

Supranational Regulation In Education In Africa: A Study Based On The Teacher Training Policy In Angola

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Abstract

This paper aims at analyzing the relationship between supranational regulation and the construction of teacher education policies for the African continent, focusing the analysis on the Angolan context. Research methodological basis is documental, organized from documents contained in digital repositories of UN agencies, the World Bank, and the Angolan government. It is possible see that the parameters defined for teacher education in Angola are strongly influenced by international cooperation guidelines and projects, with a focus on initial teacher education. This characteristic is part of the global agenda to promote the expansion of the number of teachers in the region through investment in programs designed for this purpose. In this scenario, Angola received funding for several projects, including the Learning for All Program, formulated through cooperation between the World Bank and the Angolan Government. Therefore, the trend of linking initial and continuing teacher education to educational success is signaled, configuring a direct and influential international regulation on the educational policy agenda in Angola.

Keywords: educational policy; supranational regulation; teacher education; angolan teachers; Learning for All Program.

1. Introduction

The appropriation of the concept of state regulation has constituted a distinctive feature of Brazilian education in recent decades, which is articulated with the new configurations assumed by the State in controlling social and economic life, through public policies (Azevedo & Gomes , 2009). More recently, there has been an emergence of debate on international control mechanisms in the way countries regulate, ranging from multilateral agreements to standardized tests. This causes the culture of educational policies of control, and in this role, the alignment of teacher training in skills and abilities.

Neves (2018) listed key actors who organize and evaluate international control mechanisms: International actors – such as the United Nations Educational, Scientific and Cultural Organization (Unesco) or the Organization for Economic Cooperation and Development (OECD); Supranational organizations, such as the European Union (EU) and African Union (AU); and National and international non-governmental organizations (NGOs) that operate as self-organized networks, with or without interference in government policies.

At this juncture, this article aims to analyze the relationships between supranational regulation and the construction of teacher training policies for the African continent, focusing the analysis on the Angolan context. The research that underpins this text has a qualitative approach and was carried out based on a national and international bibliographic survey, also documentary. Therefore, the study of documents from the UN, UNESCO and the World Bank and the Angolan government was chosen.

For data organization and analysis, the article is divided into three sections: firstly, the discussion on regulation and supranational regulation is presented, focusing on the role of international agencies in organizing the educational policy agenda; then,

an analysis of teacher training policies in developing countries is carried out; and finally, the alignment and level of influence of supranational regulation on teacher training policies in Angola is analyzed, using the Learning for All Program as a reference.

2. Supranational regulation and construction of the teacher training agenda in Africa

Although it is not a recent phenomenon, globalization has expanded throughout the world since the second half of the 20th century, forming a skein of interactions between social agents that are not in a contiguous position. The restructuring of capitalism and State reforms date from this period, with a new model of organizing intervention and control policies, aligned with these international changes, with a view to “influencing and framing global education policy” (Verger, 2019, p 8). This occurred in an almost hegemonic way in a wide range of countries, on all continents (Barroso, 2018).

Thus, there was a strengthening of regulatory processes, with the refunctionalization of the capitalist mode of production, whose social management policy links macroeconomic management and micropolitics of everyday life. Therefore, the State became the regulatory agent at the service of a certain model of economic-social development, becoming itself a producer of goods and services destined for capital and the reproduction of the workforce.

For Barroso (2006), the term regulation has a polysemic character and a plurality of meanings, depending on the context in which it is used. Symbolically and generally, the term is used to delimit the State's intervention in the conduct of public policies; that is, the intervention of the State in the provision of a public service. Therefore, States begin to appear as agents of a new form of regulation, in

which public action relies on the collaboration and imposition of other actors at intermediate and local levels, which requires new strategies for implementing and controlling state policies (Oliveira, 2009).

The local regulation scenario is strongly influenced by the agenda of transnational political-educational decisions (Krawczyk, 2019) to maintain the balance of a social system. The agenda produces rules that guide actors' actions and the ways in which they appropriate and transform them. This agenda, in turn, integrates supranational regulation.

