


## VALORIZATION OF BASIC EDUCATION TEACHERS: the implementation of career plans in the municipalities of Tocantins and their repercussions on the implementation of the curriculum

VALORIZAÇÃO DO PROFISSIONAL DA EDUCAÇÃO BÁSICA: a implementação dos planos de carreira nos municípios tocantinenses e sua repercussão na efetivação do currículo

VALORIZAR A LOS DOCENTES DE EDUCACIÓN BÁSICA: la implementación de planes de carrera en los municipios de Tocantins y sus repercusiones en la implementación del currículo


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### ABSTRACT:

There have been an increasing demand for products of short food supply chains, which enable consumers to identify of the product and its origin, which is established through information transmitted by labels and certifications. This article analyzed consumers' motivations for demanding products with labels of local or social reputation. A survey was conducted with consumers in São Paulo. Descriptive statistics was used to raise the consumer's profile and their motivations for consuming these products. The consumer's motivations are related to aspects of the place of origin, as well as the benefits of acquiring it, without considering price aspects.

**KEYWORDS:** Alternative Supply Chains; Geographical Indication; Convention Theory; Quality Turn.

## Introduction

Teachers' work and its configurations in Brazil are based on a history of constant battles for career development. Although it is constitutionally guaranteed and backed by legislation that guarantees rights and appreciation, there is constant action on the part

of the teaching profession, organized in unions and representations to defend what is prescribed. It is understood that among the different factors that enable teaching practice in pursuit of the social quality of education are teachers' working conditions. This is a wide-ranging issue, considering that there are different determinants for assessing adequate working conditions for this professional.

However, when it comes to teaching, it is necessary to consider that the existence of a career, professional development and decent pay are determining factors. From the 1990s onwards, the implementation of the Fund for the Maintenance of Primary Education (FUNDEF) enabled a sequence of actions in the field of education. In this context, the responsibility of municipalities for implementing educational principles and their funding has increased, but when it comes to transfers and investments in education systems, the reverse is not true. In this balance in which there is no correspondence between what needs to be invested and what is actually invested, the teaching career has been the focus of discussions and tensions, given the sequence of lawsuits filed by states and municipalities seeking non-payment of the teachers' salary floor (Oliveira, 2013).

This text therefore sets out to assess the extent to which aspects relating to valuing teachers are implemented in the municipalities of the state of Tocantins, especially with regard to drawing up career plans and setting up permanent committees to draw up, restructure and implement career plans within the municipal education systems. This analysis is based on the conceptions of a critical perspective on education, based on studies of teachers' work in a context of expropriation and alienation.

The research was carried out using a theoretical-empirical approach, which included a bibliographical survey and document analysis. The information was extracted from the Virtual Environment of Educational-Interactive Nature (AVNEI), fed from the Program for the Institutionalization and Management of Municipal Teaching/Education Systems (PRISME), "which develops work to support the municipalities of Tocantins in the institutionalization and management of Municipal Teaching/Education Systems, in the follow-up and monitoring of the constituent elements of the municipal teaching/education system (SME)" (Brito et al, 2023, p. 04).

The research included the analysis of official documents such as decrees and ordinances posted on AVNEI covering 100 municipalities surveyed. The combination of

these techniques made it possible to identify the levels of implementation and their implications for compliance with the curriculum in everyday school life.

Initially, an analysis of the legal precepts instituted is presented, as there is a process of valuing teachers in terms of legal aspects and regulatory frameworks. Next, we seek to understand how, historically, the process of expropriation of labor has occurred in the teaching career and its consequences in different areas of the profession. Finally, we present the results of an exploratory survey in which the municipalities of Tocantins presented data on the points discussed in the text.

## **Career, Positions and Remuneration Plan for public basic education teachers in Brazil**

The historical process of the career and professional development of the public teaching profession in this country is marked by conflicting discussions and confrontations between the teaching profession and government bodies. This process is signaled in documents from the different decades preceding the 1988 Magna Carta, however, the legal framework for this career and professional development, through career plans, were enshrined in and from the 1988 Federal Constitution (FC).

