

PLANO MUNICIPAL DE EDUCAÇÃO E O TRABALHO DOCENTE SOB TENSÕES

PLAN MUNICIPAL DE EDUCACIÓN Y EL TRABAJO DOCENTE BAJO TENSIONES

MUNICIPAL PLAN OF EDUCATION AND TEACHING UNDER TENSIONS

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RESUMO: Este texto analisa o trabalho docente no contexto do Plano Municipal de Educação de Jataí (PME) - GO, buscando desvelar esse campo, considerando as políticas de regulação e reestruturação do trabalho docente na rede, no contexto do PME, visto que o trabalho dos professores é afetado, tal qual o desenvolvimento curricular, diante das avaliações em larga escala. Metodologicamente, o texto resulta de pesquisa documental de natureza qualitativa. Os dados foram coletados em documentos oficiais do município, notadamente os dois documentos do PME – o proposto pela sociedade civil e o aprovado pelo executivo, bem como em atas da Câmara Municipal de Jataí e no Estatuto do Magistério de Jataí. A análise dos dados é feita na perspectiva da Pedagogia Histórico Crítica, tendo em vista a relevância da compreensão do trabalho docente em meio às contradições presentes nos contextos escolares. Conclui-se que a prioridade é dada aos índices de avaliação em larga escala, em detrimento da valorização do trabalho docente.

PALAVRAS-CHAVE: Trabalho docente. Plano municipal de educação. Avaliação.

RESUMEN: Este texto analiza el trabajo docente en el contexto del Plan Municipal de Educación de Jataí (PME) – GO, buscando desvelar este campo, considerando las políticas de regulación y reestructuración del trabajo docente en la red, en el contexto del PME, puesto que el trabajo de los profesores es afectado, tal cual el desarrollo curricular, frente a las evaluaciones en larga escala. Metodológicamente, el texto resulta de investigación documental de naturaleza cualitativa. Los datos han sido recolectados en documentos oficiales del municipio, marcadamente en dos documentos del PME – el propuesto por la sociedad civil y el aprobado por el ejecutivo, así como en atas de la Cámara Municipal de Jataí y en el Estatuto del Magistério de Jataí. El análisis de los datos se hace en la perspectiva de la Pedagogía Histórico Crítica, teniendo en cuenta la relevancia de la comprensión del trabajo docente en medio a las contradicciones presentes en los contextos escolares. Se concluye que la prioridad es dada a los índices de evaluación en larga escala, en detrimento de la valoración del trabajo docente.

PALABRAS CLAVE: Trabajo docente. Plan municipal de educación. Evaluación.

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ABSTRACT: *This text analyzes the teaching work in the context of the Municipal Education Plan of Jataí (PME) - GO, seeking to unveil this area, considering the policies of regulation and restructuring of teaching work in the network, in the context of the PME, since the work of teachers is affected, like curriculum development, in the face of large-scale assessments. Methodologically, the text results from qualitative documentary research. The data were collected in official documents of the municipality, notably the two documents of the PME - the one proposed by the civil society and the one approved by the executive, as well as in the minutes of the City Council of Jataí and in the Statute of the Mastership of Jataí. Data analysis is carried out in the perspective of Critical Historical Pedagogy, in view of the relevance of understanding teaching work in the midst of the contradictions present in school contexts. It is concluded that the priority is given to large-scale evaluation indexes, to the detriment of the valuation of teaching work.*

KEYWORDS: *Teacher work. Municipal education plan. Evaluation.*

Introduction

The text stems from interinstitutional research, entitled “Implementation and social control of Municipal Education Plans: the performance of Municipal Education Councils in Brazil”, which is under development and focuses on several categories of analysis within the 20 goals defined by the National Education Plan (2014-2024). The research involves researchers from several federal public institutions, including members of research groups at five higher education institutions in the Midwest and Triângulo Mineiro regions, which make up the GEP-CMEBr - Study and Research Group of Municipal Education Councils in the Brazil.

The Brazilian educational system is subject to public policies of a regulatory nature, which affect the municipalities, and, consequently, the school and the teaching work, in the search for ever higher rates, which justify financing in the area of education. It is visible in Brazilian municipalities to see the mobilization for better results in IDEB, since these imply more support from Multilateral Organisms. With an eye on the investments coming from the federal government, the municipalities developed their Municipal Education Plans prioritizing actions, materialized in the 20 goals and multiple strategies, in an attempt to promote quality according to the parameters of the State and in accordance with the National Education Plan (2014- 2024).

