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IMAGE: ACROPOLIS OF ATHENS, UNESCO WORLD HERITAGE

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English Language Teaching and Learning in Brazilian (De) Colonial Context

Elaine Pereira Daróz

ABSTRACT

Considering that the insertion of language at school context is relevant to the relation established between learners and language learning, we aim in this paper to understand the effects of the process of the disciplinarization of the English language in Brazilian public schools to the learners. The devices of Discourse Analysis (Pêcheux) will constitute the theoretical and analytical support of this work, taking into account the socio-historical, and ideological, conditions in which speeches were produced. Besides, we seek an interface with the History of Linguistic Ideas, since it allows us to better understand this relationship in it social dimension, in view of its effects, especially with regard to the relationship between Brazilians and their mother tongue.

Keywords: teaching; learning; english language; (De)colonial context; discourse analysis.

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Ensino e aprendizagem de língua Inglesa em Contexto (De) Colonial Brasileiro

Elaine Pereira Daróz

ABSTRACT

Considering that the insertion of language at school context is relevant to the relation established between learners and language learning, we aim in this paper to understand the effects of the process of the disciplinarization of the English language in Brazilian public schools to the learners. The devices of Discourse Analysis (Pêcheux) will constitute the theoretical and analytical support of this work, taking into account the socio-historical, and ideological, conditions in which speeches were produced. Besides, we seek an interface with the History of Linguistic Ideas, since it allows us to better understand this relationship in it social dimension, in view of its effects, especially with regard to the relationship between Brazilians and their mother tongue.

Keywords: teaching; learning; english language; (De) colonial context; discourse analysis.

I. INITIAL WORDS

... the language deserves to be fought over[1]

Numerous statements say that learning the English language is the key to the insertion of the contemporary subject in the globalized society. In Brazil, English language is often signified as the language in which we can achieve professional and personal success. In this context, the institutionalization process of that language was based on a relationship between the foreign language and the mother tongue (Brazilian Portuguese), associated with the cultural aspects of this learning.

Considering that the school, as institution, occupies a representative place in the society, I propose in this paper a reflection on the process of disciplinarization of the English language in Brazil, promulgated by the law that manages Brazilian National Education – Laws of guidelines and bases of National Education[2], as told LDBEN (BRASIL, 1996) – as well as the National Curriculum Parameters[3], known as PCN (BRASIL, 1999). Moreover, I propose an analysis about the teaching-learning process of the English language, considering the implications of the insertion of this language in Brazilian public schools to the learners.

For that, the devices of Discourse Analysis, discipline founded by Michel Pêcheux (1969; 1975; 1983) – CNRS, France – will constitute the theoretical and analytical support of this work, taking into account the socio-historical, and ideological, conditions in which speeches were produced. In addition, considering that the question of historicity in the production and transmission of knowledge produces its effects on subjects learners, we also seek an interface with the History of Linguistic Ideas, since it allows us to better understand this relationship in it social dimension, in view of its effects in the constitutive relationship that is established between learners

[1] Extracted from the article of Medeiros (2012) titled "A contemporary glossary: The language deserves that we fight for it", about her glossary studies. In native language, Brazilian Portuguese: "Um glossário contemporâneo: a língua merece que se lute por ela". Available at: https://periodicos.sbu.unicamp.br/ojs/index.php/rua/article/view/8638283/5905. Retrieved in 07 Apr 2020

[2] In the original language, Brazilian Portuguese: Lei de diretrizes e bases da Educação Nacional (LDBEN)

[3] In the original language, Brazilian Portuguese: Parâmetros Curriculares Nacionais (PCN)

and the language in learning, especially with regard to the Brazilians and their mother tongue[4].

II. THE ISSUE OF DISCIPLINARIZATION OF THE ENGLISH LANGUAGE: AN ANALYTICAL-DISCURSIVE PERSPECTIVE ON THE LAWS OF NATIONAL EDUCATION

The disciplinarization of knowledge is far from being a simple and neutral process, since it includes aspects related to the laws that manage its rules, as it implies a hierarchical relationship between certain aspects, such as the content to be transmitted, the number of hours by discipline to be taught and so on.

According to Auroux (2009), the institutionalization of knowledge allows different modes of significance of it, insofar as it formalizes and legitimizes it through an effect of evidence of these senses. Thus, the process of institutionalization/disciplinarization of the language is part of a movement to regularize a memory about this language in the society. It's not simple in a global society considering that there are cultural factors involved in. Considering the effects of globalization, the teaching of the English language enters the Brazilian educational scenario under an urgent character, in order to allow the insertion of subjects in the new society. In this context, the diffusion of the language becomes a matter of the State, which provides its regulation and standardization through its laws.

According to the Law of Guidelines and Bases of National Education – LDBEN –(BRASIL, 1996), the insertion of a modern foreign language is mandatory in the school program and it's at the discretion of the school community, as we can see in the article 26, fifth paragraph of this law:

> In the diversified part of the curriculum, it will be mandatory, from the fifth grade[5] onwards, to teach at least one modern foreign language, the choice of which will be the responsibility of the school community, within the possibilities of the institution[6].

Despite the aforementioned document - LDBEN - guaranteeing the mandatory teaching of this language could be decided by the school community, English is systematically offered in the educational system as the only possibility to learn a foreign language, especially in Brazilian public schools, considering its relevance in the contemporary scenario. In this context, the process of disciplinarization of the foreign language in Brazilian schools is established through a hierarchical relationship between the English language and the other languages.

The disciplinarization of language is constitutively ideological, considering that it encompasses the practical aspects of the structure of knowledge to be learned, as well as the question of historicity in which this language is regularized (CHISS; PUECH, 2010). In this context, we can observe the ideological character of the emergency character of disciplinarization of the English in the Brazilian educational system, taking into account the "hegemonic role of the USA through international exchanges in relation to culture, education, science, the world of work [...][7]" as

[4] These questions are part of my reflections in my doctoral thesis, guided by Professor Silmara Dela Silva at the Federal University Fluminense / Brazil, supported by the Brazilian organization Capes, as well as under the doctoral supervision of Professor Christian Puech at Sorbonne Nouvelle University / Paris III. This investigative work was presented on Feb / 2018 under the title, in Brazilian Portuguese, "Do silêncio ao eco: uma análise dos dizeres sobre a língua inglesa e o seu ensino que ressoam no discurso do aluno" *(From silence to echo: an analysis of the sayings on the English language and its teaching which resonate in the pupil's speech).* Such questions about the relationship between subject and language persist in my post-doctoral internship research, carried out at the University of São Paulo/ Brazil, under the financial support of the funding agency FAPESP (Process nº 2018 / 13017-2).

[5] Due to the changes in the Basic Education organization chart in Brazil, the fifth grade currently corresponds to the sixth year of Elementary Education.

[6] In the original language, in Brazilian Portuguese: "na parte diversificada do currículo será incluído, obrigatoriamente, a partir da quinta série, o ensino de pelo menos uma língua estrangeira moderna, cuja escolha ficará a cargo da comunidade escolar, dentro das possibilidades da instituição".

[7] In the original language, in Brazilian Portuguese: [...] papel hegemônico dos Estados Unidos da América nas trocas internacionais em relação à cultura, educação, ciência, mundo do trabalho [...]" (BRASIL, 1999, 22).

asserted the PCN National Curriculum Parameters (BRASIL, 1999, 22). In this scenario, the Anglo-Saxon language is often signified as the language of success that allows the subjects the entrance in the professional world, giving to them new personal possibilities also. Despite the relevance of this language, the process of English teaching-learning is often based on minimum standards of teaching quality. Specially in public schools, in which are over than 40 students per classroom and different level of understanding of the idiom. Besides, the teaching process is guided by decontextualized textbooks, mostly focused on methods of memorizing isolated verbs and phrases, teachers have lack of opportunities to improve their practices by means of specialized courses, since they do not receive incentives – both financial and time available – of the institutions to which they are affiliated. As we can also see on the PCN aforementioned, the transmission of the English language in the school context takes place *pari passu* to reproduction of Anglo-Saxon culture[8] often signified as universal.

As stated by Auroux (1992), linguistic instruments are responsible for modifying the constitutive relationship between speakers and the language, insofar as they contribute to an identification of the learners to the language being learned. In this context, the socio-historical conditions of transmission of a language are a part of a political linguistic, assuming then its ideological character. Faced with evidence about a hierarchical relationship between English language over our native one (Brazilian Portuguese), the discourse materialized in the laws that manage Brazilian Education legitimizes an overvaluation of English in our society. In this context, the process of disciplinarization of the English language in Brazil is largely part of a hegemonic configuration already inscribed in the colonization of the country through language and culture, producing their effects in the relationship between Brazilians and mother-tongue.

III. THE EFFECTS OF TEACHING ENGLISH LANGUAGE IN BRAZILIAN PUBLIC SCHOOLS

As we can see so far, the process of forming a people does not take place outside of ideology, since it is intrinsically linked to the policy of languages that pre-determine the spaces of enunciation, and circulation, of this language in a given social formation. This is the case of the Portuguese language that prevailed in formal contexts, such as schools, present in the laws and disseminated by Jesuit missionaries, while the native language, called by the colonizer as a general language, circulated in restricted spaces and, more commonly, in family contexts. Since the learning of the Portuguese language was restricted, above all, to the nobles and elites, the language of the colonizer (the Portuguese language) became the language of the ascension while the general language remained on the margins. Under the discourse of speaking right or wrong, of a prestigious language to the detriment of another, there is an increasing tension constituting the process of linguistic colonization in national territory, which contributed to an inaccessible Portuguese language imagery that resonates in Portuguese language classes in schools even today.

As we have seen so far, it is also due to the functioning of a game of images (or representations) about the English language, nation and people, that the disciplinary/ institutionalization processes of the language have taken place in Brazilian territory. According to Pêcheux (1988 [1975), the images – as representations that the subject makes of himself, of what he says and to whom he says – as well as the conditions of production of the speeches are constitutive of the discursive process.

In attention to studies on the ideology and apparatus of the State (ALTHUSSER, 1970), Pêcheux also states that the functioning of ideology is inherent to the discursive process, whose function is to direct the subjects to respond

[8] The spread of this lifestyle is very often noticed by the very name of the company, as in the case of the famous CCAA - Anglo-American Cultural Center; or English Culture whose avowed mission is: The intellectual and cultural development of people learning in the same form as their teams. We can also observe it during the spread of gastronomy in the "fast food" style in Brazil.

to the demands of the dominant ideology. Thus, the speeches are apparently evident by the naturalization of the senses. The evidence of senses about the English language – understood as a successful language – linked to the transmission of a supposedly universal culture produces a memory about a place for this foreign language in society, directing the subjects' practices.

Under the effect of evidence of these senses, the Anglo-Saxon language occupies a privileged place in our society, being largely present in sports products, symbol of status in pieces of decoration and Brazilian fashion magazines. Speeches by leading characters in soap operas who usually use the English language to promote an illusion of refinement. In the gastronomic sector, the franchises of major brands, in turn, disseminate not only the language (English) that identifies the dishes but also the different eating habits, promoting, then, the reproduction of an exogenous lifestyle.

Pêcheux (1999 [1983]) states that discourses are not structured randomly, but aim at the regularization of a memory, producing in the social heart remembrance or forgetting, reiteration or silencing of certain senses related to the interests of current ideology. In this bias, as the author states, memory is the structural element of discourse. Conceived as "mobile space of disjunction, displacement and resumption, of conflicts of regularization, a space of unfolding, replication, controversy and counter-discourse", it updates the senses, making them others insofar they are in different socio-historical and ideological contexts (PÊCHEUX, 1999 [1983]). However, as we have seen, the teaching of the English Language, taught through linguistic instruments that are often out of context, promotes a reproduction of this memory about the representation of an overvalued language and its supposedly universal culture - guided by an idealization of a society.

This discourse on the English language is in line with the dominant ideology. We live in a capitalist society whose foundations are based on the relationship between work and (to) profit. The minimum condition for teaching and learning the English language in Brazilian schools made it possible to memory about the impossibility to learn this idiom in the school environment and, thus, the proliferation of private language courses giving to the learners the illusion of learning this idiom "fast and easy", promoting to the students the seduction for learning this language supposedly under direct transposition from the mother tongue to the foreign language; mainly, provide them with the imaginary of learning a special language in which they will achieve professional and personal success, like a magic formula.

Taking a psychoanalytical approach to understanding this process, Melman (1992) states learning a foreign language is a part of a complex process as result of the subject's effort to learn it. As one of the consequences of the imaginary of this learning without hindrance is the frustration – inversely proportional to the enchantment – of apprehension of the language, causing many learners to give it up during this process.

Considering the disagreement between language discourse and language teaching in schools, we can realize the high number of students who fail on this learning, contributing to the suppose impossibility to learn this idiom at school. Especially in Brazilian public schools, where students have a lack of economic condition, the attraction of learning the language often causes disgust for students for this learning due to the poor performance of students in English classes. In this context, this effect is even more devastating for these students, as it is related to their insertion in the new society and, moreover, to their relationship with their mother tongue, culture and history, with implications for subjectivity, therefore.

According to the author (PÊCHEUX 1988 [1975]), the subject's identification to certain senses is also a relevant factor so that discourses are established or not in society. Naturalization of this kind of discourse about English language still contributes to the student's identification for private language courses as the only possibility to learn English. The other consequence to the students is the high level of rejection of English learning in Brazilian classrooms.

