

**TEACHER VALORIZATION IN THE NATIONAL EDUCATION PLAN (2014–2025):
BETWEEN NORMATIVE ADVANCES AND EFFECTIVENESS CHALLENGES**

**VALORIZAÇÃO DOCENTE NO PLANO NACIONAL DE EDUCAÇÃO (2014–2025):
ENTRE AVANÇOS NORMATIVOS E DESAFIOS DE EFETIVIDADE**

**VALORIZACIÓN DOCENTE EN EL PLAN NACIONAL DE EDUCACIÓN (2014–2025):
ENTRE AVANCES NORMATIVOS Y DESAFÍOS DE EFECTIVIDAD**



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ABSTRACT: This article analyzes the effectiveness of Goals 17 and 18 of the National Education Plan (PNE 2014–2025), focusing on the appreciation of basic education teaching professionals in Brazil. It adopts a qualitative documentary approach based on thematic content analysis of educational legislation, INEP/MEC monitoring reports, the PNE Technical Report (2025), and specialized literature. The findings indicate important regulatory advances, including the consolidation of the National Professional Salary Floor and the institutionalization of career plans, while revealing persistent gaps between the legal framework and its implementation due to fiscal constraints, regional inequalities, and weaknesses in federal coordination. By the end of the period, salary parity had reached 86.1%, whereas only 62.6% of municipalities fully complied with the requirements regarding salary floor, workload, and career structure. The study concludes that teacher appreciation depends on integrated policies, sustainable funding, and effective governance mechanisms to ensure the successful implementation of educational policies across the country.

KEYWORDS: Teacher valorization. National Education Plan. Public Policies in Education. Educational governance. Education funding.

RESUMO: O presente artigo analisa a efetividade das Metas 17 e 18 do Plano Nacional de Educação (PNE 2014–2025), com foco na valorização dos profissionais do magistério da educação básica no Brasil. Adota abordagem qualitativa de natureza documental, fundamentada na análise de conteúdo temática de legislação educacional, relatórios do INEP/MEC, Balanço Técnico do PNE (2025) e literatura especializada. Os resultados evidenciam avanços normativos, como a consolidação do Piso Salarial Profissional Nacional e a institucionalização dos planos de carreira, mas apontam lacunas entre a legislação e sua implementação, decorrentes de restrições fiscais, desigualdades regionais e fragilidades da coordenação federativa. Ao final do período, a equiparação salarial alcançou 86,1%, enquanto 62,6% dos municípios cumpriram integralmente as exigências relativas ao piso, à jornada e à carreira. Conclui-se que a valorização docente depende de políticas integradas, financiamento sustentável e mecanismos efetivos de governança para assegurar a implementação das políticas educacionais.

PALAVRAS-CHAVE: Valorização docente. Plano Nacional de Educação. Políticas Públicas em Educação. Governança educacional. Financiamento da educação.

RESUMEN: El presente artículo analiza la efectividad de las Metas 17 y 18 del Plan Nacional de Educación (PNE 2014–2025), con énfasis en la valorización de los profesionales del magisterio de la educación básica en Brasil. Adopta un enfoque cualitativo de naturaleza documental, fundamentado en el análisis de contenido temático de la legislación educativa, informes del INEP/MEC, el Balance Técnico del PNE (2025) y literatura especializada. Los resultados evidencian avances normativos, como la consolidación del Piso Salarial Profesional Nacional y la institucionalización de los planes de carrera, pero revelan brechas entre la legislación y su implementación, derivadas de restricciones fiscales, desigualdades regionales y debilidades en la coordinación federativa. Al finalizar el período, la equiparación salarial alcanzó el 86,1 %, mientras que el 62,6 % de los municipios cumplió plenamente las exigencias relativas al salario, la jornada laboral y la carrera profesional. Se concluye que la valorización docente requiere políticas integradas, financiamiento sostenible y mecanismos efectivos de gobernanza.

PALABRAS CLAVE: Valorización docente. Plan Nacional de Educación. Políticas públicas en educación. Gobernanza educativa. Financiamiento educativo.

INTRODUCTION

Education is enshrined in the 1988 Federal Constitution (Article 6) as a fundamental social right and a driving force behind the country's human, social, and economic development. In this context, teachers play a central role in realizing this right, which logically requires that they be adequately valued. This recognition is supported both by Article 206, subsection VIII, of the Federal Constitution—which guarantees career paths, admission through competitive examinations, and a national minimum wage—as well as in Article 67 of the Law on National Education Guidelines and Foundations (Law No. 9,394/1996), which establishes a comprehensive set of guarantees, including continuing professional development, career advancement, paid preparation time, and decent working conditions (Brasil, 1988, 1996).