It is also noticeable that a speech in favor of the school and the teachers is trumpeted from all corners, except in the spaces of the Ministry of Education today, according to Nóvoa (1998, p. 9): “A little everywhere, politicians and intellectuals, they join their voices calling for the dignification of teachers, for the valorization of the teaching profession, for greater

professional autonomy, for a better social image, etc.”³. Advancing this analysis, the mentioned author goes further and declares: “It is true that teachers are present in all discourses on education. For one reason or another, they are always talked about. But they are often the third excluded”⁴ (NÓVOA, 1998, p. 9). It is in this perspective that this text works, considering the paths taken by the PME of Jataí from its beginning to being configured in Law no. 3,708 of June 26, 2015.

It is necessary to emphasize that the PMEs approved in the municipalities result from local articulations, social mobilization and much debate with society, in most cases, which are not registered as public documents, due to the most varied interests that permeate the field of education and policy. The plans have become laws that result from municipal policies that can contribute positively or negatively to the social quality of education. This process does not take place smoothly, but always under tension. From the beginning of the process of making plans to their approval, and later during the process of its implementation, actions that favor or harm teachers are reported in the national scientific production and in the published monitoring and evaluation reports.

The National Education Plan - PNE (2014-2024) highlights the importance of having a national plan and in the States and municipalities in the same way. It also highlights that principles that govern socio-environmental life cannot be ignored:

The elaboration of an education plan cannot do without incorporating the principles of respect for human rights, socio-environmental sustainability, valuing diversity and inclusion and valuing professionals who work in the education of thousands of people every day (PNE, 2014, p. 9).⁵

Since education presents itself as a project in dispute by the bourgeois class and the proletarian class, investments in schools are seldom aimed at improving working conditions and continuing education for teachers, teaching valorization, so that teaching work is placed under the capital regime, which materializes in the economy in investments and intensification of teaching work. In this new context of production, the discourse that teachers enjoy autonomy to carry out their work is magnified. However, at the same time that they are supposed to be acting with greater autonomy, “teaching workers become more attached to their activities and

³ “Um pouco por todo o lado, políticos e intelectuais, juntam as suas vozes clamando pela dignificação dos professores, pela valorização da profissão docente, por uma maior autonomia profissional, por uma melhor imagem social etc.”

⁴ É verdade que os professores estão presentes em todos os discursos sobre a educação. Por uma ou por outra razão, fala-se sempre deles. Mas, muitas vezes, eles são o terceiro excluído.”

⁵ A elaboração de um plano de educação não pode prescindir de incorporar os princípios do respeito aos direitos humanos, à sustentabilidade socioambiental, à valorização da diversidade e da inclusão e à valorização dos profissionais que atuam na educação de milhares de pessoas todos os dias (PNE, 2014, p. 9).

commitments. The responsibility for the fates of the school, of the students, of the projects becomes increasingly greater”⁶ (OLIVEIRA, 2007, p. 369).

In this context, education professionals who work directly in educational institutions, especially in the classroom - effective teaching work - are the ones who suffer the greatest impacts from the guidelines imposed by the government. It is worth mentioning the debate that Saviani (2010) brings, remembering that, instead of the project of a scientific rationality for the field of Brazilian education, already thought by the Pioneers of Education in the 1930s, with the influence of Multilateral Organisms, the financial rationality education ended up taking the lead, already under the FHC government.

In general, the growing dissatisfaction of teachers who work in the municipalities, in relation to the sharp control of teaching work in the years of application of the Large Scale Assessments and the turnover of teachers in the classes that are submitted to the evaluations, are objects of concern of the managers of school units and Municipal Education Secretariats. The conditions under which schools and teachers need to act are not discussed here. In this context, however, of work overload, prioritization of attention, hierarchy of subjects and content, some questions arise: What is sought with this movement that worries teachers? Where to go with the circumstantial adaptations promoted by public systems, due to large-scale evaluations? How would the quality of socially referenced education be contemplated? Inquiries like these led us to embark on this path of analysis. Such questions, within the context of the world of capitalist production, lead us to consider the very relevant observation of Evangelista and Shiroma (2007, p. 533), when stating that “there is no doubt about the existence of projects that dispute the definition of priorities for Education, the guidelines for teacher formation, the school management model, the formation of managers, among other important fields”⁷. Then, the disputed project systematically promotes tensions and conflicts.

Although the teaching work is often hostage to the policies of the system, many of them not materialized in a document, we understand that this context provides multiple possibilities for reflection, considering the goals listed in the Municipal Education Plan.

