Teacher appreciation policies in the Angicos/RN public municipal education system

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Summary
The article aims to present some of the results of the research entitled "Teacher valuation policies in the public municipal education network of Angicos/RN". We considered the fulfillment of the PNE goals that address these policies, the Municipal Education Plan and the structure of the career and remuneration of teachers of public basic education organized in the Plan of Positions, Careers and Remuneration (PCCR) of the network. We used a literature review, document research and data analysis of the teacher appreciation policy requested to the Union of Public Servants of Angicos (SINDSPAN). We identified the nuances of the RCCP implementation in the municipality and contradictory elements regarding the role of the union. We missed the local agendas of the teaching class in the municipality. The process of implementing the PNE and the PME has also been marked by difficulties and material conditions that make them unfeasible.

Keywords: Teacher valuation. Municipal Education Plan. Career path. Remuneration.

Políticas de valorização dos professores na rede pública municipal de educação de Angicos/RN

Abstract
O artigo pretende apresentar alguns dos resultados da investigação intitulada "Política de valorização dos professores na rede pública de educação municipal de Angicos/RN". Foram considerados o cumprimento dos objectivos do PNE que tratam destas políticas, o Plano Municipal de Educação e a estrutura de carreira e remuneração dos professores da educação básica pública organizada no PCCR da rede. Utilizámos uma revisão bibliográfica, pesquisa documental e análise de dados sobre a política de valorização de professores solicitada ao Sindicato dos Funcionários Públicos de Angicos (SINDSPAN). Foram identificadas as nuances da implementação do PCCR no Município e elementos de contradição, no que diz respeito ao papel do Sindicato. Sentimos falta das directrizes locais da categoria de ensino municipal. O processo de implementação do PNE e das PME foi também marcado por dificuldades e condições materiais que as tornam impraticáveis.

1 Introduction

The importance of teachers for the Brazilian educational system is an almost unquestionable theme, however, the appreciation of these professionals for the effectiveness of educational quality is a point that resonates in numerous discussions, especially because this appreciation depends on the contemplation of at least four elements, namely: career, working conditions, training (initial and continuing) and remuneration.

Over the years, a number of measures have been taken in order to enable public policies in the educational field that recognize the importance of the social function of teachers and consider their contribution to the transformation of education systems. Among them, we can highlight: the 1988 Federal Constitution; the Law of Directives and Bases for National Education - Law n. 9.394/96; the Law of the Fund for Maintenance and Development of Basic Education and the Appreciation of the Teaching Profession (Fundef); the National Education Plan (2001-2010); the Law of the Fund for Maintenance and Development of Basic Education and the Appreciation of Education Professionals (Fundeb); the Education Development Plan (2007), the National Guidelines for the Teaching Profession Career - Resolution n. 02/09; the National Education Plan (2007); the National Plan for the Improvement of the Teaching Profession - Resolution n. 02/09; the National Plan for the Improvement of the Teaching Profession - Resolution n. 02/09; and the National Plan for the Improvement of the Teaching Profession. 02/09; the National Education Plan (2014-2024), among other documents and legislation that highlight teachers as key elements in educational policy.

On the other hand, these policies are also the agenda of movements and claims of the category, as they have gaps and texts that generate different interpretations and, consequently, different forms of implementation in education systems, thus generating internal conflicts within the teaching category.
These documents and legislations that address the valorization of basic education teachers are linked to the construction conditions of the educational reform of the 1990's and 2000's, based on the ideals of a global project (Neoliberalism) and a set of sectorial plans (PROMEDLAC, PRELAC) resulting from international agreements to formulate the political-educational agenda for Latin American countries, in the specific case of Brazil.

We also recognize that these documents point to an evolution, albeit slow, of teacher valorization, and allow us to confirm that the valorization of teachers is a crucial element in educational policy and thus comprises a long-standing historical struggle of education professionals.

