

Remuneration of Basic Education Teachers in the Public and Private Sectors at Municipal Level*

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Abstract

The present work aims to examine the remuneration of basic education teachers in the public and private sectors in the municipality of Campo Grande, the capital of the state of Mato Grosso do Sul, Brazil. We conducted an exploratory study using the Annual Report on Social Information (RAIS), educational legislation at the federal and municipal levels, and the literature in the area. We note that the period in question was marked by the enactment of the federal law n.11,737/2008 and municipal law n.5,189/2013. The former instituted the National Minimum Wage (PSPN) for the whole country; the latter established the municipal PSPN for teachers' 20-hour work week. We found that basic education teachers with a secondary education degree obtained higher remuneration rates in private education institutions than in the public municipal system. As for basic education teachers with a higher education degree, most of them were found to be working in the public municipal system, and showed substantially higher remuneration rates than the ones practiced in the private sector. We also found that, although the PSPN law was enacted at municipal level, it still has not been actually implemented. This, in turn, will require important efforts by the municipality and the teaching workforce in order to ensure material conditions of existence.

Keywords

Educational policy – Basic education – RAIS – Teacher remuneration – Teacher remuneration in the public and private sectors.

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Introduction

This work aims to describe the remuneration of basic education teachers in the public and private sectors in the municipality of Campo Grande, the capital of the state of Mato Grosso do Sul, Brazil, in the period from 2006 to 2014.

In order to understand and analyze the composition of the remuneration of basic education teachers in the municipal public system and private sector establishments, we conducted an exploratory exam of the Ministry of Labor and Employment's (MTE) Annual Report on Social Information (RAIS) institutional database.

For purposes of data exposition and consequent analysis, historical series were built using the Brazilian Classification of Occupations (CBO) subgroup of RAIS, which defines the total Brazilian workforce and, in a singular way, basic education teachers, since it assesses the type of employment relation established as either municipal statutory or with private firms.

In a previous, also exploratory study (FERNANDES; GOUVEIA; BENINI, 2012), a technical note extracted from the RAIS mentioned that “[...] certain large employers (such as the public sector) can generate changes in the stock of workers which, in fact, are spurious” (BRASIL, 2006a). The technical note of September 09, 2015, about the RAIS 2014 database further warns:

The main limitation is omission and report delivery after the legal deadline, followed by incorrectly filled forms due to incomplete or incorrect information. Another problem identified is related to aggregate reports in the matrix, instead of correctly providing information by establishment. (BRASIL, 2015, p. 3)

The same document informs that: “These problems have been considerably reduced each year due to report collection [...] only via magnetic media or the internet, in which the first criticism on data preparation and collection is made” (BRASIL, 2015, p. 3).

The study *Remuneração de professores de escolas públicas de educação básica no contexto do Fundeb e do PSPN* (Teacher Remuneration in Basic Education Schools in the Context of Fundeb and PSPN)² met challenges in determining the remuneration of teachers at public basic education schools. In view of these challenges, the decision was made to explore the RAIS database as a methodological procedure, since the database contains extremely helpful data to understand basic education teachers' remuneration, both for the public and private sectors.

The work is organized as follows: in the first section, we discuss the centrality that the valuing of teachers takes on in the context of educational policies in the country, based on a legal perspective. Next, we examine the intersection between national and local policies for the valuing of teachers, given the Brazilian federative context, and then problematize the valuing of teachers in the municipality of Campo Grande, building on data collected by the RAIS, which we compare with the regulation enacted in the Municipal Education Plan (PME) 2015–2025.

2- The ongoing *Remuneração de professores de escolas públicas de educação básica no contexto do Fundeb e do PSPN* (Teacher Remuneration in Basic Education Schools in the Context of Fundeb and PSPN) research project is funded by project call n.049/2012/CAPES/MEC/INEP, Programa Observatório da Educação.