Historically, progress towards regulating teaching careers through career plans has been slow and gradual. According to Sousa (2023),

... by drawing a parallel between the first PCCR, set up in 1974 in Rio Grande do Sul, and the promulgation of the 1988 Federal Constitution, in accordance with article 206, item V, it can be seen that there is a long gap between the officialization of this nationwide constitutional right, possibly due to social, political, economic and technological difficulties and factors, which interfere with educational advances, above all in terms of professional development, by means of a teaching career plan (p. 38).

It should be noted that one of the principles of the 1988 Federal Constitution, article 206, item V, is the valorization of education professionals, guaranteed in the form of the law by means of career plans, whose entry occurs exclusively by means of a public examination of tests and titles for professionals in public networks [...] (Brazil, 1988, p. 1). In this vein, Saviani (2005) states that:

The 1988 Federal Constitution enshrined various aspirations and achievements resulting from the mobilization of the educational community and organized social movements. The educational community also came up with the project for a new (LDB) which entered the Chamber of Deputies in December 1988, whose most striking feature was the commitment to free educational policy from petty politics, allowing us to overcome the discontinuity that has marked our history (p. 37).

In this sense, in the mid-1990s, during the Fernando Henrique Cardoso administration (1995-1998), Brazil's educational reforms were intensified on a large scale, under the strong influence of foreign countries and international organizations, such as the International Monetary Fund (IMF), the International Bank for Reconstruction and Development (IBRD), the Organization of American States (OAS), the World Trade Organization (WTO), and the Inter-American Development Bank (IDB), among others.

At the heart of the discussions, the demands for professional training for teachers underwent reorganizations supported by educational legislation that established criteria for initial and continuing training. On this threshold, Castro (2016) adds:

These reforms, established by the "State Reform", were aimed at facilitating the introduction of neoliberal policies advocated by international organizations in the area of education. In this context, the National Education Guidelines and Bases Law (LDBEN), regulated by Law 9.394/1996, represented the first legal step towards the definitive implementation of neoliberal policies in the area of education in Brazil. Following this process, Constitutional Amendment 14/1996 was enacted, establishing the Fund for the Maintenance and Development of Primary Education and the Valorization of Teaching (FUNDEF), regulated by Law 9.424/1996, the National Education Plan (PNE) (Law 10.172/2001) and the National Education Plan (PNE) (Law 10.172/2001) and Constitutional Amendment n.º 53/2006, which instituted the National Fund for the Development of Basic Education and Valorization of Education Professionals (FUNDEB), regulated by Law 11.494/2007 (p. 61).

With the approval of the LDBEN, Law 9.394/96, articles 62, 64 and 87 established minimum training requirements to work as a teacher. In this sense, the National Education Council/Basic Education Chamber (CNE/CEB) approved Resolution 03/1997, which set a deadline of five years for the universalization and observance of the minimum requirements for teachers in the teaching profession.

In the meantime, our country's historical and social construction process has involved a series of advances and setbacks marked by public educational policies characterized by dynamic and complex processes in disputes that reflect the historicity of social and ideological relations (Dourado, 2010; 2020). In this way, it is appropriate to say that a public educational policy is the result of the emergency needs of each era, the strategies and conditions given for its materialization and compliance with current legislation.

With regard to professional development policies, the Ministry of Education (MEC) ensures that teachers have a Career, Position and Remuneration Plan (PCCR):

Every Career and Remuneration Plan (PCR) is created by law and regulates a set of rules governing the career of professionals in a given category. The PCR must be based on appreciation, which is expressed, among other factors, in decent pay, the development of training processes and decent working conditions (Brazil, 2024, p. 1).

At the heart of the discussions and demands for professional development, the National Professional Salary Floor (PSPN) was established for public basic education teachers in Brazil through Law 11.738 of July 16, 2008. This law establishes a maximum working day of 40 (forty) hours per week, with two-thirds of the workload dedicated to interacting with students, and the other third dedicated to extra-class activities, including attending school meetings, meeting with parents and students, planning lessons, continuing training, among other similar activities, as long as they do not exceed this working day.

