

Continuous teacher training: legal milestones and perspectives in Brazil and Portugal

*Formação contínua de professores:
marcos legais e perspectivas no Brasil e em Portugal*

*Formación continua docente:
marcos legales y perspectivas en Brasil y Portugal.*

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Abstract: This article deals with continuing education policies and the perspectives that guide them in the municipal network of Rio de Janeiro, Brazil and in the network of municipality Z, Portugal. Dialoguing with authors such as Flores (2000, 2018, 2021; Flores & Day, 2006) and Nascimento et al. (2017, 2023), the article deals with research on continuing teacher education policies. The methodology included online questionnaires, remote and/or face-to-face semi-structured interviews and visits to teacher training centers in both countries. The results show that continuing education initiatives in the analyzed contexts are still closely related to the offer of courses, seminars, lectures in a school or transmissive logic, although more interactive, collaborative and practical formats are also registered, from the perspective of “situated learning” (Flores, 2021), committed to the realities of teaching in its multiple dimensions.

Keywords: Teacher training policies; Continuing teacher training; Brazil – Portugal.

Resumo: Este artigo trata de políticas de formação continuada e as perspectivas que as guiam nos âmbitos da rede municipal do Rio de Janeiro, Brasil e na rede do município Z, em Portugal. Dialogando com autores como Flores (2000, 2018, 2021; Flores & Day, 2006) e Nascimento et al. (2017, 2023), o artigo trata de uma pesquisa sobre políticas de formação contínua docente. A metodologia contou com questionários online, entrevistas semiestruturadas remotas e/ou presenciais e visitas aos centros de formação de professores de ambos os países. Os resultados apontam que iniciativas de formação contínua nos contextos analisados está ainda muito relacionada com a oferta de cursos, seminários, palestras em uma lógica escolar ou transmissiva, embora também se registrem formatos mais interativos, colaborativos e práticos, na perspectiva da “aprendizagem situada” (Flores, 2021), comprometido com as realidades do trabalho docente nas suas múltiplas dimensões

Palavras-chave: Políticas de formação docente; Formação contínua de professores; Brasil – Portugal.

Resumen: Este artículo aborda las políticas de educación continua y las perspectivas que las orientan en la red municipal de Rio de Janeiro, Brasil y en la red del municipio Z, en Portugal.

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Dialogando con autores como Flores (2000, 2018, 2021; Flores & Day, 2006) y Nascimento et al. (2017, 2023), el artículo aborda investigaciones sobre políticas de formación continua docente. La metodología incluyó cuestionarios en línea, entrevistas semiestructuradas remotas y/o presenciales y visitas a centros de formación docente de ambos países. Los resultados indican que las iniciativas de formación continua en los contextos analizados siguen muy relacionadas con la oferta de cursos, talleres, conferencias en una escuela o lógicas transmisivas, aunque también existen formatos más interactivos, colaborativos y prácticos, desde la perspectiva del “aprendizaje situado”. (Flores, 2021), comprometido con las realidades del trabajo docente en sus múltiples dimensiones.

Palabras clave: Políticas de formación docente; Formación docente continua; Brasil – Portugal.

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Introduction

This article aims to discuss the continuous training of teachers in two education networks, one Brazilian and one Portuguese, based on the results of studies carried out in both countries.

The introduction seeks to reflect on teacher training policies in the scenario of international influences that fall on them. Next, the process of constructing the research object is briefly presented. After describing the methodology used in the studies (second section), the results of the two realities, their singularities and approximations with regard to continuing teacher education are presented.

In recent years, especially since the 1970s, the world has undergone profound political, economic and social changes and education, as a social phenomenon, has not been left on the sidelines of these changes.

The school, due to the importance it has in the relationship of societies with the knowledge they produce and/or appropriate, is the place where “forces, influences and interests of various kinds (formative, ideological, political, economic, social...) interact” (Palácios, 1979, p. 1). Thus, the school, because it is inevitably at the point of intersection between so many factors, often becomes an institution “inclined to be controlled by one purpose or another and, particularly, prone to criticism” (Palácios, 1979, p. 1).

Teachers, in turn, have been repeatedly held exclusively responsible for the failure of students and the training of these professionals has come to be questioned and considered insufficient and deficient, giving rise to numerous reforms, both in the context of school curricula and teacher training.

In this scenario, international organizations³ began to determine the goals that countries should achieve, including those that refer to the field of education. Maués (2003, p. 97) points out that the reforms proposed from then on "have the character of stimulating competitiveness, of placing financial aspects as determinants of the choices of conceptions of knowledge" and draws attention to the process of commodification of education. Education would thus be contaminated by the discourses of effectiveness, profit and competitiveness.