Centrality of the Valuing of Teachers in the Context of Educational Policies

One of the outcomes of the country's redemocratization process in the second half of the 1980's was the enactment of the 1988 Federal Constitution (BRASIL, 1988), which substantially expanded social rights in the perspective of building a democratic state of social rights (VIEIRA, 2004). However, it is worth remembering, in accordance with Cury, Horta e Fávero (1996, p. 27), that "[...] the 1988 Federal Constitution internalizes, in various aspects, more than the order allowed, but its effectuation still falls short of what might be demanded".

The constitutional provisions that determined the valuing of teachers by means of remuneration would, since then, be under the aegis of the above cited authors' affirmation. Moreover, from early 1990's onwards, the perspective of a democratic state of social rights gave way to a new conception of state, namely the construction of the neoliberal state. Particularly about this period:

The 1990's, however, reiterated a kind of Sisyphus punishment which historically plagues us. What is in place today is a new form of dictatorship, as Oliveira (2001) notes, under the bases of neoliberal reforms. It is the dictatorship of the market or the capital of mega-corporations. (FRIGOTTO, 2002, p. 54).

It was in this context that the constitutional amendment n.14/1996 was enacted, as well as the law n.9,424/1996, which regulated its implementation, establishing the Fund for the Support and Development of Basic Education and the Valuing of Teaching (Fundef) in addition to legislation below constitutional rank (BRASIL, 1996a, 1996b, 1996c) for the educational sector. In this scenario, the historical struggle of educators organized in entities with the support of segments of society for the minimum wage that had been included in the 1988 Federal Constitution (BRASIL, 1988) virtually perished and was only resumed with the enactment of the constitutional amendment n.53/2006 and the law n.11,494/2007 (BRASIL, 2006b, 2007a), which established and regulated the Fund for the Support and Development of Basic Education and the Valuing of Education Professionals (Fundeb). The policies of funds determined that at least 65% of their resources would be allocated to pay teachers' wages – in the case of Fundef, for primary teachers. Fundeb ensured, in article 22, "[...] the payment of remuneration to basic education teachers in effective exercise in the public system" (BRASIL, 2007a). Also according to Fundeb, in article 41: "The state shall establish, in a specific law, by August 31, 2007, the national minimum wage for public basic education professionals" (BRASIL, 2007a).

However, amidst a complex correlation of social forces, the law n.11,738 (BRASIL, 2008a), which established the National Minimum Wage (PSPN), was not enacted until July 2008. But still at that point, the enactment of the law establishing the PSPN was not sufficient to actually ensure a national minimum wage for basic education teachers. In this scenario, a federative dispute emerged between the states and the federal government. It was promoted by state governors³ (FERNANDES, 2013, p. 1101) and took three years

3- It was the governors of the following states who filed the ADI n.4.167: Rio Grande do Sul, Santa Catarina, Paraná, Mato Grosso do Sul and Ceará; they were supported by the governors of the states of São Paulo, Minas Gerais, Tocantins and Distrito Federal (FERNANDES; RODRIGUEZ, 2011, p. 96).

to be settled in favor of the federal government (BRASIL, 2011a), in a partial way, by the Federal Supreme Court.

Teacher Remuneration in the Municipality of Campo Grande, Based on the RAIS Database

In the case of private sector teachers, collective wage agreements,⁴ which are locally agreed on, regulate the provisions of the Brazilian Consolidated Labor Law (CLT) for the profession each year (SINDICATO..., 2013, p. 1). The municipal law n. 4.507/2007, which established the Municipal Education System of Campo Grande, determined that this segment would be formed by “[...] early childhood education institutions created and maintained by the private sector” (CAMPO GRANDE, 2007c, p. 1). This law determined that the set of private institutions should be under guidance and direction of municipal legislation, although its workforce is regulated by federal legislation. As a result, private education institutions and their offer capacity, as well as their corresponding teaching workforce, have also been the object of educational planning by the municipality.

