Teachers' pay in Brazil: an outlook from the Annual List of Social Information (RAIS)

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Abstract

The text presents results of a research using as its source the Annual List of Social Information - Relação Anual de Informações Sociais (RAIS) database of the Ministry of Labor and Employment. The objective is to investigate information about paying levels of secondary education teachers working in Brazilian state capitals and, at the same time, to reflect about the potential of this database for the analysis. The choice for an analytical approach related to secondary school teachers is due to the observation that, for the period between 1996 and 2008, the data about these jobs were better informed in the RAIS, despite the fact that its information about the public sector is somewhat irregular. The historical period selected is related to the hypothesis that the funding policy active between 1998 and 2006, which gave priority to fundamental education, could have had a negative effect upon the paying levels of secondary education teachers. In order to analyze the average paying levels, the minimum salary and the Index of Prices to the Consumer (IPC) were used as indexes for comparing purchasing powers during the period. This exploratory study seems to confirm a negative relation, which was expected, between the priority given to fundamental education via funding policies and the paying levels of secondary education teachers. Additionally, it reveals the gap between the valuation of the national minimum salary and the valuation policy of the teaching profession; and, finally, it exposes weak points of the RAIS as a tool to work with data about paying levels of the public sector in a separate way. Nevertheless, the convergence between the results of the present work and studies that looked into other databases indicates the pertinence of continuing these analyses.

Keywords

Educational policy – RAIS – Secondary education teachers pay levels.

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Remuneração de professores no Brasil: *um olhar a partir da Relação Anual de Informações Sociais (RAIS)*

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Resumo

Apresentam-se resultados de pesquisa utilizando como fonte o banco de dados Relação Anual de Informações Sociais (RAIS), do Ministério do Trabalho e Emprego. O objetivo é verificar informações sobre remuneração de professores de ensino médio nas capitais brasileiras e, ao mesmo tempo, refletir sobre o potencial dessa base de dados para a análise. A opção por um recorte analítico relativo a professores de ensino médio deve-se à constatação de que, para o período compreendido entre 1996 e 2008, os dados sobre tais empregos estavam mais bem informados na RAIS, embora ela apresente certa irregularidade nas informações sobre o setor público. O período histórico selecionado deve-se à hipótese de que a política de fundos vigente entre 1998 e 2006, que priorizou o ensino fundamental, poderia ter efeito negativo na remuneração de professores de ensino médio. Para analisar as médias de remuneração, utilizaram-se o salário mínimo e o Índice de Preços ao Consumidor (IPC) como indexadores que permitem comparação do poder aquisitivo no período. Este estudo exploratório parece confirmar uma relação negativa, esperada, entre a priorização do ensino fundamental via políticas de fundos e a remuneração dos professores de ensino médio; além disso, evidencia o afastamento entre a valorização do salário mínimo nacional e a política de valorização do magistério, e, finalmente, expõe fragilidades da RAIS para o trabalho com os dados de remuneração do setor público de forma desagregada. Todavia, a coincidência entre os resultados deste trabalho e de estudos que se debruçaram sobre outras bases de dados indica a pertinência da continuidade das análises.

Palavras-chave

Política Educacional – RAIS – Remuneração de professores de ensino médio.

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With the purpose of observing how the payment of basic education teachers is composed, which in budget as well as in financial terms result in wages, the study entitled *The payment of teachers from public basic education schools: configurations, impacts, impasses and perspectives*[1] has been working with selected databases such as the National Survey by Household Sampling (PNAD) of the Brazilian Institute of Geography and Statistics (IBGE); the Educational Census of the National Institute of Educational Studies and Researches "Anísio Teixeira" (INEP); the Annual List of Social Information (RAIS) of the Program of Dissemination of Labor Statistics (PDET) of the Ministry for Labor and Employment (MTE); amongst others.

One of the methodological devices employed by the research consists therefore, in the analysis of the changes in average wages by level and modality of education, based on indirect sources, such as those available from INEP (BRASIL, 2010), and from MTE (BRASIL, 1996a, 1997, 1998, 1999, 2000, 2001, 2002, 2003a, 2004, 2005b, 2006a, 2007a, 2008a). This latter source – RAIS/MTE – has the characteristic of being a richer basis of information on private employment in Brazil. In the present article, we seek to use RAIS/MTE as a possibility for the analysis of the working conditions of public teachers around the country.

Teachers' payment can be understood as

> the amount of money and/or goods paid by services, including amounts paid by third parties. Payment is the sum of financial benefits, among them the wages agreed in a signed contract between employer and employee. (CAMARGO et al., 2009, p. 342)

The text brings results extracted from the RAIS database, specifically with respect to secondary education teachers. It also analyses the RAIS database itself with respect to the payment of teachers from public schools of basic education. The information contained therein offer, on one side, possibilities to work with this theme and, on the other, present limitations in what concerns its data input process. Indeed, an

> Administrative Record (RA), such as RAIS, which can be taken as an annual census of the formal labor market (both private employees and civil servants), has a coverage that lies at the root both of its potential and of its fragilities. The potential resides in its (nationwide) coverage and in the possible information breakdowns. There are few sources in Brazil or abroad that give to the analyst, to the researcher and to policymakers such detailed sector and geographical breakdown (the latter reach the level of municipalities), both at the level of the institution and according to individual characteristics. By being a census assessment, the robustness or significance of data-crossing and of econometric exercises are largely superior to those obtained when the basis upon which one works is a sampling survey. However, to restrict the evaluation of RAIS just to its potential would be biased or partial, since at the roots of this characteristic certain limitations can be identified which also deserve to be taken into account by the analyst. For example, changes in the activity sector of some institutions or the lack of response from some large employers (such as the public sector) can generate changes in the labor force reserve which are, in reality, spurious. (BRASIL, 2006a)

1 - This article is part of a national research entitled *The payment of teachers from public basic education schools: configurations, impacts, impasses and perspectives* financed by CAPES/INEP/SECAD - Education Observatory (Public Call No. 001/2008) and conducted with the Center for Studies and Researches in Public Education Policies (CEPPPE) of the School of Education of the University of São Paulo. The research is coordinated nationally by Prof Rubens Barbosa de Camargo and developed in 12 states (São Paulo, Paraná, Rio Grande do Sul, Santa Catarina, Mato Grosso do Sul, Mato Grosso, Paraíba, Piauí, Roraima, Pará, Minas Gerais and Rio Grande do Norte). It involves nine graduate programs in education (USP, UFPA, UFPI, UFPB, UFRN, UEMG, UFMS, UFPR, UNISUL), and also four collaborating research groups (USP-RP, UNIFESP, UFMT, UFRGS).