In recent decades, this framework has been progressively strengthened. Notable developments include the creation of FUNDEF (1996–2006) and FUNDEB (Law No. 11,494/2007), as well as the enactment of Law No. 11,738/2008, which established the National Professional Minimum Wage —PSPN—, setting a minimum salary and reserving at least one-third of teachers' work hours for extracurricular activities (Brasil, 2007). In addition, CNE/CEB Resolution No. 2/2009 established national parameters for career and compensation plans in basic education (Brasil, 2009).

It was in this context that the 2014–2024 National Education Plan (Law No. 13,005/2014) was established, with its term extended through December 31, 2025 (Law No. 14,934/2024); Goals 17 and 18 of this plan—the subject of this article—address, respectively, bringing teachers' salaries in line with those of other professionals with equivalent educational qualifications by 2020, and the establishment of career plans in all education systems by 2016 (Brasil, 2014, 2024). These goals reflected ambitious commitments, grounded in the recognition that educational quality and the valorization of teachers are inseparable.

However, the gap between policy formulation and practical implementation proved to be significant. Constitutional Amendment No. 95/2016, by imposing a cap on public spending, severely restricted education funding (Brasil, 2016), while the COVID-19 pandemic exacerbated inequalities and compromised the achievement of these goals. Although scholarly research has advanced in the normative analysis of the PNE, a gap persists in the integrated assessment of the effectiveness of teacher valorization policies in light of official monitoring data from the plan's implementation period—especially regarding the structural, fiscal, and federal factors that led to only partial fulfillment of the goals. It is this gap that this article seeks to fill by addressing the following research question: To what extent have Goals 17 and 18 of

the National Education Plan (2014–2025) contributed to the valorization of teaching professionals in Brazil, and what structural, institutional, and federal factors explain their partial fulfillment? The overall objective is to analyze the effectiveness of the teacher professional development policies outlined in the PNE (2014–2025), identifying the main advances and obstacles to the implementation of Goals 17 and 18.

This research is justified by the central role of teacher valorization in the educational quality agenda and by the need to inform the debate on the new cycle of the PNE (2026–2036). Its contribution lies in the integration of official monitoring data, specialized literature, and a critical analysis of the institutional and fiscal conditions that influence the effectiveness of educational policies in Brazil. The article is organized into a literature review, methodology, analysis and discussion of the results, and final considerations, adopting a critical and institutional approach that emphasizes the role of the State as a central driver in the valorization of the teaching profession and the consolidation of the right to quality education.

LITERATURE REVIEW

The valorization of teaching professionals is a recurring theme in the Brazilian educational field, bringing together the objective and subjective dimensions of teaching work. As Leher (2010) outlines, on the objective level, valorization encompasses working conditions, minimum wages, structured career paths with opportunities for advancement, hiring through competitive examinations, initial and continuing professional development, and dignified conditions for professional practice. On a subjective level, it encompasses social recognition of the profession, self-fulfillment, and professional dignity. Valuing teachers, therefore, implies ensuring a materially attractive career path while simultaneously raising the social prestige of the teaching profession. National studies show that, when effectively implemented, these conditions contribute to attracting, retaining, and motivating more qualified teachers, with positive impacts on teaching and learning processes (Alves & Pinto, 2011; Gatti et al., 2011).

Internationally, data from the 2018 Teaching and Learning International Survey (TALIS) confirm that better working conditions, professional recognition, and access to continuing professional development increase teacher satisfaction and engagement—factors associated with the stability of educational systems (OECD, 2019).

One of the most commonly used indicators to measure pay disparities is the ratio of teachers' average income to that of other professionals with equivalent educational attainment.

Alves and Pinto (2011) demonstrated that Brazilian teachers received salaries significantly lower than those in other occupations requiring a college degree, a situation that the PSPN Law (Law No. 11,738/2008) sought to address (Brasil, 2008). Alves and Sonobe (2018) established this indicator as a central benchmark for Goal 17 of the PNE. It is important, however, to note its limitations: achieving 100% parity does not necessarily imply real value, as convergence may result from a decline in the earnings of other occupational categories rather than from actual increases in teachers' salaries. Quantitative measurement must therefore be complemented by qualitative analyses that take into account purchasing power and the attractiveness of the teaching profession over time.

