

(CON)TEXTUALIZATION OF THE SPECIAL EDUCATION POLICY IN A MUNICIPALITY OF MATO GROSSO DO SUL

(CON)TEXTUALIZAÇÃO DA POLÍTICA DE EDUCAÇÃO ESPECIAL EM UM MUNICÍPIO SUL-MATO-GROSSENSE

(CON)TEXTUALIZACIÓN DE LA POLÍTICA DE EDUCACIÓN ESPECIAL EN UNA CIUDAD DE MATO GROSSO DO SUL

Camila da Silva Teixeira AGRELOS¹
Washington Cesar Shoiti NOZU²

ABSTRACT: This article aims to understand the construction of the Special Education policy in the municipality of Maracaju, Mato Grosso do Sul, focusing on aspects of external influences, local practices of Specialized Educational Assistance (SEA) and recent textual production that standardize the theme. It is a descriptive-exploratory study, operationalized through documentary analysis of Resolution SEME n. 2/2017 and semi-structured interview with the Special Education representative at the Municipal Education Secretariat of Maracaju. The investigation pointed out the need for budgetary control as one of the main factors for the regulation of the SEA. The support service in the ordinary classroom is offered both by specialist teachers and by professionals with secondary education. However, with the increase in demand of students with disabilities, linked to budget cuts, there is a fear of the management of the municipal education network that, in the near future, the hiring of specialist teachers for pedagogical support may become unfeasible.

KEYWORDS: Educational policy. Municipalization of teaching. School inclusion.

RESUMO: Este artigo se propõe a compreender a construção da política de Educação Especial do município de Maracaju, Mato Grosso do Sul, focalizando aspectos de influências externas, de práticas locais de Atendimento Educacional Especializado (AEE) e de produção textual recente que normatiza o tema. Trata-se de um estudo descritivo-exploratório, operacionalizado por meio de análise documental da Resolução SEME n. 2/2017 e de entrevista semiestruturada com a representante da Educação Especial na Secretaria Municipal de Educação de Maracaju. A investigação apontou a necessidade de controle orçamentário como um dos fatores preponderantes para regulamentação do AEE. O serviço de apoio em sala de aula comum é ofertado tanto por professores especialistas, como por profissionais com escolaridade de nível médio. Entretanto, com o aumento da demanda de alunos com deficiência, atrelado à redução orçamentária, há o receio da gestão da rede de

¹ Federal University of Grande Dourados (UFGD), Dourados – MS – Brazil. Master's student in the Postgraduate Program in Borders and Human Rights (PPGFDH). ORCID: <https://orcid.org/0000-0002-4330-5117>. E-mail: camilateixeira@ufgd.edu.br

² Federal University of Grande Dourados (UFGD), Dourados – MS – Brazil. Adjunct Professor, Permanent Professor of the Postgraduate Program in Education (PPGEdu) and the Postgraduate Program in Borders and Human Rights (PPGFDH). Doctorate in Education (UFGD). ORCID: <https://orcid.org/0000-0003-1942-0390>. E-mail: washingtonnozu@ufgd.edu.br

ensino municipal de que, num futuro próximo, a contratação de professores especialistas para o apoio pedagógico torne-se inviável.

PALAVRAS-CHAVE: *Política educacional. Municipalização do ensino. Inclusão escolar.*

RESUMEN: *Este artículo tiene como objetivo comprender la construcción de la política de Educación Especial de la ciudad de Maracaju, Mato Grosso do Sul, Brasil, centrándose en los aspectos de las influencias externas, de las prácticas locales de Atención Educativa Especializada (AEE) y de la reciente producción textual que regula el tema. Se trata de un estudio exploratorio descriptivo, operado a través del análisis documental de la Resolución SEME n. 2/2017 y de una entrevista semiestructurada con el representante de Educación Especial del Departamento de Educación de Maracaju. La investigación señaló la necesidad del control de presupuesto como uno de los factores preponderantes para la regulación de la AEE. El servicio de apoyo en clases ordinarias es ofrecido tanto por profesores especialistas como por profesionales con estudios secundarios. Sin embargo, con el aumento de la demanda de estudiantes con discapacidades, vinculado a la reducción del presupuesto, existe el temor por parte de la administración de la red escolar municipal de que en un futuro próximo la contratación de profesores especialistas para el apoyo pedagógico sea inviable.*

PALABRAS CLAVE: *Política educativa. Municipalización de la educación. Inclusión escolar.*

Introduction

In the 1980s, social movements demanded a decentralized and participatory educational policy, especially considering the then recent Brazilian past of authoritarianism and centralization of power (GARCIA, 2009). The 1990s were marked by a policy of reforms, with a view to adapting the country to the opening of the domestic market to international capital. Among these reforms is the process of municipalization of education, driven by the Federal Constitution of 1988 (CF/88), which defines the municipality as a federative entity with autonomy to create its own education network (BRASIL, 1988).