Methodological procedures

⁶ “os trabalhadores docentes se tornam mais presos às suas atividades e compromissos. A responsabilização sobre os destinos da escola, dos alunos, dos projetos passa a ser cada vez maior”

⁷ “não há dúvidas sobre a existência de projetos que disputam a definição das prioridades para a Educação, das diretrizes para a formação docente, do modelo de gestão da escola, da formação de gestores, entre outros campos importantes”.

The investigation, of documentary character, raised data along with documents referring to the National Education Plan - PNE (2014-2024), Municipal Education Plan, the proposed and approved, minutes of the City Council of Jataí and Statute of the Mastership of Jataí - GO. The data were analyzed from the perspective of Historical-Critical Pedagogy.

Documentary research has a prominent place in all areas of knowledge, as documents record human history, movements and materialize interests.

[...] the written document is an extremely precious source for every researcher in the social sciences. It is, of course, irreplaceable in any reconstruction referring to a relatively distant past, as it is not uncommon for it to represent almost all the traces of human activity at certain times. In addition, very often, it remains the only testimony of particular activities that occurred in the recent past (CELLARD, 2008, p. 295).⁸

The documents have a history and report the history, so it is essential to be analyzed. Observing documents about the PME of Jataí-GO, we noticed that many records are not found, especially in the minutes of the sessions of the City Council of Jataí, due to the fact that it did not seem interesting to be registered at that moment, on the other hand, in some documents there are details with profound meanings, especially for those who experienced that remarkable moment.

Conceptualizing work and teaching work

In the current historical context, talking about work is a challenging theoretical exercise, because in the 21st century, in a society solidified on the basis of capital, intellectual discipline becomes imperative to understand important concepts that materialize within the public school. In this space, the teacher gives life to the policies and reforms implemented in education, either embracing public policies or acting dialectically in relation to them.

Thus, it is necessary to reread public policies and their slogans beyond capital, as the educational scenario at this time is becoming an increasingly target of governments and international organizations that finance education for the interests of the world market. The understanding promoted by Multilateral Entities is towards governance, that is, management that demonstrates the capacity to implement public policies efficiently. In this sense, the actions

⁸ [...] o documento escrito constitui uma fonte extremamente preciosa para todo pesquisador nas ciências sociais. Ele é, evidentemente, insubstituível em qualquer reconstituição referente a um passado relativamente distante, pois não é raro que ele represente a quase totalidade dos vestígios da atividade humana em determinadas épocas. Além disso, muito frequentemente, ele permanece como o único testemunho de atividades particulares ocorridas num passado recente (CELLARD, 2008, p. 295).

that tend to predominate in the systems are those committed to the percentages resulting from the evaluations promoted by the Multilateral Organisms.

It is worth considering, however, that reducing the quality of education to what percentages and indices can measure is a “pasteurizing” task that disregards concepts, subjects, formative purposes, teaching methodologies, ways of organizing pedagogical work and school social functions (EVANGELISTA, 2014, p. 29).⁹

Critically analyzing the work of teachers who work in the public school system of Jataí in the midst of educational policies is important and necessary to unveil issues that negatively influence the process of teaching and learning, since the teachers find themselves immersed in a universe of individual blaming for the poor results of IDEB. When this occurs, an intensification of the teaching work and an intense control in its practices are promoted, both by the Municipal Department of Education and by the school management team, with the objective of forcing the teacher’s effort in the programs. The most used argument is that the goals need to be achieved by the school because they are imposed by the Federal Government, since the financial resources would be linked to the acceptance of the proposed goals. In this context, it is possible to perceive that a great deal of alienation is present in management practices and modes, including in the monitoring and evaluation reports of the PME, understanding alienation as a subjective attitude, which “[...] consists of non-recognition, by man, of himself, either in his products, in his activity, or even in other men”¹⁰ (SAVIANI, 2004, p. 34). Such reality starts to produce discourses of immediate acceptance of the policies coming from the State; when this does not happen, the climate of dissatisfaction starts to dominate school contexts, as external impositions start to speak louder and the voices of teachers are no longer heard in the name of a possibility for the school to advance in terms of resources and better projection in the social environment.

This context generates an atmosphere of discomfort among teachers in the field of social relations. Teachers and systems start to blame themselves. The tensions increase as the expected results do not arrive, although the work has been increased. Therefore, what interests us is to deal with the production of critical knowledge that transforms reality, even if it has roots in the past. Considering this, we search the documents for signs of contradictions in an attempt to

⁹ Cabe considerar, contudo, que reduzir a qualidade da educação ao que os percentuais e índices conseguem mensurar é tarefa “pasteurizadora” que desconsidera as concepções, os sujeitos, as finalidades formativas, as metodologias de ensino, as formas de organizar o trabalho pedagógico e as funções sociais da escola (EVANGELISTA, 2014, p. 29).