With those points in mind, the methodological alternative employed here includes data referring to the payment of secondary education teachers in Brazilian capital cities, since it was observed that, in fact, the database presents incomplete or missing information with respect to the payment of the whole group of teachers from public schools of basic education. It was also observed that, although the *Law of Guidelines and Bases for National Education* – the Act No. 9394 of 1996 (BRASIL, 1996b) – established a new nomenclature and organization for basic education, a situation that altered the identification of teachers by level of teaching, the RAIS reflected those change only in 2003 (BRASIL, 2003b).

This research has been working with the five Brazilian regions (Midwest, North, North East, South East, and South) in the states of Mato Grosso, Mato Grosso do Sul, Roraima, Pará, Paraíba, Piauí, Rio Grande do Norte, Minas Gerais, São Paulo, Paraná, Rio Grande do Sul and Santa Catarina. For this work, and in face of what is being explained here about the RAIS database, the text indicates the data relative to the Brazilian capitals in what concerns the issue of secondary education teachers pay level.

The period established for the work goes from 1996 to 2008 covering, therefore, two years before the establishment and implementation by the federal government of the Fund for Maintenance and Development of Fundamental Education and Valuation of Teaching (Fundef) in 1998, Act No. 9424/1996 (BRASIL, 1996c), as well as the first two years of existence of the Fund for Maintenance and Development of Basic Education and Valuation of Education Professionals (Fundeb), Act No. 11494/2007 (BRASIL, 2007b).

It is worth mentioning that the establishment and implementation of the policy of funds to finance the maintenance and development of basic education brought significant changes within subnational units, both with respect to the value of the cost/pupil/year/minimum wage ratio and to the pay level of teachers at this level of education. It is also worth considering that, during the existence of Fundef the coverage of the fund related only to fundamental education. Thus, even if the payment of secondary education teachers may have been affected, that consists in an indirect consequence of the policy, either because of lack of resources for pay rise for these teachers (in the case that the record points to a decrease in salaries), or because of increases in average salaries due to the fact that teachers are hired as secondary education teachers and teachers of the final series of fundamental education, in which case the salary policy tends to reach all teachers of state school systems, despite the fact that the sources of funding for payment are distinct. After the replacement of Fundef by Fundeb, the policy began to cover the whole of contracts in basic education.

The Annual List of Social Information (RAIS) database

The Program of Dissemination of Labor Statistics (PDET) devised by the Ministry for Labor and Employment (MTE) has as its purpose to divulge to the society the information originated by its two main databases on the universe of Labor in Brazil: the Annual List of Social Information (RAIS) , and the General Record of Employed and Unemployed Workers (CAGED) (BRASIL, 2008a).

Although the two databases share the objective of learning about the features of the labor market in Brazil, thereby serving as management information systems supporting the implementation of MTE policies, each of them has its own features, which give them different functions. Chart 1 shows the main features of RAIS, as well as its differences from CAGED:

Chart 1 – Main features and differences between RAIS and CAGED

FEATURE	RAIS	CAGED
Assessment	Annual	Monthly
Type of work contract	All types: civil servants, private employees, temporarily, occasional.	Private employees only.
Coverage	All those employed on 31st December, plus balance of hired and fired, month by month.	Only balance of hired and fired.
Mandatory to	All establishments (public and private), even those with no hiring/firing balance.	All the establishments with hiring/firing balance.
Useful for	Studies of structural changes of formal labor market.	Situation analyses of formal labor market.

Source: BRASIL, 2008a.

For the purpose of this work RAIS turned out to be more adequate than CAGED, since it contains information about the labor market in its structural aspect, covering all types of contracts between employers and employees, workloads and payment, apart from some aspects of the profile of the workers, which cannot be explored here. CAGED is limited to private employment and, therefore, is more suitable to the situation analysis of shifts in labor force. Since the larger part of teacher employment in Brazil follows the distribution of enrolments and, therefore, concentrates around the public sector, it is interesting here to carry out an analysis that encompasses the public-type employment contracts. With that, this study aims specifically at understanding the information available on the payment of teachers of secondary education in Brazilian capitals within the period between 1996 and 2008.

Considering the choices of variables and variable-splitting offered by the Program of Dissemination of Labor Statistics (PDET)[2], as well as the changes that occurred in the Brazilian Classification of Occupations (CBO) (BRASIL, 2008a), the variables selected to capture the payment of secondary education teachers were organized into two groups. In the first group, the variables relative to the type of work contract were not listed, resulting in the analysis of the general situation of teachers. As to the geographical variable, capital cities only were selected; as to the occupation variable, the group selected was the Base Group of the old CBO, namely: "teachers of second degree education", classification 141 (BRASIL, 2008a). In the second group of variables organized, the only difference was to split the variable *type of contract*, focusing on the data relative to *Civil Servants*.

In view of the change occurred in the CBO in 2002, and in order to make it possible to constitute a historical series with the selected occupations, two adaptations were necessary. The first is related to the occupation *teachers of second degree education*, classification CBO 141 which, in the historical series starting in 2003, was replaced by the variable *teachers of secondary education*, classification CBO family 2321 (BRASIL, 2003a). The second adaptation occurred in the historical series with the Civil Servant contract, considering that since 1998, the PDET split the *Civil Servant* variable into two: Civil Servant of the General Regime of Social Security and Civil Servant of the Specific Regime of Social Security.

The payment of secondary education teachers regardless of the type of work contract

The study by Ângelo Souza, Alexandra Damaso and Andréa Gouveia (2009), in which data from RAIS and SAEB are found, indicates that secondary education teachers have the highest average salaries among all teachers of basic education. In the same direction, Gilvan Costa and Dalila Oliveira (2011) state

2- The Program of Dissemination of Labor Statistics (PDET) has as its objective to divulge to the society the information originated by two Administrative Records, namely, the Annual List of Social Information (RAIS) , and the General Record of Employed and Unemployed Workers (CAGED). The program can be accessed through the electronic page http://www.mte.gov.br/pdet/index.asp#. The researcher interested has to fill an electronic form to obtain a password.

that, within the context of basic education, the salaries of secondary education teachers exhibit higher average then those working in other stages of education, according to data from the 2006 PNAD/IBGE, although their average salaries are lower than those of other professionals with higher education. These indications make it interesting to observe whether there were changes in the paying conditions of these professionals in a long historic series encompassing a period of changes in the rules of financing of education that affected education systems. Generally speaking, the jobs of secondary education teachers are in state school systems which, within this same period, expanded the redistribution of enrolments in fundamental education towards the municipal level, and may have rearranged the working conditions of professionals of secondary education. It must be recognized also that a significant portion of these jobs lie in private schools and, still, that there is a small participation of the federal school system in which payment levels are widely recognized to be higher.