In order to promote quality, based on standardized indicators and indications stated on a global scale, supranational regulation is established to coordinate, control and influence States based on an established agenda, aligned with economic-social principles, which aims to systematize educational policies. It also aims to adapt educational systems based on a reference value, with standards regarding teacher training and their performance, as well as inspection, award and evaluation actions for teaching work.

Thus, supranational regulation involves multiple transnational structures and institutions that “[...] social subjects in the field of education actively participate in, and, therefore, end up shaping and influencing, within certain limits, the directions and complexities of education policies (Azevedo & Gomes, 2009, p. 104). Barroso (2018) clarifies that it occurs

[...] through norms, speeches and instruments that are produced and circulate in international decision-making and consultation forums, in the field of education, and which are taken, by national politicians, officials or experts, as an obligation or legitimization, to adopt or propose decisions regarding the functioning of the educational system (p. 1083).

Furthermore, the agencies that act in supranational regulation through “technical programs that suggest (impose) diagnoses, methodologies, practices, solutions (often in a uniform way) that end up constituting a kind of 'ready-to-wear'” (Barroso, 2018, p. 1083), based on studies and practices formulated by them. In addition to projects, these institutions create comparison instruments, which become “[...]instruments of political persuasion and a criterion for formulating judgments (of quality, effectiveness)” (Barroso, 2018, p. 1083). Therefore, they act to develop New Public Management, based on the principles of results culture, with effectiveness indicators that aim to assess educational quality as elements of education qualification (Marques et al., 2019).

Fonseca and Costa (2018) point out that global managerialism partially shifts power from the various Nation-States to supranational organizations, which, little by little, take control of political agendas in education, standardized and framed “by the ideologies of society information, knowledge and new skills and regulated by administrative management procedures” (Fonseca & Costa, 2018, p. 214).

The protagonists of this standardization and regulatory influence are the agencies of the United Nations (UN), the World Bank and the Organization for Economic Co-operation and Development (OECD), which define and promote a set of principles and political standards that frame behavior of countries, such as international performance assessments and teacher development programs, such as the Program for International Student Assessment (PISA) and teacher training policies at specific stages of education, contributing to the standardization of curricular content at a global level.

Furthermore, these institutions promote the installation of interdependence, by drawing up national plans based on global agendas to deal with problems that

require international cooperation and/or alignment of national policies (Bortot, 2022). For teacher training specifically, they aim to frame and standardize ongoing training, performance assessment, incentives and promotion policies, repeatedly applied by high-performance educational systems (Unesco, 2012).

These organizations influence, control and create evaluation mechanisms through initiatives such as the Education for All Program (organized by UNESCO with other agencies), the educational milestones in the Millennium Development Goals (UN, 2000) and Sustainable Development (UN, 2015), in addition to international cooperation programs. Such initiatives opened the doors for education ministries around the world to receive messages, recommendations, impositions and pressure in favor of certain measures.

Despite this regulatory agenda at the international level, pacts, international declarations and transnational projects incorporated by national States, sponsored, supported and/or coordinated by International Organizations, the power of States cannot be forgotten nor their participation in this process minimized, since, although they are influenced, they are producers, and as such, they incorporate the guidelines established in international commitments with local particularities (Bortot & Scaff, 2020).

A form of supranational regulation are documents produced for specific regions of the world, on specific themes that seek to modify or adapt to the standards of an educational culture. Teacher training is one of the main regulatory agendas for the African continent, as a way to succeed in educational reforms. UNESCO, the protagonist of guidelines and standards for signatory countries, advised that Angola needs teachers “[...] well trained and supported to act as a key element for

the success of any institutional reform” (Unesco, 2012, p. 30), with an emphasis on initial training.

