

Renata Peres Barbosa



Universidade Federal do Paraná – UFPR
re_pbarbosa@hotmail.com

Monica Ribeiro da Silva



Universidade Federal do Paraná – UFPR
monicars@gmail.com

Natália Alves



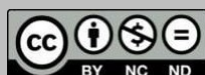
Universidade de Lisboa
nalves@ie.ulisboa.pt

Submetido em: 15/02/2023

Aceito em: 08/04/2023

Publicado em: 10/05/2023

 [10.28998/2175-6600.2023V15N37PE15110](https://doi.org/10.28998/2175-6600.2023V15N37PE15110)



Esta obra está licenciada com uma Licença [Creative Commons
Atribuição-NãoComercial-SemDerivações 4.0 Internacional](https://creativecommons.org/licenses/by-nc-nd/4.0/)

GLOBAL AGENDA AND INFLUENCE ON TEACHER TRAINING POLICIES: BRAZIL AND PORTUGAL

ABSTRACT

This article aimed to analyze the influences of the global education agenda on initial teacher training policies in Brazil and Portugal. Based on bibliographical and documentary sources, it was observed that in both countries the propositions express, above all, the guidelines propagated by the OECD and the European Commission. The agenda of recommendations has privileged political and pedagogical guidelines based on a set of skills that unfolds in elements of an evaluative nature and in devices that exercise greater control over teaching training and teaching work.

Keywords: Initial teacher training policies in Brazil and Portugal. OECD. European Commission.

AGENDA GLOBAL E A INFLUÊNCIA NAS POLÍTICAS PARA FORMAÇÃO DOCENTE: BRASIL E PORTUGAL

RESUMO

O presente artigo teve como propósito analisar as influências da agenda de educação global nas políticas de formação inicial de professores no Brasil e em Portugal. Com base em fontes bibliográficas e documentais, observou-se que em ambos os países as proposições expressam, sobretudo, as diretrizes propagadas pela OCDE e pela Comissão Europeia. A agenda de recomendações tem privilegiado orientações político-pedagógicas baseadas em um conjunto de competências que se desdobra em elementos de natureza avaliativa e em dispositivos que exercem maior controle sobre a formação e o trabalho docente.

Palavras-chave: Políticas de formação inicial de professores no Brasil e em Portugal. OCDE. Comissão Europeia.

AGENDA GLOBAL E INFLUENCIA EN LAS POLÍTICAS DE FORMACIÓN DOCENTE: BRASIL Y PORTUGAL

RESUMEN

Este artículo tuvo como objetivo analizar las influencias de la agenda educativa global en las políticas de formación inicial docente en Brasil y Portugal. Con base en fuentes bibliográficas y documentales, se observó que en ambos países las proposiciones expresan, sobre todo, los lineamientos propagados por la OCDE y la Comisión Europea. La agenda de recomendaciones tiene lineamientos políticos y pedagógicos privilegiados basados en un conjunto de competencias que se desdobra en elementos de carácter evaluativo y en dispositivos que ejercen un mayor control sobre la formación y el trabajo docente.

Palabras clave: Políticas de formación inicial del profesorado en Brasil y Portugal. OCDE. Comisión Europea.

1 INTRODUCTION

This article aims to investigate the influences of the global education agenda on teacher education policies in Brazil and Portugal. Based on principles guided by the managerialist tone, such an agenda, articulated by governance arrangements and networks (BALL, 2013; 2018), aims to raise levels of competitiveness and productivity on global scales, which “places education at the center of governments economic strategies”. (VERGER, 2019, p. 14).

It’s corroborated that such assumptions are reverberated as parameters of support of the public educational policies of the national systems, in compliance with the requirements of the political and economic sectors, of international dimension. Through close relations between international organizations, business entities and state actors begin to act in the definition and implementation of public educational policies, based on globally applicable regulatory frameworks, oriented to the efficiency and effectiveness of educational systems, with numerical standards of quality.

In order to reflect on the influences of the global regulatory agenda in the scenario of teacher training policies in Brazil and Portugal, using bibliographic and documental sources, we have chosen as an analytical path for the research in question, three moments. The first investigates the hegemonic precepts and dynamics of influence in the training and teaching work disseminated by the agendas set by the International Organizations, in particular, by the programs led by the OECD, such as Pisa and TALIS. The second moment analyzes the efforts and disputes for the incorporation of the global regulatory agenda in Brazil, a movement perceived already in the mid-1990s and more markedly in the recent reform that establishes a Common National Base for the Initial Training of Teachers of Basic Education (BNC Formation), approved in 2019. Finally, the gaze turns to the influences in the framework of the state Portuguese repercussions, in particular, from the changes resulting from the accession of Portugal to the Bologna Process, through Decree-Law No. 43/2007.