Aware of this configuration, the prominence of researching about the policies of valorization of teachers of public schools of municipal basic education of Angicos/RN was manifested, considering the concerns about the current configuration of the valorization of education professionals, since this valorization is provided for in Brazilian documents and legislations, from the Federal Constitution of 1988 to the National Education Plan (PNE, 2014-2024) - approved through Law n. 13.005/2014 -, which has important developments for national and local education.

We recognize the need to investigate this theme because, despite the fact that teacher appreciation is pointed out as a priority in the documents and legislations mentioned above, basic education teachers still face working conditions, career, and remuneration that are neither attractive nor rewarding, as well as the training courses to which they are submitted are far from meeting their needs in the teaching profession, especially when it comes to the municipal sphere. This fact can be proven with the low attractiveness of the profession for the new generations and the high number of mobilizations that comprise the universe of these professionals, signaling wage and career discomfort, according to studies already conducted by Gatti (2009, 2011).

There are few researches developed about the policy of valorization of basic education teachers in the municipalities of the state of Rio Grande do Norte, which drives the search for information to expand such knowledge, so that it can be analyzed and made available through written materials that can subsidize researches, planning and formulation.
of public policies for education professionals. Furthermore, in the municipality of Angicos/RN, we are unaware of any research carried out with these objectives. The existing researches at the state level have scientifically divulged a general panorama about the teacher's valorization policy in that state and helped us realize the need to deepen some studies about this policy, such as, for instance, analyzing the career of these teachers, since this is the main instrument that translates the real working condition in which teachers find themselves.

Therefore, this article aims to present some of the results of the research entitled "Teacher valuation policies in the Angicos/RN municipal public education network", considering the objective of analyzing the teacher valuation policies developed in the Angicos/RN municipal public education network through the fulfillment of the PNE goals that deal with teacher valuation policies, the Angicos/RN Municipal Education Plan (PME), and the career and remuneration structure of public basic education teachers organized in the Plano de Cargos, Carreira e Remuneração (PCCR) of the municipal network.

2 Methodology

The research was of exploratory type for the identification of the research field. In the investigation, we used the following procedures: literature review, highlighting authors such as Gatti (2011), Oliveira (2014), Arelaro (2007), among other scholars in the area; documentary research (PNE, PME and PCCR); and collection and analysis of data on the teacher appreciation policy that addresses the career, remuneration, training (initial and continuing) and working conditions of teachers of the municipal public network of Angicos/RN, requested to the Union of Public Servants of Angicos (SINDSPAN).

The investigation was done by consulting and analyzing books, theses and dissertations, periodicals, reports, official documents and legislations about the subject, in a process of bibliographic investigation, contemplating three simultaneous and articulated axes, which are: a) the analysis of sources about the historical and political context; b) the
content of official documents at a local level; and c) the considerations of authors about the theme in question.

We identified, at the Municipal Secretary of Education (Secretaria Municipal de Educação - SME) of the city of Angicos/RN, the documents and legislations that address the teachers' career in the municipal public network. We visited the municipal union (SINDSPAN) to present and join the research.

Among the students who participated in the research project, we carried out studies about the theoretical foundation that deals with teacher valuation policies at a national, regional and local level. The students, during the course of the research, produced partial reports and scientific articles for publication and socialization of the results found in academic events.

The investigation of this research was developed considering the essence of the events arising from educational policy at a national and local level, in relation to the policies of teacher appreciation in basic education, and not only their appearance. Thus, we tried to unveil the contradictions of the investigated object, since it is not isolated from the social, economic, and political aspects that comprise it.

To do so, we revered the investigated object starting from a historical, critical, and dialectic analysis that provided the opportunity to consider reality in a social, political, and economic context. Therefore, we are concerned with the research process in its totality, and not only with the results or products. For this reason, data collection was defined in a qualitative and quantitative way, as we stopped at the confrontation and analysis of the information.