Teacher training is a fundamental element, as the lack of qualified teachers constitutes one of the biggest barriers to the provision of free and compulsory primary education in some countries and to the expansion of schooling from ten to eleven or twelve years, according to UNESCO (2012). Furthermore, UNESCO (2012) argues that educational quality is a reflection of the integration between teaching performance and student results. In a short period, teaching has become one of the most studied professions with a leading role in international educational objectives, with high expectations, and still with a series of unresolved issues (Steiner-Khamsi, 2015).

In 2015, the 2030 Agenda for Sustainable Development (UN, 2015) defined 17 Sustainable Development Goals (SDGs), among which, for the purpose of this text, SDG 4 “Ensure inclusive, equitable and quality education” stands out. , and promote lifelong learning opportunities for all” (UN, 2015). Within SDG 4, target 4.10 is aimed at teacher training: “By 2030, substantially increase the number of qualified teachers, including through international cooperation for teacher training, in developing countries, especially the least developed countries and small island developing States” (UN, 2015).

International recommendations tend to indicate the qualification of new teachers for the African continent. The World Bank (2010) goes in the same direction of training new teachers, but delegates the direction of social sciences and humanities courses to “ [...] private education, with governments gradually concentrating their public investments in the development of sciences, engineering and technology” (World Bank, 2010, p. 148), as is the case with “success in countries such as

Brazil, Chile and Korea” (World Bank, 2010, p. 148). Furthermore, the World Bank (2010) strongly advises training in Post-Secondary Technical Education, in which its “product is 'highly qualified technician” (p. 77), given that “[...] innovation is the passage for skills-based training” (p. 79) for the effectiveness and efficiency of social spending.

With these principles, the World Bank has been financing initial and continuing training projects on the African continent, specifically in Angola. The Learning Program for All (PAT) has been implemented based on a cascade teacher training plan, which aims to reinforce professional skills of school managers, teachers, different educational agents and technicians from central, provincial and municipal structures , district and communal areas in the Education sector (PAT, 2022,) ¹ . Thus, it acts directly in regulation, promoting policies, and not just influencing through guidelines.

Training teaching skills aimed at standardization mechanisms, such as the one developed by PAT, in addition to statements from UNESCO and the World Bank linking initial teacher training to educational success, demonstrates that there is direct and influential regulation in the educational policy agenda in Angola , reinforcing the analysis by Paxe (2014), when he points out that “the adoption in education policy in Angola of Western educational models through programs and projects proposed by UNESCO, the European Union and CPLP to [...] aim for international legitimacy in the new order worldwide” (p. 117).

Regarding this, Poças and Santos (2020) analyzed that Angolan policies for teacher training

[...] suffer global influences of greater intensity, as these countries, essentially the poorest, have a great dependence on external aid in different forms, for example, in

terms of financing, information and specialists and there is also a large space – material and ideological – for external agents to define the educational agendas and priorities of these countries (p. 39).

The production of discursive legitimacy and the construction and expansion of programs developed directly by supranational regulatory agents make clear the intentions of teacher training policies for African countries, especially Angola: developing initial teacher training programs and policies, on a large scale exponential, focusing on the training of these teachers to develop skills aligned with large-scale assessment content and the decentralization of training for private education.

In the context of the supranational regulatory agenda in Angola, Divovo and Brás (2022) point to the following educational programs: the Education Plan for All, approved in 2004; the Strategy for Improving the Education System from 2001 to 2015, defined in 2001; the Literacy and School Delay Recovery Strategy from 2006 to 2015, approved in 2005; the National Education Development Plan, sanctioned in 2017; and the National Program for Training and Management of Teaching Personnel, approved in 2018.

All of these programs seek or seek to reverse not only the educational backwardness in which the country finds itself or found itself, but also to guarantee the adequacy of its public education policies to the international agendas subscribed and adopted by Angola. For some years now, several experts have observed the strong adherence of national educational policies to the global agenda (Carnoy, 1999; Green, 1999), and, therefore, they have entered into the policy of supranational regulation, and in this scenario, they have also entered into processes of educational standardization.

Thus, the next section seeks to understand the degree of influence on legislation for teacher training in Angola in relation to supranational regulation in producing, at the local level, teacher training policies, given that, in the transnational discourse, good teaching performance effectively results in educational improvement.