2 INTERNATIONAL ORGANIZATIONS AND THE GLOBAL AGENDA: THE INFLUENCE ON TEACHER EDUCATION POLICIES

In the current context of progressive globalization of the economy, the policies of neoliberal aspirations have engendered and disseminated global agendas of social, economic and educational development, which expansively influence and impute

regulations in educational policies and projects. In the international arena, the educational sector acquires drivers that articulate a “globally structured agenda for education” (DALE, 2001), which aims to “support the accumulation regime and provide a context for its reproduction” (VERGER, 2019, p. 12). It’s a complex articulation and interaction of forces that adopt parameters guided by market processes and by demands of flexible accumulation that meet the interests of capitalism.

This dynamic acquires a structuring capacity that favors the dissemination of policies and changes in regulatory frameworks of education systems, and exerts political pressures that sediment hegemonic visions. Reverberated through governance arrangements, coordinated by International Organizations, large corporations and networks of think tanks, they act in the formulation and implementation of educational policies (BALL, 2013, 2018).

Consonant with economic policy and managerialist logic, under the precepts of the New Public Management, recommend and disseminate political-pedagogical orientations of global scope based on a set of skills and competencies appropriate to the requirements of the new occupational conjuncture, guided by the principles of competitiveness, flexibility and efficiency, which come to occupy centrality in the agenda of the educational policy of national systems, in the name of a supposed improvement in the quality of education.

From the systematization of the field of studies of the Global Educational Policy (GEP), Antoni Verger (2019) brings conceptualizations capable of locating strategies and actions of legitimation of the reforms emanated by the International Organizations, with the underlying articulation of a global education project. With a crucial role in the conduct of educational policy, they seem to bet on the use of certain principles and values, namely: the promotion of a “culture of results”, which classifies and establishes levels of performance, accompanied by accountability and accountability; quality goals and standards from evaluative interventions, international tests and centralized curriculum prescriptions; the diffusion of “evidence-based” political perspectives as examples of “good practices”, which function pragmatically as devices to define and universalize standards of competences; the redefinition of social meanings, such as the very notion of quality of education, abbreviated by reference indicators. These are assumptions that define the priority actions of educational reforms at the international level, “a jargon of educational reform based on the principles of quality, learning, accountability and standard norms, and has contributed effectively to shaping educational reform”. (VERGER, 2019, p. 14). In these terms, for Verger (2019):

Neoliberalism and related political discourses have become hegemonic and a kind of common sense. Ideas such as performance-based incentives, competitive financing, education as a competitive device et cetera, have been internalized by many decision makers and professionals (VERGER, 2019, p. 18).

Of considerable influx in the educational sector, the Organization for Economic Cooperation and Development (OECD) appears as emblematic in its regulatory attribution, in the sense of influencing the formulation of policies and decision-makers - alongside other Bodies such as the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Bank (WB) and the International Monetary Fund (IMF). Created on 1961¹, the OCDE² is currently composed of 38 member countries and strategic partners, which define international standards that guide and advise governments for the development of economic and social public policies. Presents as objective:

Through evidence-based policy analyses and recommendations, global policy standards and networks, including close collaboration with the G7 and G20, the OECD has helped promote multilateral reforms and solutions to global challenges. They cover the horizon of public policies, from the polluter-pays principle, developed by the OECD in the 1970s, to PISA in education (OECD, 2020).

The OECD also began to direct international actions of cooperation and regulation in education for non-member countries, with extension to Latin America, especially from the 1990s, through the dissemination of the assumptions of the Pedagogy of Competences, of learning to learn, with the primacy of know-how³. During this period, the Program for International Student Assessment is created (Pisa)⁴, with the application of international examinations that, extensively, begins to serve as a basis in the definition of performance standards and to influence curricula, at the international level, by dictating what would be the priority skills and competencies demanded by the processes of transformation of the world economic order. According to OECD:

the curriculum is already very overloaded with content, which makes it very difficult for students to acquire the skills (and for teachers to teach them) [...] there is little experience on the part of teachers to combine the knowledge and skills into a coherent whole, with guidance materials and assessments (OECD, 2014, p. 27).

¹Initially, with the aim of cooperating in the reconstruction of Europe after World War II, in 1948, under the Marshall Plan, the Organization for European Economic Cooperation (OEEC) was created - Organisation for European Economic Co-operation (OEEC), being reorganized in 1961, where it's officially designated as the Organization for Economic Cooperation and Development (OECD).

²Organisation for Economic Co-operation and Development – OECD.

³See Delors report (1996).

⁴Programme for International Student Assessment (PISA).