Also, Lemos (2014, p. 229), referring to educational policies in Portugal, points out that "today it seems irrefutable that the OECD has constituted, since its foundation, an institution with significant influence in the construction, regulation and evaluation of public education policies (and several others) of member countries⁴ and even several others". Regarding the competitive nature of the proposed guidelines, the author states that, in the 1990s, a new phase of action of this organization began, "marked by the production and use of educational indicators that introduced a dimension of comparability between countries" (Lemos, 2014, p. 231). According to the author, this new form of action is "reinforced by the emergence of PISA,⁵ which, by ensuring conditions for comparability of educational results, influences an orientation towards the results of countries' education policies" (Id., p. 231).

Also, within the scope of these international guidelines, reforms in teacher training originate in the Brazilian context, which, according to Maués (2003), are anchored in some constitutive elements such as the emphasis on practical training/ validation of experiences, distance education and pedagogy of skills.

Continuing education is also an integral part of the reforms that have been implemented since then. Using a 1998 CERI publication,⁶ Maués (2003, p. 104) points out that this issue is posed "as a requirement for the modernization of education systems". According to the author, the OECD identifies at least six objectives for this type of training:

The adaptation of skills to the new context, the possibility of applying the changes determined by the central administration, the possibility of applying the new strategies concerning teaching practice, the exchange of information and skills among teachers, helping weaker teachers to improve their efficiency (Maués, 2003, p. 104).

³ The Organization of American States (OAS), the Inter-American Development Bank (IDB), the World Bank (WB), the European Union (EU), and the Organization for Economic Cooperation and Development (OECD) are some of the organizations that have been at the forefront of educational policy definitions in the world (Maués, 2003).

⁴ Member states of the European Union.

⁵ PISA - Programme for International Student Assessment

⁶ Centre pour la Recherche et l'Innovation dans l'Enseignement - belonging to the OECD.

As can be seen, the terms used (adaptation, skills, efficiency...) and the expected actions express intentions aimed at conforming/accommodating teachers and adapting to the requirements of the central administration and/or governments. The terms, imported from the corporate world, denote the need to meet the requirements of an increasingly market-oriented society. It is also inferred that continuous training, in this perspective, represents a compensatory strategy as a way to repair the deficiencies of initial training in the light of the disability paradigm (Eraut, 1987). In turn, the model of competences in teacher education, which gained great prominence in the educational literature from the late 1990s, seems to originate from the use made of this same notion in the world of industry and companies.

It is in this scenario that we have been studying, in recent decades, teacher training, especially the policies and practices of continuous training and support for professional insertion (cf. Nascimento *et al.*, 2017, 2023 Flores, 2000, 2018, 2021; Flores & Day, 2006). The research "School and teacher training: perspectives and actions of professional induction developed by schools of the municipal network of RJ" was developed by the Group of Studies and Research on Profession and Teacher Training (GEPROD), of the Federal University of Rio de Janeiro (UFRJ), between 2021 and 2023 and had as main objective to analyze training actions triggered by the school and its management team, with evidence of professional induction, in the context of schools belonging to the public education network of the Municipality of Rio de Janeiro.

The focus of the research developed by GEPROD, over the last 12 years, has been the policies of continuous teacher training, within the scope of the Municipal Department of Education of Rio de Janeiro, especially those aimed at teachers who are in a situation of professional insertion. These investigations have been expanded, seeking to listen to other subjects, who work in different education networks⁷, about opportunities for continuing teacher education.

More recently, in the context of a post-doctoral internship, carried out at the Institute of Education of the University of Minho, we sought to expand this universe, knowing policies and practices of continuous training directed, above all, to teachers at the beginning of their careers and carried out in Portugal. We opted for the articulation of the study with the investigations of the Center for Research in Child Studies (CIEC) of the University of Minho, which has as one of its principles to promote training and support to professionals who work

⁷ More recently, teachers from the state network of Espírito Santo and the municipal network of Serra do Ramalho, Bahia.

with children, including educators, teachers... and other professionals who work in education, health and service (<https://www.ie.uminho.pt/pt/investigacao/Paginas/CIEC.aspx>).

In this article, the intention is to discuss the results of these different studies, with regard to the continuous training of teachers, in order to identify the meanings and logics that prevail in policies and practices in the Brazilian and Portuguese contexts.

Methodology

In the Brazilian context, the study was developed through the articulation of different data construction and analysis strategies, organized in the format of a case study. It involved consulting different documents that standardize the functioning of schools with regard to reception and teacher training in these spaces.

It also involved the application of exploratory questionnaires for pedagogical coordinators who worked with teachers in the early years of elementary school (first to fifth grade) and for teachers who joined the network in 2021, to work in this segment of teaching. The application of these questionnaires (in online format) was thought due to the presumed high number of participants in the research and the need to obtain information about the subjects and the professional contexts where they worked.

A huge challenge presented itself at this stage of the research: the difficulty of obtaining the return of the questionnaires. Despite all the efforts made, we consider that the difficulty of these professionals to answer a questionnaire, at least in part, occurred due to the enormous complexity experienced by them in schools, in a time of gradual return of face-to-face classes (2022), after two years of remote and hybrid moments, due to the COVID-19 pandemic. In the municipal education network of Rio de Janeiro (*locus* of research in the Brazilian context), this return to face-to-face activities was only normalized throughout 2022.