¹⁰ “[...] consiste no não reconhecimento, pelo homem, de si mesmo, seja em seus produtos, seja em sua atividade, seja, ainda, nos outros homens”

change what should not have happened, as our interest is to expand the universe of reflection on teaching work, with an emphasis on a qualitative approach, since the theory and the social context historical are fundamental conditions in this dialectic in search of socially referenced quality. Certainly, the documents related to education in the municipality bring very significant elements.

Marcus (1974, p. 64) highlights that knowledge "must be appropriated (at least in part) by human conscience and its individual development is mediated by human activity in its main and undivided form, that is, by work activity"¹¹. For Marx (1983), work is the basis for the humanization process of man in face of nature, differentiating human work from animal work, through the consciousness of man as a fundamental factor, whence the idea and its materialization fully emerge.

First of all, work is a process between man and nature, a process in which man, by his own action, mediates, regulates and controls his metabolism with Nature. He himself faces natural matter as a natural force. He sets in motion the natural forces pertaining to his corporeality, arms and legs, head and hand, in order to appropriate natural matter in a form useful for his own life (MARX, 1983, p. 149).¹²

In this dialectic between man and nature, both develop and transform themselves and their surroundings. Teaching work, therefore, is the act of acting pedagogically in favor of the process of teaching and learning.

In a very similar way, Kosik (2002) highlights that:

Work is sometimes the transformation of nature, sometimes the realization of human designs in nature. Work is a procedure or action in which the unity of man and nature is constituted on the basis of their reciprocal transformation: man is aimed at work, and the object, torn from the original natural context, is modified and elaborated. Man achieves objectification at work, and the object is humanized. In the humanization of nature and in the objectification (realization) of meanings, man constitutes the human world. Man lives in the world (of his own creations and meanings), while the animal is tied to natural conditions (KOSIK, 2002, p. 203, author' highlights).¹³

¹¹ "deve ser apropriado (pelo menos em parte) pela consciência humana e seu desenvolvimento individual é mediatizado pela atividade humana em sua forma principal e indivisa, ou seja, pela atividade de trabalho"

¹² Antes de tudo, o trabalho é um processo entre o homem e a natureza, um processo em que o homem, por sua própria ação, media, regula e controla seu metabolismo com a Natureza. Ele mesmo se defronta com a matéria natural como uma força natural. Ele põe em movimento as forças naturais pertencentes à sua corporalidade, braços e pernas, cabeça e mão, a fim de apropriar-se da matéria natural numa forma útil para sua própria vida (MARX, 1983, p. 149).

¹³ O trabalho é ora transformação da natureza, ora realização dos desígnios humanos na natureza. O trabalho é procedimento ou ação em que de certo modo se constitui a unidade do homem e da natureza na base da sua recíproca transformação: o homem se objetiva no trabalho, e o objeto, arrancado do contexto natural original, é modificado e elaborado. O homem alcança no trabalho a objetivação, e o objeto é humanizado. Na humanização da natureza e na objetivação (realização) dos significados, o homem constitui o mundo humano. O homem vive

Kosik's highlight is emphasized when observing that work also contemplates carrying out human designs in nature, which would mean: for teaching work to occur under favorable conditions, cooperating for the promotion of socially referenced quality, it is necessary that he is able to satisfy your needs by the salary you earn and the conditions you receive it. When impediments are placed and defended as a justification that teachers already earn more than they should, there are certainly conflicts and tensions that arise in the teaching work. And in these conditions, teachers act, managing conflicts and tensions in the field of work, since objective work conditions are not given to them, teachers act.

Documents and teaching work

The Municipal Education Plan of Jataí (2015) emerged in the context of the National Education Plan - PNE (2014-2024) and this happened in the field of disputes, since education is, in bourgeois democracy, a project in dispute.

For the analysis of the PME of Jataí-GO, the investigation compared the two documents, the one proposed by the organized civil society, forwarded by the PME Management Committee after many meetings that made it possible to be submitted and the initial proposal that was submitted from civil society, in a public hearing - of June 26, 2015 -, and the one approved by the executive. This movement required searching for documents related to the plan's production process, which led us to a Technical Note from the PME Management Group, called NT ~ GG 01/2015, which should be attached to the minutes of the Municipality's Education Chamber in the first ordinary session of the second half of the month of June 2015, held at 7:45 pm at Plenary João Justino de Oliveira, Palácio das Abelhas, in Jataí-GO, but it is not there, being only recorded in audio from the session itself, vehemently denouncing arbitrary actions by the local executive branch, with the Municipal Secretary of Education, in the sense of emptying the PME, removing from the document prepared by organized civil society, mainly, actions and investments of commitments with teachers. The document reads:

The Technical Commission, appointed by Decree nº 61/2015-GAB/SME, on 03/09/2015 [...] comes to publicly express itself on this subject, in order to make public that the text presented in said Project of Law does not represent the fruit of the discussions and debates held with the educational community of Jataí, either through the Management Group, the Technical Commission

no mundo (das próprias criações e significados), enquanto o animal é atado às condições naturais (KOSIK, 2002, p. 203, grifos do autor).

and also, the premises obtained at the Municipal Education Conference (CÂMARA, 2015, p. 01)¹⁴

This technical note highlights that there was articulation between the executive and the legislature to soften the commitments of the municipal education system at all levels in the text, directly attacking the teaching work. The same note shows that organized civil society produced a PME document that contemplated the concerns of the working class in education, but that historically had been frustrated by local public policies. It is noteworthy that the emptying of the PME has serious implications for teaching work, since the demands that arose in schools, experienced by teachers, would need to be fully contemplated, considering the legal constraints. The text of the aforementioned minutes only records: “Subsequently, the President gave space to the professor [...] who spoke about the PME”¹⁵. In fact, this was the moment of publication of the above-mentioned Technical Note, in all the details of the complaint.

The minutes identified above contain the testimonies of two councilors who, together with a third, opposed the executive. The testimonies were made in plenary, in front of a crowded house, expressing a little of the feeling of the teachers who were there at each session that dealt with the PME, right after a substitute text of no. 5/2015, authored by five councilors aligned with the local executive having been approved, overturning the text proposed by organized civil society and, mainly, by the teachers who were strongly articulated for this clash. The text records that “the councilman Thiago Maggioni, informing that he is saddened by the way the Executive Branch threw away a job prepared by a team he designated”. The document also includes the second testimony, in the same context, by the councilman of the opposition to the executive: “we should not be bothered when society outside says that the Chamber is more of an executive secretary and anticipates a vote against the substitute amendment, as a sign of”.

Another important document attached to PL no. 049 of June 12, 2015 of the PME, approved and sanctioned, transformed into Law no. 3,708/2015, dated June 26, 2015, justifying the referral of the executive project to the City Council, highlights in relation to teachers in Art. 2, Item IX - valorization of education professionals. Now, the document expressly presents the idea that the system has qualified teachers, in better conditions than in many Brazilian

¹⁴ A Comissão Técnica, nomeada pela Portaria nº 61/2015-GAB/SME, em 09/03/2015[...] vem, publicamente manifestar-se acerca do presente tema, a fim de tornar público que o texto apresentado no referido Projeto de Lei não representa o fruto das discussões e debates efetuados junto à comunidade educacional de Jataí, seja através do Grupo Gestor, da Comissão Técnica e ainda, das premissas obtidas na Conferência Municipal de Educação (CÂMARA, 2015, p. 01).

¹⁵ “Na sequência, o senhor presidente concedeu espaço ao professor [...] que discorreu sobre o PME”

municipalities and that, as a result, the quality of education needs to be guaranteed. The executive is thus positioned:

[...] the municipality of Jataí due to having a job plan and salaries more generous than those of the State and Federal Governments, has invested a lot in personnel in education, but this has not brought great results, because our IDEB is behind many municipalities in Goiás (JATAÍ, 2015, p. 05).¹⁶

The PNE text (2014-2024) should be highlighted, which explains how important it is to have staff members engaged and committed to the school, in search of education with social quality.

A cadre of education professionals motivated and committed to the students of a school is indispensable for the success of an educational policy that seeks the quality referenced in the Brazilian Constitution. Career plans, attractive salaries, adequate working conditions, initial and continuing formation processes and careful forms of selection are requirements for the definition of a team of professionals with the profile necessary to improve the quality of public basic education (PNE, 2014, p. 12-13).¹⁷

Considering this highlight, the state and municipal plans could not do without these conditioning elements of the quality of socially referenced education. However, what happened in the different Brazilian contexts, was an effort on the part of local governments to stop any progress related to the valorization of teachers, producing a climate of fierce clashes in different spaces when it came to the plan. In short, tensions and conflicts were part of the plan's production/approval process.