Thus, taking into account that, faced with the conditions of the offer of basic education in Brazil, the employment of secondary education teachers tends to be in administrative spheres with better conditions to offer, we move on to the evaluation of this scenario considering: the general movement of the average payment comparatively to minimum wages, and the movement of average salaries comparatively to the Minimum National Professional Salary (PSPN) (BRASIL, 2008b).

To start with, we should consider that the minimum wage has been subjected to a valuation policy during the last years that impacts significantly the historic series. This fact, on the one hand, makes it difficult to make an analysis based on this indicator but, on the other hand, it allows saying that the minimum wage is a political-institutional reference which, in thesis, insures minimum subsistence levels for the worker and his/her family. The policy to recover its value signifies that this idea is current. Thus, comparison of the pay level of teachers with the minimum wage makes it possible to put into context the payment of this category within this scenario of the quality of employment in Brazil. From the data shown in table 1, it can be seen that the average yearly change in minimum wage was 11%, meaning, in nominal terms, a recovery of 270% of its value in the 1996-2008 period.

Table 1 – Changes in minimum wage in Brazil (from 1996 to 2008)

Year	Nominal value (R$)	Yearly change (%)
1996	112.00	
1997	120.00	7.14
1998	130.00	8.33
1999	136.00	4.62
2000	151.00	11.03
2001	180.00	19.21
2002	200.00	11.11
2003	240.00	20.00
2004	260.00	8.33
2005	300.00	15.38
2006	350.00	16.67
2007	380.00	8.57
2008	415.00	9.21

Source: DIEESE, 1996, 1997, 1998, 1999, 2000, 2001, 2002, 2003, 2004, 2005b, 2006, 2007 and 2008.

The payment of teachers follows different parameters of recovery. Thus begins the debate with this indicator, albeit carefully. Table 2 presents the average payment of secondary education teachers in Brazilian capital cities based on the total amount of salaries paid to teachers in December divided by the number of teachers on record:

Table 2 – Payment in minimum wages to teachers of secondary education in Brazilian capital cities (from 1996 to 2008)

Capital city	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Porto Alegre	4.357	8.667	4.191	4.260	3.917	4.021	4.284	4.662	4.662	4.149	3.059	2.958	2.897
Natal	5.702	5.352	3.113	4.805	4.321	3.798	3.747	3.690	3.690	3.225	3.103	3.038	2.899
Belo Horizonte	11.102	10.181	8.411	8.014	8.035	7.143	6.281	7.647	7.647	7.531	6.661	5.936	3.253
Manaus	6.388	6.447	6.262	5.970	8.601	7.942	5.246	5.454	5.454	4.168	3.830	3.234	3.424
Recife	6.457	6.364	6.380	5.981	4.341	3.649	3.593	3.995	3.995	3.550	3.498	3.758	3.878
Aracaju	6.699	7.795	6.204	5.908	5.781	5.391	4.826	4.386	4.386	4.510	3.483	3.343	4.037
National Average	**5.866**	**6.465**	**6.729**	**6.439**	**6.002**	**5.663**	**5.682**	**5.025**	**5.025**	**4.497**	**3.914**	**3.887**	**4.269**
Campo Grande	4.647	4.486	4.380	5.175	4.705	4.060	3.368	3.556	3.556	3.933	3.902	3.975	4.319
Teresina	4.256	4.275	6.593	5.235	4.152	3.260	3.848	4.179	4.179	4.034	4.165	4.015	4.457
Goiânia	6.292	6.526	6.528	5.800	5.865	5.553	5.987	3.882	3.882	4.786	5.129	4.739	4.608
Cuiabá	4.989	5.440	5.354	5.808	4.621	4.697	4.666	4.844	4.844	2.793	2.745	2.344	4.635
Fortaleza	4.159	4.609	4.692	4.522	4.456	3.859	4.037	3.265	3.265	4.594	4.877	4.273	4.685
Salvador	5.525	4.839	5.554	4.346	4.971	4.188	4.173	4.316	4.316	4.896	4.388	4.365	4.775
Vitória	4.881	4.768	5.394	4.394	3.566	6.443	5.512	6.492	6.492	4.210	4.481	4.485	4.832
Maceió	3.590	4.262	4.204	4.030	3.805	3.558	3.284	2.608	2.608	2.499	4.928	4.331	4.902
Belém	7.611	7.595	7.463	7.132	6.690	4.611	4.722	5.334	5.334	4.778	5.102	5.274	5.113
São Paulo	5.052	5.804	6.880	7.398	6.497	6.054	5.735	6.540	6.540	6.066	5.333	5.055	5.359
São Luis	2.969	3.376	3.655	3.572	3.250	3.069	2.932	3.362	3.362	4.353	5.091	4.754	5.367
Rio de Janeiro	4.184	5.559	6.027	3.382	7.527	6.643	5.744	5.774	5.774	5.455	5.067	5.216	5.526
Rio Branco	5.055	5.316	5.517	4.259	1.831	4.536	5.441	7.320	7.320	6.686	5.494	5.737	5.680
Palmas	3.692	4.045	2.999	3.829	3.759	4.604	5.031	5.650	5.650	7.237	6.240	6.339	6.102
João Pessoa	1.442	4.150	4.221	4.672	4.199	3.871	2.306	6.615	6.615	6.056	5.896	5.328	6.135
Boa Vista	4.186	6.852	7.303	5.400	4.656	3.971	3.021	7.297	7.297	6.758	7.928	8.566	6.297
Curitiba	9.773	9.683	9.252	9.375	8.499	7.413	7.195	5.588	5.588	5.852	4.160	4.524	6.315
Brasília	18.068	16.846	14.171	14.061	6.810	12.357	12.023	9.113	9.113	8.833	8.147	7.168	7.723
Porto Velho	7.158	8.669	6.911	7.689	4.186	3.479	2.995	5.163	5.163	5.620	5.373	4.783	8.070
Florianópolis	6.011	6.918	7.574	7.642	6.382	4.627	4.727	8.564	8.564	8.254	8.256	7.670	8.760
Macapá	5.397	6.059	5.673	4.569	6.433	5.282	3.974	11.456	11.456	12.881	10.939	10.407	11.109

Source: BRASIL, 1996a, 1997, 1998, 1999, 2000, 2001, 2002, 2003a, 2004, 2005b, 2006b, 2007a, 2008a.