3. Brief characterization of educational policies in Angola

Angola has been a sovereign and independent Republic since November 11, 1975, located on the western coast of Southern Africa, south of the Equator, in sub-Saharan Africa. It is a unitary country with centralized public administration (Angola, 2010). Educational policies and education management are defined by the central administration of the State, with a logic of national elaboration and approval, and with local implementation by the provincial education offices.

With the advent of peace and under the coordination of supranational organizations, such as the World Bank and UNESCO, the Angolan government introduced changes to educational policies, starting with the implementation of the first Basic Law of the Education System - Law no. 13/01, of December 31, 2001 - LBSE (Angola, 2001), aiming to readapt the educational system and adjust to the common commitments for global educational policies established in the Dakar Framework for action - education for all (UN, 2000).

From these commitments, the teacher training subsystem was created, supported by the LBSE of 2001, which was reinforced with the approval of a set of specific legislation and programs, in the period from 2001 to 2020, namely:

- Master Plan for Teacher Training in Angola (PMFP), in 2008;
- Career Status for Primary and Secondary Education Teachers, Pedagogical Technicians and Education Administration Specialists, in 2008;

- Proposal for a Training Policy for Teachers in Pre-school, Primary Education and the 1st Cycle of Secondary Education, in August 2016; It is
- National Teaching Staff Training and Management Program, in September 2018.

The PMFP, which was prepared based on participatory work between technicians from the Ministry of Education (MED) and the technical and methodological consultancy of the Bureau d'Ingénierie en Education et Formation (BIEF), based in Belgium, followed different work stages agreed between the two parties and signed by a consultancy contract financially supported by UNICEF (Angola, 2008a).

In 2008, the evaluation system for education agents in Angola was adapted to the primacy in UNESCO's guiding documents, especially in the emphasis on the idealization of excellent performance through the standardization of assessment tests, as well as their establishment as an indicator for overcoming of these professionals. This can be evidenced in article 2 of Decree no. 3/08, of March 4:

a) awaken in workers the need for constant improvement, training them scientifically and pedagogically for their daily tasks; b) encourage personal discipline in carrying out all daily or periodic tasks that contribute to the planning, organization or execution of work activity; c) contribute to increasing your social prestige and professional pride (Angola, 2008b).

The proposed Teacher Training Policy for Pre-school Education, Primary Education and the 1st Cycle of Secondary Education, in August 2016, was financed by Unicef and implemented with the support of Ceso Development Consultants. The objective was to contribute to “improving teaching performance in pre-school, primary and first cycle secondary education establishments and, consequently, to the quality of student learning” (Angola, 2016, p. 9) .

The idea of defining new models of regulation, management and organization of initial and continuing teacher training stands out, promoting, to this end, a reform in the training subsystem, defining new models, promoting the review of curricula and training content, as well as the establishment of a professional teaching qualification profile. In this sense, the preparation of the aforementioned policy proposal was divided into two phases: (i) analyzing the current situation of teacher training policy; and (ii) define (develop and validate) a teacher training policy proposal (Angola, 2016).

In addition to these policies and programs, the 2018-2022 National Development Plan chose Basic Education and Higher Education as priorities, with the aim of promoting the human and educational development of the Angolan people, based on lifelong education and learning. life for each and every Angolan (Angola, 2020a). In this plan, the government approved a set of specific programs to implement public education policy: (i) Development of Pre-School Education; (ii) National Teaching Staff Training and Management Program; (iii) Improving the Quality and Development of Primary Education; (iv) Development of General Secondary Education; (v) Improvement and Development of Technical and Professional Education; (vi) Intensification of Literacy and Education for Young People and Adults; and (vii) Social Action, Health and School Sports.