We also revisited the general research objective and its specific objectives to confirm our assumptions. We started from the assumption that the policy of teacher appreciation, proposed in documents and legislation (national and local) has not been sufficient to guarantee an effective appreciation of the teaching work, especially through the four elements that comprise it: career, working conditions, training (initial and continued) and remuneration.
3 Results and Discussion

The National Education Plan - Law No. 13.005/2014, establishes in goals 15, 16, 17 and 18, projections that contemplate the axis of teacher appreciation. Goal 15 aims to ensure, on a collaborative basis, a national policy for teacher training, and has the goal of ensuring that teachers obtain a degree in the area of education in which they work. Goal 16 aims to train at least 50% of teachers at the post-graduate level, as well as to offer continued training based on the contexts and demands of teaching. Goal 17 establishes the projection of valuing teaching workers by the sixth year of the National Education Plan (PNE), with other professionals with equivalent schooling. Goal 18 intends, within at least two (2) years, to guarantee the Plan for Positions, Careers, and Remuneration (PCCR), for Public Basic Education and Public Higher Education.

Thus, it can be observed that the legislation in force aims to guarantee a policy to overcome the challenges that comprise the effective valuing of teachers through all the elements that comprise it. However, the National Education Plan (2014-2024) has not been implemented as expected. According to Araújo (2015), in its first years of effectiveness, there were cuts in various sectors of education, limiting and preventing the realization of its goals, for example, the government of Dilma Rousseff, in her second term, made a cut of 70 billion from the Federal Budget, This was announced in May 2015 by the Minister of Education Aloizio Mercadante, contradicting himself in his speeches, who had as his motto "Brazil, Educating Homeland".

With the coup of 2016, resulting in the Impeachment of Dilma Rousseff, where Michel Temer assumed the presidency, and that during his government, he made limitations on investments in education in 20 years, through Constitutional Amendment n. 95/2016, which will establish the minimum ceiling for public spending, impacting education, health, infrastructure, as well as social segments. Directly affecting the implementation of the goals and the teacher appreciation policy.

Aguiar (2010) reiterates the need for a valuation policy and integrated professional development as one of the challenges in the construction process of the National Education
Plan, in view of the fact that there is a significant amplitude in the legislation. At the same time, we observe that the implementation of this Plan also leaves much to be desired in terms of meeting the goals established to achieve the desired valuing policy.

In the Municipal Education Plan of Angicos/RN (Law n. 1.024/2015), we notice a tendency to repeat the goals of the PNE, however, with strategies to be achieved specifically in the municipality. Among the strategies analyzed, the one that refers to the updating/revision of the Plan of Positions, Careers and Remuneration (PCCR) of the teaching staff of basic public education in Angicos/RN (18.1) stands out, through a study committee with representatives of the Municipal Executive and the teachers’ representative entities, in the first year of the PME. However, the PCCR in force in the analyzed municipality refers to the year 2009, i.e., the planned strategy was not fulfilled.

In analyzing the Plan of Positions, Career and Remuneration of Teaching Professionals of Basic Public Education - Angicos/RN, it was observed that the document is materialized in the Municipal Law n. 759, of December 31, 2009, which provides for the Plan of Career and Remuneration of Teaching Professionals of the Municipal Public Basic Education of Angicos, and other provisions. In Chapter I - BASIC PRINCIPLES OF THE CAREER, article 6, clause III, provides for progression through changes in class by periodic promotions for length of service or performance evaluation, alternated every 3 (three) years. Subparagraph IV provides for access to the career through public competition of tests and titles aimed at ensuring the quality of the educational action. Subparagraph VII provides for salary progression with a change of career level by qualification that includes titles.

Chapter II - CAREER STRUCTURE - Art. 10 - defines that Level is the group of teaching professionals, occupying the position of teacher, with the same degree of education or qualification in which the career is structured, corresponding to I - Special Level 1, training in a medium level course, with specific qualification for teaching or with unspecific graduation - (level in extinction); II - Level 1, training in a higher course of full licensure, with specific qualification for teaching in basic education; III - Level 2, training in a higher course of full licensure, with specific qualification for teaching in basic education.
and a postgraduate diploma in the area of education, at the level of specialization; IV - Level 3, a degree in higher education, with specific qualification for basic education teaching and a post-graduate diploma in the area of education, at the master's level; V - Level 4, a degree in higher education, with specific qualification for basic education teaching and a post-graduate diploma in the area of education, at the doctorate level.