According to the recent status analysis on the Municipal Education Plan of Campo Grande 2015/2025⁵ (PME), established by the law n. 5,565/2015 (CAMPO GRANDE, 2015), there were 34,614 enrollments in early childhood education in 2013, considering both public and private sectors. Of this total in 2013, the municipal education system accounted for 11,428 enrollments in daycare and 12,411 in preschool. In turn, the private sector accounted for 5,565 enrollments in daycare and 4,863 in preschool. According with these figures, the private sector provided a significant part of early childhood education enrollments that year, i.e., 30%, which also corresponded to a substantial contingent of the teaching workforce that is hired for this stage of basic education at municipal level. In 2013, the municipality recorded a total of 113,284 enrollments in basic education, 61,321 of which in the initial years, and 51,963 in the final years of basic education. The public municipal system had 39,835 students enrolled in the initial years and 29,412 in the final years of basic education. Private institutions in the municipality recorded 11,837 enrollments in the initial years and 7,056 in the final years of basic education. Thus, the municipal system accounted for 61% of enrollments, while the private sector absorbed 17% of total basic education enrollments in the municipality in 2013. Therefore, both types of school organization employed significant contingents of teaching workforce at municipal level (BRASIL, 2013a). Data show that, in Campo Grande, the state education system provides a relatively small contribution to basic education, as it serves only 22% of enrollments and, therefore, is not an object of analysis in this text.

The enactment of the law n.11,534 (BRASIL, 2007b), which established the creation of federal vocational schools and agricultural high schools, combined with the intersection of policies issued by federal and municipal authorities, caused an increase in the offer of vocational education in Campo Grande, yet, in this case, by the private sector, as will

4- Collective wage and labor agreements in private sector education were signed every year during the period studied. Available at: <<http://www.sintraems.org.br/index.php/convencoes>>. Accessed on: July 02, 2016.

5- Here, we chose to work with data from the current Municipal Education Plan of Campo Grande because the Plan's historical series for enrollments refers to the period studied in this text.

be seen. According to the Status Analysis on the PME 2015–2025, in the context of the expansion of vocational education, “[...] the federal government institutes the National Program for Access to Technical Education and Employment (Pronatec), which aims to promote the expansion and democratization of vocational education across the country” (CAMPO GRANDE, 2015). Pronatec has been the main program dealing with vocational education in the municipality, although its offer concentrates almost entirely in the private sector. Indeed, in 2013, private education schools in this modality recorded 3,556 enrollments (98%) in the municipality, and the municipal system, only 74 enrollments (2%) (CAMPO GRANDE, 2015). Therefore, the municipal data on Pronatec enrollments corroborate the analysis already presented for the country as a whole: “[...] we found that the private sector accounted for over 80% of enrollments, which indicates that the Program’s design is best formatted for the type of offer historically provided by this sector” (RODRIGUES; SANTOS, 2015, p. 114).

Based on this scenario of education offer division between the public municipal system and the set of private schools in the municipality for the period analyzed, we examine the subject of teacher remuneration by means of the RAIS database.

Fernandes and Fernandes (2013) analyzed the remuneration of teachers in the state and municipal education systems in the city of Campo Grande for the 1998–2010 period, and found no significant impacts in terms of gains and/or increases in teachers’ remuneration as the policies of dedicated funds initially seemed to indicate.

Table 1 presents the base wage of teachers in the Campo Grande municipal system for 1998, 2006, 2007 and 2010. The period was marked by social and political struggles concerning both the enactment of the law n.11,738/2008 (BRASIL, 2008a) and its implementation.

Table 1 – Municipality of Campo Grande: base wages of teachers in the municipal education system, 1998, 2006, 2007 e 2010⁶

Certification	Wage	1998	2006	2007	2010
Secondary Diploman in Education	Initial	452.29	514.42	552.26	621.42
	Final	757.55	947.80	1,017.52	1,144.91
Licentiatehip (Degree Level)	Initial	587.97	745.92	828.40	932.13
	Final	984.81	1,374.30	1,526.28	1,717.37
Post-Graduation (Specialization)	Initial	646.78	820.51	911.24	1,025.34
	Final	1,082.76	1,511.73	1,678.90	1,889.11

Sources: Fernandes and Fernandes (2013). Figures indexed to INPC (December 2010).