When analyzing the goals and strategies of the PME (2015), with regard to higher education and postgraduate education, the executive made a point of emphasizing and recording in bold:

Goal 13 (Responsibilities of the Federal and State Governments): to increase the quality of higher education and to increase the proportion of masters and doctors in the teaching staff in effective exercise in the higher education system as a whole to 75% (seventy-five percent), of which, at least, 35% (thirty-five percent) are doctors.¹⁸

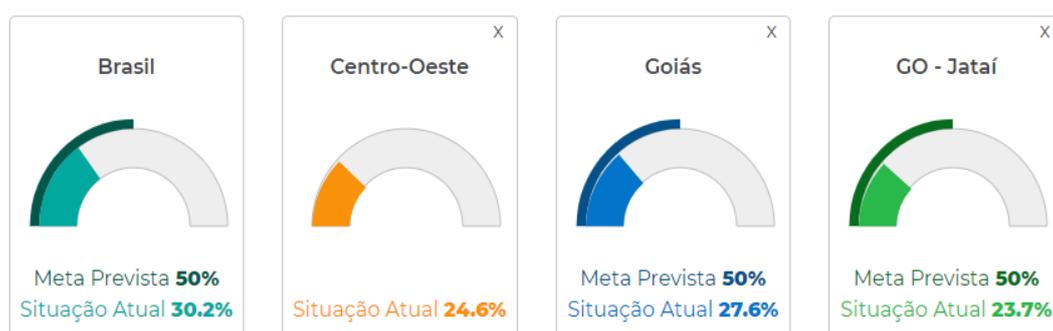
¹⁶ [...] o município de Jataí em função de possuir um plano de cargos e salários mais generosos do que os dos Governos Estadual e Federal, tem investido muito em pessoal na educação, mas isso não tem trazido grandes resultados, pois nosso IDEB está atrás de muitos municípios goianos (JATAÍ, 2015, p. 05).

¹⁷ Um quadro de profissionais da educação motivados e comprometidos com os estudantes de uma escola é indispensável para o sucesso de uma política educacional que busque a qualidade referenciada na Constituição Brasileira. Planos de carreira, salários atrativos, condições de trabalho adequadas, processos de formação inicial e continuada e formas criteriosas de seleção são requisitos para a definição de uma equipe de profissionais com o perfil necessário à melhoria da qualidade da educação básica pública (PNE, 2014, p. 12-13).

¹⁸ **Meta 13 (De responsabilidades dos Governos Federal e Estadual):** elevar a qualidade da educação superior e ampliar a proporção de mestres e doutores do corpo docente em efetivo exercício no conjunto do sistema de

This record demonstrates that the executive's interest in the continuing education of teachers in the public system and even in civil society is not in the plans of the municipal government, defining huge barriers for the advancement in the socially referenced quality of education. This reality is shown by the federal government, and Jataí is in a worse situation than the State of Goiás and is in a position below that achieved by the micro-region that is formed by 18 municipalities, as shown in the graphs below:

Figure 1 - Position of micro-regions¹⁹



Source: OPNE/2019. – Percentage of teachers of basic education with postgraduate lato sensu or stricto sensu.

The data reveal that the municipality does not even match up with the municipalities of the pole to which it belongs, since the average of these in relation to the percentage of teachers of basic education with broad or stricto sensu post-graduation is 29.1%. Furthermore, in the country the percentage is 30.2%, and in the state of Goiás this indicator of quality of education reaches 27.6%. The municipality's situation is even lower than the average for the Midwest Region, which is 24.6%.

Although boasted by the executive, the data show that the municipality is far from desirable, or rather, in a critical situation with regard to this indicator, having to reach 50% of the total of teachers with postgraduate formation by 2025. Without the forecast of investments in continuing education at the Postgraduate level, teachers lose and education of socially referenced quality is lost.

An equally important element to be highlighted from the analysis of the documents, notably the Statute and Plan of Positions and Salaries of the Teaching Professionals of the Municipality of Jataí (2007), is that the teachers with post-graduation lato sensu have

educação superior para 75% (setenta e cinco por cento), sendo, do total, no mínimo, 35% (trinta e cinco por cento) doutores.

¹⁹ We read in the figure: First image – Brazil / Expected goal: 50% / Actual situation: 30,2%. - Second image – Midwest / Actual situation: 24.6% - Goiás – Expected goal: 50% / Actual situation: 27,6% - Jataí/GO – Expected goal: 50% / Actual situation: 23,7%.

encountered numerous recognition difficulties title, implying in their career progression. Data show that the Court of Auditors of the Municipality has embargoed all the processes that seek the fulfillment of this right by the specialist teachers. Such a conflictual situation occurs since the salary increase in this case is 30%. The large mass of almost a thousand teachers is a specialist. Of this total, only 4.9% have a master's or doctorate. According to the annual report of the Monitoring Commission 2015-2017 (2017), according to the projection published, in 2019 the municipal public system should have 34.22% of the target met, to reach 2025 with the 50%. In this regard, the municipal public system would be hampering the fulfillment of the plans goals. In the absence of an incentive policy from the public authorities, this goal will be far from being achieved, with a negative impact on the social quality of education, on teacher appreciation and on the quality of life of teachers, since their work will be compromised without continuing education at the stricto sensu level.