In her studies on the discourses about the English language in the media, Grigoletto (2007, 215) affirms what she calls "spectacularization" of English learning in the media" is fostered by the discourse of constitution of globalized identities - as a consequence of a world without restrictions - produces effects on national representation over our country and people; then, in the constitution of the Brazilian national identity, influencing, or even determining, the way in which we are summoned to relate to the languages (mother tongue or foreign language) with which the subjects identify themselves.

The process of teaching and learning English is linked to the reproduction of Anglo-Saxon culture in our society, present in social practices due to the appropriation of that culture, as a process of a supposed social (and cultural) evolution of a community. In this context, the process of instrumentalization/manualization of that language in the Brazilian educational system promotes not only an overvaluation of the Anglo-Saxon language in relation to the mother tongue, but also directs the senses towards a hierarchy among peoples. Thus, the interde pendence of the American language/ culture, as understood in our social formation, poses a particular question: Would we be the inhabitants of a "new world" called globalized, or colonized by a nation whose culture is widespread, especially in countries with less economic power?

In her book Linguistic colonization, Mariani (2004) presents an overview of the processes of formation of the Portuguese language in Brazil and the role played by the Anglo-Saxon language as a colonizing language in the New World. The spread of the English language on the world stage was driven by mercantilism that occurred in the 17th century, and was carried out, in general, through the teaching and diffusion of the language, aiming at linguistic pragmatism, in order to respond to the consolidation needs of the new land. In this context, the establishment of English manuals for travelers, such as the creation of "phrase books" and the language dictionary, became essential to promote the accessibility of the language and, later, of the Anglo-Saxon culture, as well as their reproduction.

In the middle of the 16th and 17th centuries, these linguistic instruments functioned mainly as a linguistic policy that, consolidated from 1783 - in the 18th century, therefore - functioned as a support to this practice of knowledge transmission, institutionalized with the creation of schools in order to catechize the indigenous and, later, the Africans, but, above all, to teach them to read and write in English and to reproduce through language (gem), the English way of life in the new land (MARIANI, 2004). In this sense, Mariani (2004, 28) states that

> Linguistic colonization is the order of an event, produces changes in linguistic systems that had been constituting separately or, still, causes reorganizations in the linguistic functioning of languages and disruptions in stabilized semantic processes. Linguistic colonization results from a historical process of encounter between at least two linguistic imaginary constituting culturally distinct peoples - languages with memories, histories and policies of unequal senses, in conditions of production such that one of these languages - called the colonizing language - aims to overlap on the other (s), called colonized (s)[9].

Still according to the authoress, the effects of this linguistic colonization process are present in different ways, opening up possibilities for displacements, ruptures, resistance to ideologically over-determined senses (and positions) that are marked in and by language. This is because, in the discursive approach, the

[9] In the original language, in Brazilian Portuguese: "a colonização linguística é da ordem de um acontecimento, produz modificações em sistemas lingüísticos que vinham se constituindo em separado, ou ainda, provoca reorganizações no funcionamento linguístico das línguas e rupturas em processos semânticos estabilizados. Colonização lingüística resulta de um processo histórico de encontro entre pelo menos dois imaginários lingüísticos constitutivos de povos culturalmente distintos – línguas com memórias, histórias e políticas de sentidos desiguais, em condições de produção tais que uma dessas línguas – chamada de língua colonizadora – visa impor-se sobre a(s) outra(s), colonizada(s)".

senses are fixed from a game of forces that is inscribed in the language, in view of the socio-historical-ideological conditions in which the subjects are involved in the production of their discourse.

The historical-social and ideological processes of the insertion of the English language in our country bring to mind the process of worldwide spread of the language as a result of the rise of North American hegemony. Based on the effects of senses presented here, we could think that we are facing a process of linguistic colonization, with the consequences discussed above including a behavioral mimesis of Brazilians to Anglo-Saxon culture, often meant as universal, in silence of their mother tongue and its culture.

We can observe that language is fundamentally heterogeneous, taking into account the historical-ideological aspects are inherent to it. In this sense, there is no neutral discourse, nor is there a transparent language to which the subject can have free access through learning without obstacles. Therefore, with Althusser (1970) it is understood that it is the function of ideology to hide its functioning in language, in order to direct the subjects to occupy their ideologically predetermined places in the social sphere. For this, the naturalization of certain senses provides an evidence effect that makes the subject believe there is in an absolute truth. Based on our reflections and analyzes, we still will make some considerations in view of the way that ideology works into subjects and senses.

IV. FROM DISCURSIVE PRACTICES TO SOCIAL PRACTICES: LANGUAGE, SUBJECT AND IDEOLOGY, SOME FINAL CONSIDERATIONS

As seen earlier, the social conditions of production/transmission of knowledge contribute to a representation about the language to be learned. In this regard, the precarious conditions for the transmission of English language knowledge, linked to the fact that students, especially in Brazilian public schools, rarely have access to other forms of culture, demonstrates the paramount importance of the role of the school and, more particularly, the preponderance of the teacher's role in the formation of the Anglo-Saxon language in our society, since it has implications for their relationship with the mother tongue.

The discourse of teaching-learning of the English language as a condition for insertion in the globalized society, combined with the impossibility of learning the Anglo-Saxon language in regular education, contributes to a representation of an elitist language to which few people can have access. In these terms, the legal discourse materialized in the teaching practice operates the exclusion of contemporary society, considering those who do not have access to private language teaching, given their socio-economic conditions. The discourse of teaching-learning of the English language as a condition for insertion in the globalized society, combined with the impossibility of learning the Anglo-Saxon language in regular education, contributes to a representation of an elitist language to which few people can have access. In these terms, the legal discourse materialized in the teaching practice operates the exclusion of contemporary society, considering those who do not have access to private language teaching, given their socio-economic conditions. Furthermore, it contributes to the legitimating of a hierarchical relationship between languages and peoples, producing a conflicting relationship between the native people and the mother tongue, through a memory of the foreign language overvalued in our society.

From the reflections and analyzes undertaken so far, we still have a question: Are we Brazilians re-living a movement of language policy, or rather, of learning the English language, in a colonial context?

We observe that the discourse in the laws of Education, as well as the entire process of disciplining the language in the country, legitimizes practices of overvaluing the English language, in order to satisfy the demands of a capitalist ideology that reinforces the supremacy of a nation, a language and a people. The effect of a Brazilian behavioral *mimesis* vis-à-vis the modus *vivendi* related to the North American people, supposedly superior to the Brazilian people and their native language, directs us to what I call a cultural anthropophagy inside out[10], intrinsically related to the excessive consumption of goods and values associated with American culture as a *status* symbol.

The notion of cultural anthropophagy is founded by Oswald de Andrade, whose meanings are related to the process of "ingestion" and "digestion" of the different cultural matrices existing in the national territory (Portuguese, African and indigenous), with a view to the production of a contemporary culture "Genuinely" Brazilian. From this notion emerges the anthropophagic movement related to the Modern Art Week of 1922.

When articulating this conception to our research work, we propose to think, then, of an anthropophagic movement inside out, since Oswald de Andrade's cultural anthropophagy did not foresee an overlap of these matrices, as with what happens with the English language and culture in our territory national. With the establishment of new social practices based on an ideal of people and representation of society, despite the erasure of the historicity inherent to the formation of the country, we observe a culture of domination and exploitation, consistent with the interests of the Market, putting at stake the identity relations between Brazilians and their country.

From our analytical gesture, it is possible to understand that the insertion of the English language in the educational environment aims at a homogenization of the senses and the subjects, with a view to their objectification. Under this bias, such discursive and social practices are materialized in school environment- either by the linguistic instruments and enunciative acts of education professionals, or by a behavioral mimesis of students in the North American way of life - guided by a relationship of domination/ exploitation of the American power over our language and our culture. Then, we can observe teaching and learning English process in Brazil is much more a colonial movement to keep a hierarchy between these cultures than effort to insert Brazilian people in a Global community as a decolonial one.

According to Pêcheux (2004), the concept of a merely utilitarian language is a powerful weapon to erase the dissymmetry that constitute social relations, as it allows to erase the power games that are inherent to them. Starting from my problems related to the practices of English teachers in public schools in Brazil, it is worth mentioning that one of its objectives is to better understand the effects of the disciplinary process of the English language in regular schools, mainly in Brazilian public schools, as well as its impacts for these students, because, in my view, it implies their learning and, mainly, their subjectivity. Thus, this article also aims to denaturalize the senses and discourses about the English language naturalized in our society, in order to provide new possibilities for reading from our gesture of interpretation. If the love of language produced (and produces) such concerns, the title of this paper emphasizes that, being an inherent treasure in every society, language deserves the struggle of its speakers for its establishment and, mainly, for its value in our community.

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[10] This work is the result of research, reflections and analyzes pointed out in my doctoral thesis entitled "From silence to echo: an analysis of the sayings about the English language and its teaching that resonate in the student's discourse" (DARÓZ, 2018), where I look at the political-ideological questions about the teaching of the English language in Brazil, taking into account the movements of identification of the student with the language being learned.

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Curse or Blessing in Reformation of Convicts? An Analysis of Imprisonment as a form of Punishment

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ABSTRACT

Even though there are other forms of punishment such as fines, community service order, and probation service among others for convicted offenders, imprisonment is the most commonly applied world over, particularly for felonies. Sending convicts to prison is driven by the belief that incarceration is the best measure of ensuring protection of the society. Nevertheless, imprisonment is also common because it is awarded as an alternative to fines and other financial penalties for petty offenders who cannot afford the financial conditions due to poverty. However, in Kenya like in other jurisdictions, this form of punishment is characterized by weaknesses which have over the years made it a failure in its key mandates of reformation, rehabilitation, retribution, incapacitation and deterrence.

Keywords: imprisonment, demerits and weak- nesses of imprisonment, kenya.

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Keywords: imprisonment, demerits and weaknesses of imprisonment, kenya.

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I. INTRODUCTION

Despite the fact that historical records show that custodial confinement of offenders existed in Athens as far back as 353 BC when it was employed in the Athenian Polis (Allen, 1997), imprisonment of offenders as it is known today commenced in Europe between 1600 and 1700 years as a paradigm shift from the harsh and severe punishments which typically involved public torment and humiliation of convicts. It originated in the desire to reform and rehabilitate the offenders in private places which brought in the Criminal Justice System (Mushanga, 1976). In the United States of America, it became common in 1800s while in Kenya, and other parts of Africa, this form of punishment was imported by the colonialists (Bohm & Halley, 1997; KNCHR, 2005).

The fact that imprisonment developed as an improvement from the hash and degrading public torture of real and perceived offenders does not mean that torture does not take place within prison walls. It was, for example, established that both physical and verbal abuse is common in correctional institutions worldwide. For instance, according to Silverman and Vega (1996), authorized brutal practices such as whipping inmates were still common in the United States of America, particularly in Arkansas and Mississippi in the 1960s. In Kenya, before the onset of prisons reforms in the year 2003, torture and degrading treatment of inmates was a common means of enforcing discipline and compliance in prison institutions (KNCHR, 2005).

To reform and rehabilitate offenders, there are various measures within the prison walls, these include prisoner's vocational training programmes and on-job training such as training in farming activities meant to equip the convicts with skills by which they should earn a living through lawful means after imprisonment. The trainings are offered based on the assumption that most convicts commit crimes because of poverty occasioned by lack of vocational skills that could enable them to earn a living by honest and lawful means. Imprisonment also employs recreational and therapeutic techniques such as guidance and counselling. There is also provision of basic formal education, and behaviour modification programmes as the offenders are viewed as sick individuals in need of treatment (Tewkbury, 1997).

II. THE DEMERITS OF IMPRISONMENT AS A PUNISHMENT

Though widely employed, imprisonment is marked by several demerits for the prisoners which negate on their reformation and rehabilitation. For example, there is little freedom characterized by routine activities with no opportunity of self-direction given that prisoners' movement is highly restricted (Haralombos & Holborn, 2007). For instance, the prisoners cannot move around as they may wish, they also have limited choice on the food they eat, the work they engage in among other limitations as these are dictated by the prison authorities. Prisoners do not also make decisions on matters that affect them. At times even simple decisions such as when to take a bath is made for them. Prisoners may also be expected to perform intolerable roles that they would not willingly accept in a free society.

It has also been observed that many times the inmates face unbearable confinement conditions under brutal prison authorities. There is also restricted outside social contacts, marked by limited visits that are supervised. Other negative characteristics of prison life are deterioration of convicts' vocational and professional skills, and interruption of family life (Bohm & Halley, 1997). On the offenders' professional regression, for instance, Polisky and Shavell (1999) observed that for the white-collar offenders, the negative impact of imprisonment, stigma and loss of earning does not to a greater extent depend on the length of the prison term.

As a disruption of family life, Murray and Farrington (2008) observed that parental imprisonment may lead to antisocial behaviour in children such as delinquency, mental problems, drug abuse, and truancy among others. This is more pronounced if the imprisoned parent is a mother or if the parent is imprisoned for a long period of time. This observation underlines the importance of a mother in upbringing of children, and the importance of the presence of parents to the children's socialization. Imprisonment also impacts negatively on child support. For instance, according to Chung (2012), in Wisconsin, USA, the imprisonment of fathers increased dependency on government provided stamp food by the affected families. The study established that the US government provided food work as a safety net when families face deprivation due to fathers' imprisonment. This, however, imposes a substantial economic burden on the tax payers.

Imprisonment also leads to poverty among the inmates. For instance, Crimshaw (2014) established that prisoners re-enter their communities poorer than they left. In America, for example, it was observed that prisons and jails have produced outcasts whose main characteristics include poverty. The poverty of ex-prisoners can be attributed to the fact while in prison institutions, inmates are not engaged in economically viable activities, which are well paying. Thus, the prisoners leave prisons to their communities worse than they left.