With these policies and programs, the Angolan government has intended to achieve the objectives included in international agendas, with emphasis on UNESCO's 2030 Agenda. This claim has been registered since 1975, the period in which Angola became independent, according to Ngaba (2012) and Brás (2019), who, when analyzing the educational policies implemented in the First and Second Republic in Angola, considered that they had an influence of supranational

bodies. Ngaba (2012) points out that, during the First Republic (1975-1992), the Angolan educational system adhered to the international educational definitions, models and normative standards established by the then Eastern Bloc, led by the former Union of Soviet Socialist Republics, both for compliance structural as well as the organizational isomorphism of socialist states. Furthermore, the application of these principles included the collaboration of experts from Eastern Bloc countries, with emphasis on the Republic of Cuba.

The same understanding is presented by Alfredo and Tortella (2014), who suggest that, during this period, there was a tendency that seemed to lead the Angolan educational system to “organize itself at different levels due to the cooperation and influence of foreign countries and United Nations organizations (Unesco and UNDP), World Bank and others” (p.128), in teacher training projects and structural organizational models.

In the Second Republic (1992-2010), there was a change in the perspective of the political organization of the educational system, with adherence to educational definitions, models and international normative standards established by International Organizations such as UNESCO, UNICEF and the Community of Portuguese Speaking Countries (CPLP), as analyzed by Brás (2019). According to the author, Portugal occupies a prominent place in this process, whose cooperation with these organizations had, as a common denominator, the implementation of the objectives of the 2000 Dakar Framework, which confirms the tendency towards supranational regulation of educational policies in the Angolan context (Brás, 2019).

In the current Republic (2010 to the present) the trend of supranational regulation in Angolan educational policy continues, given that international actors, such as

UNESCO, the World Bank and Unicef, continue to have great influence on the direction of educational policies and programs , mainly related to the training and management of teaching staff, especially in accelerated initial training programs for teachers and managers, as we analyze in the subsequent item.

4. Current policies for teacher training in Angola: alignments with supranational regulation

The basic law approved and implemented after the 2000 Dakar landmark action already demonstrates the alignment of Angolan educational policy with the supranational regulatory mechanism (Ngaba, 2012). A strategy was organized with the Ministry of Education and the Ministry of Higher Education, through the National Directorate of Staff Training and the Higher Institutes of Educational Sciences (ISCED), for initial teacher training in the country, aligned with curriculum competencies and methods, taking into account the performance assessment of both teachers and students.

In this sequence and considering the need to address the issues of quality and effectiveness of results at an international level for the local level, the indicator of strategy 4.c of SDG4 of the UNESCO 2020 Agenda (2016) is taken into account, which establishes the need of “reviewing, analyzing and improving the quality of teacher training, and providing all teachers with quality initial training and ongoing professional development and support for in-service teachers” (p. 24). Thus, the Angolan government approved, in 2018, the National Program for Training and Management of Teaching Personnel (PNFGPD), which aims to promote the increase in the qualifications and performance of teachers, and consequently, the quality of pre-school education, primary education and general and technical-vocational secondary education. In this way, it aims to contribute significantly to

guaranteeing the right of all citizens to education and to the social, economic and cultural development of the country. In specific terms, the PNFGPD pursues six objectives (Angola, 2018), highlighted in the table 1.

Table 1. PNFGPD Objectives

Adapt the initial teacher training supply network (training institutions, courses and vacancies) to the future needs of duly qualified teachers in Pre-School Education, Primary Education and in each subject and II Cycles of Secondary Education (general, technical-professional and pedagogical);
Attract and select candidates with the best preparation for initial training;
Ensure that, in initial teacher training courses, adequate opportunities are provided to acquire the professional qualification required for future teaching performance and only those who have acquired professional certification for teaching obtain it;
Recruit for teaching the best candidates from among those who have professional qualifications, duly certified and obtained in courses recognized by the Ministry of
Education as a qualification for teaching in Pre-School Education, Primary Education and in each subject and/or II Cycles of General, Technical-professional and Pedagogical Secondary Education, depending on the vacancies in the competition;
Attract and retain the best-prepared and well-performing teachers;
Provide in-service teachers with opportunities to develop professional

skills, predominantly focused on improving teaching practices in the classroom and pedagogical coordination at school and with a significant amount of tutorial support.