In this context of professional development of the teaching profession, the National Education Council published, among other normative documents, Resolution 3 of 1997, Resolution 2/2009 and Resolution 05/2010, to support federal entities in drawing up career plans so that all states and municipalities would in fact draw up or reformulate their PCCR for the teaching profession as a strategy for professional development.

Still on the horizon of policies for valuing education professionals, especially the teaching subgroup, Law 13.005/2014 was passed on June 25, 2014, which provides for the National Education Plan (PNE). This law establishes 20 goals, objectives, different strategies and priorities for guiding education policy in Brazil, valid for a decade (2014-

2024). This plan was recently amended by Law 14.934 of July 25, 2024, with an extension until December 31, 2025.

Regarding the regulation of this career with a view to professional development, the PNE, 2014 reaffirms that:

Law 11.738/2008, for example, defined that all teaching professionals, including those who carry out teaching or teaching support activities, should be covered by the career and remuneration plan. With the approval of the National Education Plan (PNE), Law No. 13.005, of June 25, 2014, it was established, in its goal 18, that the federative entities must: "Ensure, within 2 (two) years, the existence of Career plans for basic and higher public education professionals in all education systems and, for the Career plan of basic public education professionals, take as a reference the national professional salary floor, defined in federal law, under the terms of item VIII of art. 206 of the Federal Constitution" (Brazil, 2014).

In this document, goals 17 and 18 of the 2014 PNE refer to the development of a PCCR that reflects the career development of education professionals and assumes a starting salary equivalent to the salary floor, with a view to equalizing teachers' salaries with other professionals with the same level of education (Sousa, 2023).

Furthermore, the main funding policy for the PCCR for education professionals, especially for the basic education teaching subgroup, is the permanent National Fund for the Development of Basic Education and Valorization of Education Professionals (FUNDEB), known as the new FUNDEB. This is a permanent fund of an accounting nature created by EC 108, of August 27, 2020, provided for in art. 212-A and regulated by Law 14.113, of December 25, 2020.

This fund links resources from taxes and contributions from the Union, States, Federal District and Municipalities with a view to spending and investing in valuing education professionals in effective practice. However, its approval came about as a result of conflicting debates within the political benches of the National Congress, the demands of different representations and civil society (Sousa, 2023. p. 50 - 90).

According to the legal stipulations of the new FUNDEB, governed by Law 14.113/2020, a minimum of 70% (seventy percent) of the funds must be invested and applied to the payroll of Public Basic Education Professionals who are effectively engaged in teaching activities and in the role of school management or administration,

planning, inspection, supervision, educational guidance, pedagogical coordination and other activities that characterize teaching support. Thus, municipalities are responsible for investing FUNDEB resources in the Early Childhood Education and Primary Education stages, and states, in turn, in Primary and Secondary Education (Sousa, 2023).

Castro's studies (2016, p. 74) warn that "the majority of career plans in vogue in Brazilian states have few forms of progression, with length of service being the biggest differential for salary increases among teachers in the same position". In this context, Sousa (2023, p. 52) states: "it is recurrent to come across old, outdated PCCRs, and with the approval and implementation of this permanent fund, new agendas for discussions, clashes and perspectives were born that may or may not be contemplated in the updating of career plans".

In this discursive vein, Martins (2011) reiterates that discussions involving career plans require workers to have knowledge with a consistent foundation in order to understand the disputes involving the interests of the state vs. education workers with a view to guaranteeing elements that translate into professional valorization.

Considering the above, a concept that best translates the understanding of professional development through career plans for education professionals, especially the teaching subgroup, is based on the perspective of Sousa (2023) when he writes that:

The PCCR is conceived as a set of elements that make up the legal system, systematizes the intentions and professional path: initial training, continuing education, working hours, working conditions, socio-economic issues, workers' health and well-being, starting salary, remuneration, progression/promotion and related situations with a view to improving the quality of teaching and learning of teaching professionals and other subjects belonging to the public education system (p. 107).

In view of this, the debates around professional development, through the PCCR for public teachers, encourages the thought that educational struggles and clashes are reworked at every turn in different spaces and places, by different theoretical matrices and conflicting interests between civil society and the rulers of sub-national entities.