While in 2010 the PSPN of a beginner teacher with a secondary education degree and a 40-hour work week should be R\$ 1,090.92,⁷ Table 1 shows that the wage of a beginner teacher in the municipal system with a 20-hour work week was 57% of the

6- In Table 1, we chose to present data for these years due to the implementation of the policies of funds (Fundef and Fundeb), and also because of the possible immediate effect of PSPN on 2010, according to the methodological procedure chosen in the *Remuneração de professores de escolas públicas de educação básica no contexto do Fundeb e do PSPN* study.

7- Figure indexed to INPC (December 2010).

PSPN. On the other hand, the wage of a beginner teacher with a higher education degree and the same week work is 85% of the PSPN. In the same conditions, the wage of a teacher with a graduate specialization was 94% of the PSPN.

Another important fact that can be seen in Table 1 is the wage dispersion, which is given by the difference between the wage in the end and the beginning of a teacher’s career (CAMARGO; MINHOTO; JACOMINI, 2014). According to Table 1, the wage dispersion for teachers, regardless of degree, between the beginning and the end of a career, was 84% in 2010, which corresponds to a considerable valuing of the teacher over his professional life in the municipality.

Tables 2 and 3 were built with data selected from the Brazilian Classification of Occupations (CBO) subgroups, which identify the type of employment relation in basic education, i.e., either as a municipal statutory teacher or a teacher for a private firm, in the RAIS. Based on this selection, we reached the average wages for the public and private education systems in the municipality of Campo Grande for the period studied, as shown in the tables.

Table 2 – Municipality of Campo Grande: number of teachers with a secondary degree who taught in basic education, average nominal wage, average wage and real wage in the public municipal sector and private firms⁸ (2006 a 2014)

Educational Sector	PRIVATE FIRMS				PUBLIC MUNICIPAL SECTOR				
	Year	N. of Teachers	Average Nominal Wage	Average	Real Wage	N. of Teachers	Average Nominal Wage	Average	Real Wage
	2006	289	R\$ 191,839.89	R\$ 663.81	R\$ 1,158.03	*	*	*	*
	2007	313	R\$ 230,141.90	R\$ 735.28	R\$ 1,219.78	56	R\$ 37,448.16	R\$ 668.72	R\$ 1,109.36
	2008	333	R\$ 254,276.82	R\$ 763.59	R\$ 1,189.66	110	R\$ 78,553.71	R\$ 714.12	R\$ 1,112.59
	2009	362	R\$ 304,486.17	R\$ 841.12	R\$ 1,258.72	118	R\$ 86,606.68	R\$ 733.95	R\$ 1,098.34
	2010	330	R\$ 317,519.08	R\$ 962.18	R\$ 1,352.38	100	R\$ 79,492.45	R\$ 794.92	R\$ 1,117.29
	2011	379	R\$ 429,846.49	R\$ 1,134.16	R\$ 1,502.74	89	R\$ 79,078.09	R\$ 888.52	R\$ 1,177.27
	2012	413	R\$ 514,702.46	R\$ 1,246.25	R\$ 1,554.86	80	R\$ 83,319.57	R\$ 1,041.49	R\$ 1,299.39
	2013	476	R\$ 639,200.21	R\$ 1,342.86	R\$ 1,587.14	74	R\$ 89,731.11	R\$ 1,212.58	R\$ 1,433.16
	2014	562	R\$ 726,751.69	R\$ 1,293.15	R\$ 1,438.89	63	R\$ 87,633.69	R\$ 1,391.01	R\$ 1,547.78

Source: Authors’ own elaboration based on RAIS for the 2006-2014 period.

* RAIS had no record for 2006 for the public municipal sector, as the municipality of Campo Grande did not start to offer vocational education enrollments until 2007. Figures indexed to INPC (December 2015).

The first fact to be noted in Table 2 refers to the number of teachers with a secondary degree teaching in the private sector, which increased constantly during the period studied. Indeed, from 2006 to 2014, this sector had a 94.5% increase in the number of teachers with a secondary degree. As we can see in Table 2, the private sector was the main hirer of teachers with a secondary degree in the municipality from 2006 to 2014.