In this scenario, in articulation with the prescriptions already defined by Pisa, in the scope of teacher education, the recommendations on the reconfiguration of the profession acquire centrality. In 2008, the OECD developed the Programme for the International Assessment of Teaching and Learning (TALIS), under the argumentative framework supported by the need to develop skills for teacher effectiveness and policies aimed at competitive and effective teachers.

Susan L. Robertson and Tore Sorensen (2020) indicates the framing of TALIS as a legitimizer of what would be the “Quality Teacher” as a “tool of political construction, process and global governance” (ROBERTSON; SORENSEN, 2020, p. 44). They investigate the disputes in the design and implementation of the Programme, as well as the complex institutional arrangements of global agencies and authorities such as the OECD, the European Commission and private sector organisations, which establish a close relationship. For the authors, the negotiations and decisions propagated under the TALIS Program are aimed at “framing, measuring and selling” what would be the “quality teacher”, in an expansive process of “reformulation of the work of teachers for global competitiveness, driven by a double dynamic of denationalization in educational governance” (ROBERTSON; SORENSEN, 2020, p. 44), significantly profitable.

The research points out that the OECD and the European Commission act as strategic political actors, “capable of shaping the political agenda” (ROBERTSON; SORENSEN, 2020, p. 50), and that private sector organizations “are active in profiling and selling TALIS using data, interpreting and discussing outcomes” that “can sustain new products and services”. (ROBERTSON; SORENSEN, 2020, p. 56).

With propositions of an ambiguous nature and adjacent to contradictions, the authors evidence inconsistencies and paradoxes contained in the assumptions of the program. As an example, for the authors, despite the call for the supposed recognition of the importance of social and cultural contexts, the TALIS Programme recommends global solutions that “do not address the various national or subnational differences in the professional situation” (ROBERTSON; SORENSEN, 2020, p. 48), indicating that “differences in institutional organization must be nullified by maximizing student performance” (p. 48). By ignoring the concrete conditions of organization of educational systems, the authors infer that the program “can contribute to teachers losing their collective voice over time” (p. 48), aggravating disparities between countries and regions. Thus, under the consensual validation of multilateral decisions and business entrepreneurship, the program “paradoxically challenges teaching authority, reallocates the governance of teachers on a global scale, and sells a reduced version of possibilities

in relation to teacher quality". (ROBERTSON; SORENSEN, 2020, p. 44-45). In this sense, such reforms:

Has contributed to a loss of trust in teachers as professionals by society and a depreciation of their career and professionalism (Oliveira, 2018). In addition, teachers feel how their professional position is constantly disrespected in a frequent culture of "auditing" (OLIVEIRA, 2020, p. 99).

Similarly, the research of Dalila Andrade Oliveira (2020) analyzes discourses that substantiate guidelines and strategies for restructuring the teaching profession, based on the reports of the annual International Summits on the Teaching Profession⁵, promoted by the OECD and designed in the context of TALIS. Aligned with the purposes of neoliberal rationality and in convergence with the productive sector, they are based on the theory of human capital, appropriate to performance requirements, establishing "thought patterns", from "proven evidence of effective practices elsewhere and that can, according to the OECD, be universalized" (OLIVEIRA, 2020, p. 100). For the author, such recommendations have "reinforced the links between productivity, human capital and educational policies [...] proposing measures that show that more human capital leads to more productivity" (OLIVEIRA, 2020, p. 91).

As discussed so far, it's understood that the adoption of a global regulatory agenda acquires facets that substantially alter the configuration of national educational systems, in the conformation of curricula, educational management, and teacher training and work. Such dimensions favor the resonance of privatization and decentralization policies, with global actors that dispute the public budget and conceive of education as a saleable commodity (BALL, 2018), promoting the commodification of education. By operating by performance and accountability policies, in the prescription of curricula and in the establishment of competencies and quality standards, they exercise control over the teaching work, with implications for the very nature of the profession, which deserve to be investigated.

3 INFLUENCE ON TEACHER EDUCATION POLICIES IN BRAZIL

The present study included teacher training policies in Brazil since the approval of the current Law of Guidelines and Bases of Education (LDB No. 9,394/96), which triggered, along with other regulations, a broad educational reform. For the purposes of

⁵International Summit on the Teaching Profession.

analysis, two moments were considered and, in both, it's possible to identify the appropriation of discourses and influences of a global regulatory agenda. The propositions of teacher education policies in Brazil are directly associated with reforms in the stages of basic education.