The valorization of basic education professionals also involves another mechanism for democratic management and an instituting element of Municipal Education Systems, which is the constitution of permanent commissions for the elaboration, restructuring



and implementation of career plans within the scope of Municipal Education Systems, provided for by Law 11.738, of July 16, 2008 and by the National Education Plan, specifically in strategy 17.3 of goal 17:

Implement, within the scope of the Union, the States, the Federal District and the Municipalities, career plans for teaching professionals in public basic education networks, observing the criteria established in Law No. 11.738, of July 16, 2008, with gradual implementation of the fulfillment of the working day in a single school establishment (Brazil, 2014, p. 54).

It is important to emphasize that the creation of the commission alone does not guarantee that the plan will be created, implemented and made feasible by management, however, this is the first step, since the creation of this device will make it possible to monitor this goal, as well as the participatory bias within the municipality.

### **The valorization of the teaching profession through the creation of permanent commissions to draw up, restructure and implement career plans in the municipalities of Tocantins**

According to data from the IBGE (2022), the state of Tocantins is made up of 139 municipalities, 92% of which have a population of less than 20,000 inhabitants, with a strong presence in agricultural and livestock areas and vast rural and settlement regions. The state of Tocantins is 35 years old and faces significant challenges in training and valuing education professionals.

As such, a consensus is expected from managers, trainers, legislators and organized civil society in order to consolidate state policies that still do not exist and to build an effective model of quality educational management to serve all students in the territory of Tocantins. It is known that in this legal scenario, one of the possibilities for teachers to move is through their union representations and other organizations, which can then pursue this constitutional precept.

In relation to the Municipal Education Systems in Tocantins, it can be seen that they have created and implemented their career plans at different times and based on their organization into systems with greater scope for action and autonomy.



The work carried out by PRISME/TO from 2022 onwards was based on training, follow-up and monitoring of municipalities based on qualitative data entered into AVNEI, with the epicenter being educational planning and, specifically, the National Education Plan and the respective municipal education plans. PRISME

... seeks to support the effective process of institutionalization and management of the EMS, with the intention of municipalities establishing autonomy and fulfilling their educational responsibilities, integrating with the policies and plans of the Union and the State, with the Municipal Education Plan (PME) and the Articulated Action Plan (PAR) as the system's articulators (Prisme, 2022).

Based on the training actions developed by PRISME/TO, it was possible to identify five levels of monitoring of target 18, strategy 18.5. The table below shows the organization of these levels of monitoring:

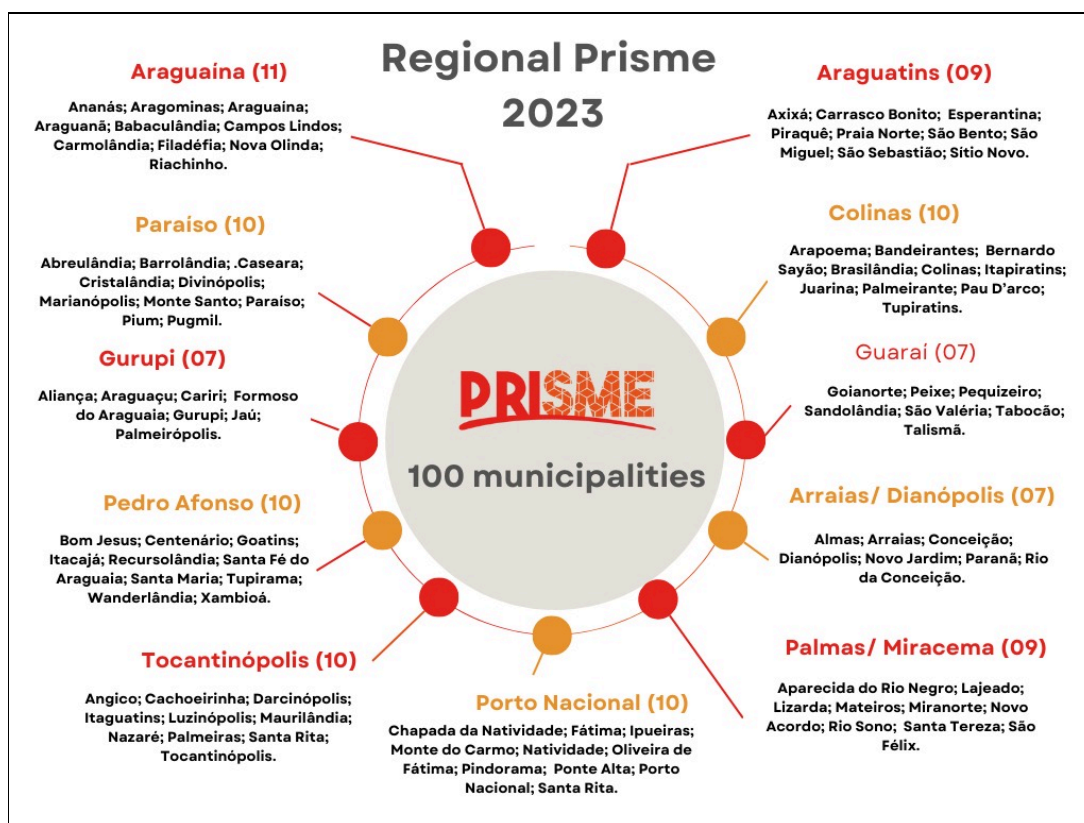
**Table 1** - Levels of Monitoring of Strategy 18 in the Municipal Education Systems of Tocantins – 2023