III. FACTORS ADVERSATIVE TO THE ATTAINMENT OF IMPRISONMENT GOALS GLOBALLY

There are various challenges that impedes the achievement of prison functions world over. For instance, according to Paranjape, (2005), life in prison was meant to deter people from committing crime by isolating them from the public, ensuring strict discipline and provision of bare necessities. There is also strict security arrangements and monotonous routine life. These restrictions are imposed on the inmates' liberty against their will, which often makes them to be unwilling to comply with the prison rules and regulations. This in the end leads to various acts of indiscipline such as fights and fracas between the inmates themselves, and the inmates and prison officers. Breaking of prison rules, prison riots, among others are also common in prison institutions. In these kinds of situations, prisons cannot achieve their mandate. On riots which rocked the English prisons in 1990 for instance, Wolf (1990) recommended the need for ensuring the correct balance between security, control and justice to achieve an effective prison management.

In underdeveloped countries, other causes of indiscipline among the inmates are poor and insufficient diet, poor sanitations and prisoners' health provisions. Aware that it is the obligation of the government to provide for them; these situations provoke disquiet among prisoners. Another factor that makes inmates to disobey prison rules and regulations include, but are not limited to, mistrust and lack of faith in prison authorities whom they consider to be forceful and harsh on them. The senior prison management do also resort to corrupt practices, and often extend preferential treatment to some inmates in exchange for inducement which causes antipathy among the other prisoners thus leading to cold wars between the inmates and prisons staff (GOK, 2008; Paranjape, 2005). To alleviate this situation, Coyle (2002) recommends that the prison management must create an environment where all members of the prison community are treated with fairness and justice. In addition to this, all prisoners should have the prospect to participate in productive activities. The scholar suggests that, above all, prisons should prepare the prisoners for life outside the prison walls well in advance.

Compliance to prison rules and regulations by the inmates which adversely affects reformation and rehabilitation of the convicts is also interfered with by the inmates' unmet sexual urge. In countries where conjugal visit is outlawed, prisoners extended absence from the normal society and the detachment from spouses and lovers deny them sexual gratification which is a vital biological urge of all normal adults. Because they fail to control their sexual desire, the inmates resort to lesbianism, homosexuality and sodomy inside the prison walls; these can be by force or consented (UNODC/GOK, 2012). Due to lack of protections such as condoms, the prisoners who get involved in such sexual deviations get infected with and spread diseases such as HIV and AIDS, other sexually transmitted diseases, and infections such as hepatitis B and C, which, in the end, compel the prison authorities to spend a lot of resources on the inmates' health rather than on meeting their core functions of reformation and rehabilitation.

Fights and coercion among the inmates are other factors that negates on the achievement of prisons' core functions (Paranjape, 2005; Colvin, 2000). Fights are brought about by the desire of some individual inmates to control other felons. For instance, prisoners who committed capital offences normally look down on petty offenders. The conflicts are made worse by the introduction of prisoners' self-governance. For example, in India, an observation was made that due to lack of general moral discipline among criminals, majority of whom are illiterate and from the lower class of the society, when allowed to govern themselves in prisons, conflict normally arises between them (Paranjape, 2005).

Coercion in prison takes the form beatings and or being denied material needs for instance by having inmates' materials or items stolen. There is also indirect coercion where prisoners witness others being beaten up thus creating a threatening environment in which fear and intimidation become common aspects of life. This results into psychological distress under which the achievement of prisons mandates is impossible. Steiner (2008) summarizes the traditional explanations of prison indiscipline as deprivations suffered by inmates as a result of incarceration, such as lose of autonomy, freedom of movement, and access to goods and services, heterosexual relationships among others. He concurs with Paranjape (2005) that other than deprivations, another source of disorder among inmates is differences that arise between them.

It has also been argued that the physical and social prison conditions have made them unsuitable for convicts' reformation. Thus, prisons have been described as 'schools of crime' where the inmates only learn to engage in more serious crimes than the ones they were convicted of (Kagendo 2003; Gendreau, Goggin & Cullen, 1999). It has also been observed that prisoners always become institutionalized, for example, Goodstein (1993) observed that prisons instil acquiescent and compliant behaviour which causes institutional dependence.

Prison institutions in several jurisdictions are also congested and overcrowded. This global problem has made it impossible for prisons to achieve their mandate. For instance, in US enormous prison overcrowding contributed significantly to the increase in prisoners' rights litigation. By 1992 the populations of institutions in 29 states exceeded the institutions' capacity. The National prison project of American Civil Liberties Union reported that as at January 1, 1992, forty states, including the District of Columbia, Puerto Rico, and the Virgin Island were under court orders to reduce prison populations (National Prison Project, Corrections Digest, 1992).

IV. AN ANALYSIS OF IMPRISONMENT IN KENYA

Prisons as a criminal justice institution in Kenya was established by the British colonialists through a Prisons Board circular number 1 of 18th March 1911. By 1912, there were 30 prison institutions with 1,466 prisoners and 300 members of staff. Although it operated as an autonomous entity, prisons continued to be administered by the Inspector General of Police (Government of Kenya -GOK, 2011).

The first Inspector General of Prisons was only appointed in 1914 and he doubled up as the secretary of the prisons board. In 1917 the posts of Commissioner and Assistant Commissioner were created and subsequently held by R. Donald and T.A. Gray respectively. The first prison institution in Kenya was Fort Jesus which served as a prison from 1900 to 1958. In December, 1925, the Detention Camps Ordinance No. 25 was passed to establish detention camps which were meant for petty offenders thus segregating them from hard core criminals who had committed felonies and were kept in prisons (GOK, 2011). Several changes have taken place in the development of prisons in Kenya since independence in 1963. Legislations that guide prisons have been enacted; these are CAP 90 -Prisons Act, CAP 91 -Detention Camps Act and CAP 92 -Borstal Act (GOK, 2011).

Just like in other countries, imprisonment is the main form of punishment in Kenya. It is normally awarded to the offenders that are considered to be a threat to the society based on the crimes they have committed. According to Subramanian & Shames, (2013), the common application of imprisonment globally is influenced by the belief that putting offenders behind bars ensures protection of the society as compared to community-based punishments such as probation. Imprisonment is also most common due to the fact that it is often awarded to poor petty offenders in place of fines and other financial penalties.

As per Kenya National Bureau of Statistics, according to the Business Daily Newspaper of Monday, January 18th 2021, as at December, 2019 the prison institutions in Kenya were overcrowded with a daily average population of 53,348 prisoners despite the fact that their official holding capacity is 26, 687. The number of individuals who were in jail stood at 219, 295 out which 141,948 were un-convicted offenders on trial as at the year 2019.

Confirming that imprisonment is the most preferred form of punishment in Kenya, a study conducted on the linkages between punishment and recidivism established that greater part of the respondents who were recidivists had been imprisoned for their first and subsequent convictions. For first convictions, majority of the respondents, (64% and 72% males and females respectively) had been awarded imprisonment for their very first conviction compared to 17% of the males and 7% of females who had been awarded fines, 8% and 14% respectively were punished by committal on probation service, 3.6% and 3.4% were placed on community service orders while only 5% males were punished by compensation and restitution (Omboto, 2019).

According to Kenya National Commission for Human Rights, the key function of Kenya prisons is first and foremost, reformation and rehabilitation of prisoners. Therefore, there are various reformation and Rehabilitation strategies within prison institutions that aim to reform and rehabilitate convicts. For instance, inmates in need of education are offered the same under formal and non-formal education structure. Guidance and counselling, and spiritual programmes are also in place to cater for emotional and spiritual needs of Kenyan inmates. The programmes are offered by trained spiritual leaders employed by the prison department. Counselling targets the inmate's minds. It appeals to them on the need to discard criminality on release through creation of awareness on the dangers of crime to the society and the individual convicts among others. Trainings that aim to equip the inmates with skills they would use to earn a living by lawful means after release from custody are also offered under prisoners' vocational training programme (KNCHR,2005).

According to prison standing orders, a Government of Kenya (GOK) publication, the inmates are also engaged in sports, hobbies, handcrafts and other recreational activities for leisure and relaxation. To inculcate good work ethics, the prisoners offer free labour under Prisoners' Labour Distribution scheme supervised by the prison officers. And, to encourage good behaviour, well behaved non-capital crimes convicts serving more than one month prison term are entitled to a remission, which accounts for a third of their sentence. In addition, all well behaved prisoners who have stayed longer in prison also receive privileges under the prisoners' stage system. This involves promoting them from the lower stages to the special stage. The higher the prisoners' stage the better the privileges. These privileges are in form of unrestricted movement within prison institutions, better clothing and beddings, additional food ratio, and increment in the number of visits to the prisoner per month. It is also a requirement that prisoners should be classified and segregated so that petty offenders do not learn serious crimes from the hard-core criminals (GOK, 1979).

Prisons in Kenya just like all over the world also ensure that inmates are in safe custody. This is all about ensuring that the inmates do not escape from lawful custody. This concerns both the remand inmates who are awaiting the conclusion of their cases in various courts, and the convicted prisoners undertaking reformation and rehabilitation. The containment and safe custody functions help in protection of the society when the dangerous criminals are locked up. They also ensure that the institutional rehabilitation mandate of prisons is accomplished as the inmates would be present for reformation and rehabilitation programmes.

However, despite the afore-discussed strategies, several factors have negated on reformation and rehabilitation of prisoners in Kenya. First, congestion and overcrowding in prison institutions occasioned by high crime rate in the country and insufficient funding by the government has made segregation of petty offenders and hard-core convicts impossible. Another impediment to the effectiveness of imprisonment in Kenya is availability of drugs and substances, and other contrabands in prison institutions (Omboto, 2010). This has been made possible due to corruption among prisons staff (GoK, 2008). Drugs such as cannabis, heroin and cocaine are at times readily available in Kenya prisons.

The presence and abuse of such drugs, and other contrabands in prison institutions have resulted into serious cases of inmates' indiscipline – a situation in which no meaningful reformation and rehabilitation can take place (Omboto, 2013). For instance, according to the *Standard Newspaper* (November 4, 2015), a Naivasha Maximum Security Prison Chief Inspector of Prisons (CIP) was nabbed with 1772 rolls of cannabis sativa hidden in car tyres as he was just about to supply to the 3000 inmates in that facility. This senior prison officer who was also found with several mobile phones was remanded at Nakuru Police station. The presence of these illegal mobile phones has also enabled the inmates to continue committing crimes such as extortion while in prison. This has rendered the incapacitation function which is supposed to be the most important benefit of imprisonment in any society a nullity (Omboto, 2013).

Thus, another challenge facing imprisonment in Kenya rests on the integrity of prison officers and their capacity to reform convicts. While it has been observed that some prison officers lack integrity, over 60% of the prisons staff are high school leavers who cannot achieve much in the delicate responsibility of reformation and rehabilitation, a duty which requires professionals such as psychiatrists, psychologists, pastors, professional counsellors, social workers, sociologists, criminologists and other social scientists (Omboto, 2013).

Other challenges include poor diet, degrading clothing and beddings, lack of clean water, poor sanitation, infectious diseases, and homosexuality among others (Omboto 2013). In Kenya, homosexuality is fuelled by failure of the inmates to control their sexual desire, which due to lack of conjugal visits compel them to resort to sodomy and lesbianism inside the prison walls. The acts can be by force or consent (UNODC/GOK, 2012). Due to lack of protections such as condoms, the prisoners who get involved in such sexual deviations get infected with and spread diseases such as HIV and AIDS, other sexually transmitted diseases, and other infections such as hepatitis B and C, which, in the end, force the prison authorities to spend a lot of resources on the inmates' health rather than on meeting their core functions of reformation and rehabilitation.

Hence, because of the above challenges, Kenyan Prison institutions have been described to be 'criminogenic' (Odegi-Awuondo, 2003). That is, they encourage criminal tendencies rather than reformation and rehabilitation of offenders. Earlier on, Odera-Oruka (1985) argued that the hostile prison conditions make ex-convicts vengeful against the general society which results into recidivism.

V. CONCLUSIONS AND RECOMMENDATIONS: HOW TO MAKE IMPRISONMENT EFFECTIVE IN KENYA

This paper makes two conclusions. First and foremost, it is concluded that given the identified weakness and challenges inherent in this type of punishment, imprisonment in Kenya is ineffective. Therefore, the judiciary in Kenya should relook into sentencing policy for petty convicts who cannot afford fines. For as much as possible, this paper recommends that the courts should always sentence the poor -petty crimes convicts to community service and probation or suspended sentences, instead of subjection to fines which they cannot afford thus they end up in prisons.

Imprisonment as a punishment should also not be an option for these offenders because they turn into recidivists due to contamination by capital offenders because of lack of segregation capacity. These offenders can also easily become institutionalized and turn into recidivists. Not sending petty offenders to prisons is in line with the requirement of Community Service Order Act No. 10 of 1998 which outlines that those offenders whose crimes on conviction would earn them an imprisonment term of not more than three (3) years deserves community-based punishments. Furthermore, when it comes to social stigma associated with imprisonment, Schnittker & John (2007) warn that any contact with prisons has effect not just the length of contact.

Secondly, and as a matter of priority, it is concluded that given that some convicts will always deserve imprisonment, the Kenya government should ensure that the prison institutions have the capacity to truly reform and rehabilitate offenders. This can only be achieved by controlling the challenges discussed earlier and should begin with a pragmatic assessment of the current state of the institutions in county. The government of Kenya should begin by weeding out prison officers lacking in integrity; those who supply prisoners with drugs and other contrabands, and perpetuate other forms of corruption. Prison officers should be individuals worth emulating by the prisoners as role models.