8- We chose to use the RAIS terminology in the tables and charts, namely ‘private firms’ and ‘public municipal sector’. In the text’s expositive/explanatory part, concepts consolidated in the education area are used, such as ‘private sector’, which represents private firms, and ‘municipal education system’ as equivalent to the public sector at municipal level.

On the other hand, the public municipal education system had an increase in its registered number of teachers with that degree from 2007 to 2009, followed by a decrease until 2014. Therefore, in the first few years of the period, the public municipal system more than doubled its number of teachers registered as having a secondary degree. From 2009 to 2014, however, the public municipal education system had a 47% drop in the number of teachers hired with that degree, while the private sector had an increase of 200 teachers for the same period. It is worth stressing that the teachers with a secondary degree employed in the private sector outnumber by far those employed in the public sector – in other words, there were three times as many teachers with that degree in the private sector compared to the public sector from 2008 to 2009; by 2014, there were nine times as many, showing the continued employability of secondary-degree teachers in the private sector.

The *average nominal remuneration* of teachers is reported in RAIS and corresponds to the total remuneration paid to the segment; once it is divided by the number of teachers, it results in the *average individual remuneration*. This average individual remuneration of teachers with a secondary degree appears in columns 4 and 8 in Table 2. Regarding the teachers hired by the private sector, these data show a positive variation of 94% from 2006 to 2014, disregarding the inflationary loss in the period. On the other hand, the *real* average wage for this segment of teachers, corrected for inflation to December 2015 (obtained by updating according to INPC), as shown in the table's fifth column, had an increase of only 24%. In the public municipal education system, these figures correspond, respectively, to an increase of 108% in the average individual remuneration of teachers with a secondary degree from 2007 to 2014 (disregarding inflationary losses), and a positive variation by 39.5% when figures are corrected for inflation using the INPC index for the period from 2007 to 2014, according to data in column 9. It is worth noting that the *real* wage in the municipal system remained practically stagnant from 2007 to 2010, and did not increase significantly until 2012.

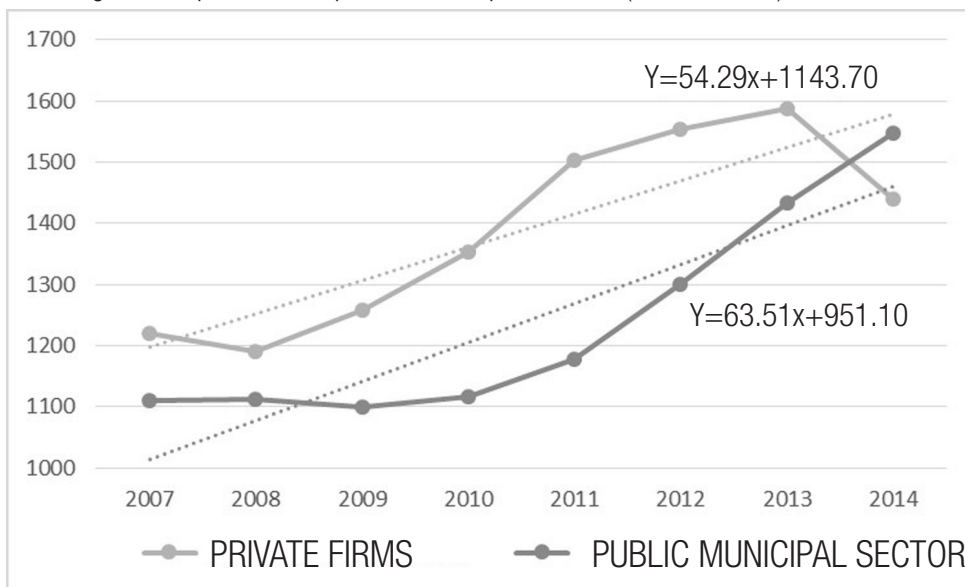
By examining the average individual wage in Table 2 (columns 4 and 8), we can see that this figure is higher in the private sector from 2006 to 2013 for teachers with a secondary degree. The exception was 2014, when the public municipal system recorded a higher average than the private sector.