Basic education, composed of early childhood education, primary and secondary education since the LDB of 1996 is marked, over a little more than 20 years, by two moments when we look at the policies that focus on the curricula and modes of organization of schools with effects on teacher training. One, immediately after having been sanctioned the Law of Guidelines and Bases in which, based on Art. 26 of that Law, a set of National Curriculum Guidelines (DCN) and the Ministry of Education are elaborated by the National Curriculum Parameters (PCN), both associated with large-scale evaluation policies. The second moment, resulting from the approval of the National Education Plan - PNE (Law No. 13,005/2014) when it defines the obligation for the country to have a single prescriptive document as a curricular policy, the Common National Base (BNCC), also associated with the State evaluation. Such reforms give centrality to performance measurement, governance by numbers and the imperatives adopted by the New Public Management. In Oliveira's words (2020):

The recommendations issued by the Summits also highlight the importance of investing in changes in teacher education as one of the central elements of educational reforms, with the aim of a necessary improvement of teacher training and the improvement of student performance indicators (2020, p. 100).

For the first moment analyzed, the axis of the reform initiated in the mid-90s of the last century was based on curricular changes and the emphasis on external evaluations under the responsibility of the Federal Government.

The approximation with the indications of international agencies is evident since Brazil's participation in the World Conference on Education for All, held in Jomtien in 1990. At that time, the country was on the list of those with the worst educational indicators. From there, a process of incorporation of recommendations produced by the World Bank, the Inter-American Development Bank (IDB), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Organization of Ibero-American States (OEI) and the Economic Commission for Latin America and the Caribbean (ECLAC) is triggered.

With regard to curricular policies, the emphasis was on propositions that prescribed a set of competencies that would be in charge of the schools to develop. The statements present in the DCN and the PCN associated this model with the four pillars present in the

Delors/UNESCO Report, namely: learning to know, learning to do, learning to live together (living with others) and learning to be (BRAZIL, 1999).

The national documents begin to reproduce the recommendations of multilateral organizations, making adjustments and/or interpretations of their own. The formulation of the normative statements echoed on the large-scale evaluation instruments that began to be carried out as a form of accountability of financing agreements, especially with the World Bank and the IDB. The *modus operandi* of the public management of the school system, as a result, is emphasizing performance and accountability, especially of teachers.

It's through this way that the policy of teacher education begins to be structured. The LDB of 1996 had already introduced a very controversial change with the creation of the so-called Higher Normal Course for the training of teachers for the initial years of schooling, with a workload lower than that required in the other degrees and can be taught in the modality of Distance Education offered by the private sector and that begins to expand.

The model centered on the prescription of competencies was incorporated in the regulations of the National Council of Education for all courses. The emphasis on performance and training through practice to the detriment of theoretical densification led to the elaboration and approval, by the National Council of Education, of a new Resolution made mandatory. The National Curriculum Guidelines for Teacher Education (Resolution CNE/CP 01/2002) prescribed "competence as a core conception in the orientation of the course" and referred directly to the curricular reform of basic education established in the National Curriculum Parameters. Professional teaching skills would also be the subject of evaluations of higher education courses. In this context, the practice acquires centrality, considering that it's the main dimension of the competency model, which resulted in the proposal to expand its workload in the curricula of teacher education.

The criticism of the notion of competencies as the axis of the composition of curricula refers to the limitation of scientific, ethical and aesthetic training in favor of immediate know-how and the mobilization of knowledge in a practical situation, as well as for associating efficiency and effectiveness of teachers to meet the needs posed by society, especially those derived from economic transformations (DIAS; LOPES, 2003).

From the above it's possible to infer that the propositions were strongly inspired by the rhetoric of the need to adapt the school to changes in the world of work and the process of globalization of the economy, especially with regard to the adoption of the competency framework. This perspective is anchored in a certain economism that reproduces in the statements of the policies for the formation of children, adolescents and

young people, and also of their teachers, the assumptions and methods proper to the world of the production of goods and services.

It's worth remembering that UNESCO, together with ECLAC and OREALC (Regional Office of Education for Latin America and the Caribbean) established, in 1992, a set of strategies for the countries of Latin America and the Caribbean to observe with a view to achieving economic growth with equity. The founding assumption was in the links between education and knowledge and aimed to produce an education in which citizenship and competitiveness were articulated through the introduction of criteria that were guided by the search for efficiency. That follows from this:

Close associations between training for work in general and training for teaching work, from the consolidation of the competence framework. The so-called competency model originates and feeds on an economist perspective of the formative processes, based on criteria of efficiency, productivity and competitiveness, which culminate in emphasizing performance and a conception of practice, dissociated from its theoretical foundations, giving room for a reduced know-how (SILVA, 2019, p. 133).

In 2015, shortly after the approval of the PNE and still without having advanced the proposition of the Common National Curricular Base document, the National Council of Education issued Resolution No. 2/2015 that was at odds with the previous regulations and in line with the revision of the DCN for basic education that sought to overcome the reductionism of the curriculum based on prescription of competencies. In addition, the document went through extensive discussion in society, which caused "broad support from the representative entities of educators, translated into several manifestations favorable to its immediate entry into force" (BAZZO; SCHEIBE, 2019, p. 671).