Further to this, the fact that prison institutions lack the capacity in terms of personnel and programmes to reform some convicts such as drug, alcohol and sex offenders should be addressed.

The government should make sure that prison officers are suitably trained for the delicate work of reformation and rehabilitation by employing the professionals required for all types of offenders instead of some typologies like drug and sex offenders being subjected to artisan courses such as carpentry, tailoring, dress marking, and farming as Omboto, (2019) established. According to Kington, Yates & Firestone (2012) and Lipsay, Chapman & Ladenberger (2001), for sex offenders to be reformed, they require pharmacological treatment and Cognitive Behavioural Therapy, while Tiger (2011) posits that drug abuse convicts require pharmaco-therapies; a combination of medicine treatment and counselling.

Other categories of convicts such as psychopathic offenders may also require medical treatment and counselling for them to be fully reformed and rehabilitated; thus, it is defeatist to subject all convicts to vocational training. Counselling approach in rehabilitation which Omboto, (2019) established that is rarely applied in Kenya prisons currently should be introduced. However, this requires that trained professional counsellors who are versed in various kinds of counselling as different convicts may need are employed. The types of counselling that the convicts may need include cognitive counselling, transactional counselling, problem management counselling, and reality counselling. Imhabekhai (2002) recommends that where the required experts are not available within the prisons, engagement of part time experts is necessary.

Prisoners must also be scientifically classified and segregated based on crime aetiology and offender's criminal history. The classifications currently employed by Kenya Prisons Service seem to enhance prison administration but may not facilitate reformation and rehabilitation of the convicts. The classifications are majorly based on the duration a convict has spent in prisons (Omboto, 2019). Further, petty first-time offenders who for one reason or another land in prisons as remanded or convicted prisoners must not be contaminated by hardcore capital offenders. This requires that the government creates prison institutions for these two diverse classes of offenders or have different sections created for them in existing institutions.

Finally, all these recommendations require that the government should urgently enhance funding to Kenya Prisons Service. There is also need for proper planning and utilization of funds by the prison authorities. These will make segregation of prisoners possible, control congestion and improve on general prisoners' welfare. The prisoners should not live in squalid conditions, and the cases of physical torture and beatings of prisoners by the prison staff in which at times lead to death (*Standard Newspaper*, October 27, 2015), should be eradicated. As Tewkbury (1997) opines, it is the responsibility of prison authorities to provide treatment for the inmates, and contain them in conducive environments. For the same purpose, Briggs (1975) posits that prison institutions must put up measures to preserve and enhance a person's dignity and self-respect, while Playfair & Sington (1965) emphasized that correctional institutions must strive to train the inmates so as to counter any possible contamination by fellow felons.

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Dynamic Policies to Overcome the Pressing Challenges in the Libyan Education System: Proactive Simulations within the Faculty of Education-University of Benghazi

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University of Benghazi

ABSTRACT

This study is the result of long-term field investigations of the complications facing the Libyan education system (LES). This work included several deep research studies intended to measure different aspects of the LES; its categories of education, administrations, and contributors; and their associated problems. These studies, which occurred predominantly between 2019 and 2023, have clearly recognized that the LES's inputs and outputs face huge challenges which may quickly lead to a definite collapse, unless all the current conflicting authorities take major actions toward a professional reform plan.

Keywords: transformative model of CPD, designed academic reflation, dynamic policy plan from the Faculty of Education & practicum.

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Dynamic Policies to Overcome the Pressing Challenges in the Libyan Education System: Proactive Simulations within the Faculty of Education-University of Benghazi

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ABSTRACT

This study is the result of long-term field investigations of the complications facing the Libyan education system (LES). This work included several deep research studies intended to measure different aspects of the LES; its categories of education, administrations, and contributors; and their associated problems. These studies, which occurred predominantly between 2019 and 2023, have clearly recognized that the LES's inputs and outputs face huge challenges which may quickly lead to a definite collapse, unless all the current conflicting authorities take major actions toward a professional reform plan. Furthermore, these authorities may need to adapt immediate rescue measures, especially in terms of policies, supportive legislations, qualified leadership, and strict employment of the quality and assurance functions. Elabbar first formulated a plan in 2017, which reached its final form in 2022, entitled "Reforming the Libyan Education System: Seven Articulated Years Via a Strategic Planning Pyramid". Subsequently, Elabbar published two field studies: "Repercussions of the Continuous Instability for the Quality of Education in the State of Libya: An Investigational Study within the Faculty of Education, University of Benghazi (UoB)" (2022) and "Implementing Recommendations at the Faculty of Education, University of Benghazi (UoB): Action Research Methods to Enhance the Desired Reform Strategy" (2023). These studies proposed to continue strengthening the reform proposal with further functional field studies to develop policies for different levels of education and launch practical procedures of the transformative models of Continuing Professional Development (CPD), as well as further experimental studies on the values of reform and the substantiality of CPD. This aims to revitalize the foundation of the reform strategy with further insights and practical reflections. Moreover, due to the deep impacts of the ongoing political instability on the quality of the Libyan education; the obvious absence of any clear education policy among parliament; and conflicts within ministries of education, public universities, and even the schooling system, it seems almost impossible for the current authorities to launch gradual national reform procedures (as suggested) in the near future. Therefore, this study seeks to continue examining the accomplished results and recommendations and developing the reform strategy, with particular focuses on the role of policies in education and the roles of faculties in education, as the first years of the reform strategy involve foundational polices, advised legislations, and CPD programs to be applied for all stakeholders and policymakers who are in charge of leading the desired national reform. This study utilizes the latest research's (Elabbar, 2021, 2022, 2023) positive findings, insights, and experimentation results. All will be reproduced via four modified innovative activities-- policy, process, procedures, and props (4 P's) -- to be examined by the Faculty of Education -UoB, five secondary schools involved in the teaching practice program (practicum), and several types of stakeholders from different levels and positions within the LES. The research discovered more complications facing the LES and reached a greater understanding of the suitable

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transformative CPD model to be added to the first two years of the reform plan. Additionally, the study developed dynamic policies to join faculties of education with schooling systems in a preparational tactic to enhance Elabbar's (2022) planned seven gradual reform years with valuable, up-to-date strategies.

Keywords: transformative model of CPD, designed academic reflation, dynamic policy plan from the Faculty of Education & practicum.

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I. INTRODUCTION, AIMS, AND RESEARCH QUESTIONS

The Faculty of Education and some of its administrations and departments have adopted many positive, rapid measures aimed at solving the numerous educational and logistical obstacles and bottlenecks facing the LES. However, the Faculty still faces various challenges daily that are related directly or indirectly to the state instability in the last twelve years. These complications include suspensions of studies, state administration bureaucracy, the near-absence of developed educational policy beyond the basics, a severe lack of educational aids and professional development programs, problems with the culture of education, a self-management attitude, and harmful reflections of political divisions which sadly led to six ministries of education (two ministries of general education, two higher education Ministries, and two ministries of the vocational sector) working at the same time until 2023. Therefore, it is almost impossible for Libya to adopt a gradual national reform program until it establishes a unified government to realize these ideas. Even so, now is a good time to continue to improve, update, and innovate the projected reform plan with additional field studies that directly address reality. This research adapts the 4P's tactic to further explore the positive findings, insights, and endorsements of the previous field research, in order to bridge the obstacles and examine the value of employing transformative education and innovative policies joining schools and the Faculty of Education in short- and long-term reform plans.

1.1 Research Questions

- What are the scientific, human, innovation, and logistical foundations and pillars that we need to build on to develop a proposal for an experimental 4Ps' tactic at the Faculty of Education?
- Do we need to prepare an integrated, atypical system of transformative education (i.e., unconventional or cloning) that effectively deals with the real requirements and bottlenecks of the educational process in the country and addresses the dynamism of the fundamental difficulties faced by the educational system in the city and the entire state of Libya?
- To what extent can this research develop the first years of the projected reform plan in terms of programs, CPD, and policy preparation?
- What are the constraints, obstacles, and circumstances behind employing the 4P's and transformative learning among the Faculty of Education members and the other study contributors?
- How do we expose Libyan educators to a culture of innovations, leadership, and creativity and encourage them to think in depth about learning and teaching processes?
- Can we, from a legal and bureaucratic perspective, adopt atypical foundational principles or suggest an innovative policy or reform plan based on long-term investigation and development?

1.2 Research Strategic Aims

- To continue progressing and debating the projected reform plan from various and wider angles, as it is the main solution for LES to overcome its copious realized and anticipated problems.

- To encourage joining public school education with higher education in terms of VMGs, management, innovation tactics, short and long-term policies, reform leadership, training, and CP, to promote Elabbar's (2017, 2022) seven-year gradual reform plan for the LES.
- To illuminate and explore modern policies of public education utilized around the globe to develop Libyan education policy (based on Libyan culture), interactive teaching paradigms, contemporary teaching abilities, and constant CPD for administrators and all relevant stakeholders.
- To engage motivated teachers, TAs, inspectors, and educators who show interest in participating in the suggested 4 P's (policy, process, procedures, and props).
- To engage researchers and field studies to continue building a strong foundation for creative students, teachers, faculties of education, and HQs to play a significant role in the suggested ongoing development policy.

II. THEORY

This section aims to provide a brief theoretical overview of the tools used to conduct this qualitative field study. It will define and illustrate the significance of such tools for data collection, analysis, and continuing professional development (CPD) and its transformative model, which is the foundation of the first years of the seven-year gradual reform plan (Elabbar, 2022). It aims also to show the significance of policy within the education system, especially since most studies (including this research) have clearly determined that there is no clear policy for schooling and university systems in the Libyan education system.

2.1. Qualitative Research

Davis (1995) showed that qualitative research is emergent rather than "tightly prefigured" and is essentially interpretive. Holliday (2005) stated that there is an assumption that qualitative research is "going to be 'open-ended', to look deeply into the participants' behavior within the specific social settings" (p.5). Strauss and Corbin (1990) reported that qualitative research is generally defined as "any kind of research that produces findings not arrived at by means of statistical procedures or other means of quantification" (p.17). Best and Kahn (1998) noted that qualitative research involves watching and asking and aims to describe events and persons in detail without the use of any numerical data. Bogdan and Biklen (1998) added:

> Qualitative research is conducted in the natural world and uses multiple techniques that are interactive and holistic. It allows for the collection of data that is rich in description of people, the investigation of topics in context, and an understanding of behaviour from the participants' own frame of reference. (p.10)

Shank (2002) described qualitative research as "a form of systematic empirical inquiry into meaning" (p.4), while Lincoln (2000) stated that qualitative research involves an "interpretive and naturalistic approach. This means that qualitative researchers study things in their natural settings, attempting to make sense of, or to interpret, phenomena in terms of the meanings people bring to them" (pp.3-4). Additionally, Berg (2004) reported that qualitative research "provides the framework to explore, define, and assist in understanding the social and psychological phenomena of organizations and the social settings of individuals" (p.11). Pritha Bhandari (2020) explained:

> Qualitative data can take the form of texts, photos, videos, and audio. For example, you might be working with interview transcripts, survey responses, fieldnotes, or recordings from natural settings. Furthermost types of qualitative data analysis share the same five steps:
>
> - Prepare and organize your data. This can mean transcribing interviews or typing up fieldnotes.

- Review and explore your data. Observe the data for outlines or repeated ideas that emerge.
- Develop a data coding system. Based on your initial ideas, establish a set of codes that you can apply to categorize your data.
- Assign codes to the data. e.g., in qualitative review analysis, this could mean going through each participant's responses and tagging them with codes in a spreadsheet. As you go through your data, you can create new codes to add to your system if necessary.
- Identify recurring themes. Link codes together into cohesive, overarching themes. (p.4-6)

Moreover, Maxwell (1996) explained that qualitative research analysis begins in the field, at the time of observation, interviewing, or both, as the researcher identifies problems and concepts that appear likely to help in understanding the situation. Simply reading the notes or transcripts is an important step in the analytic process. Researchers should make frequent notes in the margins to identify important statements and to propose ways of coding the data, e.g., "husband–wife conflict" or "tension-reduction strategy." An interim stage may consist of listing the concepts reflected in the notes and diagramming the relationships among concepts (p. 78-82).

2.2. Transformative CPD

Continuing professional development (CPD) can be seen as systematic way of improving and developing teachers' knowledge, skills, beliefs, and perspectives during their lifelong jobs as teachers. The Institute of Professional Development (2006) defines CPD as combinations of tactics, ideas, concepts, and techniques that help educators to manage their own learning and development (p.20). Rodrigues (2004) stated that "CPD is any process or activity that provides added value to the capability of the professional through the increase in knowledge, skills and personal qualities necessary for the appropriate execution of professional and technical duties, often termed competence" (p.11). Lange (1990) described it as a "process of continual intellectual, experiential and attitudinal growth of teachers," (p.250), which is essential for maintaining and enhancing the quality of teaching and learning experiences.

Hoban (2002) discussed the notion of CPD as a means of supporting educational change. He drew comparisons between the knowledge-focused and contextually void model of a training approach with the context-specific approach of a communities of practice model that "does not necessarily embrace new forms of formal knowledge." He suggested that what is really needed is not a wholesale move towards the teacher-centred, context-specific models of CPD but rather a better balance between these types of models and the transmission-focused models. Hoban's description of the two ends of the spectrum does not, however, include communities of inquiry, which might be based on partnerships between teachers, academics, and other organizations and can involve both "the context and the knowledge required for real and sustainable educational change" (p.235).