Table 2 also shows that, from 2007 to 2008, there was a small negative variation in the figures forming the real remuneration of teachers with a secondary degree hired by private institutions. The situation repeated more intensely from 2013 to 2014. In the public municipal education system, wages remained practically stagnant from 2007 to 2010, and then experienced real increments.

Chart 1 aims to evidence the raise in wages both in the public municipal system and private sector during the period studied. It includes the line of tendency for each sector and its respective equation. The equation's angle coefficient measures wage average elasticity in relation to each year. This allows noting that there was an average raise of R\$ 63.51 each year of the period studied for teachers with a secondary degree in the public municipal system teaching in the basic education phases covered in this work. In the same period, teachers with the same degree who taught in the same basic education phases in the private sector in the municipality had an average raise of R\$ 54.29 each

year. Based on data from RAIS, we can see that that, in the period examined, teachers with a secondary degree in the private sector had smaller raises in nominal terms than those in the public municipal system.

Chart 1 – Municipality of Campo Grande: variation in the average real salary of teachers with a secondary degree who taught in the public municipal sector and private firms (2006 to 2014)



Source: Authors' own elaboration based on RAIS for the period from 2006 to 2014. Figures indexed to INCP (December 2015).

Table 3 – Municipality of Campo Grande: Number of teachers with a higher education degree who taught in basic education, average nominal wage remuneration, average wage and real wage in the public municipal sector and private firms (2006 to 2014)

Educational Sector	PRIVATE FIRMS				PUBLIC MUNICIPAL SECTOR				
	Year	N. of Teachers	Average Nominal Wage	Average	Real Wage	N. of Teachers	Average Nominal Wage	Average	Real Wage
	2006	743	R\$ 546,405.58	R\$ 735.40	R\$ 1,282.94	2,605	R\$ 3,199,474.41	R\$ 1,228.21	R\$ 2,142.65
	2007	761	R\$ 603,893.79	R\$ 793.55	R\$ 1,316.45	2,537	R\$ 3,442,336.87	R\$ 1,356.85	R\$ 2,250.93
	2008	736	R\$ 600,018.74	R\$ 815.24	R\$ 1,270.13	3,776	R\$ 6,124,773.93	R\$1,622.03	R\$ 2,527.08
	2009	741	R\$ 662,401.78	R\$ 893.93	R\$ 1,337.74	3,853	R\$ 7,507,715.52	R\$ 1,948.54	R\$ 2,915.94
	2010	644	R\$ 622,593.93	R\$ 937.64	R\$ 1,317.89	4,215	R\$ 9,006,350.11	R\$ 2,136.74	R\$ 3,003.26
	2011	739	R\$ 767,829.03	R\$ 1,039.01	R\$ 1,376.67	4,385	R\$ 10,156,331.88	R\$ 2,316.15	R\$ 3,068.85
	2012	823	R\$ 915,956.56	R\$ 1,112.95	R\$ 1,388.54	4,537	R\$ 11,984,795.87	R\$ 2,641.57	R\$ 3,295.68
	2013	826	R\$ 1,062,908.18	R\$ 1,290.45	R\$ 1,525.19	4,429	R\$ 14,617,667.40	R\$ 3,300.44	R\$ 3,900.83
	2014	828	R\$ 1,191,967.24	R\$ 1,439.57	R\$1,601.81	3,862	R\$ 15,035,668.05	R\$ 3,893.23	R\$ 4,332.00

Source: Authors' own elaboration based on the RAIS for the period from 2006 to 2014. Figures indexed to INCP (December 2015).

According to Table 3, when we consider teachers with a higher education degree in the period studied, data from the RAIS regarding the teaching workforce in the municipal public system and private sector in the municipality of Campo Grande show an inversion in relation to what was recorded for teachers with a secondary degree, according to Table 2. Most importantly, there is a much greater number of teachers with that degree in the municipal public system than in the private sector (i.e., three to five times as many); and this number of teachers in the public sector showed a strong growth tendency, particularly from 2007 to 2012, a period in which this figure rose by nearly 80%.