However, by instituting education networks, the municipalities were also faced with promoting means to ensure, among other demands, the school inclusion of students with disabilities, pervasive developmental disorders and high abilities/giftedness - considered a target audience for Special Education (PAEE) (GARCIA, 2010).

The Law of Guidelines and Bases of National Education of 1996 (LDB/96) not only charged municipalities to “organize, maintain and develop the official agencies and institutions of their education systems”, but also gave them the responsibility to “lower complementary norms to their systems” (BRASIL, 1996, our translation).

Within the scope of Special Education, some municipalities have also formulated political-normative documents with a view to disciplining this modality in their teaching networks (MARTINS, 2011). The demand for regulation stems from the fact that the official documents that guide the national policy on Special Education are sometimes silent, vague or inconsistent with regard to aspects of the performance of Specialized Educational Assistance (SEA), leaving spaces for interpretation and (re)political contextualization by the actors of practice. Or, still, they are formulated taking into account a school ideal that does not correspond to municipal educational realities, especially in the context of a continental country such as Brazil (MAINARDES, 2006; 2018).

Thus, this article aims to understand the construction of the Special Education policy in the municipality of Maracaju, Mato Grosso do Sul (MS), focusing on aspects of external influences, local SEA practices and recent textual production that regulates the theme.

This is a descriptive-exploratory study, part of a broader research, attentive to the movements of a municipal policy on Special Education, whose operationalization took place through documentary analysis of Resolution SEME no. 2/2017 and semi-structured interview – based on a script with 13 questions – with the representative of the area at the Municipal Education Department of Maracaju. In this text, the participant will be named GMARA, and the information provided by her follows the year of the interview (2020).

Structurally, the data are presented in two sections: the first elucidates some external influences present in the municipal interpretation of Special Education, as well as describes local practices undertaken for the SEA; the second contemplates the analysis of the regulations of the municipality that disciplines Special Education.

Influences and practices of Special Education in Maracaju

Maracaju has a population of 37,405 inhabitants and a demographic density of 7.06 inhabitants/km² (IBGE, 2010). The municipal education network has 16 school institutions, eight of which have Multifunctional Resource Rooms (MRR) (GMARA, 2020). According to the School Census, 224 students were assisted by Special Education in the municipal network in 2019 (INEP, 2019). In addition to the MRR service, the municipal network offers the following specialized services: support in a common classroom, home care and Libras translator and interpreter (GMARA, 2020). The support service in the classroom is offered both by Specialized Pedagogical Support Teachers and by School Support Professionals, depending on the educational need presented by the student.

The Manager interviewed (GMARA) took over the coordination of Special Education in Maracaju in 2017. “Until then, we had nothing organized. There was no resolution, no normative instruction, nothing” (GMARA, 2020). The lack of a normative document was creating many problems. There were “many misconceptions about the target audience of Special Education” and its referral to specialized care offered by the municipal network (GMARA, 2020). “So, the first thing we did was the resolution” (GMARA, 2020). It is interesting to mention that GMARA is an effective employee of the municipal staff and does not receive remuneration resulting from a position of trust or gratified function in the Municipal Management of Maracaju. This condition, according to her, gives her greater freedom in her performance, both in dealing with municipal managers, to whom she is subordinate, and in the relationship with school principals: “they trusted in the work being developed. But, this whole issue, of that look, you know, of fighting, of wanting, this is something that doesn't come out of me. And they give me all their support” (GMARA, 2020, our translation). Among the professional cultures that influence the political recontextualization process (BALL; MAGUIRE; BRAUN, 2016), Pavezi (2018) points to the way in which leadership positions are conducted as a modulating factor in the performance of educational policy in a given context. This finding is corroborated by GMARA's statements, which indicate that her condition of a certain independence from political office gives her greater autonomy in coordinating Special Education in Maracaju.

In 2017, the Municipal Department of Education prepared Resolution SEME no. 02/2017, with a view to regulating the Special Education services. “We studied a lot to get to know [the area], researched other places. Although, here in Mato Grosso do Sul, we had a lot of difficulty. [...] So, I brought a lot of stuff from São Paulo, from how it was organized there, and from other municipalities” (GMARA, 2020, our translation). The influence of the policy acted on in other territorial contexts in the construction of the Special Education policy in Maracaju can be seen. Ball (*apud* MAINARDES, 2006) points out that the globalized era allows political practice in different contexts, even international ones, to influence the performance of educational policies, through “policy lending”. However, he points out that these influences are always reinterpreted and recontextualized to the local reality, in a process of “bricolage” (BALL, 2001).