Kennedy (2005) described transformative CPD as "supporting teachers in contributing to and shaping education policy and practice would align itself more naturally with action research and transformative models" (p. 248). Kennedy (2005) also stated that transformative CPD is different from the previous two types, as it consists of a combination of processes and conditions of both transmissional and transitional types. She stated that the fundamental aspect of the transformational model of CPD is its combination of practices and conditions that support a transformational agenda. In this sense, it could be argued that the transformational model is not an obviously definable model but instead recognizes the range of different conditions required for transformational practice. Mezirow (2000) defined transformative learning as "learning that produces a major impact, or paradigm shift, which affects the learner's subsequent experiences." Mezirow stated that "the objective of transformative learning is to revise old assumptions and ways of interpreting experience through critical reflection and self-reflection" (p. 339). The presentation of the transformative category of CPD is, according to Kennedy's structure, divided into two significant models: action research and the transformative model. Cranton (2006) described Mezirow's (2000) definitions of transformative learning as follows: "transformative learning is a procedure by which previously uncritically assimilated assumptions, beliefs, values, and perspectives are questioned and thereby become more open, permeable, and better validated" (pp. 2-4).

2.3 Education Policy

Espinoza (2009) said that education policy can be formally recognized as:

> The actions taken by governments in relation with educational practices, and how governments address the production and delivery of education in each system. Admittedly, some promote a wider understanding of education policy –i.e., acknowledging the fact that private actors or other institutions such as international and non-governmental organisations can originate educational policies. (p.46)

> OECD (2015) showed that education policies cover a wide range of matters such as "those targeting equity, the overall quality of learning outcomes and school and learning environments, or the capacity of the system to prepare students for the future, funding, effective governance or evaluation and assessment mechanisms, among others" (p.20). According to Kee and Lin (2001):

> Rhetorical policy refers to broad statements of educational goals often found in national addresses of senior political leaders. Authorized policies are the authoritative statements, decrees, or laws that give explicit standards and direction to the education sector. Implemented policies are the enacted policies, modified or unmodified, as they are being transformed into actions through systemic, programmatic, and project-level changes. (pp.60-63)

They also stated that if the "implemented policies" correspond to "enacted policies, modified or unmodified," then the implementation process can hardly be limited to executing a decision.

III. METHODOLOGICAL PHASES AND EXPERIMENTAL PROCEDURES

In order to address the strategic goals and research questions, gain potential knowledge of the obtained 4P's experiments, as well as to avoid any challenges particularly in terms of the research's scheduled time, field work logistics, ethical approvals, and managemental processes, this field study adopted two separate qualitative methodologies to collect data:

- The first qualitative methodology was applied through detailed unstructured interviews, faculty document analysis, intensive focus groups, and arranged CPD transformative model and draft-policy experimental sheets. These sheets were designed for all faculty department heads and members to give feedback on the provided criteria such as unifying the VMG setting on clear education plan goals to overcome difficulties each term and developing the role of faculties of education and their relation with reform and the labor market. These tools were used with 18 staff members (MAs and PhDs), 3 graduate students (English department TAs), 6 undergraduate pre-service EFL teachers, 3 administration office employees, 1 registry office employee, and the faculty's deputy dean for academia.
- The second qualitative methodology was designed for 14 EFL school teachers, 9 school inspectors, and 5 school principals from different schools in the city of Benghazi. This part of the study included two former ministers of education and the current Eastern Government minister of education, 2 education policymakers from the parliaments' committee of education, and 8 other key figures from various counties and positions within the LES. These participants were involved in different focus groups, one-on-one meetings, transformative CPD workshops, classroom evaluations (for the EFL teachers), and LES and parliament official document analysis (especially the updated roles, policies,

and decrees). These, in addition to ministries (East's and West's 2022 annual reports), reanalyzed Elabbar's collected data, statistics, findings, and field experiments.

All participants from both phases were also involved in short workshops about fundamental aspects of the 4 P's plan and the projected seven years of reform tactics. The overall outcomes were summarized in a reflection platform. These methodological procedures took over 75 working days to be implemented, filtered, and prepared for qualitative analysis.

IV. DATA ANALYSIS AND FINDINGS

The analysis of the methodological processes involved four qualitative analytical methods: investigations, elicitations, scaffoldings, and comparisons. These approaches aimed to allocate the filtered collected data (based on the research questions and goals) into four subsequent measures and reflections of the collected and tested data. These analytical procedures helped reorganize the researcher's knowledge and actions during experimental work, such as the workshops about transformative CPD, the 4P's, and the significance of innovating and examining the draft policy of education for the LES. Furthermore, these four steps of examination offered additional information and closer evidence about the repercussions of the lack of education aids, the impacts of Libyan culture on education, and the obvious absence of a dynamic policy of education in the LES in general and at the Faculty of Education in particular. They elicited valuable evidence about the lack of CPD programs within schooling and university systems, except for personal initiatives. As during the data analysis, the researcher elicited information by comparing the impacts, cases, and educational outcomes during different times and levels of the ongoing political instability to previously collected data and from to data from Elabbar's (2022, 2023) field studies. The following figure shows the steps that the data went through:

4.1. Summary Findings

This research aimed to expose wider knowledge about the possibilities of presenting the gradual reform idea for Libyan education that Elabbar presented in 2017 and updated in 2022 as an appropriate resolution for the significant problems facing the Libyan education system from different angles. It also aimed to simulate draft policy to join the Faculty of Education and the schooling system (particularly the schools in direct relation with the Faculty of Education practicum) in a unified VMG serving the goals for improved education. The following summary findings address the main challenges found in both schooling and university systems:

- The overall situation in the state of Libya and its negative repercussions have produced a tangible reality that cannot be overlooked, in terms of the quality of the educational process for the whole LES. Furthermore, the LES has suffered from the lack of CPD and the absence of a policy of education, in addition to enormous challenges such as bureaucracy and the lack of a shared culture of leadership among administrators of schooling and university systems.
- The large number of students in the public schools influenced the experience of students,

teachers, and even administrations. The research found that EFL curriculums at schools are not equivalent to the students' existing levels of education. Some teachers reported that "because of their learning styles, culture of education (memorizing), and the time management of providing such content within the current status in the country have produced a discrepancy between content and pedagogical knowledge." This led many schoolteachers to focus only on finishing units and assessing the students' memorization rather than their understanding.

- This research confirmed almost all the findings of the previous two studies (Elabbar, 2022, 2023) on Libyan education and possible solutions. For example:
- It exposed massive deficiencies in teaching facilities, aids, efficient libraries, internet access, as well as negative cultural effects of education which frustrated faculty and students, who reported coming to campus only to pass exams and obtain certificates rather than to acquire knowledge.
- Ongoing bureaucratic management from the separated ministries' protocols had a huge effect that nearly paralyzed most interest in transformation or even suggesting reform proposals be put into practice, as most public universities in Libya remain track centralized with regulations that have not been improved or further developed since their first establishment -- for instance, the 501 higher education roles from 2001.
- This research strongly confirmed Elabbar's (2022, 2023) statements:

There is no offered professional development or managed training for professors, TAs, and new educators, and some of them have lost their scholarship opportunities due to the existing instability in the whole country. As a result, most of them (particularly TAs) do not even come to the faculty unless they are called for administrative work or for optional initiatives. (p.28)

Also, the New-generation teachers and employees have a strong desire for change, and many students are willing to accept gradual reform if the authorities facilitate it, but they have not yet done so. (pp. 20-36)

There is a real educational lack in the temporal pool and the knowledge shares acquired and granted to secondary education students in Benghazi who have arrived the Faculty of Education in recent years compared to what they should be. This has weakened their academic and cognitive abilities to deal with the education system, which has led to academic and administrative confusion in the faculty's handling of these challenges.

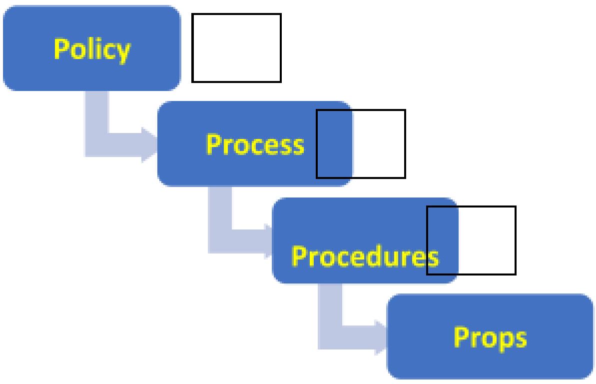
- Due to the ongoing political upheaval and an old-fashioned administration philosophy, most educational authorities "today do not care as much as they should about the substandard quality of education" (Elabbar, 2022, p. 26). They administer only the beginning and end of the study and think that is the education plan, and almost none of the stated quality and assurance instructions are followed exactly.
- The teaching practice (practicum) program offered by the Faculty of Education is not relevant to the goals of training pre-service teachers, who have faced real obstacles utilizing new teaching methodologies and employing new communicative approaches.
- There is no policy including joined strategies between the Faculty of Education and university faculties or even between the school systems and the divided ministries of education, who have never focus on adopting a fundamental policy of education or CPD approach supports for overcoming problems.

V. RECOMMENDATIONS

After years of research, experimentation, and personal involvement in the Libyan education system, and as result of this study. it became clear for me that the we need to put into practice a reform plan to rebuild the entire education system, which faces real problems that will lead it to a predictable collapse if no one acts. This research was a continuation of other studies investigating almost all levels, documents, impacts, challenges, and positive aspects of the

LES. It ultimately confirmed the need to carry out the projected reform plan and provided additional information to include in the first years of Elabbar's (2022) suggested seven years of reform. The following figure visually addresses how the subsequent actions (after the 4 P's figure) will need to be incorporated into the plan, in terms of the suggested activities and policies and the transformative model of professional development.

- In order to build a strong foundation for the suggested 4P's to be added into the reform plan, the key Libyan education officials must contribute to two years (if possible at this difficult time facing the country) of professional development practices. These two-year exhaustive reform preparations need to develop educators' knowledge of education and prepare them for change.
- We must keep developing ideas and emphasizing the importance of developing a dynamic written policy of education in order to enable any reform to take place. The Faculty of Education must join its departments' outcomes, and education management must develop one dynamic policy serving the labor market and the desired outcomes of the educational process.
- As Elabbar (2018, pp.2-8) suggested, education officials must be invited to take part in the proposed professional and transformative activities. These officials include government and parliament education policy makers (education planners), Ministry of Planning officials in charge of preparing education budgets. ministry office directors, deputy minister directors, ministry education consultants, county administrators and directors, education developers, curriculum creators, teacher trainers, ministry research and training center executives, Ministry of Education legal administrators, Ministry of Education general exam executives, deans and faculties of universities, senior inspectors and their TAs, as well as other key people (decision makers) from the Ministry, government, and parliament who are in charge of education management in Libya.



- In order to practically implement the 4P's' according to the main proposed reform plan, the targeted administrators should go through different levels and models of transformative professional development; each level may require time limits or evaluation methods to ensure meeting the main goals of the project. For example:
- Administrators should attend planned workshops on how to implement transformative learning and action research models as CPD policies. They should also experience intensive lectures, focus groups, monitoring, and education about the role of policymakers and key education figures in transforming the Libyan education system from its current status to the desired status.
- Administratoirs should intend sessions and training on integrating technology, interactive learning, and international languages in the education policy, as well as practice writing a pre-policy as an outcome of these activities. This should be followed with transformative workshops on the role of administration in educational regulations and how to develop

the current traditional policy into a modern dynamic policy.

- The Faculty of Education curriculum and methods of teaching and testing should be gradually changed to meet the requirements and overcome the existing difficulties facing the schooling system, particularly for teachers who have never received any sort of professional development.
- The Faculty of Education must run intensive workshops on teaching practice and generate faculty research to overcome difficulties, especially in terms of the lack of Internet, labs, teaching aids, and libraries.
- All recommendations need a policy (a clear idea), process (work to get it done), procedures (steps designed to achieve goals) and props (supports to make the plan a reality).

VI. CONCLUSION

At the end of this field work, which explored several levels of educational challenges, desires, effects, simulating ideas, and possibilities of transformative activities for reform, this study advises all Libyan researchers to continue developing the seven-year gradual reform plan. It might be the only way to save the entire Libyan education system from collapse. Reform can happen in Libya, especially because there is a real desire for change among the many educators I met during this long field work. We just need a clear reform policy followed by the 4P's to make it happen.

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The Process of Evaluation of Performance in the Civil Service: A Comparative Analysis of the Legal to the Practice of Performance Evaluators in the District Government of Nacarôa

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ABSTRACT

Our scientific research has as its theme "The performance evaluation process in the civil service: a comparative analysis of the legal to the practice of performance evaluators in the district government of Nacarôa" aims to analyze the perceptions that performance evaluators in District Government of Nacarôa have on the performance evaluation process in the civil service. As for the approach, the research is qualitative, using the case study. The interview was the technique used for data collection, whose analysis and interpretation was based on content analysis, based on pre-defined categories. The sample consists of performance evaluators from five public institutions.

