographic trends, and ongoing improvements in student flows; and a stakeholder /political analysis of the reforms discussed.	Possessed	educ.sys.
the development of a quality assurance system - with Teacher Evaluation, Certification and Re-certification,	Possessed	educ.sys.
content mastery.	Possessed	educ.sys.
the skills for true instructional leadership	Possessed	educ.sys.
who should certify; the balance between content, theory, and practice in the agreed standards; assessment methods; the relationship between performance levels for new and experienced teachers; and the articulation between (re) certification and the incentive structure.	Possessed	educ.sys.
no policy or incentives	Possessed	educ.sys.
pedagogical teamwork and mentoring of novice and struggling teachers by more experienced colleagues, peer observations	Possessed	educ.sys.
higher job stability, a more generous pension system, a relatively short working day, and a substantial amount of leave	Possessed	educ.sys.
special programs	Possessed	educ.sys.
higher education degrees	Possessed	educ.sys.
better pay and rewards	Possessed	educ.sys.
an impact on student learning	Possessed	educ.sys.
a set of vertical coherence-building, quality-assurance, and accountability mechanisms	Possessed	educ.sys.
implementing career and pension reforms	Possessed	educ.sys.
Faculties of Education and Cursos de Pedagogia	Possessor	educ.sys.
the ISE concept	Possessor	educ.sys.
A "virtual" model	Possessor	educ.sys.
upgrading teacher preparation	Possessor	educ.sys.
these professional	Possessor	educ.sys.

Key questions to be addressed	Possessor	educ.sys.
most Brazilian systems	Possessor	educ.sys.
They	Possessor	educ.sys.
Employers	Possessor	educ.sys.
generous teacher pension system	Token	educ.sys.
Which	Token	educ.sys.
which	Token	educ.sys.
Student learning in Brazil	Token	educ.sys.
SAEB results	Token	educ.sys.
the three most conventional mechanisms for raising teacher quality-requiring higher-level initial education, more teacher in-service training, and increasing teacher salaries	Token	educ.sys.
These findings	Token	educ.sys.
these crude measures	Token	educ.sys.
Teaching	Token	educ.sys.
to be fully implemented and yield broad results	Token	educ.sys.
Accredited TTIs	Token	educ.sys.
It	Token	educ.sys.
School-level councils with elected parent members	Token	educ.sys.
the link between teacher salaries and performance	Token	educ.sys.
The upgrading of teacher qualifications to tertiary education, continuous increases in the number of retirees, the linking of pension benefits to current wages on a 1-to-1 basis, and the projected decrease in the number of students in ensino fundamental, all	Token	educ.sys.
a vigorous, rigorously implemented teacher certification process	Token	educ.sys.
a condition	Token	educ.sys.
30-50 percent of state education budgets	Value	educ.sys.
to massive recertification of existing teachers	Value	educ.sys.
critical to sustainability.	Value	educ.sys.
that	Value	educ.sys.
continuing wide divergence in student learning	Value	educ.sys.
low achievement to classroom observation of traditional frontal lecture and recitation methods still commonly found in many parts of Brazil, low expectations, ineffective management of time, available materials, and discipline, limited repertoire of teaching strategies, and the persistence a culture	Value	educ.sys.
that teacher in-service training has had little association with students' achievement.	Value	educ.sys.
an ability to produce student learning gains or teachers' attitudinal changes of the magnitude sought	Value	educ.sys.
that a strategy that focuses on teachers is inconsisten with the data in the report.	Value	educ.sys.
the only ones available	Value	educ.sys.
the preferred career option	Value	educ.sys.
promising strategies	Value	educ.sys.
as teacher certification and evaluation centers	Value	educ.sys.
the fact that schools should be the target of efforts to drive quality improvement	Value	educ.sys.
national and state standards	Value	educ.sys.