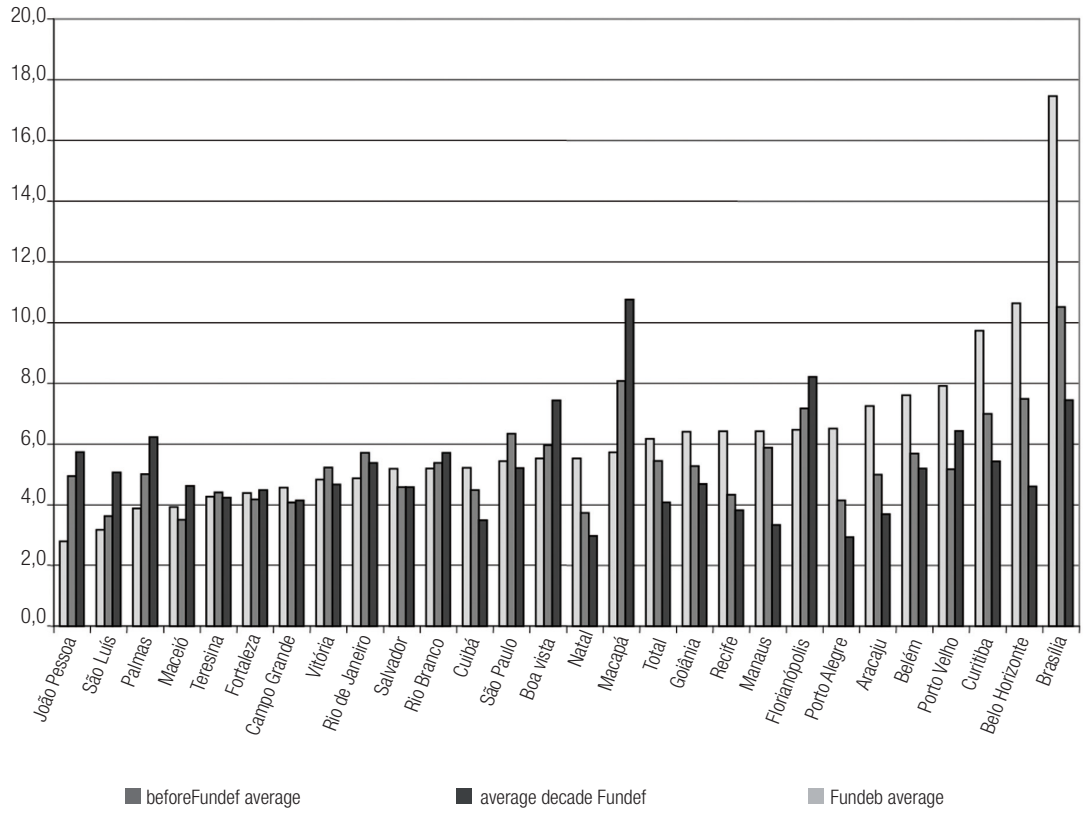
Within the national context, according to information from RAIS, the average payment of this group of teachers decreased if we compare the year 2008 with 1996. There is a movement of expansion of average salaries during the first years and then a continuous decrease, which coincides towards the end of the period with the valuation of the minimum wage.

As expected, the lowest averages tend to the, in the majority of years, in states of the North and North East of the country. The gray cells in table 2 highlight the cities with average payment below the national average. Attention is drawn to the fact that in 1996 the average payment in 17 capital cities was below the national average calculated through the total amount of

salaries paid in December in the historic series divided by the number of teachers on record, according to RAIS. In 2008, only six capital cities had averages below the national average. The standard deviation around the average dropped during this decade, which can signal to a homogenization of payment situations which, if on the one hand decreases the inequality of salary conditions, on the other hand represents a generalized loss in the purchasing power as compared to the minimum wage.

This period includes the significant change in the financing rules brought about by the policy of the funds. Thus, the movement of the averages in the period before the funds (1996 – 1997), during the existence of Fundef (1998 – 2006), and finally in the first two years of Fundeb (2007 – 2008) can be observed. Graph 1, organized according to the distribution of the average salaries in the years before Fundef, shows the average payment of teachers as they appear in RAIS. It can be seen that in eight capital cities the averages were lower during the years before Fundef, and went up during the existence of Fundef and Fundeb. In 14 of the capitals the averages before the funds were higher than the subsequent averages. This suggests an initial evaluation that the fund policy did not, as a general rule, bring an improvement in the payment situation of the professionals in secondary education, although it did not cause, in every context, its worsening.

Graph 1 – Average payment of secondary education teachers by periods



Source: BRASIL, 1996a, 1997, 1998, 1999, 2000, 2001, 2002, 2003a, 2004, 2005b, 2006b, 2007a e 2008a.

If we take as an indicator the Minimum National Professional Salary (PSPN) of R$950.00 in 2008, it corresponds to 2.3 minimum wages. All teachers employed in secondary education received an average salary higher than the PSPN. Clearly, we must consider that secondary education teachers are, in their vast majority, graduates of higher education, and that the minimum wage refers to the initial salary for a teacher with secondary education only (Normal School). Therefore, if on the one hand the picture is consistent with a perspective of valuation of teachers education, on the other hand it is worrying because the lower averages registered in RAIS in the same year of 2008 were 2.9 minimum wages, a value which is still higher than the PSPN, but very close to it.

Table 3 shows the same data of table 2, but now in nominal values. In this group of variables no specific type of employment contract was selected. According to RAIS, the average payment of secondary education teachers was R$657.00 in 1996. Once again, the gray cells represent teachers' salaries that were below the national average. This happened in 17 capital cities for the first year of the series. In 2008 only six capitals had nominal salaries below the national average.

Table 3 – Payment in nominal values, in Real, of teachers in secondary education in Brazilian capital cities (from 1996 to 2008)