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Our scientific research has as its theme "The performance evaluation process in the civil service: a comparative analysis of the legal to the practice of performance evaluators in the district government of Nacarôa" aims to analyze the perceptions that performance evaluators in District Government of Nacarôa have on the performance evaluation process in the civil service. As for the approach, the research is qualitative, using the case study. The interview was the technique used for data collection, whose analysis and interpretation was based on content analysis, based on pre-defined categories. The sample consists of performance evaluators from five public institutions. The survey results indicate that the monitoring of the annual activity plan is the means that performance evaluators use to communicate and control the execution of activities, according to the priorities defined by each sector or division, in compliance with article 21 of the SIGEDAP, which establishes the following duties of evaluators: communicating the objectives, policies, strategies and plans of the body or institution to the person being evaluated; monitor and guide the person being evaluated during the execution of the activities; evaluate performance in good faith, fairly, impartially, accountability, transparency and impartiality; that the evaluation process, in the five institutions, is effective when compared to the legal provision, as the evaluators monitor the degree of fulfilment of plans and goals, maintaining a permanent dialogue between the parties until the final stage of the performance evaluation that is carried out through interviews, with a view to ensuring an effective management of human resources in the Public Administration.

Keywords: public service; performance evaluation; communication; responsibility.

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I. INTRODUCTION

The present research work with the theme "the process of performance evaluation in the civil service: a comparative analysis of the legal to the practice of performance evaluators in the district government of Nacarôa", focuses on the process of performance evaluation, as an instrument for measuring the progress or setback of employees as public servants.As has been the practice of many public administration institutions, this measurement is made using the so-called evaluation forms. In addition to these records, it is required, by those who conduct, the mastery of the procedures to be observed by the evaluators in the operational field, as well as the actions that take place in such a way that the employee works in the direction of results, ensuring compliance with the plans and deadlines.

It is in this context that we intend to assess the perception that officials of the institutions of the District Government of Nacarôa have about the performance evaluation, in order to identify the needs of the Development Plan resulting from this process; understand the organizational environment variables that can positively or negatively affect the performance of the evaluated person and the feedback given to the employee about their performance; and to establish a comparison between the practice of the institutions of the District Government of Nacarôa, with the one recommended in.

Decree No. 54/2009 of 12 October, which aims to make institutions productive and competitive, allowing employees to be recognized for their professionalism.

In order for this performance evaluation process to be effective and efficient, institutions are called on to take action to create change, ensuring a stance that meets the requirements of the regulation, thereby seeking to improve the services provided by citizens. In this perspective, we also try to understand the extent to which the performance of each employee is conducted as a human resources management mechanism to improve the provision of services.

Thus, in the context of the evaluation of employees, the institutions of the Public Administration of the District Government of Nacarôa are called to observe the legal instrument of performance evaluation, for a feedback process, to review their strategies and working methods, so that the effects of the tendency to entropy are recycled, oxygenated and made capable of surviving in turbulent and changing environments.

It is necessary that, when evaluating employees, institutions free themselves from tendencies to subjectivity, so as to move away from the space for questioning in Human Resources Management, or even from the questioning about the professional preparation of evaluators for the correct use of Decree No. 54/2009, of October 12.

II. TEXTUAL DEVELOPMENT

In textual development, we present the theoretical framework of several authors who addressed this theme on the evaluation of performance in the public function. Performance evaluation is a systematic assessment of the performance of each employee or worker in the position and their potential for future development. Every evaluation is a process to stimulate or judge the value, excellence, qualities of anyone.It is a fact that those who judge or evaluate may, of course, not consider the negative aspects of the person to be evaluated. It is in this context that, in this research, we will focus, in a special way, on the performance evaluation process, that is, the practice that conducts this process in the district government of Nacarôa.

III. THE CONCEPT OF EVALUATION

For the definition of performance evaluation in the civil service, we use Neto (2014) which refers to it as a scientific domain and a social practice, increasingly indispensable, to characterize, understand, disseminate and improve a wide variety of problems affecting contemporary societies, such as the quality of education and education, the provision of health care, distribution of resources and poverty.

Evaluating is, first of all, putting into practice and making work the constant structural element that allows to identify the evaluation facts, because it characterizes them (Neto, 2014). It can also be understood as the strategy that demonstrates the reality of each institution in the scope of the performance and provision of service. Furthermore, to evaluate is to enrich the work of civil servants and civil service institutions, because when the problems or satisfaction of each sector are discovered, the mechanisms to solve or further increase positive achievements will be searched.

We understand the evaluation as the process of measuring the degree of compliance with what has been planned, the level of implementation, progress and setbacks recorded, to outline the best strategies for overcoming the future plans of the institution, i.e. the process of measuring the achievements or meeting the objectives outlined by an area, institution and services.

Therefore, the evaluation always implies the relationship between who evaluates (evaluator or evaluators) and who is evaluated, and it is up to the former to evaluate, reflect, analyze certain aspects – which will be evaluated – considered as significant. If there is evaluation, there is judgment, which takes place in a context of valorization, which requires proper care with the use of power and with the greater or lesser influence of subjectivity in the act of judging.

IV. PERFORMANCE EVALUATION CONCEPTS: HISTORICAL EVOLUTION

Over the years, numerous reflections have emerged around the evaluation of performance in the management of organizations. According to Grote (2002), references on performance evaluation emerged more than 100 years ago. There are references that indicate the year 1842, in which the public service, in the United States, developed a performance evaluation system to evaluate its workers.In 1918, General Motor's also developed an evaluation system to evaluate its executives (Chiavenato, 1996).

But developments continue in the 1970s, oil shock, globalization and rapid technological changes, requiring organizations to plan strategically in order to promote organizational effectiveness and efficiency (Cunha et al., 2010), then a new version of the performance evaluation system was emerging, possibly due to the influence of Peter Drucker with the introduction of objective management, assuming greater participation of workers in the definition of objectives (Marras et al., 2012).

However, in the 1990s, new directions began to emerge in performance evaluation research, aspects that until now were neglected, such as: the context in which the evaluation took place. This new approach focused on the organization as a social process of workers (operationalized through interpersonal relationships in the working group); the specific timing of the evaluation (operationalized through meetings and information sessions); and the perception of the evaluation (operationalized through the accuracy of the judgments issued by the evaluators) (Caetano, 1996 & Russo, 2017).

Therefore, the performance evaluation considered as a practice of human resources management is part of a performance management cycle, aggregated in the other activities of an organization and is therefore not considered an end in itself, but an instrument, a means, (Moura at all, 2000; Chiavenato, 2006; ; Aguinis, 2009; Sarmento, Rosinha& Silva, 2015) that involves planning, monitoring and evaluation activities it self, allowing "to review strategies, objectives, work processes and human resources policy, objectiveing the correction of deviations" (Brandão&Guimarães, 2001, p.12) to improve the results of the organization as a whole.

4.1 Performance Evaluation in the Mozambican Civil Service

Resolution of the National Council of the Civil Service (CNFP) nr 1/79 of 29 July approves the models of the annual classification sheet of state officials, broken down as follows: classification sheet for officials with management and leadership functions; classification sheet for technical and administrative officials; and classification sheet for general and technical support employees (Levieque, 2011).

For Levieque (2011) the models mentioned as a whole are worthy of analysis and comments since they constitute basic assumptions for the design of the current performance evaluation model that comes in to force in the Mozambican civil service from 1 January 2010. However, by consistency to its technical designation, in terms of the method of performance evaluation, we will allude to the forced scale method.Its application requires a multiplicity of care in order to reduce the highest degree of subjectivity and pre-judgment of the evaluator, giving body to many interferences. Uses a double-entry form in which rows represent performance evaluation factors, and columns represent factor evaluation grades.

Decree nr 55/2009 of 12 October, concerning the Performance Management System in Public

Administration (SIGEDAP), establishes that evaluating the individual performance of state officials and agents aims to promote excellence and continuous improvement of services provided to citizens; improve individual performance and quality of services provided by the Public Administration; increase the commitment and development of the competencies of state officials and agents; contribute to the development of public administration and to the professionalization of state officials and agents; recognise and distinguish state officials and agents for the performance and merit shown in the performance of their activities; identify the needs of training and professional development appropriate to the improvement of the performance of officials and agents of the State; ; enable decision-making regarding the appointment, promotion, mobility, renewal of contracts, awards, distinctions and punishments according to the competence and merit demonstrated and strengthen leadership and management skills.

4.2 Performance Evaluation Nature

From the establishment of goals/objectives for the organizational system and the stipulation of performance standards, the performance evaluation consists in the analysis of the information associated with the measurements of the costs of the activities and their relationship with the actions of the people (Silva, 1999).

The above author believes that while the adoption of the costs of activities, such as performance indicators, is a dimension of the evaluation, the observation/analysis of cost drivers provides other essential factors for evaluations of other dimensions, such as quality and time. The factors causing the costs of the activities identify the activities that consume resources while converting inputs in to products. Therefore, organizations seek to develop procedures that involve and commit employees to new challenges. In this way, human resources management is currently a determining factor in the success of organisations.

In terms of human resources management, performance evaluation has played a prominent role in that it can have significant consequences on productivity, either directly, as a performance control process or indirectly, through its relations with the selection, training, professional development, promotion and remuneration of the organization (Caetano, 1996).

4.3 The Instruments Used in the Performance Evaluation

In this section, we present the instruments used in the evaluation of employee performance in public administration. These instruments are referenced in the approaches of several authors, as presented below.

Bergamini (1992) cit. in Silva (1999) presents two groups of instruments: the first group is related to direct or absolute evaluation, in which the individual is considered the "center of interest" of the evaluator, being observed its performance pattern as opposed to what is desirable in his work. The second group concerns the relative assessment or by comparison, in which the individual positioned in a working group (his team) and verified his "level of efficiency". It considers the choice of one of these methods as being "partial and dangerous", stating that there is a need to use both groups.

For the first group, the best known instruments are:

- Verbal Reports: describes the "behavior" of each individual at work.
- Written Reports: the "behavior" of each individual is described in the form of a report.
- Composition of Analytical Charts: based on a set of pre-established criteria, the evaluator only identifies where the evaluated one fits. The points are connected and a description of the profile of the evaluated person is given.
- Descriptive Patterns: from a set of characteristics of specific positions, the evaluator should point out the statement that "best describes the evaluated".
- Checklist: from a series of sentences, the evaluator should identify the ones that "best describe the subject".

For the second group, the best known instruments are:

- Classification System: the evaluator will have to identify, in the group, the best and worst of the individuals, within a scale.
- Binary or Peer comparison: the evaluator compares the evaluated with another of the group, "in each trait or performance characteristic".
- Forced Evaluation System: used especially with large groups and for the difficulty of using Binary Comparison. The evaluator should group the evaluated into similar sets and, from a scale, compare them.

V. METHODOLOGY

In the methodology we present the method we chose for this research in order to have the answer to the research question. In this research, we focus on the comparative method. Fachin (2005) understands that this method consists of investigating things or facts and explaining them according to their similarities and differences. Generally, the comparative method addresses two series or facts of a similar nature, taken from social media or from another area of knowledge, in order to detect what is common to both.

Focused on studying similarities and differences, this method makes comparations with the aim of verifying similarities and explaining divergences. When dealing with the explanations of phenomena, the comparative method allows analyzing the concrete data, deducing constant, abstract or general elements present in them (Prodanov&Freitas, 2013).

Being a qualitative research, using the comparative method, in which we perspective obtain the answers of the research questions and variables, naturally, we used the techniques of content analysis, as an instrument that helps in the categorization of the questions enunciated in the semi-structured interview conducted in the five institutions in research.

5.1 Type of Research

This research is qualitative in nature, because we seek to analyze the perceptions of the employees responsible for the process of evaluation of performance in the civil service. Considering that the method of this research is comparative, we chose qualitative research, guided by the interpretative process and the research questions and the theoretical-methodological framework functioned as a compass in the moments of analysis and interpretation of the data, guiding our gaze, guiding us to the participants of the research where the interpretation orbited.

5.2 The Nature

This research is basic, which aims to generate new knowledge useful to serve in the analysis of the perception of employees responsible for the performance evaluation process, as a practice of human resources management in public administration institutions in the district government of Nacarôa. Prodanov and Freitas (2013) define basic research as being one that aims to generate new knowledge useful for the advancement of science without intended practical application. It involves universal truths and interests. By opting for basic research, for this study, we wanted to expand knowledge and understanding of the practices conducted in the performance evaluation process in the District Government of Nacarôa.

5.3 The Objectives

The general objective of this study is to analyze the perceptions of officials responsible for the process of assessing the performance of civil servants in the civil service, so, as to the objectives, it is descriptive. It is in this perspective that Prodanov and Freitas (2013) base that descriptive research is responsible for observing, recording, analyzing and ordering data, without manipulate them, that is, without interference from the researcher. It seeks to find out how often a fact occurs, its nature, its characteristics, causes, relationships with other facts. Thus, to collect such data, specific techniques are used, among which stand out the interview, the form, the questionnaire, the test and the observation.

5.4 The Approach

As for the approach, this is a qualitative research. In the qualitative approach, the scientist aims to deepen his understanding of the phenomena he studies – actions of individuals, groups or organizations in their environment or social context – interpreting them according to the perspective of the subjects themselves who participate in the situation, without worrying about numerical representativeness, statistical generalizations and linear relations of cause and effect (Guerra, 2014). Therefore, with this study, we sought knowledge about the practices of the employees responsible for the performance evaluation process in the institutions of the District Government of Nacarôa, in order to contribute to the improvement of the quality of human resources management of the Public Administration, that is, we seek to understand how this process is being managed, so that we could bring answers to the challenges imposed on them.

5.5 The Procedures

As for the procedures, this research is a case study. Prodanov&Freitas (2013) report that this consists of collecting and analyzing information about a particular individual, a family, a group or a community, in order to study various aspects of their life, according to the subject of the research. In this sense, we qualify as a case study, because, from the five institutions of the District Government of Nacarôa, we thoroughly researched the performance evaluation process, because we found that there was a tendency to non-comply with the evaluation procedures established by SIGEDAP. Therefore, this tendency on the part of the evaluators in the evaluation process is a basis in the case study research procedures.