Source: Prepared by the authors (2022) with data from Angola (2018, p. 4396).

Analyzing the objectives of this program, we observe the express need to increase the number of teachers, considering the personnel needs to work in Pre-School Education, Primary Education and in each subject of the I and II Cycle of Secondary Education (general, technical-professional and pedagogical), in line with what is prescribed in target 4.10 of SDG 4.

UNESCO's recommendation on the need for well-trained teachers (Unesco, 2012) to serve the education and teaching system in Angola is also considered in policy measure 5 of objective A2 of the PNFGPD, which foresees a progressive transition, by 2027, from all initial training courses for secondary school teachers for higher education.

Carry out the progressive transition, by 2027, of all initial teacher training courses to higher pedagogical education, organized according to the integrated model ^{of} training for early childhood educators and primary school teachers, and giving priority to the organization according to the sequential model, in the case of subject teacher training courses for secondary education (general, technical-professional and pedagogical) (Angola, 2018, p.4397).

The issue of adopting policies aimed at expanding the number of teachers, mentioned in the UNESCO guidance documents for initial teacher training, was also raised in the PMFP. The apprehension is based on the fact that the number of teachers without pedagogical training is still high, which demands serious

intervention to ensure that they have the fundamental professional skills for their professional practice.

In relation to this concern, data from the MED from 2019 indicate that, of the teachers who worked in public schools that year, 22.9% did not have pedagogical training, whether at secondary level or higher (Angola, 2019). The table below presents the characterization of teachers who worked in public schools in the 2019 school year according to their training.

Table 2. Characterization of teachers by training type in 2019

Subsystem/Teaching level	Pedagogical training		No pedagogical training		Grand total	
	MF	F	MF	F	MF	%
Initiation	9.992	6.153	4.793	1.976	15.785	7,7
Primary school	66.910	35.702	23.746	10.150	90.656	44,7
I Cycle of Secondary Education	46.970	16.134	7.809	2.213	54.779	27
II Cycle of Secondary Education	31.290	7.740	10.214	2.458	41.504	20,4
Subtotal	155.162	65.729	46.562	16.797	202.724	100
%	76,5		22,9		100	

Legend: MF – Male and Female F – Female

Source: Prepared by the authors based on data from the Ministry of Education (Angola, 2019).

Having 22.9% of the general teaching staff in Basic Education without pedagogical training constitutes, for national education authorities, a major concern, especially when almost half of the teachers who work in the initial grades (1st to 6th) have no didactic-pedagogical preparation. for your professional practice.

To reverse this situation, the MED, with resources from international cooperation, has implemented initial and in-service training programs, thus signaling that the influence of international actors goes beyond the limits of the guiding documents, directly affecting the promotion of policies. Among the programs that have been implemented in this scenario, the Learning for All Project (PAT) stands out, financed by the World Bank, with the Calouste Gulbenkian Foundation (European Union) as a partner institution and the technical and methodological support of the Escola Superior de Educação from the Polytechnic Institute of Setúbal (Portugal).

This project was approved in September 2013 by the World Bank administration and its implementation began in Angola in June 2014. The first phase of the project received financing of 75,000,000.00 USD (seventy-five million US dollars) from the World Bank and 5,000,000.00 USD (five million US dollars), financed by the Government of Angola; and the second phase, starting in 2021, with 250,000,000.00 USD (two hundred and fifty million US dollars) (Angola, 2020b).

The Learning for All Project directly benefits 18,846 education professionals, distributed among teachers, school directors, members of school councils, ZIP ³ and EM ⁴ trainers , supervisors, inspectors, facilitators, provincial and municipal education coordinators, accountants, technicians of the project itself , members of the Technical Group of the National Assessment System and MED technicians (PAT, 2020), subdivided as shown in table 3.