Along with the number of teachers, Table 3 shows, moreover, that their wage also increased significantly, practically doubling in real terms from 2006 to 2014. This, too, is the opposite of what occurred in the private sector regarding teachers with that degree in the municipality.

These facts can be explained by the educational policy in course, particularly the implementation of the policies of funds (Fundef and Fundeb). In this respect, when Fundeb was created in 2007, Fundef had already caused an intense process of municipalization and decentralization of basic education through enrollment offer in the municipal system (FERNANDES; FERNANDES, 2015). Still regarding the municipality, there was also an “[...] increment in municipal revenues in a positive way during the period in which both Fundef and Fundeb came into effect” (FERNANDES; FERNANDES, 2015, p. 132). Therefore, the intersection between the educational policy induced by the federal government and municipal policies may have contributed for this scenario concerning the remuneration of teachers with a higher education degree in the public municipal education system.

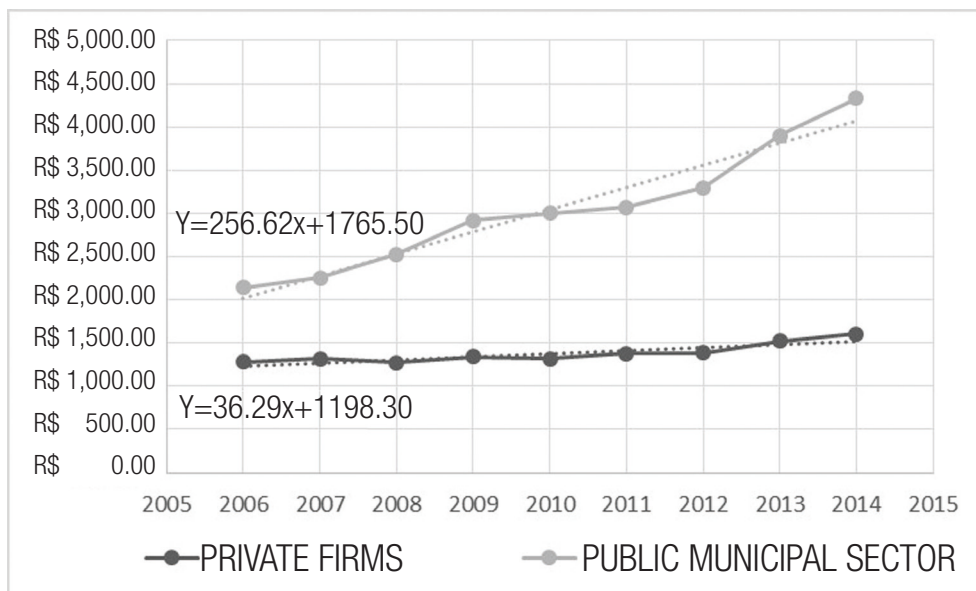
Another important fact provided by the comparison between Tables 2 and 3 is that, for the period studied, the real wage of teachers in the private sector in the municipality shows a slight, nearly irrelevant difference between teachers with a secondary degree and those with a higher education degree. In 2006, the wage difference between both corresponded to 10.8%; in 2014, it was 11.3%. This fact reveals that the collective wage agreements (ACT) in the private sector, which are agreed on each year, have not been taking into account the education of teachers in building their remuneration. This causes difficulties for labor reproduction, i.e., it implies a low attractiveness for teaching in this sector.

Chart 2 shows that each year of the period studied, the public municipal sector raised an average R\$ 256.62 in the wages of its teachers with a higher education degree who taught in basic education. Still according to the chart, for the same period, the private sector hardly raised wages in real terms, i.e., only by an average R\$ 30.70 each year for teachers with the same degree.

With regard to the remuneration of teachers with a higher education degree, which form the majority of the teaching workforce in the municipality in the period studied, data from the RAIS discredit the common-sense fallacy that teachers in the private sector earn a higher remuneration than those in the public municipal education system.