With regard to career plans, Gatti et al. (2009) emphasize that their consistent implementation is crucial to the attractiveness and stability of the profession, especially when linked to induction and mentoring policies for beginning teachers. Thomazini and Jacomini (2019) and Barbosa (2023) demonstrate, however, that reforms that relax promotion criteria or eliminate historically established rights lead to professional devaluation, highlighting that the mere formal existence of a plan does not ensure effective professional recognition. Although most states and municipalities have enacted career legislation—in response to the requirements of FUNDEB and the Minimum Wage Law—significant gaps persist: promotions frozen due to budget constraints and noncompliance with professional development hours are recurrent in various school systems.

In the post-2016 context, Gouveia (2021) argues that the fiscal austerity imposed by Constitutional Amendment No. 95 created additional obstacles to value-added education, as it contradicted the PNE's goals, which presuppose an expansion of investments. The renewal of FUNDEB (Constitutional Amendment No. 108/2020 and Law No. 14,113/2020), with the creation of the VAAT and VAAR mechanisms, opened up new possibilities; however, without a revision of austerity policies and without effective federal coordination, the financial challenge remains significant. Although initiatives such as the Institutional Program for Teaching Initiation Scholarships (PIBID) have helped bridge the gap between initial teacher training and school practice, their targeted nature and dependence on public calls for proposals limit their potential as an instrument for structural valorization.

In summary, the literature converges in indicating that, despite regulatory advances, the implementation of teacher valorization policies in Brazil remains fragmented and insufficient. Overcoming this situation requires effective enforcement of current legislation, ongoing monitoring of career and compensation indicators, and strengthening the framework for

collaboration among the federal government, states, and municipalities—conditions without which teacher valorization will remain a rhetorical principle rather than a consolidated and equitable practice.

METHODOLOGY

This study adopts a qualitative, documentary approach, which is appropriate for analyzing public education policies of a normative, institutional, and federal nature, such as Goals 17 and 18 of the 2014–2025 National Education Plan (PNE). It is based on documentary analysis, which, according to Bardin (2016), makes it possible to examine public policies using official, normative, and scientific records, identifying tensions between the legal design of the policies, the intended implementation mechanisms, and the effects actually observed—an approach particularly relevant for investigating teacher valorization, the implementation of which depends on the coordination of funding, federal coordination, and the institutional capacity of subnational entities.

The corpus consisted of four sets of documents: (i) Brazilian education legislation, including the Federal Constitution of 1988 (Art. 206, subsections V and VIII), the LDB (Law No. 9,394/1996, Art. 67), Law No. 11,738/2008, and Law No. 13,005/2014, supplemented by CNE/CEB Opinion No. 9/2009 and CNE/CEB Resolution No. 2/2009 (Brasil, 1996, 2008, 2014; CNE, 2009a, 2009c); (ii) PNE monitoring reports prepared by the Anísio Teixeira National Institute for Educational Studies and Research (INEP/MEC) (INEP, 2015, 2016, 2019, 2020, 2022), with a focus on the PNE Technical Report (INEP, 2025); (iii) specialized academic literature, notably the contributions of Barbosa et al. (2024), Alves and Pinto (2011), Gatti et al. (2009, 2011), and Gouveia (2021); and (iv) complementary institutional documents, such as CNE Opinion No. 21/2009 (CNE, 2009b).

The documents were analyzed using thematic content analysis (Bardin, 2016), with predefined analytical categories—pay equity, career plans, education funding, federal coordination, and regional inequalities—guided by the central question: To what extent did Goals 17 and 18 of the PNE (2014–2025) contribute to the valorization of teachers in Brazil, and what structural, institutional, and federal factors explain their partial fulfillment? The triangulation of legislation, official reports, and academic literature provided greater interpretive consistency to the findings. The methodological design is summarized in Table 1.

Table 1.*Alignment between the article's objectives and the study's development stages*

Objective	Content/ Stage in which it was addressed	Article Section
Analyze the contribution of Goal 17 to the professional development of teachers	Trends in the wage parity indicator, analysis of the PNE monitoring cycles, and discussion of real wage gains	Results and Discussion – Goal 17 Section
Examine the implementation of career plans (Goal 18)	Analysis of indicators 18A–18D, effectiveness of plans, temporary contracts, and regional inequalities	Results and Discussion – Goal 18 Section
Identify structural and fiscal factors	Discussion on underfunding, Constitutional Amendment No. 95/2016, the impact of the pandemic, and budgetary constraints	Results and Discussion Section
Analyze institutional and federal constraints	Role of the federal government, FUNDEB, technical assistance, and weaknesses in the collaboration framework	Results and Discussion Section
Assess the relationship between Goals 17 and 18	Integrated discussion on teacher salaries, career paths, and professional recognition	Results and Discussion – Interrelationships Section
Discuss implications for the next PNE	Critical synthesis, lessons learned, and recommendations for the 2025–2035 agenda	Concluding Remarks

Note. Prepared by the authors (2026).