Capital	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Porto Alegre	488	1,040	545	579	592	724	857	1,119	1,212	1,245	1,071	1,124	1,202
Natal	639	642	405	653	652	684	749	886	959	968	1,086	1,155	1,203
Belo Horizonte	1,243	1222	1,093	1,090	1,213	1,286	1,256	1,835	1,988	2,259	2,331	2,256	1,350
Manaus	715	774	814	812	1,299	1,429	1,049	1,309	1,418	1,250	1,341	1,229	1,421
Recife	723	764	829	813	655	657	719	959	1,039	1,065	1,224	1,428	1,610
Aracaju	750	935	807	804	873	970	965	1,053	1,140	1,353	1,219	1,270	1,675
National Average	657	776	875	876	906	1,019	1,136	1,206	1,307	1,349	1,370	1,477	1,772
Campo Grande	520	538	569	704	711	731	674	853	925	1,180	1,366	1,511	1,792
Teresina	477	513	857	712	627	587	770	1,003	1,086	1,210	1,458	1,526	1,850
Goiânia	705	783	849	789	886	1,000	1,197	932	1,009	1,436	1,795	1,801	1,912
Cuiabá	559	653	696	790	698	845	933	1,163	1,259	838	961	891	1,923
Fortaleza	466	553	610	615	673	695	807	784	849	1,378	1,707	1,624	1,944
Salvador	619	581	722	591	751	754	835	1,036	1,122	1,469	1,536	1,659	1,982
Vitória	547	572	701	598	538	1,160	1,102	1,558	1,688	1,263	1,568	1,704	2,005
Maceió	402	511	547	548	575	640	657	626	678	750	1,725	1,646	2,034
Belém	852	911	970	970	1,010	830	944	1,280	1,387	1,433	1,786	2,004	2,122
São Paulo	566	696	894	1,006	981	1,090	1,147	1,570	1,700	1,820	1,867	1,921	2,224
São Luís	333	405	475	486	491	552	586	807	874	1,306	1,782	1,806	2,227
Rio de Janeiro	469	667	783	460	1,137	1,196	1,149	1,386	1,501	1,636	1,773	1,982	2,293
Rio Branco	566	638	717	579	276	816	1,088	1,757	1,903	2,006	1,923	2,180	2,357
Palmas	413	485	390	521	568	829	1,006	1,356	1,469	2,171	2,184	2,409	2,532
João Pessoa	162	498	549	635	634	697	461	1,588	1,720	1,817	2,064	2,025	2,546
Boa Vista	469	822	949	734	703	715	604	1,751	1,897	2,027	2,775	3,255	2,613
Curitiba	1,095	1,162	1,203	1,275	1,283	1,334	1,439	1,341	1,453	1,756	1,456	1,719	2,621
Brasília	2,024	2,022	1,842	1,912	1,028	2,224	2,405	2,187	2,369	2,650	2,851	2,724	3,205
Porto Velho	802	1,040	898	1,046	632	626	599	1,239	1,342	1,686	1,880	1,818	3,349
Florianópolis	673	830	985	1,039	964	833	946	2,055	2,227	2,476	2,889	2,915	3,635
Macapá	605	727	737	621	971	951	795	2,749	2,978	3,864	3,829	3,955	4,610

Source: BRASIL, 1996a, 1997, 1998, 1999, 2000, 2001, 2002, 2003a, 2004, 2005b, 2006b, 2007a, 2008a.

In terms of the present analysis, table 4 deflates the historic series of national averages of salaries of secondary education teachers in Brazilian capitals, and also the minimum wage, through their indexation to the Index of Prices to Consumers (IPC) in the year 2008. The use of an index is fundamental for the correct reading of data in historic series, by allowing the comparison of purchasing power of the currency in different years. The option for IPC is due to the pertinence of this index, since its calculation demonstrates the variation of prices on the basis of the expenses of consumers that receive between one and ten minimum wages, a range within which the payment of the professionals considered here is included.

Table 4 – Average salary of teachers and minimum wages based on values deflated and indexed by the IPC (from 1996 to 2008)

Year	Nominal value of average salaries of secondary education teachers (R$)	Actual value of average salary (R$)	Nominal value of minimum wage (R$)	Actual value of minimum wage (R$)
1996	657	1.382	112	236
1997	776	1.522	120	235
1998	875	1.688	130	251
1999	876	1.549	136	241
2000	906	1.509	151	251
2001	1.019	1.572	180	278
2002	1.136	1.563	200	275
2003	1.206	1.523	240	303
2004	1.307	1.553	260	309
2005	1.349	1.528	300	340
2006	1.370	1.520	350	388
2007	1.477	1.567	380	403
2008	1.772	1.772	415	415

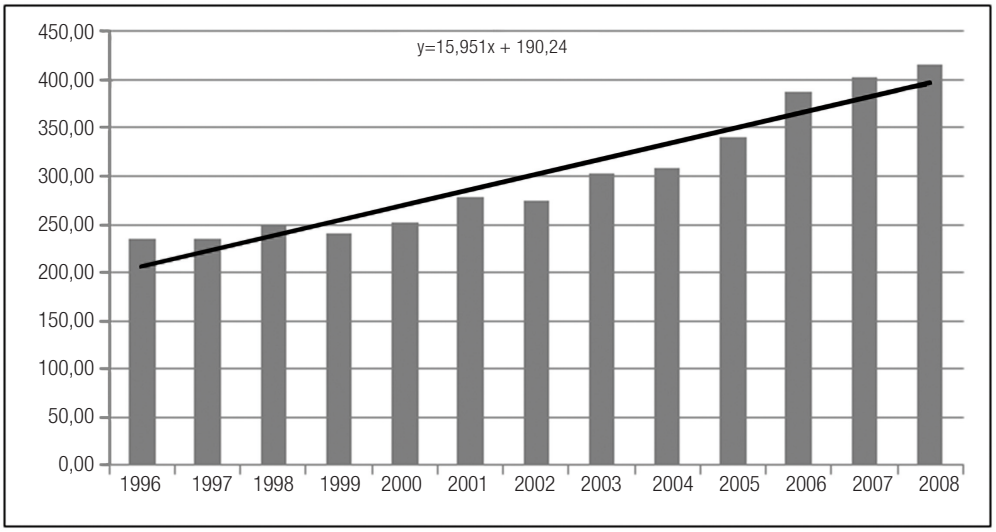
Source: BRASIL, 1996a, 19997, 1998, 1999, 2000, 2001, 2002, 2003a, 2004, 2005b, 2006b, 2007a, 2008a.

According to table 4, through a linear regression of historic series of the national average of salaries for teachers of secondary education in Brazilian capitals, it was possible to construct a trendline that indicates the real gains in the salary of teachers by the end of the period, and to compare, through the same indexation to minimum wages, the real gains of the two variables: minimum wage and teachers' salaries. Graphs 2 and 3 show the trendline (linear regression) of the deflated series.

As it can be observed in table 1, the variation of minimum wage in Brazil between 1996 and 2008 was upwards, a situation confirmed in graph 2. It can, however, be argued that the real values of minimum wage have remained constant in the period from 1996 to 2000, as shown in graph 2. Another important information refers to the relative gain acquired in 2001, which can be due to the election process that the country had that year. The graph demonstrates also that in the period between 2002 and 2008 the minimum wage increased by 51%, a situation that may have contributed to a better distribution of wealth and income within the Brazilian context, facing up significantly to the social inequalities.