Finally, individual and/or collective interviews were conducted with seven pedagogical coordinators who agreed to participate more effectively in this stage of the research. The interviews took place remotely because they were carried out in the second half of 2022, during the period in which the education network was transitioning from the remote to the face-to-face format. We understand that these professionals were living a unique moment in their professional lives, with a work demand not imaginable in other times and that they were very generous in taking the time to talk to the research group. All subjects who participated in the study, via questionnaire and/or interview, signed the Free and Informed Consent Record (ICF), allowing the recording of the conversation

and the use of responses to the questionnaires for research purposes. The conclusion of this study took place in January 2024 and the report produced was sent to the Carlos Chagas Filho Foundation for Research Support of the State of Rio de Janeiro (FAPERJ - funding agency that supported the research).

In the Portuguese context, due to the short time to carry out the research, an investigation focused on a systematic literature review was initially proposed to elaborate a synthesis of evidence from studies in this context. The key criterion for the selection of sources fell on publications of research reports or experiences with (and about) beginning teachers, with evidence of teaching induction, which brought data from Portugal.

An initial literature review was carried out in the SciELO Portugal - Scientific Electronic Library Online and RCAAP - Open Access Scientific Repositories of Portugal databases. The following descriptors were used: public education policies, novice teachers, beginning teachers, continuous teacher training in different combinations. Papers that presented data from other countries, including Brazil, and those focused on a specific area of knowledge were excluded.

In the survey, many studies were found that presented data referring to the Brazilian context and some to the Angolan context. Five studies that dialogued more directly with the present study and that brought data from Portugal were then selected. A search was also carried out from the bibliographic references of these selected works. Thus, four other works were located that presented data from the Portuguese context for dialogue with this investigation. A survey of Portuguese legislation dealing with teaching work, especially continuing teacher education and professional insertion, was carried out. The dialogue with this legislation and with the selected works will be presented throughout this text.

Due to the scarcity of works that presented data from Portuguese realities, it was decided to make adjustments to the initial project, including an exploratory empirical work in a School Association Training Center (CFAE), located in a Portuguese municipality, which we will call Municipality Z. Thus, a contact was established with the Center's pedagogical consultant and a visit was scheduled and carried out on 12/19/23. However, unforeseen events prevented a conversation with the Center's management from happening. At the time, only one visit to the physical space and a conversation with the CFAE technical assistant were held. A new visit was made on 01/16/24 and, on that occasion, a conversation was held with three teachers who were part of the management team: the pedagogical consultant, the digital ambassador and the CFAE director. This conversation aimed to know, in context, the policy aimed at the continuous training of teachers in Portugal, their conceptions of teacher training

and professional induction and to identify intentional training and monitoring actions developed within the scope of this center. At that time, information about the study was given and the free and informed consent record (ETS) was signed, allowing the conversation to be recorded on audio for the purposes of the investigation only.

At the press conference, it was defined that a conversation with the principals of the seven school groups that are part of this Center would be held in February, in a meeting with the CFAE team. However, because this meeting was not held until the end of February, an email contact was made at the beginning of March with the management of these groups. Then, a telephone contact was also established in an attempt to schedule an interview, this time individually with each director. A few days later, all emails were resent, obtaining the return of four of the seven directors.

A conversation was scheduled with each one, one remotely with the director of Group 1⁸ and three in person with the other directors. The remote interview was carried out through the Zoom platform, on 03/18, at 8 pm. Visits to the other three groups and interviews with their directors were carried out on 03/19, at the headquarters of these groups. At the time of the interviews, the directors were given additional⁹ information about the study that was being carried out and the Free and Informed Consent Record (ETS) was signed.

The conversations with the directors followed an open script with questions related to the objectives of the study. The transcription of the audios, as well as the organization of the information collected and the production of the data was then carried out. For the analyzes, several readings of the transcribed material were carried out, highlighting the approximations between the answers, divergences and unusual and privileged information. The interpretation of the data was made considering the Portuguese legislation consulted, the authors who support the main axes of the research and the authors who address the themes of continuing education and professional insertion in the Portuguese context, in addition to the reports of the interviewed subjects.

The research scenarios: The education networks of RJ, Portugal and municipality Z

The following is a brief characterization of the education networks that constituted the empirical field of the studies carried out and later the discussion on the data referring to continuing education in both contexts.

⁸ To ensure the anonymity of the participants, the groupings will be named A1, A2, A3 and A4.

⁹ The four directors interviewed are men.

The municipal education network of Rio de Janeiro has 1555 school units¹⁰ in operation, which serve a total of 610,517 students¹¹. They are very different from the point of view of the type of service they offer: there are exclusive schools for each of the segments and modalities of teaching (Early Childhood Education, Elementary School I, Elementary School II, Special Education, Youth and Adult Education) and there are also schools that serve more than one modality or segment of teaching. There are no high schools for secondary education because, according to Brazilian legislation, this is the level of education that is under the responsibility of the states and not the municipalities.