Table 1 outlines the relationship between the study's objectives, the content analyzed, and the sections in which each objective was addressed, demonstrating how the central research question guided the organization of the results and discussion.

Since this article is based exclusively on public documentary sources, the results are limited by the availability, scope, and quality of the information produced by official agencies. In particular, there was a scarcity of systematized data on Goal 18 at the municipal level—a gap that reflects the institutional weaknesses of the mechanisms for monitoring and tracking this policy and which, in itself, constitutes a significant finding of the research.

Nevertheless, the cross-referencing of regulatory documents, monitoring reports, and scientific studies made it possible to construct a consistent and theoretically grounded analysis of the determinants of teacher valorization in Brazil throughout the duration of the National Education Plan, lending the study interpretive robustness consistent with its objectives.

RESULTS AND DISCUSSION

The findings analyze progress toward Goals 17 and 18 of the National Education Plan (2014–2025), which focus on valuing teaching professionals in basic education. The analysis is based on official PNE monitoring reports, data from the School Census, and specialized literature, allowing for an examination of how the indicators have evolved over the decade and a discussion of their results in light of the institutional, fiscal, and federal conditions that shaped their implementation.

Goals 17 and 18 are addressed in an integrated manner, since wage parity and the institutionalization of career plans are complementary and mutually dependent dimensions of teacher valorization. The analysis is based on the understanding that regulatory advances do not, by themselves, ensure effective improvements in working conditions, especially when they are not accompanied by adequate funding and consistent mechanisms for intergovernmental coordination. The analysis is organized into two main sections: the first is dedicated to an analysis of Goal 17, focusing on the evolution of pay parity and the factors explaining why it has not been achieved; the second focuses on Goal 18, examining the implementation of career plans and their practical limitations. Finally, the results are discussed in an integrated manner, highlighting implications for the attractiveness and sustainability of the teaching career.

Goal 17 of the National Education Plan (PNE 2014–2025) established the objective that, by the sixth year of the plan's implementation (2020), the average income of teaching professionals in public basic education systems would be brought in line with that of other salaried professionals with an equivalent level of education, using as a reference the percentage ratio between these incomes—known as Indicator 17A. This parameter serves as a key tool for evaluating the effectiveness of policies aimed at enhancing the status of teachers, as it shifts the analysis from nominal wage growth to a comparative and relative perspective within the skilled labor market.

To support this analysis, Table 2 presents the evolution of the National Professional Salary Floor for teachers, the adjustments granted in each period, and a comparison with the National Consumer Price Index (INPC) between 2012 and 2024.

Table 2.

Evolution of the National Minimum Wage for Teachers, Pay Increases, and Inflation (2012–2024)

Year	Teacher's Minimum Wage (nominal value)	Minimum Wage Increase (%)	INPC – Annual Inflation (%)
2012	R\$ 1,451.00	—	6.20%
2013	R\$ 1,567.00	7.97%	5.56%
2014	R\$ 1,697.39	8.32%	6.23%
2015	R\$ 1,917.78	13.01%	11.28%
2016	R\$ 2,135.64	11.36%	6.58%
2017	R\$ 2,298.80	7.64%	2.07%
2018	R\$ 2,455.35	6.81%	3.43%
2019	R\$ 2,557.74	4.17%	4.48%
2020	R\$ 2,886.24	12.84%	5.45%
2021	R\$ 2,886.24	0%	10.16%
2022	R\$ 3,845.63	33.24%	5.93%
2023	R\$ 4,420.55	14.95%	3.70%
2024	R\$ 4,580.57	3.62%	4.77%

Note. Prepared by the authors, based on data from IBGE (2026).

The trend in the National Professional Minimum Wage (PSPN) shows continuous nominal growth over the period analyzed, accompanied by adjustments that, in certain years, exceeded inflation as measured by the INPC, resulting in occasional real gains in purchasing power. Longitudinal analysis reveals, however, that these gains did not occur uniformly or continuously, alternating between periods of mere inflation adjustment and moments of more significant real progress. This irregularity limits the structural impact of the minimum wage on the enhancement of the teaching career, compromising the predictability and attractiveness of the profession in the medium and long term.