The resolution CNE/CP No. 02/2015 highlighted the need for greater articulation between training in higher education courses and the reality of basic education, as well as the relationship between initial training and continuing education, constituting a process of permanent improvement. In addition, it brought a non-hierarchical understanding between theory and practice through three nuclei that would constitute the courses: core of studies of general formation, of the specific and interdisciplinary areas, and of the educational field, its foundations and methodologies, and of the various educational realities; nucleus of deepening and diversification of studies in the areas of professional activity; and Center for Integrative Studies for Curricular Enrichment (BRAZIL, 2015). Regarding this document, Bazzo and Scheibe (2019) affirm:

The text, in its sixteen dense pages, is an invitation to theoretical, philosophical, political and ethical reflection on what teaching is, what composes it, what its dimensions are, how teachers are formed, what role the State has in this process,

what principles guide the common national basis for a solid formation for the teaching of basic education (2019, p. 676).

These guidelines, however, were not implemented in most of the training institutions, being reformulated in 2019, when the CNE was also the target of changes resulting from the changes in the federal government after the impeachment of Dilma Rousseff.

The changes in the Ministry of Education and in the composition of the National Council of Education were central to producing changes in the course of basic and higher education in the country. Decision-making positions are taken by people linked to business foundations and the private sector in general. In this context, measures are taken that redirect educational policies and give even greater emphasis to external evaluations and performance measurement, especially Pisa.

In particular, the elaboration of the document of the National Common Curricular Base acquires emphasis. The BNCC recovers the competency model, but in an even more prescriptive way based on the detailed statement of a list of objectives for each curricular component. Through the definition of a code related to each objective/skill, the BNCC starts to compose the reference in the elaboration of the examinations of each of the external evaluations. And it also becomes the reference for the establishment of new guidelines for teacher education.

Resolution CNE/CP 02/2019 (BNC-Formação) establishes in its Art. 3 that “based on the same principles of the general competencies established by the BNCC, the development of the corresponding general teaching competencies is required of the licensee” (BRAZIL, 2019).

The association between BNCC of basic education and BNC-Training in undergraduate courses is based on curricular standardization and the measurement of results measured in large-scale assessments. In both cases the statements are formulated on the basis of the detailed prescription of competences.

With this,

increasingly, teachers should have their training intrinsically ordered by the BNCC, formulated within a policy of curricular reorientation adopted by several countries, including Brazil, whose social, political and economic alliances are being built within the neoliberal rationality in education, which primarily meets the interests of the private sectors in its business logic (BAZZO; SCHEIBE, 2020, p. 682).

Although the educational community, through its representative entities, has manifested itself broadly and forcefully in opposition to this new resolution, the social and political context of the country between 2016 and 2022 was marked by a correlation of

forces largely favorable to the business sector, by the greater presence of business foundations in the formulation and execution of public educational policy and also by the concentration of the offer of teacher training courses in the private sector. In 2019, just over 50% of enrollments were in the distance learning modality, of which 88.7% were in the private network. In 2022 the percentage in the distance learning modality reaches 59.3%. For the Pedagogy course, which trains teachers for early childhood education and early years of elementary school, 66% of enrollment focuses on private institutions and distance courses.

4 INFLUENCE ON INITIAL TEACHER EDUCATION POLICIES IN PORTUGAL

The analysis of teacher education policies in Portugal focuses on two legislative documents published already in the twenty-first century. These legal provisions redesign the architecture of the initial teacher education system and define the legal regime of professional qualification for teaching, while revealing adherence to the discourses and arguments of a regulatory agenda not only global but also regional. The first is established in 2007, by Decree-Law No. 43/2007 of February 22 and stems from the legislative reform introduced by the so-called Bologna Process; the second is the result of the publication of Decree-Law No. 79/2014 of May 14 and introduces changes in the duration of the study cycle for child educators and teachers of the 1st and 2nd cycles of basic education, in the curricular organization and in the training components.

The 1990s of the 20th century were marked by debates about the models of initial teacher education and about the responsibility of these professionals in promoting greater social justice (NÓVOA, 1992; MILK; FERNANDES, 2014). At the same time, the status of practice in initial training and its complex relationship with theory were discussed, within the framework of the three models of training in dispute at the time: theorist/empiricist; sequential and integrated (MESQUITA; MACHADO, 2017). Although it does not neglect the formation of a theoretical nature, the theoricist/empiricist model is based on a hyper valorization of professional practice, *locus par excellence* of the acquisition of teaching knowledge. The sequential model encompasses two components. At first, the training focuses on the scientific component of the area of knowledge; in a second on the theoretical and practical pedagogical component, the latter taking the form of supervised internship. The third model is based, from the beginning of the course, on the integration of

basic scientific training, pedagogical training in its theoretical aspect and pedagogical practice, with the latter two progressively increasing in weight throughout the study plan.