Still on the career structure of the teachers of Angicos/RN, it is defined in article 11 that the Class is the position of the teaching professionals, occupants of the teaching position, in the career levels referring to factors of time of service, performance and professional qualification, designated by letters "A" to "J".

In addition, the evaluation of teaching performance considers the fulfillment of duties, efficiency in the exercise of the position, performance and quality of work, cooperation, relevant projects in the artistic, cultural or welfare areas. However, it is important to reflect that the target audience to whom these demands are addressed is not always given the material conditions to carry out these demands. Most of the time, meeting these demands involves factors and elements that may not be within the reach of these professionals. Therefore, there are many things to be considered when a document of this magnitude is prepared, approved, and implemented, especially when it comes to professionals who are inserted in a reality that is not favorable to its execution.

In other words, it is also necessary to consider possible external factors that are beyond the teacher's control, such as the material conditions, on the part of the student, for the studies to be developed, and the material resources available for the teacher's work.

Regarding the PCCR, Araújo and França (2016, p. 154) inform that the job plans in most states and municipalities in the country came into existence influenced by national legislation, considering that decentralized resources began to be applied in the governments of states and municipalities from the Funds policy established from the 1990s.

The interview at the Union of Municipal Public Servants of Angicos/RN - SINDSPAN, made it possible to understand the nuances of the implementation of the Plan of Positions, Careers and Remuneration in the Municipality. We corroborate with Gil (2002, p. 117) as to how to conduct the interview:
In surveys that make use of the interview as a data collection technique, it takes on a more or less structured form. Even if the possible answers are not fixed in advance, the interviewer is guided by some kind of script, which can be memorized or recorded on sheets of paper.

The script of the partially structured interview was created previously, after reading the municipal job plan, twenty-four (24) questions about the document were organized. The interview was held with the general representative of Sindspan and with a representative of the Municipal Secretariat of Education of Angicos/RN, who received us at the union's headquarters.

For the representative of the municipal secretary of education, we asked about the change from the old PCCR (Law n. 507/98) to the current one (Law n. 759/2009 - Plano de Carreira e Remuneração dos Profissionais do Magistério da Educação Básica Pública Municipal de Angicos), if there were changes and if they were positive, advantageous or if there were losses. The representative answered that:

> In this repeal of Law 671 of 2008, with the new Plan of Position, Career and Remuneration, there were some changes. I see in my experience, as a public servant, as a teacher in the network, I see that many changes happened. The advantages that used to be vertical, horizontal, today we have them by level, by time, every three years, we change the level in the law, and the remuneration, right? Guaranteeing an incentive, a change for the teacher.

It was observed, therefore, that there are misinterpretations about what vertical and horizontal change and change of level and class would be, since the vertical and horizontal advantages correspond to the design of the level and class bonus table. In contrast to the representative of the municipal secretary of education, the union's general representative informed that:

> For this to happen, that the employee, in this case, the teacher, [gets the progression], we have to make a request to the municipality, so that he has this right, this percentage. Doctorate is 30%, 25% for those who have a master's degree, and 20% for specialization. Teachers are not entitled [to a change of level] because they are already entitled to a change of letters. Only in the letter change. Only in the letter change.
The answer contradicts what is stated in the PCCR of the municipal public education system of Angicos/RN, which provides for the change of level in chapter I, about the basic principles of the career, which in its paragraph VII establishes the salary progression with change of career level by qualification that contemplates titles.