The PNE monitoring reports prepared by INEP/MEC provide a detailed overview of progress toward the goal. The 3rd Monitoring Cycle (INEP, 2020), with data through 2019, indicated that the wage parity indicator—measured by the ratio of average teacher earnings to the average earnings of non-teaching professionals with equivalent educational attainment—rose from 65.2% in 2012 to 78.1% in 2019. Although this trend represents undeniable progress, the report itself acknowledges that the leap required to achieve full parity (100%) by 2020 would be unfeasible at the observed pace, requiring an increase of more than 20 percentage points in a single year—a figure that far exceeded the fiscal or political capacity demonstrated throughout the period.

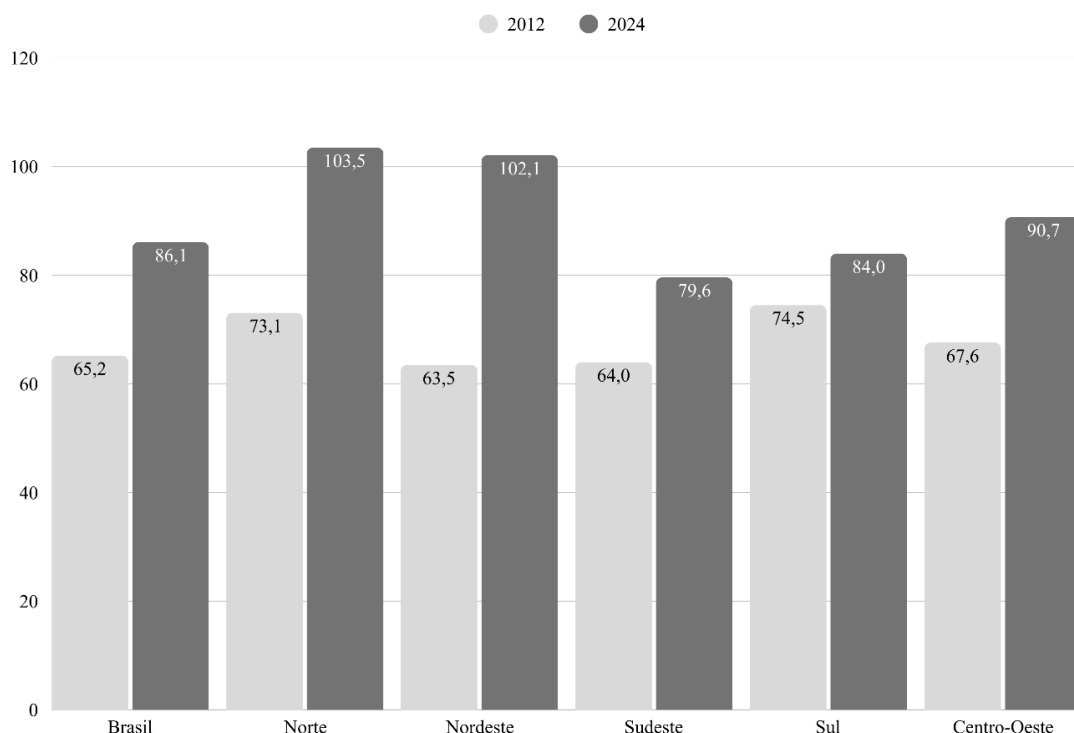
Furthermore, the documents highlight an aspect of particular analytical relevance: the improvement in the indicator stemmed, to a significant extent, from a reduction in the average wages of other professional categories—and not from real and substantial increases in teachers' incomes. Between 2012 and 2019, teachers' real earnings increased by approximately 3.8%, while various sectors experienced wage declines as a result of the economic crisis and rising unemployment. This finding is critical: the apparent “convergence” in incomes did not, therefore, represent a substantive advance in the valorization of the teaching profession, but rather reflected, to a large extent, the relative impoverishment of other categories in the labor market.

The 4th Monitoring Cycle (INEP, 2022), with data through 2021, confirmed the trend: the indicator reached 82.5%, representing a total increase of 17.3 percentage points over nearly a decade—insufficient, however, to meet the target. The report was unequivocal in stating that Goal 17 was not achieved within the projected timeframe and that, even with projections extending to 2024, a major budgetary and political effort would be required to achieve it.