It is worth considering that if the municipality of Campo Grande keeps the pay raise tendency expressed in the RAIS for teachers in the public municipal system every year, then in eight years’ time from 2014, i.e., in 2022, the remuneration of teachers with a higher education level will be equivalent to that of a professional with the same education and work week. If the PNE be effectively implemented, however, the municipality of

Chart 2 – Municipality of Campo Grande: variation of the average real wage of teachers with a higher education degree who taught in basic education in the public municipal sector and private firms (2006 to 2014)



Source: Authors' own elaboration based on the RAIS for the period from 2006 to 2014. Figures indexed to INPC (December 2015).

Campo Grande will still be two years behind in effectuating this provision, as 2020 is the intermediate deadline established by the PNE for equalizing the average wage of public basic education teachers to that of other professionals with an equivalent education and work week (BRASIL, 2014b).

Final Considerations

This exploratory study aimed to reveal the remuneration offered by the public and private sectors to basic education teachers in the municipality of Campo Grande in the Brazilian state of Mato Grosso do Sul in the period from 2006 to 2014, based on data provided by the RAIS.

The RAIS has been proving an important database for inquiring on and analyzing the remuneration of the teaching workforce. Each year, the public sector, which is the main employer for this occupational group, has been achieving improvements in recording its information. This has allowed the exploring of data that are made available by the RAIS.

Thus, we demonstrated differences in the remuneration of basic education teachers both in the public municipal education system and private establishments in the municipality of Campo Grande in the period from 2006 to 2014.

We also found that when teachers were hired by the private sector to teach in basic or early childhood education, their education – whether a secondary or a higher education degree – was irrelevant in terms of remuneration. As to the public municipal system, teachers' education was determinant for their wage figures.

We also evidence that, according to data from the RAIS, teachers with a secondary degree who taught in basic education were mostly teaching at private establishments and got a smaller remuneration than those in the public municipal system. In this case, we also found that, for both sectors in the period studied, the wages of teachers were positively altered.

Contrary to the above, teachers with a higher education degree, who are the majority in the public municipal system, received a significantly higher remuneration than what private sector education offered in the municipality. Still in this case, substantial pay raises were recorded for teachers in the public municipal system. In contrast, there was practically no real increase in wages for the teachers employed in the private sector with a higher education degree in the period studied.

An important element for the context of the educational policy in course with regard to the valuing of teachers was that the teaching workforce in the public municipal system was regulated by a PCCR during the period studied. Also noteworthy are two factors that hinder the valuing of teachers in the public municipal system of basic education by means of remuneration: the first was that the PSPN was not actually implemented in the municipality until 2014; the second was that even if the nominal wage increase tendency reported by the RAIS be realized, teachers will not have their average remuneration equalized with other professionals with an equivalent education and work week until 2022, whereas 2020 was the deadline the PNE had set for this to occur.

Finally, it is worth stressing that, in the course of the municipal education policy, considering data from the RAIS concerning the number of teachers, their education and type of employment relationship, as well as data from the analysis of status on the recently enacted PME, the private sector accounted for 30% of enrollments in early childhood education and 98% of enrollments in vocational education. To serve these enrollments, the private sector employed mostly teachers with a secondary degree. Here, it is noteworthy that vocational education enrollments were under the Pronatec program.

If this tendency be kept, then a major effort by the municipality will be required, particularly concerning early childhood education in the preschool segment, as the law n.12,796/2013 (BRASIL, 2013b) established 4 to 17 years old as the age range of free, compulsory education, and higher education as the level required for teachers. In fact, both provisions are situated in the intersection of alignment between the PME 2015-2025 (CAMPO GRANDE, 2015) and the PNE 2014-2024 (BRASIL, 2014a). Still regarding vocational education, if the tendency described here be kept, the challenge to the municipality will not be any smaller: in the alignment between the municipal and national 10-year plans, the municipality of Campo Grande has enacted the tripling of enrollments in this education modality, 50% of which to be offered in the public municipal system in the period of validity of the PME.

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