GMARA explained that, before the regulation, there were many doubts about the performance and the form of hiring professionals who work in SEA services: “How does it work the teacher's workload? What does he have to do? Nobody knew!” (GMARA, 2020). In this scenario, the management of the municipal education network understood the need to

establish a policy through text, considering that “political texts [...] represent policy. These representations can take various forms: official legal texts and political texts, formal or informal comments on official texts, official pronouncements, videos etc.” (MAINARDES, 2006, p. 52, our translation). So, initially, “we made a Normative Instruction, which basically had the content of the resolution [in force], and sent it to all schools” (GMARA, 2020). Subsequently, under the guidance of legal counsel, the content of the Normative Instruction was converted into Resolution SEME no. 02/2017. In this document, all SEA services were included, to “have subsidies to later justify the reason [for hiring]” (GMARA, 2020). Based on the criteria established in the document, it was possible to carry out, “at the end of 2017, the first selection process for Support Teachers. Because, before, hiring was not done through a process”, they took place through political appointment (GMARA, 2020, our translation). Among the criteria for hiring Support Teachers, the requirement for specialization in Special Education was established:

Until then, worked in Special Education those who had a postgraduate degree in Special Education, but also in Psychopedagogy, Neuropsychopedagogy, Neuropedagogy [...]; who had a course, for example, of 150 hours in Special Education. In the selection process, we put what is established by law: formation in Special Education. It may be with an emphasis on high abilities, intellectual disability, autism, but it has to be Special Education. [...] And basic formation in Pedagogy or Higher Normal (GMARA, 2020, our translation).

In the selection process, at least in the first batch of hiring, specializations in other areas are not accepted: if “among those approved there are people who do not have the [specific] post-graduation, we disqualify” (GMARA, 2020). However, when all the vacancies for Support Teachers are not filled, “you have to make a new notice [public]” (GMARA, 2020). In this second stage, “it opens for psychopedagogists, neuropsychopedagogists, for all these others, because we can meet this initial demand according to what is established by law and, after that, as there were no formed professionals, we can open it [public notice]” (GMARA, 2020, our translation).

According to the Manager, the criterion for granting SEA services is the identified pedagogical need. From the moment the student arrives at the school system, even “in cases of functional disorders, such as ADHD, dyslexia, disvalia, even if the students are not Special Education cases, they are unique, like any others, and have right for the teacher to adapt to the curriculum” (GMARA, 2020). However, the interviewee described the resistance of teachers to overcome traditional methods and expand opportunities for curriculum accessibility. In this

sense, the studies by Costa and Denari (2014) demonstrate that even the understanding of curriculum adequacy is not clear for many teachers. As a result of this process of resistance, "last year we had a student who stayed at the school all the time: 'the mother has to bring report, report, report'. She had dyslexia and her mother arrived with a report of intellectual disability". When asking the mother if she believed in that diagnosis, she replied: 'No! But that's the only way I'll have a Support Teacher, I'll be able to help [my daughter], because she failed last year'" (GMARA, 2020, our translation).

The solution found by the management of the education network in Maracaju, to assist these students with learning difficulties who are not SEN students, was to allocate them "in a room where I know there is a teacher for a student with a disability" (GMARA, 2020). For that, "I do the rehearsal here. I know who these students are [with learning disabilities] and I know who I can put them with" (GMARA, 2020). Ball (*apud* MAINARDES; MARCONDES, 2009) understands politics as a creative process, breaking with the idea that educational policies are merely implemented. The author compares politics to a play, in which the transposition of the (political) text to practice involves a process of interpretation and creativity. This process occurs in a contextualized way, considering, among other factors, the human and material resources available (BALL, MAGUIRE, BRAUN, 2016). So that "solutions are created in the context, often more creative than the official proposal" (MAINARDES, 2017, p. 7, our translation).

This measure is based on the intention of the management of the municipal education network so that there is a collaborative work in the classroom, between the regent teacher and the specialist teacher in Special Education: "we have been trying to show them that they need to work in dual teaching" (GMARA, 2020, our translation). The idea is that the Support Teacher attends the class and that there is no dependency on the part of the SEN student, thus helping the regent teacher in the development of the content.