At the regional level, there are marked disparities. The reports indicate that less than half of Brazil's states have achieved or exceeded full wage parity (100%), with the highest concentration of compliance in the North and Northeast regions, while no state in the South or Southeast regions has managed to reach the parity threshold—a pattern that can be observed in Figure 1.

Figure 1.

Data on Goal 17 of the PNE – Indicator 17A by region in Brazil (2012–2024)



Note. Prepared by the authors, based on data from the Continuous National Household Sample Survey (PNAD Contínua)/IBGE (2024) and DIRED/INEP (2026).

Based on the data available in the Monitoring Dashboard of the National Education Plan (PNE) (Brasil, 2025), which compiles charts and indicators on the achievement of targets, Indicator 17A is defined as the percentage ratio between the average monthly gross income of teaching professionals in public basic education systems who have completed higher education and the average monthly gross income of other salaried professionals with the same level of education. Consulting this dashboard provided access to data disaggregated by state, covering both teaching professionals and other professionals, for all 27 Brazilian states. In order to organize this data and identify the overall average for each set of values—as well as to determine the percentage of compliance with the wage parity target—the table shown in Figure 2 was prepared.

Figure 2.

Indicator 17A: Average monthly gross income of teachers and other professionals with a college degree, and the corresponding percentage ratio – Brazil (2012–2024)

	2012	2013	2014	2015	2016	2017	2018	2019	2022	2023	2024
Magistério	5437,84	5679,84	5702,11	5692,32	5231,98	5375,89	5416,97	5574,97	5332,91	5517,58	5893,71
Outros	7335,72	7547,83	7342,59	7002,43	6724,59	6635,74	6455,18	6322,42	5729,72	5983,49	6183,65
Alcanceado (%)	74,13%	75,25%	77,66%	81,29%	77,80%	81,01%	83,92%	88,18%	93,07%	92,21%	95,31%

Note. Prepared by the authors, based on data compiled by DIRET/INEP (2026) using data from the Continuous National Household Sample Survey (PNAD Contínua) (2012–2019/2022–2024) (IBGE, 2024).

A joint analysis of trends in the National Professional Minimum Wage (PSPN) and Indicator 17A, as summarized in Figure 2, reveals significant progress toward the wage parity called for in Goal 17. At the national level, there has been an upward trend in the percentage ratio between teachers' earnings and those of other professionals with a college degree, indicating a gradual convergence toward parity. Nevertheless, by the end of the decade, the indicator had not reached the 100% target, indicating only partial achievement—even taking into account the postponement of the deadline for submitting the data.

Failure to meet Target 17 stems from structurally interlinked factors: underfunding exacerbated by Constitutional Amendment No. 95/2016 (Brasil, 2016), noncompliance with the national minimum wage in several states through 2024, and a flattening of pay scales, with adjustments concentrated at the entry-level and a freeze on intermediate pay grades. The progress observed in Indicator 17A has been uneven and sporadic, heavily influenced by macroeconomic variables outside the education sector—including the impacts of the covid-19 pandemic and the post-2022 fiscal outlook, which also compromised data collection for 2020 and 2021. The INEP (2025) report is unequivocal: pay parity remains a distant goal, and the real recognition of teachers' value requires long-term policies and additional federal funding.

Although Goal 17 has strengthened the national minimum standard as a benchmark, its implementation has been substantially limited. According to Barbosa et al. (2024), policies to improve working conditions depend not only on normative targets but also on continuous funding, a consistent career structure, and sustained political will. Relative parity, on its own, has proven insufficient: it does not guarantee fair wages in absolute terms or decent working conditions, and must be complemented by explicit targets for real wage increases and sustainable compensation.

Goal 18 stipulated that, by June 2016, all education systems should have career plans based on the PSPN—a commitment already provided for in Law No. 11,738/2008 and

CNE/CEB Resolution No. 2/2009 (Brasil, 2008; CNE, 2009c), but reaffirmed in light of regional inequalities and the lack of systematized information. Monitoring, initially hampered by the absence of a unified system, was made possible by adapting the Integrated Monitoring, Execution, and Control System (SIMEC), which established eight sub-indicators (18A through 18H).

From a formal standpoint, the results were significant: Indicator 18A showed that 100% of states had career plans in 2021, and Indicator 18E indicated that 96.3% of municipalities were in the same situation. In terms of effectiveness, however, the picture is more critical. Indicator 18C showed that only 59.3% of states met the minimum wage requirement, and Indicator 18G indicated that only 60.1% of municipalities paid wages equal to or higher than the national minimum wage. Regarding working hours, Indicator 18B recorded 85.2% compliance in the states, compared to only 79.8% in the municipalities (Indicator 18F). For non-teaching staff, the situation is even more precarious: while 81.5% of states had career plans for this group (Indicator 18D), only 42.1% of municipalities had established equivalent measures (Indicator 18H).