school-level feedback on student performance and the targeting of support.	Value	educ.sys.
an old paradigm of teacher training: top-down, off-site, one-size-fits-all, one-shot interventions	Value	educ.sys.
research evidence	Value	educ.sys.
closer integration of teacher professional growth with school improvement planning and performance incentives	Value	educ.sys.
the establishment of teacher networks.	Value	educ.sys.
that the total cost of ensino fundamental could increase by a further 22 percent (and by as much as 73 percent in rural municipal systems)	Value	educ.sys.
as much as 30 to 50 percent of current education budgets	Value	educ.sys.
to offer incentives for the best teachersto keep working beyond the eligible retirement age.	Value	educ.sys.
greater budget shortfalls	Value	educ.sys.
higher fiscal costs	Value	educ.sys.
that TTIs would lose clients	Value	educ.sys.
progressing in line with absorptive capacity	Value	educ.sys.
that the overall strategy should include elements of the following key policy areas	Value	educ.sys.
to set the teacher standards	Value	educ.sys.
for the government	Assigner	gov.
a first move	Attribute	gov.
A second equally powerful step	Attribute	gov.
creating horizontal synergy between teacher development, micro and macro management, and incentives	Attribute	gov.
The second half of the 1990s	Carrier	gov.
All these measures	Carrier	gov.
education authorities	Carrier	gov.
The recent substitution of a renewable process of teacher training program accreditation	Carrier	gov.
Elements of the proposed design	Carrier	gov.
to extend the powerful university program evaluation test (PROVAO)	Carrier	gov.
to develop professional standards of teaching practice and performance	Carrier	gov.
the recently introduced renewable TTI program accreditation system	Carrier	gov.
any teacher reform	Carrier	gov.
Many programs	Carrier	gov.
Some	Carrier	gov.
The best of these programs	Carrier	gov.
One	Carrier	gov.
Another	Carrier	gov.
Clearing the fiscal space	Carrier	gov.
State and municipal governments	Carrier	gov.
that	Possessor	gov.
ensuring that policy decisions made at the center (federal or state) are operationalized in the classroom	Possessor	gov.
All these instruments	Possessor	gov.

new requirements that all teachers have tertiary education	Token	gov.
a major upgrading program	Token	gov.
Which	Token	gov.
How the fiscal impact of the reform is managed	Token	gov.
the ISE approach	Token	gov.
An alternative to relying exclusively on the ISEs	Token	gov.
more states	Token	gov.
This	Token	gov.
many of these programs	Token	gov.
A pivotal strategy for improving teacher performance	Token	gov.
Treating teachers as learners	Token	gov.
broad frameworks	Value	gov.
the new national requirement of tertiary education qualification level.	Value	gov.
to support whichever TTIs demonstrate the capacity to produce teachers with the desired profile	Value	gov.
Ceará, Minas Gerais, and Sao Paulo	Value	gov.
key to quality reform,	Value	gov.
more closely related to teacher career growth.	Attribute	Teachers
the average teacher salary level	Attribute	Teachers
the projected shortage of secondary school teachers	Attribute	Teachers
to teachers	Beneficiary	Teachers
They	Carrier	Teachers
teachers with higher education degrees	Carrier	Teachers
a teacher's performance	Carrier	Teachers
Teachers	Carrier	Teachers
entry into the profession	Carrier	Teachers
Teachers	Carrier	Teachers
Teacher pensions	Carrier	Teachers
Teachers' early retirement age and generous benefits	Carrier	Teachers
their graduates	Possessor	Teachers
only a tiny fraction of Brazil's teachers	Possessor	Teachers
teachers in the public sector (85 percent of all teachers	Possessor	Teachers
all teachers	Possessor	Teachers
some 42 percent of Brazil's ensino fundamental teachers	Token	Teachers
They	Token	Teachers
the effectiveness of Brazil's 1.49 million ensino fundamental teachers	Value	Teachers
that higher teacher salaries have not translated into better teacher quality,	Value	Teachers
with the general level of education of teachers	Value	Teachers
much of why teachers often do not meet the needs of the classroom.	Value	Teachers
they have mastered the competencies that can make a difference in the classroom	Value	Teachers
that teacher strengths and development needs increasingly tend to be evaluated both individually and as part of a team	Value	Teachers
that, on average, teachers in Brazil received pay per hour worked	Value	Teachers

that teachers with higher education and those in rural municipal systems are paid below market rates.	Value	Teachers
through the study:	Attribute	WB
the study	Carrier	WB
The proposed strategy	Carrier	WB
the proposed framework	Carrier	WB
Important issues	Possessor	WB
Its objectives	Token	WB
It	Token	WB
A considerable body of research	Token	WB
The chapter	Token	WB
An analysis of recent practices worldwide	Token	WB
Careful analysis of available data	Token	WB
The analysis	Token	WB
Projections based on 1998 salary data	Token	WB
one solution	Token	WB
The final chapter of the report	Token	WB
A logical, although purely indicative sequence	Token	WB

