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Trajectories and Challenges in the Careers of Technical-Administrative Servants in Education: An Integrative Review on Progression, Remuneration and Inclusion in the Brazilian Federal Public Sector

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ABSTRACT

The careers of technical-administrative staff in education (TAEs) play a strategic role in federal universities, but they remain stressed by structural limitations that compromise their valorization. This study aimed to analyze the trajectories and challenges of TAEs, focusing on remuneration, functional progression, inclusion and institutional impacts. To this end, an integrative literature review was carried out, including articles published between 2020 and 2025, without disregarding classic contributions that are fundamental to the debate. The results show that the salary gap, the slowness of progression and the insufficiency of inclusive policies weaken the attractiveness of the career and reduce the engagement of civil servants. It was also found that motivational factors depend on the balance between symbolic recognition, structural equity and management instruments aligned with institutional competencies. It is concluded that, although the PCCTAE represents a relevant legal framework, there are still gaps that require systemic reviews capable of integrating remuneration, progression, diversity, and motivation, in order to legitimize the career as an instrument of justice and efficiency in the federal public sector.

INTRODUCTION

The careers of technical-administrative employees in education (TAEs) occupy a strategic role in the functioning of federal universities, as they articulate management activities, academic support and essential services for institutional quality. Recent studies show that the challenges faced by these professionals are not restricted to bureaucratic aspects, but involve valuing trajectories, building progression mechanisms, and including social and economic dimensions in career plans (Franco *et al.*, 2024). In this sense, understanding the paths of TAEs requires attention to the contradictions between the expansion of responsibilities and the limitations imposed by restrictive fiscal policies, which directly impact remuneration and professional recognition. According to Cardoso *et al.* (2025), even after normative advances such as Law No. 11,091/2005, there are still gaps in the effective valorization of technical-administrative work, especially with regard to functional progression, pay parity, and social inclusion in the federal public sector. The literature indicates that these impasses pose a structural challenge, which tensions the search for recognition and the maintenance of restrictive personnel management policies.

Thus, this study aims to analyze the trajectories and challenges in the careers of technical-administrative employees in education. To this end, an integrative

literature review will be carried out, in order to systematize advances, limitations, and perspectives on the valorization of these careers.

LITERATURE REVIEW

In the Brazilian context, public administration evolved under the influence of managerial paradigms that sought to reconcile efficiency, accountability, and social responsibility. Such demands, driven mainly by the approaches of the New Public Management, have focused on people management policies, valuing models driven by results, meritocracy, and innovation, but also facing criticism regarding the adequate promotion of equity and inclusion in the public service (Denhardt & Denhardt, 2015; Hood, 1991; Pollitt & Bouckaert, 2011). In the Brazilian context, public administration evolved under the influence of managerial paradigms that sought to reconcile efficiency, accountability, and social responsibility. Such demands, driven mainly by the approaches of the New Public Management, have focused on people management policies, valuing models driven by results, meritocracy, and innovation, but also facing criticism regarding the adequate promotion of equity and inclusion in the public service (Denhardt & Denhardt, 2015; Hood, 1991; Pollitt & Bouckaert, 2011). Such a scenario revealed the urgency of balancing bureaucratic rationalization with the symbolic valorization

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of work, especially in the face of challenges such as functional aging, regional inequalities, and gender and race discrimination, which remain central obstacles to the effectiveness and modernization of the public sector (Souza, 2016; Bonfim, 2019).

As a result of recent transformations, teleworking and digital transformation have emerged as phenomena that have profoundly affected administrative routines and management practices, promoting gains in autonomy, flexibility, and productivity, but also requiring the revision of assessment instruments and functional progression (Oliveira & Fontgalland, 2023).

At the same time, a tension has developed between the search for operational efficiency and the need for policies of professional appreciation and recognition, especially in less traditional careers, such as technical-administrative in education, where the rigidity of plans and the slowness of progressions accentuate historical disparities and motivational challenges (Castro & Oliveira, 2023; Dias & Ramos, 2020).

In view of this scenario, it becomes evident that the limits of public administration do not lie only in the efficiency of bureaucratic systems, but rather in the institutional capacity to articulate inclusive policies, recognition mechanisms, and ensure motivating work environments that promote justice and ensure conditions for human and organizational development (Acker, 2006; Fleury, 2002).