Table 3. Direct beneficiaries of the Learning for All Project

Direct beneficiary groups						
Teachers	ZIP Trainers	EM Trainers	Supervisors	Providenti al and municipal education frameworks	Accountants	PAT tables
15.000	669	60	43	228	36	19
Facilitators	Inspectors	School directors	School Council Members	Coord. ZI P municipal	GTSNA Frames	MED technicians
30	18	842	1684	167	26	24
Total	18.446					

Source: Prepared by the authors based on the 2020 PAT Report.

The teachers benefiting from the project belong to MED staff integrated into the teaching career in the different provinces and municipalities of the country, and as State employees, they have their remuneration paid by the Angolan government, but they still benefit from a subsidy paid by the World Bank for its participation in PAT activities, that is, during training and project evaluations. The same happens with MED technicians, school directors, inspectors, supervisors and trainers, who, being part of the State apparatus, receive a subsidy for participation in PAT activities and tasks. Of these beneficiaries, school council members do not receive any type of subsidy directly from the project, taking into account that the project

only supports its creation and operation through the provision of support materials for regular activities, such as work meetings.

In addition to the direct beneficiaries, PAT (2021) indirectly benefits 500,00 primary school students through “higher quality teaching in the subjects of Portuguese Language and Mathematics and taught by teachers who are better prepared from a didactic point of view” (p. 9) .

Regarding its management, in consultation with one of the former employees of the National Institute for the Training of Education Staff (INFQE), which is the MED body responsible for managing initial and continuing training actions for secondary level teachers in Angola, information was obtained indicating that training facilitators, accountants and other project technicians are hired and remunerated directly by PAT, and have no employment or legal relationship with the Ministry of Education. Therefore, they are not members of the State apparatus, and the terms of their employment contracts are specific.

The same source also indicates that although PAT is a project of the Ministry of Education and the World Bank, with facilities in the Ministry of Education building, in the first years of implementation, the management and operation of the project were not directly dependent on of INFQE, functioning as a separate structure from the MED. This situation changed from February 2019, with the appointment of its new manager ⁵ , who cumulatively performed the functions of general director of INFQE. The new manager brought the structures and intermediate bodies closer together, promoting greater interaction between project technicians and MED technicians, as well as initiating the transfer of the project management structure to the INFQE facilities, located outside the MED building.

The objective of the project is “To improve the knowledge and skills of teachers, as well as the management of schools in the areas designated by the Project and to develop a system of systematic student assessment” (Angola, 2021, p. 9). It is aimed at training teachers to teach in primary education from the 1st to the 6th year of schooling, mainly in the subjects of Portuguese Language and Mathematics.

The project is structured into 3 components that represent its SMART objectives: “(i) improve teachers’ knowledge and skills and school management in Primary Schools in the project’s designated areas; (ii) establish a student evaluation system; and (iii) Project Management through training in management, monitoring, auditing and accountability” (PAT, 2021, p. 8).

In the three components of the project, the idea of improving teacher training for better professional performance stands out, which should result in better classification of students in large-scale assessments, to be institutionalized with the holding of a pilot national exam in 2022. The issue of measurement of the quality of training through large-scale evaluation, constituting the bases of supranational educational reforms, is evident in the scope of educational policies in Angola. For Sudbrack and Fonseca (2021), this is a new orthodoxy of reforms, which is part of neoliberal ideology,

[...] which is transmitted worldwide, regardless of the economic-social development pattern of nations. In the midst of the announced Reforms, measuring the quality of education, via large-scale tests, has been considered an appropriate mechanism to indicate educational quality, given that, as they are quantifiable, they would be more “concrete” (p. 9) .

This is present in the project, as it aims to indirectly train “500,000 primary school students who will benefit from higher quality teaching in the subjects of

Portuguese Language and Mathematics and taught by teachers who are better prepared from a didactic point of view” (PAT, 2021 , p. 9). The objective is to meet and measure the quality of training through “National assessment for 4th and 6th classes, National Exams Pilot and Specialization in educational assessment” (PAT, 2021, p. 16).