LEVEL	WHAT THE LEVEL SAYS
Level 1	The municipality has not set up a specific permanent commission to draw up, restructure and implement the career plan within the SME.
Level 2	The establishment of a specific permanent commission to draw up, restructure and implement the career plan within the SME is underway.
Level 3	The municipality has set up a specific permanent commission to draw up, restructure and implement the career plan within the SME, but it is not active.
Level 4	The municipality has set up a specific permanent commission to draw up, restructure and implement the career plan within the SME.
Level 5	The municipality has set up a specific permanent commission to draw up, restructure and implement the career plan within the SME and has drawn up or restructured the plan.

Source: Reflective questionnaire - Asynchronous activity 11 proposed in AVNEI/PRISME, 2023.

Compliance with the target was observed based on the 100 municipalities that joined the PPRISME Program in 2023 and the respective evidence entered into the AVNEI system. Therefore, the analysis of the levels started with the verification of documents attached to AVNEI by the municipalities themselves, such as: decrees, ordinances, minutes of the creation of the specific permanent commission for the elaboration, restructuring and implementation of the plan and a copy of the PCCR of the municipalities participating in the training movement of the PRISME-UFT Program. All the municipalities were organized and distributed into 11 regional offices, which take into account the geographical location of the municipalities. The organizational chart below shows the distribution of municipalities by region.