Portugal's accession to the Bologna Process will have significant repercussions on the initial teacher education model. Under the aegis of the creation of a European area of higher education, a process of harmonization of higher education systems is initiated, which currently has 49 countries on the European continent and whose foundational element is the signing of the Bologna Declaration in 1999. On the website dedicated to the European Higher Education Area it can be read that its main objectives are to increase the mobility of staff and students and facilitate employability, with the acceding states committing themselves to ensuring the compatibility and strengthening of their quality assurance systems. The Bologna Process is the instrument of supranational public action fundamental to ensure the construction of the European area of higher education within the framework of what we can call, to paraphrase Roger Dale, a regionally structured agenda.

The Bologna Process stipulates the organization of the higher education system in three cycles - undergraduate, master's and doctoral - the creation of an ECTS (European Credits Transfer System) credit system and quality assurance and accreditation systems for higher education institutions and their courses. The implementation of the process in Portugal begins with the publication of the legal regime of degrees and diplomas (Decree-Law No. 74/2006 of March, 24th) not before the Portuguese government has requested a set of evaluations from supranational organizations such as the OECD (2006) and the European Association for Quality Assurance in Higher Education (ENQA, 2006). It's within the framework of these evaluations and the requirements imposed by the adherence to the Bologna Process that, in 2007, a new regime for the evaluation of the quality of higher education is published (Law No. 38/2007 of 16 August) and the Agency for Evaluation and Accreditation of Higher Education (A3ES) is created (Decree-Law No. 369/2007 of 5 November), based on the European Framework for Quality Assurance in Higher Education, responsible for the evaluation and accreditation of courses (LEITE; FERNANDES; SOUSA-PEREIRA, 2017).

The creation of the European area of higher education and the Bologna process are well the example of the role of international organizations, in this case, the European Commission, in defining an educational policy that replicates what Verger (2019) calls educational jargon, where they pontificate words such as quality, evaluation and indirectly accountability, revealing adherence to the principles of managerialism and the New Public Management.

The publication of Decree-Law No. 43/2007 stems from the need to adapt the initial training of teachers to the changes introduced by the Bologna Process and establishes the new qualification regime for teaching. Entry into the teaching profession is only allowed to those who hold a Master's degree in Teaching. The master's degree thus appears in the legislative diploma, as the condition for “a quality teaching staff, increasingly qualified [...], with the quality of teaching and learning outcomes strictly articulated with the quality of the qualification of educators and teachers” (PORTUGAL, 2007, p. 1320).

The model of initial teacher education advocated privileges the sequential logic that organizes training in two cycles of studies, with the completion of graduation in a given area of knowledge being the fundamental requirement for access to master's degrees in teaching. Following closely the guidelines of the European Commission for initial teacher education (CEC, 2007), the study plan of the master's degrees in teaching includes four training components that in total can vary between 60 and 120 credits, depending on the degree of education in which the future teacher will teach: i) general educational training; ii) specific didactics; iii) supervised teaching practice; iv) training in the area of teaching.

In 2010, the European Commission publishes a document setting out a set of priority actions to be carried out by the various member states in the context of improving the quality of teachers. These actions include, among others: improving teachers' skills; make recruitment and selection more effective to improve the quality of teacher education; improve and ensure the quality of the teacher training system for teaching (EUROPEAN COMMISSION, 2010). Seeking to respond to these guidelines, the Portuguese government approves a new legal regime of qualification for teaching (Decree-Law No. 79/2014). It reiterates the sequential orientation of teacher education that has become totally hegemonic with this diploma. Echoing the need to improve the quality of teacher education, the diploma uses various legitimation arguments - “international studies”, “analyses and syntheses of independent organisations such as the OECD and Eurydice” and good practices, such as the Finnish case - to reinforce the idea of the relationship between the level of teacher training and the quality of the education system. In this sense, a more rigorous and demanding training is advocated “in particular in the knowledge of the subjects of the teaching area and in the respective didactics” (PORTUGAL, 2014, p. 2819), and the Knowledge Evaluation Test is regulated.

This test, which aims to evaluate the written and oral command of the Portuguese language and the rules of argumentation, is the responsibility of each institution and the approval together with the undergraduate diploma become the necessary conditions for entry into the master's degrees in teaching. The curricular structure maintains the four

training components stipulated in the previous diploma, and there is now greater flexibility in the distribution of the respective credits.