The structure of federal public careers was legally defined by specific laws, which created hierarchical systems, merit-based progression mechanisms, and training criteria, aiming at both stability and professionalization of the public service (BRASIL, 2005; Manhes *et al.*, 2020). The PCCTAE, for example, institutionalized levels, classes and standards, as well as its own rules for the development of competencies and salary progression, in compliance with the principle of legality, but still facing challenges in terms of effectiveness, clarity in criteria and predictability in functional ascension (Amaral & Oliveira, 2009; Schuster & Dias, 2012; Manhes *et al.*, 2020).

In this sense, the discussion on public careers has emphasized the need for regular reviews of plans, instruments that are more aligned with performance and qualification, and policies that consider regional, gender, and ethnic-racial specificities, as essential ways to overcome stagnation and reinforce the State's commitment to the equitable appreciation of its staff (Dias & Ramos, 2020; Rodrigues *et al.*, 2021).

Classical theories of motivation, such as those of Maslow, Herzberg, and Perry & Wise, show that in the public service, motivation is predominantly driven by intrinsic factors, such as public mission, institutional recognition, and autonomy, although extrinsic factors, such as pay and job stability, play a relevant role in job satisfaction (Maslow, 1943; Herzberg, 1966; Perry & Wise, 1990; Castelo Branco *et al.*, 2024).

Recent research reinforces that people management practices that promote autonomy, participation in decisions, recognition for performance, and clear opportunities

for progression enhance both the engagement and organizational commitment of civil servants (Oliveira & Estivalet, 2019; Castelo Branco *et al.*, 2024).

On the other hand, deficient or unpredictable progression and remuneration continue to be important sources of demotivation and dropout, especially in environments marked by excessive formalism, lack of recognition, and institutional barriers to advancement, as attested by comparative studies of the federal public sector (Klein & Mascarenhas, 2016; Franco *et al.*, 2024; Silva *et al.*, 2024; Costa *et al.*, 2025).

Inclusion and diversity are now recognized not only as constitutional principles, but as conditioning factors for performance, productivity, and organizational innovation in the public sector, and it is essential to align policies of appreciation with mechanisms that promote wage justice, equitable access to leadership positions, reduction of regional inequalities, and respect for the plurality of the workforce (Cox, 1994; Acker, 2006; Franco *et al.*, 2024).

Thus, policies to encourage qualification – especially articulated with the real needs of institutions and accompanied by strategies to eliminate structural and subjective obstacles to the rise of underrepresented groups – represent a central axis to ensure more motivating, inclusive organizational environments equipped with effective instruments of valorization (Dias & Ramos, 2020; Paes de Barros *et al.*, 2009).

By synthesizing the discussions, it becomes clear that structural challenges of public administration, the limitations of traditional career models and the gaps in motivation and inclusion strategies converge on the need for institutional frameworks that address, in an integrated way, appreciation, justice and efficiency. The PCCTAE, in this scenario, emerges as an institutional synthesis of these tensions and debates, functioning as a paradigmatic instrument for confronting the disparities in the federal public sector and for promoting a more efficient, inclusive and socially valued public service (BRASIL, 2005; Silva *et al.*, 2024; Costa *et al.*, 2025).

MATERIALS AND METHODS

This study was developed through an integrative literature review, a procedure that allows the systematization of theoretical and empirical findings, identifying convergences, divergences, and research gaps on the investigated theme (Souza, Silva, & Carvalho, 2010). Articles published between 2020 and 2025 were analyzed, prioritizing productions indexed in databases of wide scientific recognition, such as Scholar, in order to ensure the scope and relevance of the publications.

Descriptors in Portuguese and English were used that articulated the terms “public careers”, “functional progression”, “remuneration”, “inclusion in the public service” and “PCCTAE”. In addition to the time frame, it was decided to include classic authors in the area of public administration and people management (such as Maslow, Herzberg, Perry & Wise), whose contribution is essential to sustain the theoretical discussion.

The inclusion criteria included articles with thematic adherence, methodological rigor and theoretical relevance for understanding the challenges and trajectories of technical-administrative professionals in education. Duplicate publications, studies without a direct relationship with the object of the research, and studies without scientific consistency were excluded.