5.6 Study Participants

The principals of schools are participants in this research; district service directors; heads of offices; heads of administrative posts and localities, a total of 18 participants involved in the process evaluation of employee performance. Each participant was assigned a code, as a way to safeguard their identity, for ethical reasons.

In Table 1, we present the distribution of participants, for each institution where the research took place and its codes. The interviewees were classified as "Performance Evaluators", and we used the following codes: AD1, AD2, (...) and AD18.

Table 1: Assigning codes to survey participants

Institution	Assigned Code
District Education, Youth and Technology Service	AD1; AD2; AD3; AD4 e AD5
District Health, Women and Social Action Service	AD6; AD7; AD8; AD9; AD10
District Economic Activities Service	AD11; AD12; AD13
District Infrastructure Planning Service	AD14; AD15
District Secretariat Sector	AD16; AD17 e AD18.

Source: Own elaboration

5.7 Content Analysis

Content analysis is a technique of information processing that allows inferences, based on an explicit logic, of messages whose characteristics have been inventoried and systematized, is therefore the transition from description to interpretation (Vala, 1987; War, 2006).

Thus, considering the objectives of the research and according to the problem addressed, we are anchored in two instruments of analysis, namely: Content analysis, to answer the second question of the research in which it was intended to analyze what has been the practice of the officials responsible for the Performance Evaluation process in the institutions of the District Government of Nacarôa; (e) category analysis (which consists of decomcommenting the text in to units and categories), to measure the interviewee's attitudes, taking into account the opinions, acts or reactions in certain objects.

VI. DATA COLLECTION TECHNIQUES AND INSTRUMENTS

We developed this study based on an interview addressed to performance evaluators to describe the mechanisms or instruments used in the evaluation process of employees in the institutions where our research took place, then compared to verify whether they fit the legally established practices. As for data collection instruments, in this research we used the interview technique.

VII. DATA ANALYSIS

In this subchapter, we analyze the data from the interview addressed to the 5 institutions of the District Government of Nacarôa: SDEJT, SDSMAS, SDAE, SDPI and SSD. With the interview we intended to confirm the occurrence or not of the problem raised in this research: Employees do not care about their performance assessments, often they worry only when administrative acts are about to be carried out (promotion, progression, career change, appointment in service committee and definitive appointment) in their institutions.

Below we present the categories of analysis and the speech fragments of the interviews.

Table 2: Categories of discourse analysis and fragmentation of the Interviews of the AD

Category	Speech Fragments
The practice and use of the performance evaluation instrument	Of the 18 research subjects, 17 answered that they had heard about performance evaluation, through the evaluation forms, an instrument that serves to measure the degree of compliance with the objectives, plans and goals outlined in the Institution. (AD2; AD3; ..... AD18).
	AD1, although AD11 understands that the performance evaluation is subdivided into two parts: the first part in which public administration institutions are evaluated during the sessions of the district government, by quarter; and the second part that is addressed to employees.
The responsibility and periodicity of the performance evaluation	The 18 interviewees answered that the performance evaluation process is the responsibility of the competent authority and that the heads of the subsectors evaluate the subordinate employees and, in turn, they are evaluated by their respective hierarchical superiors. Regarding periocity, they answered that the evaluation is done once a year (AD1; AD2; ....., AD18).
Presentation and monitoring of annual activity plan	Of the 18 interviewees, they answered that they presented their activity plans, according to the Performance Evaluator (AD1; AD2; AD4; AD5; AD6; AD7; AD8; AD9; AD10; AD11; AD12; AD13; AD14; AD15; AD16 and AD18).
	Respondents AD3 and AD17 stated that, in their institutions, not all employees present annual activity plans.
Communication in the performance evaluation process	The monitoring of the annual plans of activities of the employees, which is carried out quarterly and/or every six months to verify their degree of compliance, is that it keeps them in permanent communication with the evaluated and also stressed that, in case of need, the plans are adjusted (AD4, AD8, AD9, AD13, AD15 and AD18).

	Respondents (AD3 and AD17), this is not always the case, because there are employees who do not present their activity plans, it is not possible to establish any kind of dialogue with them.
The professional suitability of evaluators in the performance evaluation process	The interviewees AD3 and AD17 answered that the process of performance evaluation for human resources management, in force in their institutions, is ineffective.
	The interviewees AD1, AD2, AD4, AD5 and AD12, during the performance evaluation process, the evaluator is not always in good condition to evaluate the employee, because, like any human being, he can make errors of understanding.
The effectiveness of the performance evaluation process	The interviewees (AD3 and AD17) of the 18 participants interviewed assumed that they have no mastery of the aspects considered in the performance evaluation process at SIGEDAP;
	The remaining 16 interviewees (AD1; AD2; AD4; AD5; AD6; AD7; AD8; AD9; AD10; AD11; AD12; AD13; AD14; AD15; AD16 and AD18) answered that the mechanisms/aspects that have used/considered to evaluate the performance of employees are included in SIGEDAP.

Source: Own

VIII. DISPLAY OF THE CATEGORIES OF ANALYSIS OF THE INTERVIEW DATA

The first category of content analysis (Domain of the use of performance evaluation instrument), which we used, in the interview script, as a data collection instrument, was defined, with the summative purpose of analyzing the process of performance evaluation in the civil service: a comparative analysis of the legal to the practice of performance evaluators in the district government of Nacarôa. According to the results, the performance evaluators revealed to have the perception of the existence of SIGEDAP, as an instrument used by the evaluators in the sectors or offices of public administration institutions.

In this category, the results led us to conclude that the 18 interviewees have heard about the performance evaluation and that it is addressed to employees, using the performance evaluation form, the heads of the offices and the hierarchical superiors of public administration institutions, in order to measure the degree of compliance with the objectives, plans and targets outlined in the institution.

In the second category (Responsibility and periodicity of the performance evaluation), we wanted to analyze the perception of the evaluators about their responsibility as well as the periodicity of the performance evaluation in the institutions of the Civil Service. According to the results, we can conclude that the interviewees know who is responsible for doing the performance evaluation, as well as their periocity, because of the 18 interviewees, 16 answered that the competent authority to evaluate the performance of employees in public administration institutions are the hierarchical superiors of each sector and that it is done every six months, but the evaluation on the verification of compliance with the objectives, plans and targets the evaluation has been quarterly, although 2 of the participants have replied that this evaluation is done annually and, this periodicity, has not facilitated the proper monitoring of the activities carried out by the evaluated.

Through the results, we can conclude that, for the research subjects, evaluating the performance of employees in public administration institutions means seeking to formulate judgments about their competence; and certify the competence of the evaluator for the exercise of professional activity, as well as its impact on career progression.

The third category of content analysis (Presentation and monitoring of annual activity plan) had the purpose of inferring the monitoring of activities and the dialogue between the evaluator and the evaluator. Of the total number of interviewees, 16 Performance Evaluators stated that the follow-up, to subordinates, it is through plans of activities that they must present to their hierarchical superiors, as a presupposition of the process of dialogue and communication between them. The remaining two respondents reported that it is not often that all employees submit annual activity plans. Therefore, it can be concluded that the evaluation process, in the institutions of the District Government of Nacarôa, complies with the provisions of SIGEDAP, which recommends in point (b) of Article 10 (1) and article 10 (b) that officials must submit their annual activity plans, which may, for significant reasons, be adjusted.

In this category, the results are relatively controversial, because some claim that the periocity of monitoring the activities plans of employees is annual, while others claim that it is done every six months. And a third group that states that, in these institutions, officials do not present the activity plan and do not monitor the activities of the evaluated.

In the fourth category of analysis (Communication in the performance evaluation process), relating to communication, in the performance evaluation process, which allows the evaluator to monitor the annual activity plans of the evaluated, the objectives were: to understand whether there has been communication in the performance evaluation process in the institutions of the Public Administration, in the district government of Nacarôa; to analyze the level of implementation of the scheduled activities, their adjustment, when there is deviation of the plans, objectives and targets, as well as the degree of compliance with the deadlines set; and identify the mechanisms used in the assessment of officials in their sectors/offices.

The results of this category lead us to conclude that, for the implementation of the evaluation, it is practical to use the performance evaluation forms. It is known that human beings have an ability to change and adapt/adapt to functions, as people are increasingly unpredictable, so it is necessary to establish more and more means and instruments to monitor and monitor the evaluation process throughout the year. Therefore, in the institutional context, performance evaluation is now mandatory and necessary, and assumes a capital importance, in the promotion and promotion of improving people's performance and, consequently, of the success of public administration institutions.

In the fifth category of analysis (Professional adequacy of evaluators for the performance evaluation process), related to the participation of respondents in induction processes (training, training and training) in performance evaluation subjects in the institutions of the district government of Nacarôa, the results show the existence of a dichotomy: one half of the respondents (AD1, AD2, AD8, AD9, AD11, AD14, AD15, AD16 and AD18) declares that it has participated in at least one induction (training, training or training), while the other half (AD3, AD4, AD5, AD6, AD7, AD10, AD12, AD13 and AD17), declares never to have participated. This disparity, over the domain of SIGEDAP, is probably the result of the lack of frequent reading of the instrument for the consolidation of knowledge acquired during the evaluation process.

In this category, the results may lead us to conclude that the officials responsible for the evaluation process understand that the convictions for assessing the performance of officials in their respective sectors, may vary depending on the mood, availability, or fatigue state of the evaluator at the time of evaluation, which often tends to be more subjective than integrated by lack of training, training or training, which would allow the mastery of the instrument that guides this process in the civil service. Therefore, the evaluators with training are those who realize that the performance evaluation process is the expression of what each is most sensitive, in addition to the impression immediately produced (a given evaluator can give more importance to the mastery of objectives, even if the exercise is of attendance, and the other to the presentation, for example).

In the sixth category of analysis (Effectiveness of the performance evaluation process), we address the practice that conducts the process of evaluating the performance of employees in the institutions of the District Government of Nacarôa, and the domain of evaluators on the mechanisms of performance evaluation, with a view to their effectiveness.

The results obtained (AD1; AD2; AD4; AD5; AD6; AD7; AD8; AD9; AD10; AD11; AD12; AD13; AD14; AD15; AD16 and AD18) show that the mechanisms used to evaluate the performance of employees in the institutions under study, in particular, in the offices, are those required of the evaluated, i.e.: the achievement of objectives and plans, achievement of goals, compliance with deadlines, quality of results, responsibility, creativity, innovation, leadership competence, communication, teamwork capacity, use in training programs, skills revealed after training, among others described. It should be noted that such mechanisms do not only have pedagogical objectives, because they give meaning to the purpose of this evaluation for the effectiveness of public administration.

A process of assessing fair performance, equity and accountability allows civil service institutions to obtain a set of data that allows them to make decisions, namely: defining the potential of each employee, surveying training needs, assigning salary increases, among others.

IX. CONSIDERATIONS

In the considerations, we present the main conclusions about the process of performance evaluation in the civil service: a comparative analysis of the legal to the practice of performance evaluators in the district government of Nacarôa has in relation to the process of evaluation of performance in the civil service.

The results of the interviews were analyzed using content analysis, based on six categories: a) the perception and destination of the evaluation; b) the adequacy of the general profile of the evaluator (the capacity and mastery of the procedures); c) the adequacy of the Annual EmployeeS Activity Plan; (d) the direct relationship between the evaluator and the evaluator; e) the reduction of the productivity of the evaluated through the evaluation of inadequate performance; f) the consequences of the lack of the evaluator's domain of the mechanisms used in the performance evaluation process, through a comparative methodology.

The results lead us to conclude that performance evaluators in the district government of Nacarôa know of the existence of performance evaluation, in the civil service, directed to officials and agents of the State, and to those who hold positions of direction, leadership and trust; officials are normally assessed by their heads of sectors/offices and these, in turn, are assessed by the hierarchical superior of the institution; and all employees are evaluated once a year, although these assessments are not always preceded by monitoring of their activities.

Regarding the mastery of the procedures to be observed in the performance evaluation process, the results reveal that the lack of training, training or training by some performance evaluators is probably a reason for the existence, in institutions, of evaluators who do not master performance evaluation procedures. As a consequence, the performance evaluation process, in the institutions of the district government of Nacarôa, does not always comply with the procedures established in Decree No55/2009 of 12 October, which dictates the criteria to be followed in the act of performance evaluation from the planning to the award of the final grade.

With regard to the performance evaluation process, as a procedure established in Article 11 of IACSEDAP, the results lead us to conclude that some employees receive the performance evaluation forms already completed by the evaluator, without first having an interview between the evaluator and the evaluated in order to assess the level of execution of the plans, objectives, targets, as well as to verify the degree of compliance with planned activities, thereby giving, the opportunity for the evaluator to agree or not to the grade awarded, and only after this phase, the form can be taken to the hierarchical superior of the institution for its approval.

The lack of interviews with employees in the performance evaluation process in public administration institutions blocks communication between the evaluator and the evaluator, because, since the public service is an interconnected system, the lack of communication between its employees contributes to an entropy.

The evaluation process serves to know the deviations between what is expected and what is also obtained, the necessary transparency and accuracy attribute, to the evaluation process, an increased singularity and complexity, appearing to be an important instrument for the regularization of performance problems and the improvement of quality in the work of employees, as well as in life in public administration institutions.

As for the way in which the evaluation process is directed, in the five institutions, the results reveal that it is effective, on the part of those who monitor the evaluated on the degree of compliance with the plans and goals, maintaining a permanent dialogue between the parties until the final phase of the performance evaluation, made through interviews, as a form of good human resources management in public administration.