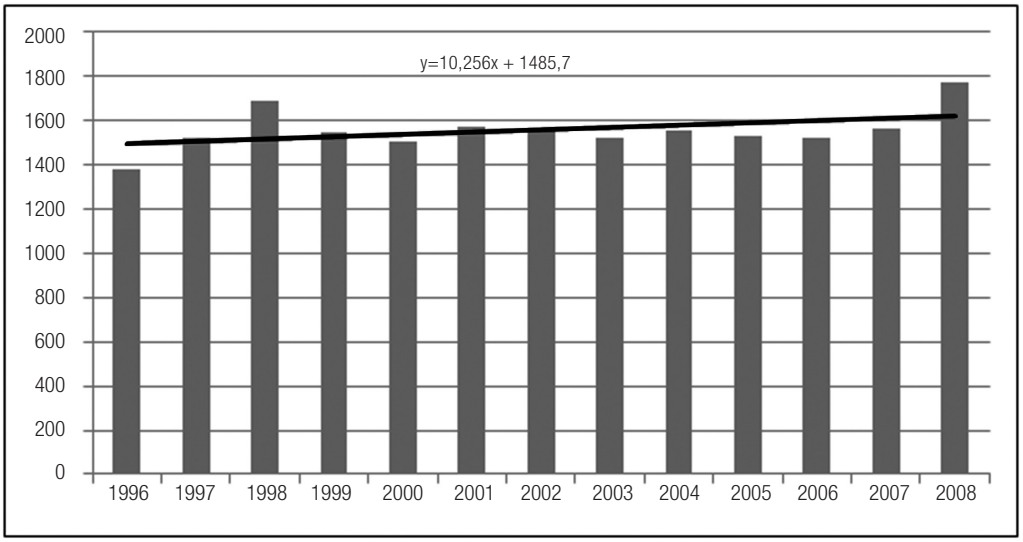
Graph 3 shows that the payment of teachers of secondary education in Brazilian capitals did not have the same gains as the minimum wage, remaining well below them. While the minimum wage had an increase of 75% between 1996 and 2008, the salaries of teachers of secondary education in the capitals increase by the order of 28% in the same period. From 2002 to 2008, the period of greater increase in minimum wage registered here (51%), the salary of teachers of secondary education in Brazilian capitals increased by around 13%. In real terms the gain of teachers income was of R$10.00 per year, considering the values of 2008.

Graph 2 – Minimum wage (from 1996 to 2008); values indexed by IPC 2008



Source: BRASIL, 1996a, 19997, 1998, 1999, 2000, 2001, 2002, 2003a, 2004, 2005b, 2006b, 2007a, 2008a.

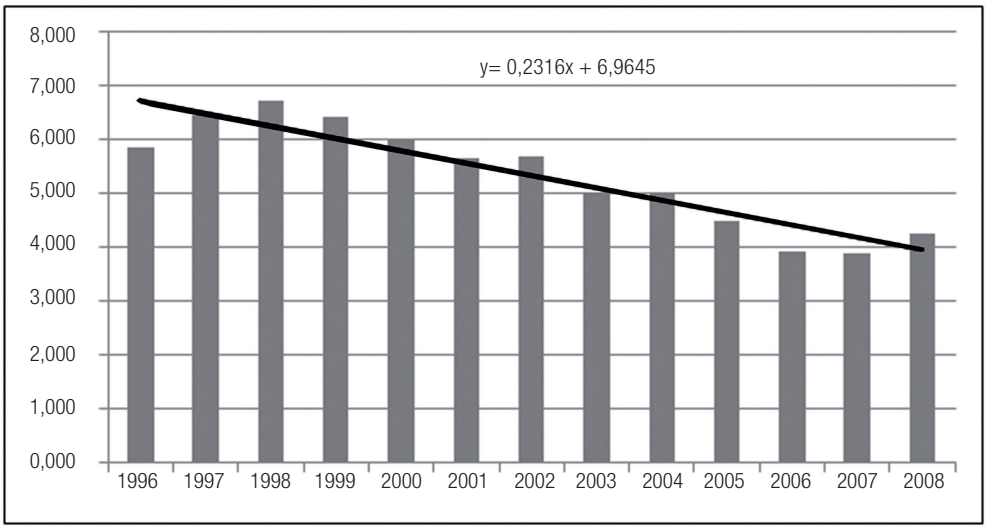
Graph 3 – Payment of teachers of secondary education (from 1996 to 2008); values indexed by IPC 2008



Source: BRASIL, 1996a, 19997, 1998, 1999, 2000, 2001, 2002, 2003a, 2004, 2005b, 2006b, 2007a, 2008a.

In graph 4 the relation between the salaries of teachers of secondary education in Brazilian capitals and the minimum salary can be observed. A sharp decrease in teachers' salaries can be seen, in the ratio of 5.9 to 4.3 of the minimum wage. It should be noted that the decisions around the minimum wage take place at the national level, whilst the salaries of teachers are decided within the sphere of the States and municipalities and, also, by private companies.

Graph 4 – Payment of teachers of secondary education; values in minimum wages (from 1996 to 2008)



Source: BRASIL, 1996a, 19997, 1998, 1999, 2000, 2001, 2002, 2003a, 2004, 2005b, 2006b, 2007a, 2008a.

The payment of secondary education teachers controlling for the civil servant work contract

Table 5 displays the payment of secondary education teachers under the Civil Servant Work Contract until 1997, and under the Civil Servant of the Specific Regime of Social Security contract from 1998 onwards. This procedure is justified by the fact that PDTE includes a single variable of the Civil Servant type until 1997, and presents the options from 1998 onwards: Civil Servant of the General Regime of Social Security and Civil Servant of the Specific Regime of Social Security. The choice for the average of the total salaries of the type Civil Servant of the Specific Regime of Social Security[3] was made because, with the other variable, most of the tables generated by system had no data.

When only teachers with the Civil Servant type of work contract are considered, it means, in practice, that we perform an evaluation only of jobs in the public sector. The absence of data for six of the States in 1996 can be explained by the lack of priority of this information in the public sector. Still, one can compare the amplitude of the variation of general salaries (data in table 3), which was of 12 times in 1996. While the general average of payment for teachers of secondary education in João Pessoa was R$162.00, in Brasília such value reached R$2024.00. When observing just the data for the Civil Servants (table 5), the difference falls to 7 times during 1996, with the lowest average been found in São Luis and the highest in Recife. However, it should be noticed that for João Pessoa there are no data in 1996. Checking again for the States with average payment below the national average, in the case of the Civil Servants, we still see that most of the States have values below the national average.