After selection, the articles were submitted to a content analysis process, according to Bardin (2011), with thematic categorization into four axes: remuneration, functional progression, inclusion/diversity and institutional/motivational impacts. This systematization allowed the construction of an analytical funnel, in which the specific findings were triangulated with the classic and contemporary literature, ensuring a critical and reasoned discussion.

RESULTS AND DISCUSSION

With regard to remuneration, Costa *et al.* (2025) show that technical-administrative staff in education face a salary gap in relation to other federal careers, which weakens the attractiveness of the function and compromises the permanence of civil servants. The Qualification Incentive appears as an essential instrument to reduce part of these gaps, but it does not provide stability to wage evolution. This finding dialogues with Herzberg (1966) and Perry and Wise (1990), who highlight the relevance of extrinsic factors — such as compensation and incentives — in maintaining satisfaction in the public sector.

Silva *et al.* (2024) demonstrate that, even with the adjustments implemented, the maintenance of linear increases without structural revision of bonuses accentuates evasion and increases the dissatisfaction of TAEs. The problem is even more serious in peripheral regions, where the effects of wage stagnation overlap with historical inequalities. This finding converges with Souza (2016) and Bonfim (2019), who highlight how regional, gender, and racial inequalities materialize in disparities in public careers, making it difficult to consolidate equitable policies.

In turn, Cardoso *et al.* (2025) analyze the restructuring of the PCCTAE and indicate that, although the plan offers a salary range formalized by law, its effectiveness remains limited by the lack of periodic updating. This rigidity reinforces the perception of internal injustice and threatens the sustainability of the model. The finding is close to the observations of Amaral and Oliveira (2009) and Manhes *et al.* (2020), according to which career plans, when structured on inflexible bases, tend to lose adherence to institutional demands and frustrate expectations of professional appreciation.

Franco *et al.* (2024) show that the slowness in the progression mechanisms of TAEs generates long and demotivating trajectories, especially after the changes promoted by MP 1,286/2024. The extension of the time required for ascension and the restrictions on the Qualification Incentive make it difficult to plan careers, creating an environment of uncertainty. This result

dialogues with Schuster and Dias (2012), who argue that predictability is an essential condition for progression to fulfill a motivational role, and is supported by Klein and Mascarenhas (2016), who observed similar impacts on highly complex federal careers.

Castro *et al.* (2024) show that, although progression by training and merit has been thought of as the structuring axis of the PCCTAE, the centralization of decisions and bureaucratic obstacles compromise its effectiveness. This finding is close to the criticisms of Dutra (2009) and Fleury (2002), who highlight the importance of management by competencies as an alternative to align professional valorization and institutional development. At the same time, recent studies such as Cardoso *et al.* (2025) reinforce that the absence of objective criteria for ascension accentuates the distance between civil servants' expectations and institutional practices.

Rodrigues *et al.* (2021) point out that barriers to progression are aggravated by regional asymmetries and deficient infrastructure in several IFEs, limiting access to training and compromising equity. This scenario converges with the analyses of Acker (2006) and Bonfim (2019), who point to gender, race, and class as structural variables that condition functional trajectories. At the same time, Franco *et al.* (2024) show that such inequalities within the PCCTAE not only reproduce, but amplify historical disparities, reinforcing the need for affirmative policies.

Dias and Ramos (2020) emphasize that, even where there is a greater offer of training, the lack of clarity in the evaluation criteria generates disbelief in civil servants. This perception is connected to the evidence of Klein and Mascarenhas (2016), for whom the absence of transparency in advancement fosters dropout and reduces engagement, and is corroborated by the findings of Costa *et al.* (2025), which show how the slowness of progression reinforces wage and institutional stagnation. Thus, studies converge to show that, without clearer and more inclusive mechanisms, progression operates more as a barrier than as an incentive to professional development.

Franco *et al.* (2024) reveal that the composition of the PCCTAE is still marked by functional aging and underrepresentation of women and black people in strategic positions. This picture is connected to the criticisms of Acker (2006), who coined the concept of inequality regimes to explain how gender, class, and race structure invisible barriers in organizations, and dialogues with Dias and Ramos (2020), who evidence the reproduction of these inequalities in the federal public service.

Castro and Oliveira (2023) show that, despite occasional advances, inclusion in the PCCTAE remains limited by bureaucratic rigidity and the absence of integrated valorization policies. This finding is supported by Cox (1994), who argues that diversity only generates organizational innovation when accompanied by inclusive management practices, and is reinforced by the findings of Bonfim (2019), which demonstrate how Brazilian institutional weaknesses compromise equitable access to opportunities for advancement.