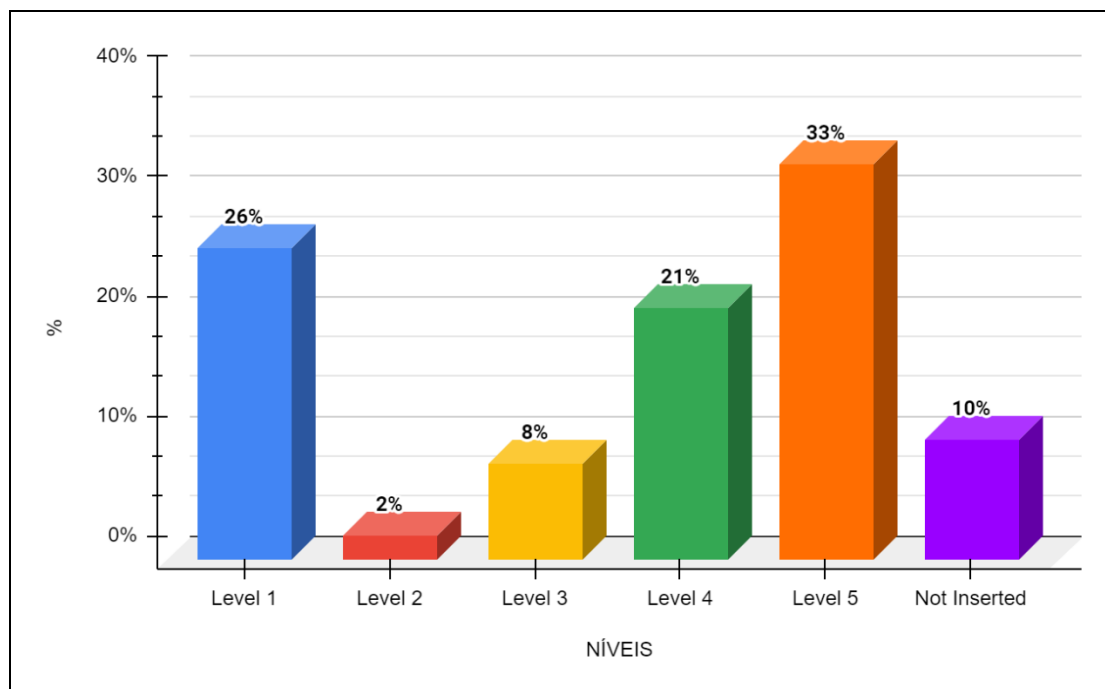
Figure 1 - Demonstration of PRISME Regionals in 2023



Source: Prepared by the authors based on PRISME and AVNEI (2023).

With regard to the quantitative analysis of the levels of creation and implementation of Career Plans by municipal education systems (100 municipalities in total), the following graphical representation was made:

**Graph 1** - Creation or implementation of specific commissions to draw up, restructure and implement career plans in the municipal education systems of Tocantins – 2023



Source: Asynchronous Activity 11 Questionnaire, AVNEI-PRISME, 2023.

The data presented in the graph above shows that most of the municipalities that took part in the PRISME/UFT (2023) training sessions were able, in the last decade, to set up a permanent committee to draw up, restructure and implement the career plan for education professionals, with 54% of the municipalities falling into levels 4 and 5.

Also notable, according to levels 1, 2 and 3, is the percentage of municipalities - a total of 36% - that have not yet set up a commission in their education systems to draw up, restructure and implement the career plan for education professionals, or if they

have, it is not working. This data shows that there are obstacles to the participation of the school community and the teaching profession; however, it is necessary to comply with the law and act in a way that can contribute to the drafting and restructuring of the plan with a view to its implementation in the next ten years of the PME.

Of all the municipalities participating in PRISME, 10% did not enter any information in AVNEI, i.e. they participate in the training process of the program, but they did not tick any of the available options. Perhaps this process of not entering information shows that the Municipal Education Plan does not include a goal or strategy for valuing education professionals. This data needs further analysis and substantiated information to confirm this hypothesis.

### **Recognition of municipal education professionals in the state of Tocantins based on the implementation of a specific law establishing career plans**

This section analyzes the evidence of the creation or implementation of the Job, Career and Remuneration Plans - PCCR - in the municipalities of Tocantins that took part in the PRISME-UFT training during the years 2023-2024.

During 2023, the municipal education systems carried out training and reflection on the fulfillment of goal 18, specifically strategy 18.7, which deals with the drafting of the Law for the Appreciation of Education Professionals: the PCCR.

An activity was proposed at AVNEI in an attempt to ascertain the rate at which the PCCR was created and whether or not the school community (teachers, other professionals, community representatives and students) participated in drawing up this document.

It is essential to understand that in democratic management, education systems need to encourage the participation of the various inter-collegiate bodies in the

formulation of laws that guarantee civil servants. Despite being an institutional plan, the participatory movement in the drafting, restructuring and implementation of the law in question guarantees the democratic, participatory and autonomous exercise of the various representative segments involved in the drafting of this legal document.

To facilitate the reflective moment of the Municipal Education Systems of the 100 municipalities participating in the PRISME Program, Asynchronous Activity 10 was subdivided into levels that sought to elucidate the creation and implementation of the aforementioned law, as shown in the table below.