APPENDIX 5- Mental Participants

on the teaching and learning process	Phenomenon	educ.sys.
assessment and evaluation	Phenomenon	educ.sys.
the impact that FUNDEF and the LDB have had on teacher compensation and certification.	Phenomenon	educ.sys.
the impact on teacher supply and demand of improved student flows through ensino fundamental and the rapid expansion of upper secondary schooling.	Phenomenon	educ.sys.
on student learning	Phenomenon	educ.sys.
the national achievement (SAEB) test scores,	Phenomenon	educ.sys.
on teacher preparation	Phenomenon	educ.sys.
on even more important elements of quality improvement	Phenomenon	educ.sys.
on teacher management	Phenomenon	educ.sys.
the gap between the school vision and its reality	Phenomenon	educ.sys.
the objectives stated in the SDP with the results of student assessments, of a community survey, and of in-depth site visits and classroom observations.	Phenomenon	educ.sys.
Networks	Phenomenon	educ.sys.
FUNDEF resources	Phenomenon	educ.sys.
employer requirements	Phenomenon	educ.sys.
ever-increasing performance levels.	Phenomenon	educ.sys.
new Career Plans (Planos de Cargo e de Carreira, PCCs)	Senser	educ.sys.
that	Senser	educ.sys.
by SAEB scores of lower student repetition	Senser	educ.sys.
the review team	Senser	educ.sys.
State and municipal education systems	Senser	educ.sys.
the key reforms and demographic trends	Phenomenon	gov.
between MEC and the Bank	Phenomenon	gov.
second generation of "quality" reforms	Senser	gov.
the government	Senser	gov.

Education Secretariats	Senser	gov.
by INEP	Senser	gov.
The government	Senser	gov.
States	Senser	gov.
the government	Senser	gov.
It	Senser	gov.
on teachers	Phenomenon	teachers
to teacher performance	Phenomenon	teachers
the key stages of the teacher career-preparation, entry into the profession, professional development	Phenomenon	teachers
the evidence on teacher quality and performance	Phenomenon	teachers
teachers' proficiency	Phenomenon	teachers
what can be done to improve teacher effectiveness.	Phenomenon	teachers
at the entry of teachers into the profession, their career progression, and the way schools operate.	Phenomenon	teachers
teacher career progression.	Phenomenon	teachers
on teacher professional development.	Phenomenon	teachers
on teacher compensation and incentives.	Phenomenon	teachers
more capable individuals	Phenomenon	teachers
them	Phenomenon	teachers
Teachers	Phenomenon	teachers
on their practice	Phenomenon	teachers
the work of teachers in the classroom.	Senser	teachers
Chapter III	Senser	teachers
future teachers	Senser	teachers
their graduates	Senser	teachers
The report	Phenomenon	WB
what might be the concrete implementation demands of the report's recommendations	Phenomenon	WB
The study	Senser	WB
The study	Senser	WB
Chapter I	Senser	WB

It	Senser	WB
It	Senser	WB
Chapter II	Senser	WB
It	Senser	WB
It	Senser	WB
The remaining chapters	Senser	WB
It	Senser	WB
Chapter IV	Senser	WB
The report	Senser	WB
Chapter IV	Senser	WB
Chapter V	Senser	WB
Chapter VI	Senser	WB

APPENDIX 6- Verbal participants

the student-not the teacher or the school-	Target	educ.sys.
research on the determinants of student achievement	Verbiage	educ.sys.
a close focus on school leadership -criteria and processes for the selection and preparation of school directors, their performance evaluation, and continuing leadership development opportunities.	Verbiage	educ.sys.
The introduction of merit awards (distributed as non-pensionable teacher bonuses) to entire schools demonstrating value-addedd, similar to Chile's successful SNED program and its twin in Israel	Verbiage	educ.sys.
quality assurance and continuous professional development	Verbiage	educ.sys.
the government	Sayer	gov.
by MEC's INEP	Sayer	gov.
The Referenciais and the Proposta de Diretrizes	Sayer	gov.
the proposal	Verbiage	gov.
a multi-pronged approach to create the external and internal conditions for change.	Verbiage	gov.
the government's proposal for probatory internships and more attention to mentoring both inductees and struggling teachers.	Verbiage	gov.
a locally based strategy to address this challenge.	Verbiage	gov.
a fuller analysis of these issues and of options	Verbiage	gov.
several measures	Verbiage	gov.
several steps	Verbiage	gov.
a broad framework for teacher education	Verbiage	gov.
It	Sayer	WB
It	Sayer	WB
The chapter	Sayer	WB
The report	Sayer	WB
the chapter	Sayer	WB
The report	Sayer	WB
the chapter	Sayer	WB
It	Sayer	WB
It	Sayer	WB
The report	Sayer	WB
the report	Sayer	WB
in the World Bank report, "Brazil: Critical Issues in Social Security" (2000),	Sayer	WB
The study	Sayer	WB
Chapter VI	Sayer	WB
the report	Sayer	WB
the report	Sayer	WB