Regarding the organizational structure, the Municipal Department of Education of Rio de Janeiro (SME) has a central level and eleven Regional Education Coordinators (CRE), which cover the different regions of the municipality. The CREs are intermediate bodies between the SME and the schools and are responsible, among other duties, for planning, organizing enrollments, monitoring the work carried out by the schools and daycare centers in their area of coverage, as well as monitoring the public policies emanating from the SME.

According to data on the website of the Department of Education¹², 49% of students in the municipal network are served full-time (student workload of 7 hours per day) and 51%, part-time, in schools that have 2 shifts of classes (student workload of 4.5 hours per day).

The network has 41,689 teachers with different work regimes. There are professionals who perform the same functions, but with very different work regimes, as shown in the following table:

Table 1 – Teacher work regime Municipal Department of Education

| CARGO | JORNADA | QUANT. PROFESSOR |
|---|------------|------------------|
| PROFESSOR ADJUNTO DE EDUCAÇÃO INFANTIL | 40 HORAS | 2638 |
| PROFESSOR DE EDUCAÇÃO INFANTIL | 22,5 HORAS | 2449 |
| | 40 HORAS | 4355 |
| PROFESSOR DE ENSINO FUNDAMENTAL-ANOS FINAIS | 40 HORAS | 6092 |
| PROFESSOR DE ENSINO FUNDAMENTAL-ANOS INICIAIS | 40 HORAS | 5356 |
| PROFESSOR I | 16 HORAS | 9635 |
| | 30 HORAS | 39 |
| PROFESSOR II | 22,5 HORAS | 9799 |
| | 40 HORAS | 1326 |
| TOTAL GERAL | | 41689 |

Source: <https://educacao.prefeitura.rio/educacao-em-numeros-x/>

¹⁰ Data collected on 05/20/24 at <https://educacao.prefeitura.rio/educacao-em-numeros-x/>. This page was updated in May 2024.

¹¹ Data from May 2024.

¹² <https://educacao.prefeitura.rio/educacao-em-numeros-x/>

Considering that teacher I is the designation given to the teacher who works in the final years of elementary school (sixth to ninth grade) and that teacher II works in the early years or in Early Childhood Education, we found that there are teachers with different weekly workloads within each of these segments. This, certainly, is a peculiar characteristic of this education network, which has been expanding, since 2011, the workload of its teachers. All the last public exams were for teachers with a working day of 40h/week.

For the purpose of a more contextualized and expanded understanding of these realities, the following demographic data are considered here:

- Brazil: 203,062,512 inhabitants (IBGE, 2022)
- Municipality of RJ: 6,211,223 inhabitants (IBGE, 2022)
- Portugal: 10,444,200 inhabitants (Pordata, 2022)
- Municipality visited: 140,000 inhabitants (Municipality Z portal, 2024)

As can be seen, the population of Portugal corresponds to about 5% of the Brazilian population and the population of Municipality Z corresponds to a little more than 2% of the population of the city of RJ.

With these realities as a background, a summary table on the education networks involved in the studies that gave rise to this article follows.

Table 2 - summary table on education networks in Rio de Janeiro, Portugal and Municipality Z:

| | Schools | Students 1st to 9th grade | 1st to 9th grade teachers | CH students / week | CH teachers/ week | Schools /Training Centres |
|---|---------|---------------------------|---------------------------|---|-----------------------------------|---------------------------|
| Municipal Education Network RJ | 1555 | 610,517 | 41,689 | 35h – 49% 10:30 pm – 51% | Variable – between 16h and 40h | 1 teacher training school |
| Education network of Portugal | 5540 | 811,404 | 133,389 | 25h – 1st cycle 30h – 2nd and 3rd cycles | 35h | 92 CFAEs |
| Education network of the municipality visited (Z) | 78 | No consistent information | No consistent information | Not applicable: Portuguese system | Not applicable: Portuguese system | 1 CFAE |

Source: elaboration by the authors

Although it is not the intention to make a comparison between geographic, social and political territories of such different scopes and dimensions, it is possible to reflect on these statistical data, noting that the Portuguese education network has a little more than three times the number of schools in the municipal network of RJ, 1/3 more students enrolled and three times the number of teachers in professional practice. As for the number of school units in Municipality Z, it appears that this corresponds to about 5% of the number of schools in the Municipality of RJ. This gives us a dimension of the enormous complexity that training actions involve in each of these territories and the scope of action of schools / centers for continuous teacher training.

Continuing education in public schools in Rio de Janeiro and Municipality Z: some results of the studies carried out

In this section we present the results of the research carried out in both countries, also summoning the existing legal framework within the scope of continuing teacher education.

Continuing education: legal and contextual framework

In the years in which the research was carried out in Rio de Janeiro, the continuous training of teachers was in charge of different instances linked to the Municipal Department of Education: (1) it was one of the fronts of action of the Undersecretariat of Education (SUBE), an agency directly linked to the Department of Education, which aimed to "ensure the continuous improvement of the learning outcomes of the SME"; (2) it was also the responsibility of the Paulo Freire Training School, an institution responsible, from 2012, for promoting actions aimed at the selection, professional insertion and continuous training of teachers.