In 2008, under the general conditions of the salaries of teachers of secondary education, there was a variation of 3.8 times between the lowest and highest salary. As pointed out before, this represents a reduction in the inequality of payment, although it does not mean immediately a valuation of wages. Considering only the case

3- The reform of Social Security – Constitutional Amendment No. 41 of 19 December 2003 (BRASIL, 2003b) – established the possibility to create complementary social security for civil servants. The absence of data for the Civil Servant of the General Regime of Social Security work contract can be explained by the dissemination of the Civil Servant of the Specific Regime of Social Security work contract throughout the States.

of Civil Servants, the difference between the highest and lowest salaries was 4.3 times. In this case, unlike what happened with the general average, there is an amplification of differences, with a rather atypical result, since the lowest average salary is in Porto Alegre and the highest in Maceió. Such data contradict the tendencies of reproduction in the condition of salaries of the economic development situation of Brazilian regions. This could be either signaling to very specific policies of salary regulation (in the case of Porto Alegre) or salary recovery (in the case of Maceió), or it could be revealing the fragilities of the databases if only the salaries of professionals at a given point in the teaching career are being informed. The clarification of questions such as this implies confronting RAIS with other databases of teaching payment.

Table 5 – Payment, in Real, of teachers of secondary education under the Civil Servant work contract until 1997, and under the Civil Servant of the Specific Regime of Social Security work contract from 1998 to 2008, in nominal values

Capital	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Porto Alegre	383	0	472	527	525	671	808	1,113	1,206	1,238	1,060	1,114	1,192
Natal	807	704	170	766	742	744	678	2,635	2,854	994	1,102	1,163	1,215
Belo Horizonte	1,275	1,298	1,354	1,356	1,389	1,414	1,383	2,921	3,165	3,232	3,139	3,018	1,315
Manaus	690	752	768	769	4,044	4,395	1,018	1,495	1,620	1,265	1,347	1,232	1,415
National Average	**759**	**879**	**949**	**873**	**931**	**1,063**	**1,208**	**1,251**	**1,355**	**1,520**	**1,482**	**1,604**	**1,869**
Recife	2,411	2,101	1,174	2,197	650	646	728	1,002	1,085	1,324	1,483	1,636	1,915
Cuiabá	557	649	695	796	698	846	942	1,172	1,270	3,393	3,596	3,734	1,935
Aracaju	777	981	835	836	901	1083	1,133	2,106	2,281	1,461	1,472	1,568	1,997
Belém	923	955	1,015	1,024	1,084	1,118	924	1,459	1,580	1,627	1,980	2,182	2,256
Vitória	0	0	0	0	0	0	745	3,045	3,298	1,277	1,697	1,819	2,290
Rio Branco	556	629	716	323	582	518	4,017	1,889	2,047	2,110	2,252	2,365	2,547
Curitiba	1,118	1,188	1,224	1,301	1,297	1,335	1,430	1,463	1,585	1,799	1,419	1,701	2,644
Campo Grande	0	0	606	0	0	0	0	1,016	1,101	1,980	2,229	2,340	2,806
Rio de Janeiro	366	538	708	105	1,282	1,309	1,235	1,604	1,738	1,968	2,233	2,527	3,010
Boa Vista	0	0	0	0	0	0	0	1,788	1,937	2,032	2,795	3,296	3,302
Teresina	690	793	911	944	1,162	1,202	1,292	2,372	2,570	2,658	2,917	2,897	3,515
Palmas	0	817	421	562	617	829	1,008	2,058	2,230	2,949	3,180	3,358	3,624
Porto Velho	823	1,125	0	1,152	0	0	0	1,263	1,368	1,775	1,980	1,861	3,648
São Paulo	847	976	1,249	1,273	1,160	1,255	1,318	1,161	1,258	2,523	3,082	3,122	3,889
Goiânia	693	766	844	791	901	1,023	1,261	1,256	1,361	2,750	3,220	3,207	3,999
Salvador	614	575	718	583	747	747	828	0	0	2,857	3,156	3,379	4,135
Fortaleza	0	0	696	0	0	0	0	2,473	2,679	2,953	3,653	3,401	4,323
Brasília	2,171	2,063	1,855	1,940	956	2,297	2,440	2,352	2,548	2,814	3,634	3,480	4,384
São Luís	337	279	276	415	485	503	633	2,478	2,684	3,158	4,067	3,661	4,612
João Pessoa	0	484	571	720	729	889	917	3,446	3,733	3,744	4,272	4,055	4,741
Macapá	0	1,496	0	0	1,415	0	1,596	2,842	3,079	4,095	4,065	4,114	4,828
Florianópolis	869	777	810	833	846	1,041	1,397	3,137	3,399	3,215	3,711	3,922	4,910
Maceió	538	720	879	828	963	1,087	1,251	0	0	0	4,199	4,080	5,177

Source: BRASIL. Occupational variable of the Base Group of the old CBO *teachers of second degree education*, classification 141, until 2002, and *teachers of secondary education*, classification CBO family 2321 from 2003 until 2008. Variable of type of work contract *Civil Servant until* 1997 and *Civil Servant of the Specific Regime of Social Security*, 1996a, 1997, 1998, 1999, 2000, 2001, 2002, 2003a, 2004, 2005b, 2006a, 2007a e 2008a.

Admitting the possible fragility of the data by State, which could explain biases, it is worth considering the whole of the national information. Thus, in table 6, it is possible to see the movement of the national average payment in which, with nominal values, the salary recovery was 146%; in real terms this meant 17%.

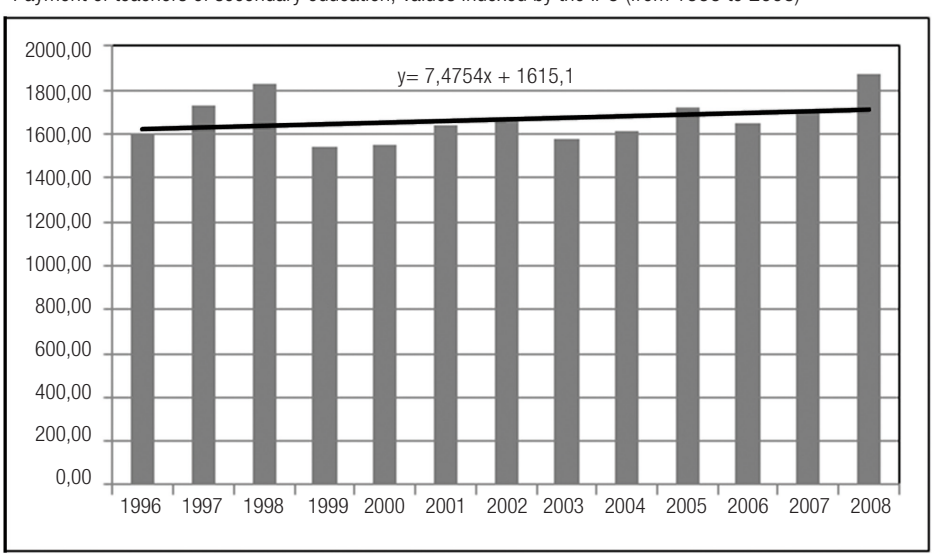
Table 6 – Average payment of teachers of secondary education under Civil Servant work contract until 1997 and under the Civil Servant of the Specific Regime of Social Security work contract from 1998 to 2008; values deflated and indexed (from 1996 to 2008)

Year	Nominal value of average salary (R$)	Actual value of average salary (R$)
1996	759	1,597
1997	879	1,725
1998	949	1,831
1999	873	1,545
2000	931	1,551
2001	1,063	1,640
2002	1,208	1,661
2003	1,251	1,580
2004	1,355	1,611
2005	1,520	1,722
2006	1,482	1,644
2007	1,604	1,701
2008	1,869	1,869

Source: BRASIL, 1996a, 1997, 1998, 1999, 2000, 2001, 2002, 2003a, 2004, 2005b, 2006a, 2007a, 2008a.