The monitoring reports highlight the following as key challenges: stagnation in career plans, many of which have not been revised for more than five years; the lack of budgetary provisions for career advancement; and high rates of temporary employment—45% in municipalities and 32% in states, according to the 2024 School Census (INEP, 2024). In contrast, the 2023 Program to Support the Implementation of Teaching Careers (PAICD) represented a specific qualitative advance by encouraging promotions linked to continuing education and collective school performance.

Barbosa et al. (2024) and Gouveia (2021) confirm that plans designed solely to meet legal requirements—without practical implementation due to budgetary constraints or low political priority—do not result in real professional recognition. The Technical Assessment (INEP, 2025) is conclusive: Goal 18 was partially met in regulatory terms, but remains far from being achieved in terms of effectiveness. The absence of direct oversight mechanisms and sanctions against non-compliant entities contributed decisively to this outcome.

Goals 17 and 18 are complementary and mutually dependent: without structured career paths, pay equity is unsustainable; without decent and progressive compensation, career paths lose their appeal and ability to retain employees. Over the past decade, significant regulatory advances have been made—an increase in the minimum wage from R\$ 1,697.00 (2014) to R\$ 3,845.00 (2022), a rise in the minimum FUNDEB allocation from 60% to 70% (Constitutional

Amendment 108/2020), and the consolidation of the hourly rate for professional development activities—yet these were insufficient to bring about structural changes. An analysis of the indicators, summarized in Tables 3 and 4, reveals the recurring pattern of the period: a robust legal framework, but weak practical implementation.

Table 3.

Comparative summary of Goal 17 of the PNE (2014–2025): expected vs. achieved

Dimension	Expected (Goal 17)	Achieved (by 2024)	Critical Assessment
Core Objective	Bring the average income of teachers in line (100%) with that of other professionals with equivalent education by 2020	86.1% in 2024	Target not met by the deadline or by the end of the decade
Trends in Indicator 17A	Accelerated growth until reaching 100%	Increase of 20.8 percentage points (65.2% → 86.1%)	Significant progress, but insufficient
Income Trends	Real increase in teachers' salaries	Actual gain of 10.2% (teachers)	Partially positive
Comparison with Other Professionals	Maintenance or balanced growth	Real loss of 16.5% for other professionals	Equalization driven by declines elsewhere, not by strong appreciation
Regional Inequality	Nationwide parity	The North and Northeast regions have reached the target; the Southeast and South remain below it	Asymmetric compliance, subject to regional variations
Sustainability of Equalization	Based on a structural increase in teachers' compensation	Influenced by economic crises and the pandemic	Fragile and cyclical equalization

Note. Prepared by the authors, based on data from INEP/PNAD Contínua (2012–2024) (IBGE, 2024), with figures adjusted for inflation using the IPCA (IBGE, 2026).

Table 4.

Comparative summary of Goal 18 of the PNE (2014–2025): expected vs. achieved

Dimension	Expected (Meta 18)	Achieved (by 2024)	Critical Assessment
Career Paths (States + Federal District)	100% by 2016	100%	Formal compliance
Career Paths (Municipalities)	100%	96.3%	Nearly universal, but uneven in quality
Compliance with the Minimum Wage – States	100%	59.3%	Serious legal noncompliance
Compliance with the Minimum Wage – Municipalities	100%	60.1%	Most do not comply with the minimum wage
Work Schedule with 1/3 Non-Classroom Time – States	100%	85.2%	Partial compliance
Work Schedule with 1/3 Non-Classroom Time – Municipalities	100%	79.8%	Partial compliance
Career Paths for Non-Teaching Staff	100%	42.1% (municipalities)	Target largely unmet
Effectiveness of the Plans	Career advancement, incentives, and recognition	Plans that are often outdated and never implemented	Careers “on paper”

Note. Prepared by the authors, based on data from INEP/PNAD Contínua (2012–2024) (IBGE, 2024), with figures adjusted for inflation using the IPCA (IBGE, 2026).