In addition to these instances that were part of the central level of the education system, it was foreseen that, in each geographic region, pedagogical actions would be coordinated by the Education Management of each Regional Education Coordination (CRE). At the school level, continuous training is the responsibility of the management team of each school, especially the Pedagogical Coordination, in schools where this function exists.

The Paulo Freire Training School, mainly responsible for continuing education, was created in 2012 by decree 35.602 of 05/09/2012 and is located in the center of the city of Rio de Janeiro. According to what is published on its website¹³, it is a space for the production of

¹³ <https://www.rio.rj.gov.br/web/epf>

pedagogical knowledge and practices to subsidize the planning and implementation of the Carioca Teacher Training Policy. Its objectives are to value and train teachers and management teams, offering continuous training in the various areas of knowledge.

In the Portuguese context, according to the PORTADA platform¹⁴, which is a base of certified statistics from Portugal, its municipalities and Europe, there are about 5,540 school establishments in Portuguese territory that serve basic education, that is, the first nine years of compulsory schooling and secondary education. Enrollments in basic education are of the order of 811,404 students, 31,149 in the first cycle (from the first to the fourth year) and 102,240 in the second and third cycles (from the fifth to the ninth year). There are 133,389 teachers working in the three cycles of basic education. The workload for the first cycle is 25 hours per week, moving to 30 hours in the second and third cycles of basic education.

Decree-Law 408, of November 1989, aimed to discipline the career structure of teaching staff in pre-school education and basic and secondary education. An essential aspect of this first legislation is the regulation of a single career for the teaching of primary and secondary education (Grochoska, 2015). The workday is 35 hours per week for all these teachers, with about 25 hours for activities in front of the classes and the remaining 10 hours per week for non-learning activities, something around 30% of the total workload. In this time, the teacher can carry out training, studies and planning. Thus, training can be carried out within the teachers' working hours, although outside the hours in which they are in the classroom with their classes.

The system of continuous teacher training in Portugal was institutionalized in 1992 with the publication of Decree Law No. 249/92, of November 9. The Training Centers of the Association of Schools (CFAE) appeared as an important organizational innovation, with the purpose of instituting in Portugal a system of continuous teacher training, in addition to other training entities such as universities, professional associations and the Ministry of Education. The CFAE play an important role in the implementation of the continuous training policy in Portugal.

Currently (2024), the CFAE are governed by the Legal Regime for Continuing Teacher Education (RJFCP) - Decree-Law No. 22/2014 of February 11th, which was announced as a "paradigm" change for the continuing education system in articulation with the objectives of transnational, national and local educational policy, focusing on improving the quality of teaching and learning and, therefore, school results (Oliveira, 2021). The Decree establishes, in art. 10, which

¹⁴ <https://www.pordata.pt/portugal> (updated June 2023)

"are training entities not only CFAE, but also higher education institutions, training centers for non-profit professional or scientific associations and, more specifically, the central services of the Ministry of Education and Science, as well as other public, private or non-profit cooperative entities accredited for this purpose" (Portugal, 2014). However, the role of CFAE as "training entities with statute, powers, constitution and operating rules established by decree-law" (Portugal, 2014, art. 11º).

It is Decree-Law No. 127/2015, of July 7th, which approves the rules governing the constitution and operation of the Training Centers of the Association of Schools (CFAE). It establishes that CFAEs are responsible, among other aspects, for identifying training needs, in cooperation with the bodies of the associated schools; preparing and implementing training plans; managing a scholarship of internal trainers, certified as trainers by the competent entities; certifying training actions; promoting and disseminating training initiatives; creating, managing and disseminating educational resources to support professional practices, monitoring pedagogical projects (Portugal, 2015). The CFAE are, today, an organizational reality, conceived as training entities, closer and with a strong connection to schools. What is observed is that there is a consolidated continuous training policy in Portugal and that it manages to be present throughout the national territory through the 92 Training Centers of the Association of Schools (CFAE) spread throughout the country.

As continuous training is the responsibility of a school or training center, both in the Portuguese context and in the Rio de Janeiro education network, it constitutes an approximation of these realities within these different systems.

Training opportunities and logics

In Rio de Janeiro, the Paulo Freire Training School (EPF) is mainly responsible for the training of acting teachers, in addition to being responsible for the selection, reception and monitoring of teachers who join the network. As this article focuses on the continuous training of teachers, the data referring to the selection, reception and monitoring of incoming teachers will not be discussed here. In the research carried out by GEPROD, it was found that, among the main strategies for continuous training, aimed at the thousands of teachers who are part of the network, are the launch of notices for financial support to teachers who are attending the master's or doctorate and the offer of courses and lectures in person, semi-presence and distance learning.

To support teachers enrolled in a *stricto sensu* postgraduate course and whose studies focus on the education network itself, 100 scholarships per year are granted, intended to cover some expenses inherent to the dedication to studies.