The training in the area of teaching aims to complement or deepen knowledge of the area of training and necessary for the teaching of the disciplines for which the master's degree enables. The training in the general educational area is aimed at the acquisition of knowledge in the field of Educational Sciences. The training in specific didactics is intended for the acquisition of knowledge related to the teaching of the disciplines that will teach. Finally, the Initiation to Professional Practice aims to provide future teachers with the experience of education and teaching situations through observation, collaboration and supervised practice, and experiences of planning and evaluation in articulation with the cooperating teachers of the schools. The cycle of studies culminates with the presentation of a report on professional practice, integrating a research dimension and discussed in public tests.

The reforms carried out in the various countries show the existence of multiple trends and very different models of initial teacher education (FLORES, 2016; FLOWERS; SCALLOP; SILVA; ALMEIDA; 2016; ROBERTS; MOGARRO, 2019), despite the effort of international organizations, namely the OECD and the European Commission, to build a single thought on what a quality teacher training system should be. In the Portuguese case, the reforms of the legal regime of qualification for teaching indicate adherence to the guiding principles issued by international organizations, and the influence of the European Commission on the design of the teacher education system, its guiding principles and quality assurance mechanisms is particularly evident.

5 FINAL CONSIDERATIONS

The present study aimed to discuss the influences of global trends emanating from multilateral agencies for education, with the focus on public policies for initial teacher education in Brazil and Portugal. The agenda of recommendations has privileged pedagogical political orientations based on a set of competencies that can serve as a parameter of quality, a notion filled by hegemonic patterns oriented by the market and linked to the interests of neoliberal aspirations.

As a result, from the study, it was observed that teacher education policies acquire centrality in the global regulatory agenda, and it's possible to note, in both countries, that the propositions express such assumptions, especially the guidelines propagated by the

OECD and the European Commission. In the name of a supposed effectiveness of the national educational systems and the improvement of the competences of teachers and students, the set of propositions, of a pragmatic character, related to “know-how” and based on “good practices”, unfolds in elements of an evaluative nature and in devices that exert greater control over the training and the teaching work, significantly profitable and in accordance with the current logic.

Neoliberal rationality has already been shown to be incompatible with practices that allow the construction of a horizon of social justice, with harmful implications for education that, consequently, mischaracterize pedagogical work and teacher training, contributing to the aggravation of processes of exclusion and educational inequality.

In spite of the attacks of the dominant ideological perspective and the interference of the regulatory agenda for education that imputes hegemonic patterns according to market desires, it's worth mentioning that in view of the singularities of local contexts and their different accommodations, the scenario signals the need for research of recontextualization movements that will lay bare the effects of such logics on educational practice and, thus, they can compose coping strategies and envision more humane and democratic alternatives.

REFERENCES

BALL, Stephen J. Novos Estados, nova governança e nova política educacional. In: Apple, M.W., Ball, S.J. e Gandin, L.A. (org.) *Sociologia da Educação - análise internacional*. Porto Alegre: Penso, p. 177-189, 2013.

BALL, Stephen J. Política Educacional Global: reforma e lucro. *Revista de Estudios Teóricos y Epistemológicos en Política Educativa*– RETEPE, v. 3, p. 1-15, 2018.

BAZZO, Vera; SCHEIBE, Leda. De volta para o futuro... retrocessos na atual política de formação docente. *Revista Retratos da Escola*, Brasília, v. 13, n. 27, p. 669-684, set./dez. 2019.

BRASIL. MEC. *Parâmetros Curriculares Nacionais*. Brasília. 1999.

BRASIL. Conselho Nacional de Educação. *Resolução 01/2002*. Diretrizes Curriculares Nacionais para Formação de Professores. Brasília, CNE/CP, 2002.

BRASIL. Conselho Nacional de Educação. *Resolução 02/2015*. Define as Diretrizes Curriculares Nacionais para a formação inicial em nível superior (cursos de licenciatura, cursos de formação pedagógica para graduados e cursos de segunda licenciatura) e para a formação continuada. Brasília. CNE/CP. 2015.

BRASIL. Conselho Nacional de Educação. *Resolução 02/2019*. Define as Diretrizes Curriculares Nacionais para a Formação Inicial de Professores para a Educação Básica e

institui a Base Nacional Comum para a Formação Inicial de Professores da Educação Básica (BNC-Formação). Brasília. CNE/CP. 2019.

COMMISSION OF THE EUROPEAN COMMUNITIES. *Improving the Quality of Teacher Education*. Brussels. Commission of the European Communities. July, 2007.

DALE, Roger. Globalização e educação: demonstrando a existência de uma “cultura educacional mundial comum” ou localizando uma “agenda globalmente estruturada para a educação”? *Educação, Sociedade e Culturas*, Porto, v. 16, p. 133-169, 2001.

DELORS, Jacques. *Educação um tesouro a descobrir*: relatório para a Unesco da Comissão Internacional sobre Educação para o século XXI, 1996.