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The national project "Science and Universities", which provides for the creation of several dozen new university campuses in Russia, as well as the intensification of federal, regional and sectoral policies in this matter, lead to the question of what a modern university campus is and how it relates to the city is becoming more topical. The article examines the interaction between the campus and the city in the context of modern international trends and current Russian politics.

Keywords: university campus, national project, university and city, urban development, campus in the city.

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The national project "Science and Universities", which provides for the creation of several dozen new university campuses in Russia, as well as the intensification of federal, regional and sectoral policies in this matter, lead to the question of what a modern university campus is and how it relates to the city is becoming more topical. The article examines the interaction between the campus and the city in the context of modern international trends and current Russian politics. Based on many studies, it is concluded that universities in modern society benefit, that are integrated into the city space and often having a common infrastructure and constant communication with it. At the same time, a significant part of the current national project initiatives focuses on the construction of campuses located on the outskirts of cities, often with enclosed spaces and a range of services within the campus. The authors critically interpret this approach and suggest that when creating new campuses, priorities and goals should be more clearly defined.

Keywords: university campus, national project, university and city, urban development, campus in the city.

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I. INTRODUCTION

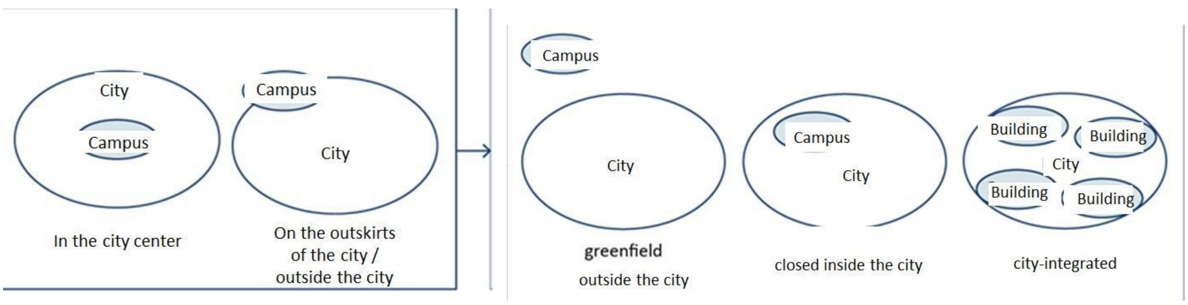
The issue of the spatial interaction of campuses and cities of "territorial presence" is, of course, only one aspect of the modern (and not only) debate about the interaction of education and science on the one hand, and the city (in this case, "city" is a collective term for "Territories of presence") of higher education institutions on the other. According to S.A. Smirnov's recent remark, the concept of a university campus is "the latest phenomena... essentially duplicating and reproducing a city in miniature [1]. As you know, this concept was first used to describe the area of Princeton University in 1774. It is noteworthy that both the term itself and its definitions initially assumed some kind of open (educational) space [2].

One cannot help but observe a considerable increase in the popularity of this topic in today's world and Russian political agenda both broad and more specific geographical and educational policies. In Russia, the current surge of interest in campuses and their role in modern cities is justified, first and foremost, by the launch of a "large-scale project to create a network of world-class university campuses," for the implementation of which the state has budgeted approximately 36 billion rubles, according to Prime Minister M. Mishustin. The Prime Minister, followed by the relevant Ministry of Education and Science, announced plans to build at least 30 new campuses for a total of 150 thousand people [3]. At the same time, "it is anticipated that they will be modern multifunctional areas, rather than the conventional student campuses and hostels at large universities"[3]. The Ministry of Education and Science intends to start at least three campus projects in 2021-22. The ministry considered the requirements that such campuses should meet as part of a special strategic session dedicated to the building and growth of a network of contemporary university campuses in the country. Among other things, they emphasized the significance of campuses' organic "integration" into the urban environment, which transforms them into a point of attraction and a comfortable zone for both students and residents [4]. The next step in the plan's implementation was the signing, within the framework of the St. Petersburg Economic Forum, of the first agreement on the development of a multipurpose student city in Tomsk for 15-20 thousand places for the city's six universities [5]. A new campus should be established in the city of Perm as part of the federal initiative; similar projects have been launched in the past. Others include Nizhny Novgorod and Yekaterinburg. Thus, current and it appears gaining momentum federal initiatives illustrate the topic's significant relevance, including and in conjunction with proposed or discussed options for the development of new campuses. However, before delving into the analysis of these initiatives from the perspective of campus spatial organization and integration into the "body of the city" we will attempt to formulate our understanding of the topic's relevance and significance, beginning not so much from the mentioned initiatives, but from the perspective of spatial aspects, economic prerequisites, and a more general (global) context.

The significance of university campuses in the formation, transformation, and growth of urban spaces, as well as the physical connection between campuses and the cities (or other areas) in which they are located, have long attracted the attention of researchers [6]. However, there has been a considerable surge in interest since the beginning of the transition to the post-industrial era, i.e. around the second half of the twentieth century [7]. It seems acceptable to associate the current stage of increased study interest in this topic with the acceleration of the development of an inventive and creative economy, as reflected in the literature, including in postulating and disseminating theory of the creative class by R. Florida [8], the publishing of a number of seminal works that demonstrated the role of the contemporary city in the establishment of inventive and creative activities, the gradual formation of an understanding and concept of the so-called Universities' "Third mission" at the turn of the XX-XXI centuries [9].

It should be noted that at this point in the topic's investigation, spatial and planning issues predominate. Much emphasis is placed on the typology of the spatial structure of campuses in cities. Thus, most scholars distinguish three types of campuses: "classic" (typically located outside of the city or on its outskirts and including most urban functions and infrastructures), "closed intracity" (a campus is a dedicated area with a partial set of urban functions and a significant amount of university infrastructure), and a distributed (in space) university or campus (the term "city university" is also frequently used to emphasize the integration of a university into a city, and let's add cities into a university) [1][2].

Campus spatial planning models, as well as the characteristics of each model, can be represented as follows [10]:



A campus out of town is an educational cluster located outside of the settlement (often in the fields of agricultural institutes or abandoned airfields) that houses all of the university's and companies' R&D centers.

The benefits of such campuses include: the absence or insignificance of spatial constraints on the development of the territory; the use (possibility of using) a single concept, the ability to test new technologies and integrate with the production sector (technology parks); increased opportunities for actors to interact and increase potential results. At the same time, campuses of this type have many disadvantages, including a lack of a common infrastructure with the city and the ability to actively influence the city both in terms of the development of the environment and the market for services in the city, as well as in terms of social interaction as well as a relatively low degree of influence of the city and its environment on the campus. Finally, when it comes to greenfield developments, the disadvantage is frequently the high expenses of developing urban infrastructure for campuses, as well as a great reliance on the city's transportation system.

A closed inner-city campus is a single isolated area that has all important university infrastructure, from academic buildings and dorms to recreation and sports facilities.

Among the benefits of this model are the short travel time (all in one place), the ability to implement a single concept (spatial, architectural, and planning), the possibility of interaction between actors and the growth of potential results, as well as the proximity of urban infrastructure and the ability to "interact" with the city. The drawbacks often include a limited and insufficient territory, which makes development inside its borders impossible, as well as the potential obsolescence of the campus urban design framework, as well as a variety of internal problems and risks.

Finally, a city model, integrated (distributed, "urban") campus is a collection of buildings incorporated into the city, with pedestrian access to structures (the walking time between them usually should not be more than 10-15 minutes). Each building is inscribed in the urban environment and is open to the city; it is the catalyst for the development of the district environment and public spaces. Among the benefits of this campus type, we highlight the synergistic effects of the campus' interaction with the city, and, as a result, the university role as a driver of the development of the urban environment and local communities within the district, the foundation for the formation of a sub-center in the city. Furthermore, the model advantages include the ability to share infrastructure, the formation of new functions, and the development of interuniversity projects and spaces. Obviously, this model is constrained by some limitations, most notably the difficulty in locating and acquiring real estate in a specific area (particularly in areas of existing urban development), as well as the effective (re-) distribution of structural units (faculties, departments, centers, laboratories) across buildings.

Even a superficial examination of the offered models leads us to the conclusion that, in terms of the interaction between the campus and the city, the latter achieves the largest "two-way" positive effect. According to K. Höger's just assertion, it is becoming increasingly clear that "monofunctional" universities, whether removed from the city or located within its boundaries (including the historical one), but functioning as "ivory castles" are increasingly losing out to universities that are merging with the cities-territories of presence. And, whereas the Western world today disputes the viability of "introverted, elitist" campuses, in Asian countries such "temples of education and science" which are mainly secluded from the surrounding area, are presented as symbols of development and societal control [11]. In the model of a "closed" intracity spatial contour, it is important to distinguish between two options in terms of interaction features: a physically, geographically isolated and closed campus in the city (this type prevails in Russia up to the access system of the entrance and high fences), and a spatially concentrated, but open to outside penetration campus (found, for example, almost everywhere in European countries). In some ways, a desired picture of a new type of campus can be designed, based on the integration of the university into the structure of the city, providing a balance of functions for a comfortable life, study, and work. This structure must correspond to the quickly changing modern world, therefore adaptability and even anticipating of reality are critical to resolving the problem of ensuring the university's high competitiveness [10].

The campus should ensure communication density and intensity, space quality (openness to the city, modernity, convenience, tolerance, security), flexibility, ability to rebuild and experiment, a variety of non-academic functions (including for citizens), and an effective economic and management model (management of business principles with the inclusion of a business component in the campus strategy).

II. CAMPUS TARGET IMAGE MODEL

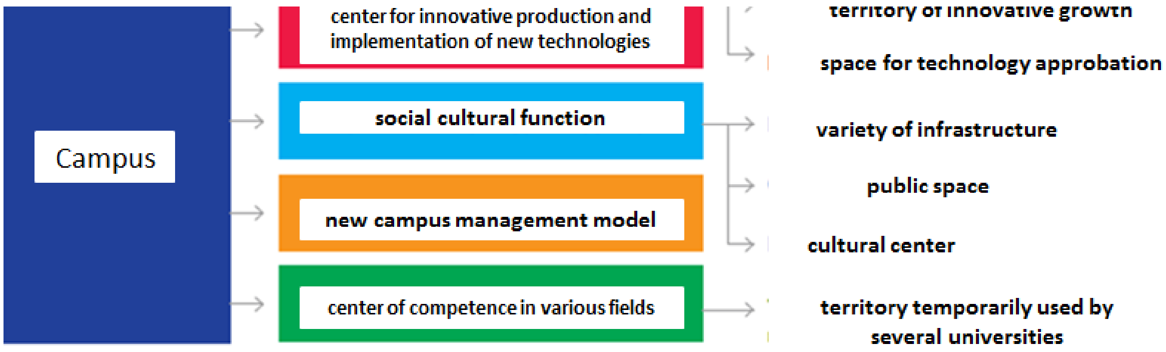


Diagram from the Analytical Report "University Campuses and the City: Cooperation for Competitiveness" [10]

Finally, we highlight that in recent years, numerous foreign surveys have revealed a fairly consistent pattern in the choices of applicants and students. A substantial number of them state that the beauty of the city itself and the integration of the campus into the city play a distinctive, if not crucial, role in deciding on the choice of an educational institution [12].

Returning to the current Russian agenda, we highlight the necessity of focusing attention (particularly in speeches by a number of politicians and heads of higher education) on the need to link the establishment of a "new type of campus" with their integration into the urban environment [5]. At the same time, one cannot help but notice that federal programs are once again focusing on the establishment of new real estate objects, and frequently - on the type of a "taken out" campus (outside the city) or in a closed inner-city campus. Ministers, governors, and university presidents gladly present (and defend) such "building" projects. The authors of such ideas also envision the establishment of a reasonably developed infrastructure, but only inside the confines of the campuses. The issues of interaction and complementarity between campus and city are expressed here, but as a "tribute to fashion"; the designs themselves, with few exceptions, do not view such spatial and functional integration as a basic design condition.

Of course, integrating university campuses into the existing "urban fabric" in the context of intense development in the city center is far more difficult to solve than constructing objects outside not just the center, but sometimes also beyond the existing urban region as a whole. However, in this case, easier does not necessarily imply better. The work of integrating institutions into a Russian city, which is challenging in terms of spatial planning, is further complicated by fairly specific issues. They are associated, in particular, with different levels of subordination of the subjects of interaction: the overwhelming majority of higher education institutions (particularly universities) are federal organizations, and the possibilities for cooperation (including economic cooperation) with authorities and organizations in the regions are rather limited. It should be highlighted that the process of cooperation has long been exhausted through the involvement of so-called "off-budget funds" to universities. Furthermore, it is obvious that the implementation of intracity campus projects requires a longer time frame (it takes a lot of time to "clear the territory", involve various actors, search for an organizational chart, etc.). Because the implementation of the national project mentioned above does not allow for differentiation in terms and methods based on the type of campus, universities are essentially forced to offer the "quickest" and often most cost-effective alternatives (which, in fact, are the closed campuses). Finally, federal universities are frequently considered by regional and city governments as a source of attracting federal funding rather than a source of fostering innovation and investment (in the urban economy sectors). These and other issues impede the implementation of the city-integrated campus model, which we believe (based on the above and other studies) is more promising and efficient in terms of both urban development and the university competitive advantages. The aims and goals of constructing and developing new university campuses should be determined by federal, regional, and municipal politics, as well as government authorities at all levels. This, in turn, will provide insight into what form of campus best delivers the desired outcome and what the suitable spatial solutions should be.

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