When questioning how the National Professional Salary Level (PSPN) is applied in the Municipality of Angicos/RN, we got the answer from the representative of Sindspan that the monitoring of the implementation of the level occurs through dialogues with members of the Union of Workers in Public Education of RN - SINTE/RN and with members of the Federation of Rural Workers, Farmers and Family Farmers of the State of Rio Grande do Norte - FETARN, which pass on information to the union regarding the changes that occur in the career and remuneration of the workers.

We were in doubt and asked the representative of the union again about the same subject, and we got a confirmation of the previous answer. Therefore, we understand, then, that the inspection and appropriation of the laws that value the teaching profession is not done and studied by the union itself, and that they depend on other associations to make these demands.

During the realization of the question about the payment of the 33.23% readjustment of the national floor, approved in the year 2022, as provided by Law 11.738 of 2008 - PSPN, we were informed that the City Hall of Angicos/RN paid the 33.23% readjustment and that it was an achievement of Sindspan, which organized a dialogue together with the mayor, the secretary of education and the legal advisors. Based on this statement, we asked the union representative if the Sinte/RN participated in the articulation of the readjustment, since there is an exchange of struggle guidelines between the associations, and the information obtained was that the Sinte/RN did not participate in the dialogue with the mayor, the secretary of education, and the legal counselors.

Considering this answer, we found an element of contradiction, regarding the role of the union, we missed the local agendas of the teaching category in the city. This perspective corresponds to what Biavatti (2006) points out when he highlights that: "the official union historiography usually approaches the formation of unionism as a mere effect
of the different arrangements in the modes of production,” and this thought is understood as determining. Biavatti (2006) presents us Michel Foucault's conception about the historiography of unionism:

The contemporaneity of the teacher's unionism in the society of control that as a union force emerges in the midst of the decline of labor unionism, launching a new form to the union history. We investigate these power relations, how the forces at play in these disputes subsidized the formation of modes of teacher subjectivation engaged in an implication that takes into account the overlapping of the binomial utility/docility of the body of the disciplinary society by the utility/participation of the control society, as well as the differences in participation that neoliberalism as an arrangement on a planetary scale provides.

This change occurred during the liberal perspectives and occurs due to the implementation of neoliberalism in the economic model in the 1990s, driving a reconfiguration in the unionist model of organization, articulation and struggle.

4 Concluding Remarks

The National Education Plan (2014-2024) addresses the issue of valuing teachers in at least four of its 20 goals. However, to achieve them, it will be necessary to overcome some gaps, such as, for example, the difficult construction of consensus on the various themes present in this plan and the contradictions of local governments in the implementation of their state and municipal plans. The construction of this plan comprised a process of elaboration permeated by advances and setbacks: from the National Education Conference (CONAE) in 2010 to the National Congress. Moreover, in November 2014, there was also the 2014 National Education Conference (CONAE), which presented a set of proposals that subsidized the implementation of the National Education Plan (PNE), indicating responsibilities, co-responsibilities, concurrent, complementary, and collaborative attributions among the federated entities and the education systems.

The studies carried out allowed us to realize that the process of implementing this plan has also been marked by difficulties and material conditions that make it unfeasible. It was understood that the creation of a set of legislations to promote the improvement of the
quality of education is not enough, nor is the valuing of teachers, because these legislations present some limitations, making it necessary to guarantee comprehensive and continuous educational public policies.

The educational policies, the way they have been implemented, from a neoliberal perspective, do not translate the changes that are desired in education, especially when it comes to the teacher valuation policy, because they reinforce the reproduction of inequalities, since the redefinition of the State's role as regulator of educational policies has been characterized as the reproduction of a false improvement in the quality of education.

Regarding the local policies analyzed, contradictions and misunderstandings are observed on the part of those who materialize and are part of the implementation of the teacher appreciation policy in the analyzed municipality, which hinders its implementation in a coherent way.

The investigation carried out could contribute to the deepening of the studies of students of the Pedagogy undergraduate course at Ufersa/Angicos about the valorization policy that comprises their future space of performance, so that these students could recognize themselves in the process of claiming for better career conditions, work and remuneration in their area of work.

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