Rodrigues *et al.* (2021) and Franco *et al.* (2024) also show that regional inequalities intensify disparities in access to training and leadership positions, especially restricting vulnerable groups. This scenario is corroborated by the reflections of Souza (2016), who highlights the absence of consistent public policies to correct historical distortions, and converges with Cardoso *et al.* (2025), who point to the need for effective mechanisms of horizontal promotion and wage justice as pillars to reduce dropout and strengthen the legitimacy of the plan.

Dias and Ramos (2020) reinforce that the centralization of management policies limits the implementation of robust affirmative actions in the public sector. This result is compatible with the conclusions of Barroso and Lira (2018), who highlight the importance of participatory management to consolidate inclusive environments, and is echoed in the studies of Castelo Branco *et al.* (2024), which show that the recognition of diversity strengthens organizational engagement and commitment. Thus, the findings converge to indicate that inclusion in the PCCTAE depends on integrated and long-term policies, capable of overcoming both institutional and structural barriers.

Klein and Mascarenhas (2016) demonstrate that the lack of clarity and effectiveness in the progression mechanisms directly affects motivation and increases dropout in public careers. These findings are paralleled by Franco *et al.* (2024) and Costa *et al.* (2025), who identify in the PCCTAE a tension between stability and absence of incentives, generating disbelief in civil servants. This scenario is connected to the reflections of Perry and Wise (1990), who point out that motivation in the public sector depends on the balance between intrinsic factors – mission and recognition – and extrinsic factors – remuneration and progression.

Castelo Branco *et al.* (2024) reinforce that, even in innovative environments, the lack of formal recognition and slow progression reduce engagement and satisfaction, producing a cycle of institutional demotivation. This result dialogues with Herzberg (1966), when he shows that the absence of hygienic factors, such as fair remuneration, compromises satisfaction, and with Maslow (1943), for whom unmet basic needs block higher stages of self-realization, compromising organizational performance.

Oliveira and Fontgalland (2023) analyze teleworking and identify gains in productivity and well-being when accompanied by clear evaluation metrics and leadership adapted to new forms of remote monitoring. This finding converges with Cardoso and Petri (2023), who argue for explicit recognition policies as a condition for sustaining motivation in digital contexts. Such findings are also connected to the literature on contemporary public administration, such as Denhardt and Denhardt (2015), who argue that symbolic valorization and public sense are pillars for engaging civil servants.

Thus, the results confirm that the motivation of TAEs cannot be reduced to remuneration alone, but involves recognition, transparency in progression, and the adequacy

of management practices to digital transformations. The triangulation between classic literature and recent findings indicates that, without structural revisions and consistent valorization policies, the career remains vulnerable to stagnation, reducing its ability to attract, retain and engage civil servants in a sustainable way.

CONCLUSIONS

The present study aimed to analyze the contributions of the PCCTAE in facing the structural tensions that cross the careers of technical-administrative in education in the Brazilian federal public sector. The integrative review allowed the articulation of different dimensions of the debate, emphasizing the centrality of remuneration, functional progression, inclusion and institutional impacts as inseparable axes to understand the effectiveness and limits of the current model.

The results showed that the salary gap, the slowness of progression and the insufficiency of inclusive policies configure persistent obstacles, directly affecting the attractiveness of the career and the engagement of civil servants. At the same time, classic and contemporary literature converge to highlight that career plans only fulfill their strategic function when they articulate symbolic recognition, structural equity, and management practices aligned with competencies and human development. Thus, the analysis reinforces that the valuation of TAEs cannot be reduced to punctual normative adjustments, but requires a systemic review that integrates remuneration, progression, diversity and motivation.

As a critical conclusion, it is highlighted that, although the PCCTAE represents a relevant legal framework, its limitations reveal the need for an institutional redesign that overcomes stagnation and ensures conditions of justice and efficiency. Gaps persist in the measurement of social impacts of careers, in the equity of trajectories and in the governance of participatory policies, especially in more fragile regional contexts. These challenges pave the way for future research that investigates innovative evaluation mechanisms, effective inclusion strategies, and governance models capable of legitimizing public careers as instruments of sustainable and socially committed development.

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