It is an initiative to encourage the development of research projects aimed at improving educational practices in the schools of the Municipal Public Education Network¹⁵. It should be noted, however, that there is no reduction in the working hours for these courses. There is the possibility of an unpaid leave, but which, due to the suspension of salaries, is not usually an option for teachers. Licenses with expiration dates are very rare, since they burden the system. According to a central-level manager interviewed, there is little demand for these licenses, which usually depend on a very time-consuming process because they imply extra expenses for the Secretariat.

In fact, when you release the teacher, what happens? You pay the “guy” twice. You have to keep paying this teacher's salary and you have to pay another teacher to be in his place. (Manager A, EPF, RJ)

A second formative strategy of the Paulo Freire School is the offer of courses, lectures, workshops focused on a certain area of knowledge or on the specificities of a certain segment of education or on an innovation proposed by the system. With regard to these actions, most of the professors heard considered that there are few offers and that they are not accessible to the entire faculty. The size of the network implies the impossibility of these actions to serve all teachers. Thus, each training action serves some teachers of a given year and/or segment or a limited number of schools that, in most cases, select the teachers who will be able to participate in that action, as multiplier elements, so that the routine of the school and classes is not interrupted.

It is a cascade training model, organized around training actions in which the teachers selected to participate disseminate, in a cascade effect, the information to their colleagues. For Flores (2021, p. 52), it is usually used in “contexts in which resources are scarce and in which it is sought to disseminate policy measures to be implemented by teachers, being necessary to “pass on information” about new initiatives or action plans quickly and less costly”. Thus, as it is impossible to reach the universe of teachers in the network, it was found that this strategy is widely used by the education system, given a transmissive (Flores, 2021) or structuring (Nóvoa, 1991) logic of continuous training, that is, they are training actions centered on knowledge and skills, previously organized based on a logic of scientific and technical rationality and applied to different groups of teachers.

Sometimes, seeking to solve this issue, the actions are aimed at the training of pedagogical coordinators who, in principle, would be responsible for training in schools, prevailing there a logic of multiplication of training. However, it is a very diverse education

¹⁵ <https://www.rio.rj.gov.br/web/epf/programa-anual-de-bolsas-de-estudos-de-mestrado-e-doutorado>

network. The realities of schools are very different depending on the social context, management styles, working conditions and many other factors. Some schools do not have a pedagogical coordinator, and the principal is responsible for, in addition to his administrative functions, welcoming new teachers, providing pedagogical support, promoting training, among others. Even among those schools that have a pedagogical coordinator, there are differences, both due to the coordinator's own training and experience, as well as the numerous functions they need to assume, which reduces the time they can dedicate to training themselves and other teachers.

In addition, training within school units comes up against the issue of the teachers' work regime. For teachers who have a 40-hour workload and work in a single-shift school, organizing moments of study and planning is not a very difficult task, since the teacher's workload is 8 hours a day and he is in class for 7 hours, leaving 1 hour a day for non-learning activities. In this regard, a school principal pointed out:

Look, they work until two and a half with the students and stay until three and a half every day. So, from two and a half to three and a half, they have a planning schedule. They see it as a training schedule... because we have coordination (Director F, 2017).

Each school has the freedom to better organize this time and the dynamics of this training. In these cases, the training is carried out within the workload of the teachers who thus have 5 hours per week for studies, planning, evaluation and other non-learning activities, which represents something around 10% of their workload. This percentage is very low, given that Brazilian legislation recommends that this time corresponds to 33% of the working day. Paragraph 4 of article 2 of Law no. 11.738/2008 links the professional salary floor to a standard working day, which may not exceed 40 hours per week. Of these, a maximum of $\frac{2}{3}$ (two thirds) is foreseen for interaction activities with students and at least $\frac{1}{3}$ (one third) for extra-class activities (studies, planning, evaluation, organization of rooms, participation in meetings and everything that involves pedagogical work in addition to class conducting).

Even with this lag, this working condition that provides weekly time for training and planning is still rare in the network. Many teachers work in a "fold" regime, in part-time schools, that is, they take two classes, one in the morning and one in the afternoon. In this case, they do not have any time for extra-class activities.

In some of these schools, the management team is able to articulate the schedules and spaces so that teachers of a certain grade can meet while their students are in physical education, arts or English activities. This is what another director mentioned:

There is a structure, this school here manages to set up this structure. I don't know, I don't think they all can. We have days that we call blocking. Area teachers attend, for example, the 2nd and 3rd grade in one day, in a single day... It's the planning, it's something to correct, to put her things on the wall... anyway, it's the time of the teacher's work without being with the child. [...] And then we can do that... (Director I, 2017)

In some schools, this “blocking” time is concentrated on a single day of the week for a given grade, allowing teachers to participate in study and/or planning activities. However, not all management teams are able to organize these times and schedules due, above all, to the lack of specialist teachers (Physical Education, Arts, English...). The coordination of these moments by the pedagogical coordinator or principal, in order to transform them into regular and institutionalized moments of training and professional development, is not yet a reality for all school units. The lack of staff, the administrative demands of the school or the lack of understanding of the school as a training institution for its teachers often end up preventing this from happening.