Very pertinent the observation that points to aspects rarely discussed in relation to teaching work in relation to the valorization of teachers:

It also requires dealing with what is intrinsic to the teaching profession, the place that the teacher occupies and what he has to say from the moment of formulating an educational policy - which in general affects and interests him - until the development and the evaluation of its impact (SANTOS, 2016, p. 174).²⁰

In its Art. 82, the Statute and Plan of Positions and Salaries of the Professionals of the Magisterium of the Municipality of Jataí (2007) states that: “The Professional of Education will be granted Additional of Title due to the improvement of their qualification”²¹. However, in the name of the “lack of resources” and the alleged Fiscal Responsibility Law, most teachers collaborate for quality, but do not receive it.

Among the most robust goals with regard to debates at the conferences materialized in strategies, is the one that deals with the valuation of the teaching profession and, consequently, of the teaching work.

Based on the PNE (2014), Goal 16 seeks to rescue the right of teachers to continuing education at the postgraduate level, pointing to this as a necessary project to face the constant changes in the field of education and towards the role of the teacher.

²⁰ Requer também que se trate do que é intrínseco ao ofício docente, do lugar que o professor ocupa e do que ele tem a dizer desde o momento da formulação de uma política educacional – que em geral o afeta e lhe interessa –, até o desenvolvimento e a avaliação do seu impacto (SANTOS, 2016, p. 174).

²¹ “Será concedido Adicional de Titularidade ao profissional da educação em razão do aprimoramento de sua qualificação”

To form, at the postgraduate level, 50% (fifty percent) of teachers of basic education, until the last year of validity of this PNE, and guarantee to all (the) professionals of basic education continuing formation in their area of expertise, considering the needs, demands and contextualization of education systems (PNE, 2014).²²

On the other hand, in the report of the PME Monitoring and Evaluation Commission (2017), it is found in the Observation column: “There is no typified budgetary allocation in the 2017 Jataí Municipal Budget for the execution of this goal (16). Investments affect the budgets of Early Childhood Education and Elementary Education”²³. It is possible to infer that this synthesis appears in the report, possibly as a justification by the Municipal Department of Education for not investing in any action in favor of Postgraduate Studies, understanding that the responsibility for formation at this level would be the federal government’s. However, teachers in the municipal public system need paid leave in order to attend a broad and/or stricto sensu postgraduate program. Otherwise, this becomes impossible, since the teacher’s workload for survival is at least 44 hours a week, without considering a high percentage of teachers working in both public systems. If there is no release, continuing education at this level is not possible, causing direct damage to the teacher and indirect to the student.

Comparing the proposed and approved PME, defaced by the municipal government, we realized that the proposed goal 15 contained the following text: “II. As of 2016, as provided in the Statute of the Mastership, ensure the release of professionals approved in a master's and doctoral selection process, without prejudice to rights and advantages”²⁴.

Equally important to point out that the PNE (2014-2024) preach in its “Goal 17: to value professionals in the public education system of basic education, in order to match their average income to that of other professionals with equivalent education, until the end of the sixth year of validity of this PNE”²⁵. Since the public system bars teaching rights in the name of complying with the Fiscal Responsibility Law, clearly teachers are affected in their salary remuneration, which also implies in the fulfillment of the goals of the PNE and in the quality of education resulting from this process.

²² Formar, em nível de pós-graduação, 50% (cinquenta por cento) dos professores da educação básica, até o último ano de vigência deste PNE, e garantir a todos (as) os (as) profissionais da educação básica formação continuada em sua área de atuação, considerando as necessidades, demandas e contextualizações dos sistemas de ensino (PNE, 2014).