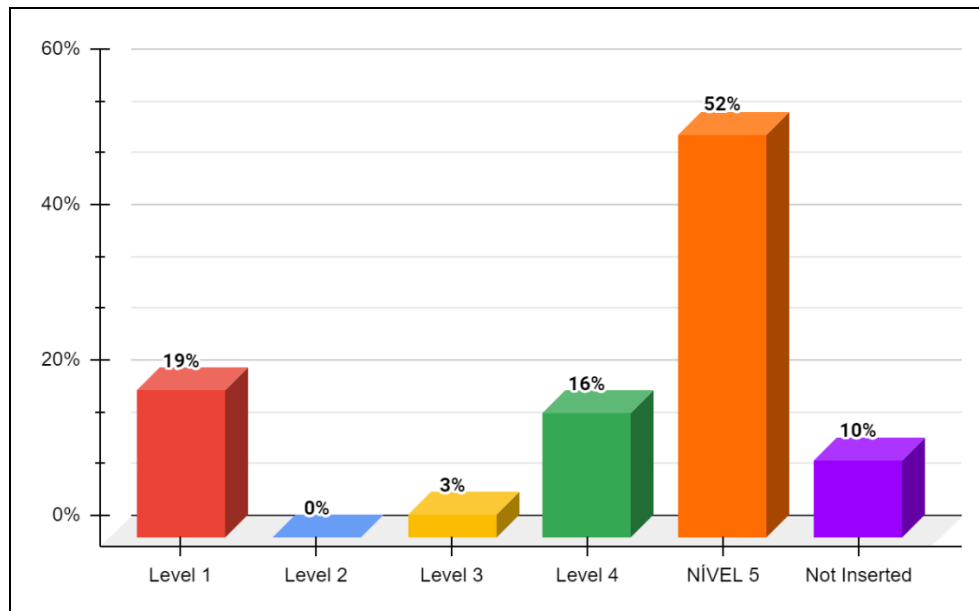
**Table 2** - Education systems and networks in Tocantins that have drawn up specific laws establishing career plans for education professionals

LEVEL	REFLECTIVE MOMENT PROPOSED
Level 1	The municipality has not drawn up a specific law establishing career plans for education professionals within the SME.
Level 2	The process of drawing up a career plan for education professionals is underway, but without the participation of the school community.
Level 3	The process of drawing up a career plan for education professionals is underway, with the participation of the school community.
Level 4	The SME has specific legislation establishing career plans for education professionals, but without the participation of the school community.
Level 5	The SME has specific legislation establishing career plans for education professionals, instituted with the participation of the school community.
Not inserted	The SME participates in the training, but has not entered any levels in AVNEI.

Source: Prepared by the authors based on AVNEI (2023).

Therefore, based on the analysis of the municipalities, by region, and considering each level in the Municipal Education Systems, we arrive at the result shown in the graph below:

**Graph 2** - Education systems and networks in Tocantins that have drawn up specific laws establishing career plans for education professionals



Source: Prepared by the authors based on Asynchronous Activity 10 proposed in AVNEI, 2023.

The graph shows that a significant number of municipal education systems in the state of Tocantins (52%) have created specific legislation establishing career plans for education professionals with the participation of the school community (N5). This data is relevant, because when you take into account the number of municipalities in the state (139), you can see that the legislation has been complied with, ensuring laws that guarantee the consolidation of rights at the municipal level.

Another relevant finding is that 19% of municipal education systems have not yet drawn up a specific law guaranteeing the creation or implementation of the PCCR. Considering that the PME is in the process of being finalized with regard to the ten-year period, one must infer the total absence of educational policies in the respective municipalities and, consequently, a major threat to the quality of teachers' work.

It is urgent that these municipalities, together with education professionals and the community, set up discussion processes and effective actions that include this mechanism for valuing education professionals for the next decade (2025-2035). It is important to stress that the discussion of legal apparatuses is of fundamental importance

to the democratic process, which must be transparent and enable participation and collective deliberations.