DIAS, Rosanne Evangelista; LOPES, Alice Casimiro. Competências na formação de professores no Brasil: o que (não) há de novo. *Educ. Soc.*, Campinas, *CEDES*, v. 24, n. 85, p. 1155-1177, dezembro 2003.

ENQA. *Quality assurance of higher education in Portugal: An assessment of the existing system and recommendations for a future system*. Helsinquia. European Association for Quality Assurance in Higher Education. 2006.

EUROPEAN COMMISSION. *Improving teacher quality: the EU agenda*. Brussels. European Commission. April, 2010.

FLORES, Maria Assunção (2016) O futuro da profissão de professor. In: SPAZZIANI, Maria de Lurdes (Org). *Profissão Professor: cenários, tensões e perspectivas*. São Paulo: Editora Unesp, 2016. p. 332-355.

FLORES, Maria Assunção; VIEIRA, Flávia; SILVA, José Luís Coelho; ALMEIDA. Integrating research into the practicum: Inquiring into inquiry-based professional development in post-Bologna Initial Teacher Education in Portugal. In: FLORES, Maria Assunção; AL-BARWANI, Thuwayba (Eds.). *Redefining Teacher Education for the post-2015 Era: Global Challenges and Best Practice*. New York: nova Publisher, 2016. p. 109-124.

LEITE, Carlinda; FERNANDES, Preciosa. Avaliação, qualidade e equidade. *Avaliação*, Campinas; Sorocaba, SP, v. 19, n. 2, p. 421-438, jul. 2014.

LEITE, Carlinda; FERNANDES, Preciosa; SOUSA-PEREIRA, Fátima. Post-Bologna policies for teacher education in Portugal: tensions in building professional identities. *Profesorado. Revista de Currículum y Formación de Profesorado*, v. 21, n. 1, p. 181-201, Enero-Abril, 2017.

MESQUITA, Elza; MACHADO, Joaquim. Formação inicial de professores em Portugal: evolução e desafios. In: NETO, Shigunov; FORTUNATO, Ivan (org.) *Educação Superior e Formação de Professores: questões atuais*. São Paulo: Edições Hipótese, 2017. p. 97-115.

NÓVOA, António. Formação de professores e profissão docente. In: NÓVOA, A. (ed.). *Os professores e a sua formação*. Lisboa: Publicações Dom Quixote, 1992. p. 13-33.

OCDE. *Melhores competências, melhores empregos, melhores condições de vida: uma abordagem estratégica das políticas de competências*. Paris. OCDE, 2014.

OECD. *Reviews of National Policies for Education: Tertiary Education in Portugal*. Paris. OECD. 2006.

OECD. *Better Policies for better lives*. OECD 60th anniversary. Paris. OECD. 2020.

OLIVEIRA, Dalila Andrade. Políticas itinerantes de educação e a reestruturação da profissão docente: o papel das cúpulas da OCDE e sua recepção no contexto brasileiro. *Currículo sem Fronteiras*, v. 20, n. 1, p. 85-107, jan./abr. 2020.

PORTUGAL. Decreto-lei nº 43, de 22 de fevereiro de 2007. Institui o regime jurídico da habilitação profissional para a docência na educação pré-escolar e nos ensinos básico e secundário. *Diário da República*, série 1, n. 38, p. 1320-1328, 2007a.

PORTUGAL. Decreto-lei nº 369, de 5 de novembro de 2007. Institui a Agência de Avaliação e Acreditação do Ensino Superior. *Diário da República*, série 1, n. 212, p. 8032-8040, 2007b.

PORTUGAL. Decreto-lei nº 79, de 14 de maio de 2014. Institui o regime jurídico da habilitação profissional para a docência na educação pré-escolar e nos ensinos básico e secundário. *Diário da República*, série 1, n. 92, p. 2819-2828, 2014.

ROBERTSON, Susan L.; SORENSEN, Tore. O PROGRAMA DA OCDE TALIS: enquadrando, medindo e vendendo professores de qualidade. *Currículo sem Fronteiras*, v. 20, n. 1, p. 43-61, jan./abr. 2020.

RODRIGUES, Filomena; MOGARRO, Maria João. Os currículos de formação inicial de professores: aproximações e distanciamentos em dois países europeus. *Revista Lusófona de Educação*, n. 46, p. 75-91, dezembro 2019.

SILVA, Monica Ribeiro. Impertinências entre trabalho, formação docente e o referencial de competências. *Retratos da Escola*. Brasília, v. 13, n. 25, p. 123-135, jan./mai. 2019.

VERGER, Antoni. A política educacional global: conceitos e marcos teóricos chave. *Práxis Educativa*, Ponta Grossa, v. 14, n. 1, p. 9-33, jan./abr. 2019.