²³ “Não há dotação orçamentária tipificada no Orçamento Municipal de Jataí de 2017 para a execução desta meta (16). Os investimentos incidem nos orçamentos da Educação Infantil e do Ensino Fundamental”

²⁴ “II. A partir de 2016, conforme disposto no Estatuto do Magistério, garantir a liberação dos profissionais aprovados em processo seletivo de mestrado e doutorado, sem prejuízo de direitos e vantagens”

²⁵ “Meta 17: valorizar os(as) profissionais do magistério das redes públicas de educação básica, de forma a equiparar seu rendimento médio ao dos(as) demais profissionais com escolaridade equivalente, até o final do sexto ano de vigência deste PNE”

In addition, when analyzing the two documents of the PME, we are faced with an imposition arising from the municipal system, the creation of a Monitoring and Social Control Council with a characteristic never thought of by civil society. The proposal forwarded was, *ipsis literis*: “Create by the end of 2015, the Municipal Council for Monitoring and Social Control **of federal resources destined to education in the municipality**, observing the representation of the whole society, constituted in a democratic way”²⁶ (our highlights). The proposal was concerned with creating a Council representing civil society to accompany and monitor federal resources for education in the municipality, since social control is increasingly necessary, especially when resources are scarce. This text was excluded by the executive/legislative branch from the document proposed by the Management Committee, resulting from the Public Hearing, unilaterally, without the Committee's knowledge, being replaced by the following content, which is expressed in the law:

Paragraph 2 - It will be incumbent upon this Council to propose evaluation criteria for municipal public schools, as well as for their servants, to evaluate the cost/benefit of the quality of each school and its servants and to propose rules for the collection of results that improve this cost/benefit, These rules will become law after deliberation by the municipal legislature (JATAÍ, 2015, p. 01).²⁷

The transformation of the initial idea totally changes what was intended, since federal resources are no longer monitored by the Council for Monitoring and Social Control, as this is not even created for such functions, with teachers and schools being subjected to a regime of evaluative control according to the dictates of International Organizations, from the perspective of capital. It is noticed that the teaching work, in several aspects and in different ways, lives under tensions, because sooner or later the instruments of control of the evaluating State will act on the teachers just like steamroller.

The intention is to link the notion of quality to the culture of results, permeating educational reforms financed by the World Bank. Thus, in order to achieve the desired quality, education must harmonize economic and educational policies, making use of economic competitiveness and social cohesion, as well as formation for the demands of local and global

²⁶ “Criar até final de 2015, o Conselho Municipal de Acompanhamento e Controle Social dos recursos federais destinados à educação no município, observando-se a representação de toda a sociedade, constituído na forma democrática”

²⁷ § 2º - Servirá a este Conselho propor critérios de avaliação para as escolas públicas municipais, bem como para seus servidores, avaliar o custo/benefício da qualidade de cada escola e seus servidores e propor regras de cobrança de resultados que melhorem este custo/benefício, regras estas que se transformarão em lei após deliberação do legislativo municipal (JATAÍ, 2015, p. 01).

markets. These would be the main fundamentals of the neoliberal quality indicators defended and which were incorporated into the Municipal Education Plan of Jataí (2015).

Finally, it is worth noting that the documents analyzed point at various times to the fact that teachers have what they need, what is up to them is to produce quality that meets the interests of the State, which is instrumental in being an appraiser in every way. For this reason also the tensions that involve teaching work do not go away, but they always surface.

Analyzing the Evaluation Report of the Municipal Education Plan of Jataí, Municipal Law no. 3,708/2015 - Biennium 2015-2017, we read on page 44: "All the strategies foreseen for the fulfillment of goal 16 are linked to the (re)organization of the Career Plan of education workers". The report records in all strategies in this biennium: "Status: Not fulfilled". This shows that the challenges of the struggle continue and seem not to have even reached the middle of the road.

Final considerations

The purpose of this text was to analyze the teaching work in the context of the Municipal Education Plan of Jataí (PME) - GO. What was intended was to understand how the teaching work is treated in the official documents of the municipality, especially in the documents referring to the Municipal Education Plan (2015-2025), considering the policies of regulation and restructuring of teaching work in the network. It is understood that not only in the processes of writing the PME text there were tensions present, as the documents reveal this, but also after the approval of the plan, teachers are harmed in their work, since impediments are placed in the treatment of the rights of teachers, as the Statute of the Mastership, which should have been approved by the end of 2016, is only now being forwarded.

The justifications presented at the time by the executive for not including in the text elements that would overburden the teachers' payroll and in relation to investments in education, considering the rights of children, especially in relation to daycare centers, present problems that have repercussions not only in the offer of teaching and in the socially referenced quality of education, but also in the quality of life of teachers, due to the fact that their work is carried out under objective conditions that cause tensions in their daily lives.

It is concluded that the tensions and conflicts that occurred during the PME approval process continue in the different classroom spaces due to the fact that fundamental social demands, with implications for teaching work, were not addressed in the PME and, through the

analysis of the evaluation reports of the PME Monitoring and Evaluation Committee, there is no progress.

Clearly, it is observed that priority is given to large-scale assessment indices, to the detriment of valuing teaching work.

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