The need to carry out assessment on a large scale, through the pilot national exam, demands that teachers be prepared in a methodology that is more technical, more practical and focused on know-how skills. In other words, it seeks to teach students to read, write and calculate, considering that the feasibility study for national exams defined Portuguese Language and Mathematics as subjects that will be the subject of assessments. Deliberately, PAT finances the production of teaching manuals, an essential instrument for the reproduction of knowledge established through teaching activity, without the need for reflection or critical thinking. In these terms, it is a training design that values the pedagogy of skills, that is,

[...] a more practical training where teachers' experiences are valued to the detriment of more theoretical training. In this same line, a pedagogical model based on the incorporation of “skills” is inserted (Pansardi, 2011, p. 137)

The pedagogy of skills would constitute teaching that is effectively useful, “[...] what counts is being able to read the manual for using a device and being able to use it” (Maués, 2003, p. 107). This training bias for skills, in the context of PAT, also extends to the idea of improving the performance of school managers. In this regard, Sudbrack and Fonseca (2021) consider that

Supranational regulation operates by conveying a discourse in which the manager is a problem solver, the learner, the decision maker who governs with and through monitoring. The categories that are chosen echo what Carvalho (2011, p. 225)

alludes to, that is, that we have been overflowing with concepts that include “quality”, “accountability”, “competence”, among others, in their ambiguities of the management matrix (p. 10).

Training more “competent” teachers is what the supranational regulation project has been aiming for since the last century, and it has been remodeling itself in African countries. Therefore, the training of new teachers in the region implies alignment with the project of effective impact on educational results, making teachers responsible for quantifying educational quality. However, teacher training and teaching skills integrated the guidelines of the 1990s for developing countries, and, therefore, do not constitute a new program designed for the African context. This assertion can be verified when the World Bank (1995) stated that Well-designed, ongoing in-service training is another strategy to improve teachers' subject knowledge and related pedagogical practices [...] in-service training is most effective when it is directly linked to classroom practice (pp. 91, 92).

The framework, in the guiding documents, of some international actors, such as those of UNESCO, is notable, particularly regarding the alignment of training with large-scale evaluation goals and global curricula. Thus, the alignment of political and economic elements with the guidelines, both from the World Bank and UNESCO, to achieve the larger project, that of educational capital, is undeniable: training more teachers based on skills in order to comply with supranational regulation, which aligns initial teacher training with skills and performance assessment.

5. Conclusions

By way of conclusion, it is observed that the supranational control mechanisms that occur through the framing of teacher training policies, with a view to

increasing the number of teachers in Angola, whose training is aligned with the pedagogy of skills, seek to prepare Angolan schools for the competitive logic established worldwide through large-scale assessments.

The results suggest that the parameters defined for teacher training in Angola are strongly influenced by international cooperation guidelines and projects. It is inferred, therefore, that what is new for teacher training programs in Africa are actions focused on the assessment and development of skills pedagogy. In turn, the objectives of these programs have already been implemented elsewhere since the 1990s, as is the case in Brazil, with the institutionalization of the National Basic Education Assessment System (SAEB) and the National Curricular Guidelines for Training of Basic Education Teachers, in 2001. This means that, faced with a neoliberal set of educational policies and discourses, the supranational regulation agenda guides inspiration in other programs considered successful.

The new coating that is placed on old policies does not directly contribute to the development of teacher training and educational policies, because they do not contextually analyze local demands. The PAT, for example, is part of the supranational regulation agenda, which involves the conditionality axis of assumed international agreements and the transfer of models considered good practices by UNESCO and the World Bank, as analyzed by Bortot (2022). This teacher training program model, in turn, is part of a larger project to harmonize teaching and management in developing countries for greater control and teaching effectiveness. Therefore, they aim to “frame global policies and provoke processes of policy transfer and learning” (Verger, 2019, p. 8). This indicates that supranational regulation has not been developing programs and policies aimed at regional and

local needs, but an adaptation of old projects in new contexts to meet the global objectives of education, assessment and skills pedagogies.

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