Training offered by other institutions (universities, unions and others), as well as participation in congresses and other academic events, are not provided for in the school calendar and, if it is an option for the teacher, it will be carried out outside working hours and their working hours. Another particularity of this education network is that, with the exception of *stricto sensu* postgraduate courses, no training points to career progression. This is done based only on the length of service and the certification of the master's degree and doctorate.

In contrast, the Basic Law of the Portuguese Educational System (LBSE) of October 14th, 1986 states, in its art. 38, that "all educators, teachers and other education professionals are recognized the right to continuous training" and that such training must "ensure the complement, deepening and updating of knowledge and professional skills, as well as to enable mobility and career progression".

A uniqueness of the Portuguese system is that it refers to the recruitment of teachers. As in Brazil, to enter the career, it is mandatory for teachers to have higher education (Portugal, LSBE/1986, art. 33) and provide a public examination for entry into office (Portugal, 1989, Decree Law 184). The competitions are held with the presentation of the titles. There are no written tests that classify the candidates, as if they were accustomed in Brazil. Based on what is learned from the literature (Grochoska, 2015; Oliveira, 2021) and the reports of the teachers interviewed in Municipality Z, what draws attention is the possibility of making administrative contracts, which create temporary bonds, which is quite rare in the Municipality of RJ.

In Portugal, the teaching career is divided into 10 levels. Each step is constituted as the “teaching service time module, which correspond in the respective indicative scale, hierarchical salary positions” (Portugal, 1989). The entry takes place in the first echelon of the category and the progression is made through time of service and also by performance evaluation and frequency in training modules. Unlike the public network in Rio de Janeiro, continuing education points to career progression. This aspect was mentioned by all teachers (group directors and CFAE managers) who participated in the study in Portugal. Referring to the length of service, one of the directors informed about the gap between these levels and the need for the government to open vacancies:

... two of them are two years old, the others are four years old. ... Which are not automatic. It depends on the evaluation. (A4)

... the government sets x quotas per year for progression and teachers are waiting for vacancies... some will not even reach the top of their career (A4)

This set of criteria, associated with the recruitment model adopted by the system, which provides for the temporary contract before the teacher joins the school system, is at the origin of the absence of teachers in the last level, as well as novice teachers in the permanent staff of teachers.

Before the 1st salary bracket, there is a category that is intended for teachers who have not yet been hired, that is, who work on a temporary contract. In this case, the salary is lower. The implementation process can take a long time, and the regulation in force since 2018 indicates 3 years as the maximum period for such process. However, from what has been reported, many teachers are only able to enter their careers after 15 or 20 years of professional practice, as temporary contractors.

In addition to the length of service and teacher evaluation, in order to progress from one level to the other, at least fifty hours of credited training are required, as stated in the legislation and as mentioned by both the directors and the CFAE managers.

At each level we have to do fifty hours of training. So, if people want to make progress... (A4).

From what was seen, although this requirement is a strategy that guarantees the right to continuous training to teachers, some distortion, with regard to the meaning of this training, can be verified, as the interviewees pointed out.

Thank you! And then this is certified and they have to count, they are obliged to do... if they want to progress in their career. If they don't, they get stuck in their careers. (A4)

There is a minimum training requirement 50 hours, any validated training, whether in the training center or other, often they do more because they want to score more... Other teachers do the training out of obligation. They say... I don't want to do it because it's useless, I already have the hours... (CFAE advisor)

This situation refers to a “school” model of continuous training (Demailly, 1992), which is characterized by being organized by a legitimate power, in this case the State, through the CFAE, with compulsory schooling. It is a model that recognizes training as an obligation and a right aimed at teachers' professional development and pedagogical innovation, but which is also associated with obtaining credits required for career progression. What is perceived, in the report of the managers who participated in the study, is that, if for some teachers it is seen as a learning opportunity, for others it is limited to a formal requirement. This is a risk of mandatory training that can shift it from the condition of a right to an obligation.

Despite the distances between the two systems, an approximation is present. It is centralized training in a school / center that has the responsibility of identifying the training needs of teachers and promoting and certifying teacher training.

Training needs

The work of the CFAE was a subject addressed by all teachers who granted interviews in Municipality Z. All directors highlighted the importance of this system of continuous training, adopted in Portugal.

We have a very large articulation... with the CFAE. (A2)

I think it is a very good and very interesting system and I recognize that it even brings great ease in terms of teachers in the area of training. (A3)

Regarding the identification of training needs, it was found that they are identified in each department. There is a representative in each group who is the spokesperson and who brings these training needs to the pedagogical council, which validates the training plan. However, from what has been reported, this training plan has been very conditioned by the central interests of the Ministry, which defines the financing of actions and priority areas. In this regard, one of the CFAE advisors pointed out:

We have needs, we do this collection circuit, but we need funding, funds from European agencies... What we have noticed is that training is very much driven by these funds.