Some municipal education systems (19%) have specific legislation that deals with the PCCR, however, they denounce the authoritarian nature of management in that they did not involve the school community in the formulation process, indicating a plan drawn up in the office, with the representation of some bodies, but without discussion with the school community. This process demonstrates that some municipal education systems adopt managerialist attitudes focused solely on meeting targets aimed at achieving productivity. An educational system committed to democratic principles encourages the participation of all those involved and interested in approving the PCCR, which involves meetings, training sessions and deliberative assemblies. These are essential conditions for the school community to realize the importance of this law. Furthermore, it is necessary to devise strategies not only to implement it, but also to ensure that it is followed up, monitored and evaluated.

Finally, the analysis of the data made it possible to understand that the approval of laws (decrees or normative instructions) does not in itself guarantee that career plans will be implemented in municipal education systems. There needs to be a team committed to following up and monitoring this legal apparatus, because this is the only way it will actually be implemented. This team cannot just be made up of representatives from the legislature or the Municipal Education Department, because the legal and democratic process must include all representatives, especially those most interested in the approval of this legislation, such as educational managers, pedagogical coordinators, teachers, parents, students and other educational staff.

## Conclusion

This study analyzed legal aspects that indicate that valuing education professionals is an essential component of educational policies, promoting effective learning processes and achieving socially referenced educational quality. The text presents a theoretical-practical discussion based on the political-educational approach, highlighting the concrete reality of the municipalities in Tocantins, which face not only regulatory challenges in their daily lives, but also financial and operational ones.



In the context of the various dimensions that involve the democratic management of education and the scenarios for its implementation, the data obtained reveals the need for an in-depth analysis of the educational reality in the federated entities, especially at municipal level, as well as the implementation of what is established in Article 9 of the LDB. This article states that one of the Union's responsibilities is to provide "support to the States, Federal District and Municipalities for the development of their education systems and the provision of compulsory schooling." The Union's action is fundamental to making it possible to comply with the legal precepts.

The data presented in this study is based on two main aspects: the creation of career and teacher development plans in the municipalities and the creation of standing committees. A significant number of municipalities were found not to have a career plan approved and monitored by municipal committees. These figures become even more alarming when analyzed in their specificities. However, it is necessary not only to highlight the reality presented, but, above all, to make efforts in a comprehensive analysis of all the aspects that involve the management of educational systems, considering financial and pedagogical management and the very structuring of systems with councils and collegiate bodies. Valuing education professionals is linked to various aspects of management that often go beyond the autonomy of municipal education managers.

Consequently, it is also worth noting that the data collected points to the urgent need for more effective coordinated action on the part of the federal government and the states in order to provide support so that municipalities are effectively able to draw up and implement their career plans. In this sense, the definition of public policies must also be based on an understanding of local demands and specificities, while at the same time ensuring fair access and quality with social reference in school spaces.

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**RESUMO:**

O presente estudo pauta-se no princípio constitucional de valorização do profissional da educação. O artigo objetiva apresentar uma análise qualitativa acerca do cumprimento da meta 18 do Plano Nacional de Educação no estado do Tocantins a partir de estudos desenvolvidos no Programa PRISME/TO. A pesquisa evidenciou que o cumprimento da meta 18 nos seus principais aspectos não ocorre de

forma integral nos municípios tocantinenses e aponta para a necessidade de implementação de ações efetivas dos demais entes federados no acompanhamento da efetivação da gestão democrática.

**PALAVRAS-CHAVE:** Valorização profissional; Plano de carreira; Gestão democrática; PRISME/TO.

**RESUMEN:**

Este estudio se basa en el principio constitucional de valorización de los profesionales de la educación. El artículo tiene como objetivo presentar un análisis cualitativo del cumplimiento de la meta 18 del Plan Nacional de Educación en el estado de Tocantins, a partir de estudios desarrollados en el programa PRISME/TO. La investigación mostró que el cumplimiento de los principales aspectos de la meta 18 no ocurre en su totalidad en los municipios de Tocantins y señala la necesidad de implementar acciones efectivas por parte de las demás entidades federadas para monitorear la implementación de la gestión democrática.

**PALABRAS CLAVE:** Desarrollo profesional; Plan de carrera; Gestión democrática; PRISME/TO.