In graph 5 the actual variation in salary as measured by the IPC reveals a real growth of the average payment between 1996 and 1998 (before Fundef), followed by a drop from 1999 onwards, then by a stabilization until 2006, the period of existence of the Fundef, and finally by an improvement towards the end of the period, leaving the average national very close to the average in 1998. Thus, the variation of the average seems to suggest a negative effect upon the average salaries of teachers of secondary education during the existence of the fund that was meant to privilege fundamental education.

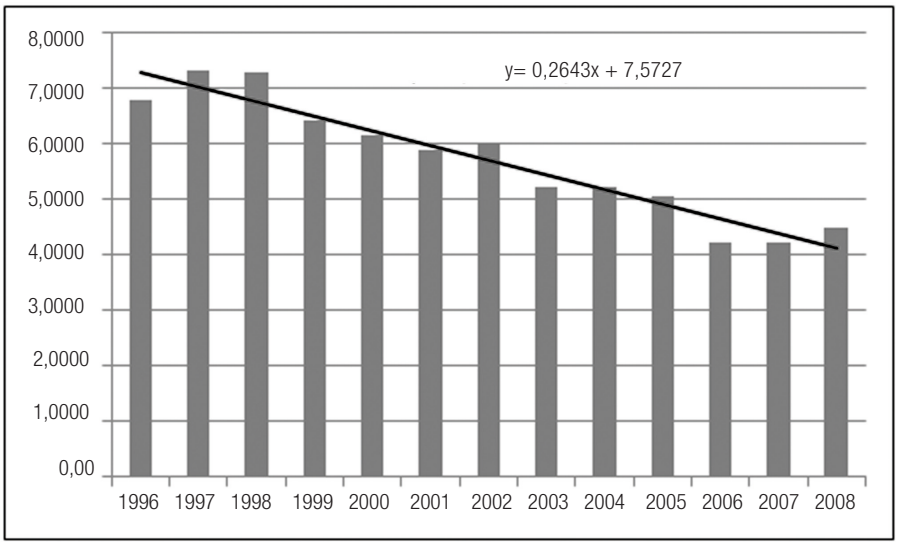
Graph 5 – Payment of teachers of secondary education; values indexed by the IPC (from 1996 to 2008)



Source: BRASIL, 1996a, 1997, 1998, 1999, 2000, 2001, 2002, 2003a, 2004, 2005b, 2006a, 2007a, 2008a.

Comparatively to the movement of the minimum wage, the conditions of Civil Servants reveal a loss of purchasing power. In this case, the recovery of the averages towards the end of the period is insufficient even to resume the conditions before Fundef. This is directly related to the policy of valuation of the minimum wage, as already clear in the previous information.

Graph 6 – Payment of teachers of secondary education; values in minimum wages (from 1996 to 2008)



Source: BRASIL, 1996a, 1997, 1998, 1999, 2000, 2001, 2002, 2003a, 2004, 2005b, 2006a, 2007a, 2008a.

Final remarks

The analysis carried out here had as its objective to test, to some extent, the potential of the RAIS database to follow the payment situation of teachers. For that, this study opted to focus on teachers of secondary education, the occupational group that presented the largest amount of information, considering the geographical subset of the Brazilian capital cities. With this data, it was possible to infer that, as expected, the public sector does not inform in full manner the situation of its employees. This becomes clear when we select the variable Civil Servant jobs, since, in this case, until 2005, there were states with an average of zero payment, that is to say, with no information. In the last years of the series, the information is complete. However, even for the final years, there are state averages at variance with expected values, having in mind the distribution of wealth and the values of investment per pupil in Brazil. In a study about the payment of the whole of the teachers in basic education, Rubens Barbosa de Camargo et al. (2009) also observed, based on data from the National Federation of Workers in Education, some degree of discrepant variation in salaries between States with markedly unequal financial situations. In that case, the authors admitted the possibility of a strong influence of local (State) policies in the definition of salaries, which could also be introduced as an explanation here.

As to the national situation, there is some degree of equalization of national averages in nominal terms. When the minimum wage is used as an index, there is a general loss of purchasing power of teachers' payment. However, this must be analyzed carefully, because the policy of recovery of the minimum salary does not have as its main focus this particular group of workers, who never had their salaries indexed in this way.

Comparatively to the IPC, another indicator of actual values for the recovery of payment, an increment of 28% can be observed in the general average of salaries between 1996 and 2008, whereas among the Civil Servants the increase is of just 17%. Particularly in the case of the latter, the relation with the policy of funds seems to be rather consistent and negative, that is to say, in the period before Fundef there was a yearly increase in the average values; during the existence of Fundef there was a decrease, followed by relative stabilization; and in the initial period of Fundeb a small increase can be observed which, if measured by IPC, brings the national average closer to that practiced before Fundef.

Thus, this exploratory study seems to confirm an expected negative relation between the valuation of fundamental education via funding policies and the payment of secondary education teachers. The consistency of the average payment assessed with the RAIS/MTE database can be confronted with the average payments as shown by, for example, Bernadete Gatti and Elba Barreto (2009), who analyzed the profile of the Brazilian teacher based on the data of the PNAD 2006. The authors emphasize that:

> in secondary education, the highest average salaries are found in the South East and North regions, being R$1503.00 and R$1424.00, respectively. It is worth observing again that 50% of these professionals receive less than R$1300.00 in the south-east region, and less than R$1400.00 in the North. (GATTI; BARRETO, 2009, p. 242)

The data gathered here in nominal values (table 3), which can be compared with the nominal values of PNAD, converge to the average of 2006. In RAIS, the average salary was R$1370.00 (we did not work with medians). Although finding very important variations between the averages in the different States, it seems possible to say that, for a general picture of the structure of teaching jobs in Brazil, RAIS shows an interesting potential for information.

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