The PNE Technical Assessment (INEP, 2025) classifies Goals 17 and 18 as partially achieved and identifies three key lessons: salary increases without a structured career path are unsustainable; the absence of federal accountability mechanisms was a key factor in the failure to meet these goals; and the next PNE (2026–2036) must incorporate indicators of career quality and explicit targets for real wage increases, moving beyond the logic of relative parity. To this end, it recommends goals organized around three pillars: real adjustments to the minimum wage linked to progressive career paths; a reduction in precarious employment arrangements and an expansion of hiring through competitive examinations; and the strengthening of public oversight with open data on teacher compensation and career paths.

The specialized literature agrees that policies aimed at enhancing professional value require long-term planning, federal coordination, and proactive measures by the federal government (Alves & Pinto, 2011; Barbosa et al., 2024; Gouveia, 2021). The experience of the PNE confirms this premise: wage parity and career structuring, while fundamental, prove insufficient when not accompanied by sustainable funding and systematic monitoring mechanisms. Despite institutional advances, concrete results remain limited, highlighting that the effectiveness of these policies depends on the state's ability to translate regulatory commitments into real improvements in teachers' working conditions, compensation, and professional development.

FINAL CONSIDERATIONS

The analytical framework of this article addresses the proposed research question: Did Goals 17 and 18 of the National Education Plan (2014–2025) lead to significant policy advances in the valorization of teachers, but fail to achieve full effectiveness? This confirms the hypothesis that the gap between policy formulation and practical implementation constitutes the main obstacle to the realization of teacher valorization in Brazil. According to official monitoring data from the PNE (INEP, 2025), salary parity reached 86.1% by the end of the decade, and only 62.6% of municipalities fully comply with minimum wage, working hours, and career progression requirements, highlighting the gap between policy and practice: a form of valorization that remains predominantly formal.

This disconnect stems from interdependent structural factors: fiscal constraints (Constitutional Amendment 95/2016), regional inequalities, weaknesses in federal coordination, a lack of effective oversight, and a conception limited to relative salary parity.

The Technical Report itself (INEP, 2025) emphasizes that valuing teachers requires long-term planning, sustainable funding, and integrated policies on career development, training, and well-being—the fragmentation of which undermines their effectiveness.

Despite this, the period laid the groundwork for important regulatory frameworks—the national minimum wage, activity-based pay, and career plans—which constitute a strategic “institutional asset.” The challenge now is to translate these frameworks into concrete results. In this regard, the future agenda calls for:

- *Data-driven governance*: permanent monitoring and transparency systems;
- *Incentive-based funding*: coordination with the New FUNDEB (VAAT and VAAR) to ensure compliance with the minimum wage and structured career paths;
- *Regulatory accountability*: linking compliance with standards to financial reporting;
- *Redefinition of metrics*: focus on real value (gains above inflation, job stability, and career progression).

Additionally, professional recognition must be understood in a systemic manner, including infrastructure, teaching resources, continuing education, psychosocial support, and professional recognition. Teacher participation in decision-making processes is also critical to the legitimacy and effectiveness of these policies.

In summary, the 2014–2025 cycle demonstrates that a regulatory framework lacking governance, funding, and federal coordination results in low effectiveness. The next National Education Plan (PNE) must shift from a declaratory approach to a results-oriented one, positioning the enhancement of teachers’ status as a strategic state policy for educational quality and sustainable development. Finally, it is important to acknowledge the inherent limitations of the methodological design adopted: because it is based exclusively on documentary sources—legislation, official reports, and academic literature—the study does not capture the qualitative dimensions perceived by the teachers themselves, nor does it encompass the diversity of municipal realities at the micro level. Future studies could deepen these analyses through empirical research on specific subnational networks, impact assessments of implemented policies, and investigations into teachers’ perceptions regarding the goals of professional development.

It is worth noting—even though this is only partially outside the central empirical focus of this article—that teacher recognition encompasses dimensions that go beyond indicators of

compensation and formal career structures. The high rate of temporary contracts—45% in municipalities and 32% in states, according to the 2024 School Census (INEP, 2024)—and the lack of regular civil service exams undermine not only job stability but also teachers' professional identity and sense of belonging. The subjective valorization of the profession—expressed through social recognition of teaching, perceptions of prestige, and professional self-fulfillment—constitutes an equally relevant dimension, whose effects on the career's attractiveness, retention, and social legitimacy are inseparable from material working conditions.

Failure to take these dimensions into account when formulating and monitoring policies tends to perpetuate a cycle of symbolic devaluation that undermines the long-term sustainability of the teaching career. These aspects constitute a relevant agenda for future research, especially regarding the interplay between contractual precariousness, social recognition, and the effectiveness of valorization policies in the new cycle of the PNE.

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