In the pandemic, they only financed training at the digital level, then the Ministry also included in the plan those actions that were aimed at inclusive education and citizenship.

The plan of the training center has been very conditioned with funding, of what they are with national priorities... And they end up conditioning many of our plans, all the practice, all the training...

It is noteworthy that, although the idea of CFAE is aimed at training closer to schools, what ends up being effective is that this training meets the interests of the education system more and in a more generalized way for the entire network, ensuring “that teachers submit to the change agendas of governments” (Flores, 2021, p. 51). From this perspective, “the emphasis lies on the transmission of knowledge and development of skills, with a view to implementing policy” (Flores, 2021, p. 52), dealing with themes that constitute a national priority.

In an attempt to meet the training needs pointed out by teachers, some actions are developed within schools. This is what one of the CFAE advisors pointed out.

We have trainers who train beyond their job, without funding, as a bonus.

Some principals also mentioned some of the actions that took place in their schools.

We always have some actions; some we call short-term actions. Let's have one about artificial intelligence tomorrow... We are the ones who promote. Short-term actions have to be associated with the CFAE because it then certifies us... (A3)

Normally, these trainers are not paid, although there is a need for them to compose the internal trainer's scholarship, which consists of teachers accredited by the Scientific-Pedagogical Council for Continuing Education – CCPFC (Portugal, 2014, Art. 15. This (national) council consists of “a president and eight members¹⁶, appointed by order of the member of the Government responsible for the area of education from among personalities of recognized merit in the area of education” (Portugal, 2014, art. 23^o).

What is observed is that there is a consolidated continuous training policy in Portugal and that it manages to be present throughout the national territory through the 92 Training Centers of the Association of Schools (CFAE) spread throughout the country. From what it was possible to verify, from the small sample of interviewed subjects (three managers of a CFAE and four directors of School Groups), that this policy has been positive to guarantee training for teachers who are part of the effective staff. According to one of these directors, the actions “are well-intentioned, but then there is no concrete analysis of what their

¹⁶ Member is a legal term that refers to a member of a meeting, commission, court, or corporation who has voting rights.

implementation is”. It is noteworthy that this policy does not affect teachers who are in a situation of professional insertion, since the way teachers are recruited prevents new teachers from being part of the staff, for whom the policy is designed.

Final Considerations

From the studies developed, it is possible to identify that continuous training in the two contexts analyzed is still very much related to the offer of courses, seminars, lectures in a “training” logic, although more interactive, collaborative and practical formats are also registered. The school or transmissive model, through courses and modules, has been used to quickly introduce changes resulting from educational and curricular policies. Often these actions are designed, planned and executed by a central instance to meet the demands of the education system within a cascade model.

This seems to be the case of linking the training plans to the national needs to which all Portuguese interviewees referred. This is also the case for many of the courses offered by the Paulo Freire School in Rio de Janeiro to a group of selected teachers, who assume the responsibility of passing on the information to their colleagues in each CRE and/or school. These are courses designed by a team of experts, which are passed on to the Secretariat's own team, which, in turn, passes on the knowledge and proposal to the intermediate bodies. Because they do not have the knowledge that led to the preparation of the proposal, they run the risk of simplifying and fragmenting it by passing it on to school professionals. In addition to the inevitable fragmentation, there is still a lack of time for the study and analysis of the proposal or knowledge that is being disseminated within schools that do not have times and spaces for collective work.

Even when the training demand comes from the group of teachers, as seems to happen in the case of Portuguese school groups, which are taken to the CFAE, which will prepare a plan, training actions that are in accordance with the priorities established by the government predominate. The transmissive model of training still prevails, to which are associated criticisms regarding the discontinuity of actions, the predominance of a prescriptive character and the disarticulation with the work and with the collective projects of schools and teachers. As stated by Flores (2021, p. 52), the emphasis is on the transmission of knowledge and development of skills, with a view to implementing public policies, with teachers being seen as “executors of the curriculum and uncritical consumers of knowledge and information transmitted to them”.

However, in the two systems analyzed there is evidence of a formation designed in a more collaborative (Flores, 2021) or interactive-reflective (Demailly, 1992) logic. It is a model

from the perspective of "situated learning" (Flores, 2021), committed to the realities of teaching in its multiple dimensions, that is, a model that allows teachers to diagnose their difficulties or those of their school, to reflect collectively, seeking solutions to the problems encountered (Nascimento, 1996, 2017, 2023).

The short-term actions, in the case of municipality Z and the training actions within schools, promoted by the pedagogical coordinators, in the case of Rio de Janeiro, point to this collaborative perspective. While recognizing the potentialities and constraints associated with different training models, including the cascade model, it is, however, essential to promote strategies and logics that enhance reflection, innovation and teacher collaboration. And this can only be achieved with the involvement and active participation of teachers in the decision about the meaning of their professional development.

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