Students who come to the network with a medical report of disability undergo screening as to the need or not of the SEA services offered. "I need to go there and evaluate, because there are students who are really naughty, undisciplined, it's not a disability, it's not a problem" (GMARA, 2020). Thus, the following procedure is adopted: "I forward them to the resource room; the teacher performs pedagogical assessment; the classroom teacher and the pedagogical coordination do all this monitoring; this is over, so I'm going" (GMARA, 2020, our translation). Generally, students with:

Intellectual disability, when it is very serious, because there are cases where there is no need; pervasive developmental disorders, autism. All of them, when there is a need. It is not because it arrived and has the report, that [will receive support service]. Also because I say: “what is the use of these students' reports, after you have them at school? To put in the drawer! Because you will have to look for strategies, just as you would have to look for any other” (GMARA, 2020, our translation).

According to GMARA, medical deficiency reports are not accepted uncritically. Whenever possible, “I usually follow up. The most critical cases, I go to the doctor” (GMARA, 2020, our translation). When the management of the teaching network disagrees with the medical diagnosis, it opposes the medical professional.

We have a case here of a child who arrived diagnosed with autism and I did the assessment. [...] Talking to that family, I said: “there is something wrong with this story”. I started asking about the times when the child was [angry], the times, and I referred him to a nutritionist. The child had a high lactose and gluten intolerance. Those expressions of irritation always came after eating the food. She came to us in second year. See how long! Seven or eight years old this child is that way and had a neurologist diagnosis of autism. The entire dietary re-education process was carried out and the neurologist evaluated the child again and I went with him. He didn't even believe it! (GMARA, 2020, our translation).

GMARA (2020) commented that, “unfortunately, we live in a society that gives a lot of importance to medicalization”, which early label children who do not function according to the required normality standard. For her, “child, up to 10, 11 years old, it is a crime to diagnose with intellectual disability. You still have, between the ages of seven and eight, a very high peak of development. Looks like the child turns the key all of a sudden. And then? And the diagnosis you gave?” (GMARA, 2020, our translation).

In a recent research carried out by Ribeiro (2020) in the municipalities of the Grande Dourados region of MS, regarding the characterization of SEN peasant enrollments, it was found, based on School Census indicators, that, in the municipality of Maracaju, in 2018, 75% of rural SEN students enrolled in rural schools and 84.38% enrolled in urban schools had intellectual disabilities. Despite the studies by Ribeiro (2020) having rural students as their object, such data indicate that, in Maracaju, most SEN students have been diagnosed with intellectual disability, which may justify the concern outlined by the interviewed Manager.

Among the challenges for the management of Special Education in Maracaju, GMARA points out, in the spectrum of professional cultures (BALL; MAGUIRE; BRAUN, 2016), the stigma of specialization of responsibility for the SEN student, even in the administrative sectors of the Municipal Department of Education, concentrating on the

coordination responsible for the management of Special Education all responsibility for the demands of this student:

In the pedagogical sector of the Secretariat, until today, there is a great resistance: “it's your student”. As in the school: “Support Teacher's student”, “resource room student”. Not even the school coordination cares about this student (GMARA, 2020, our translation).

The unilateral accountability of Special Education professionals and teachers for the school inclusion of SEN students has been recurrent in other municipalities in the south of Mato Grosso (NOZU, 2013; NOZU *et al.*, 2020). Under the fragile justification of not having specialized knowledge, many managers and teachers exempt themselves from the commitment to transform structural, didactic-pedagogical and attitudinal barriers to school inclusion, delegating it to professionals/teachers of Special Education (NOZU, 2013; NOZU; BRUNO, 2016).

In this context, the municipal education network in Maracaju began to invest in continuing education. “We started bringing in [pedagogical] coordination, regent teacher and [school] director for formation in Special Education. Because we need to make them understand. But, even so, it is a path that we are in the beginning” (GMARA, 2020, our translation).

As of 2018, the education system instituted the Individualized Educational Plan (PEI), “which is the curricular adequacy plan for all students who are served by Special Education” (GMARA, 2020), and the year 2019 was dedicated to formation professionals for their knowledge and construction. The person responsible for the elaboration is the Support Teacher, “but he has to be in contact with all of that student's teachers: physical education, arts, if it's the final grades, those in other subjects, history, geography, pedagogical coordination and resource room. Because their work needs to be linked.” (GMARA, 2020). In this plan, it must contain: “the initial assessment of that student; what he has already acquired as a concept for this age group and grade; what are the difficulties; how will I adapt the curriculum to work; what are the activities”, in addition to “when and how will I evaluate and what will I propose differently for the next two months” (GMARA, 2020). From his institution, the Support Teacher “needs to go to the classroom with produced material” (GMARA, 2020). For this purpose, these professionals are entitled to “four hours of activities per week, but they do not have a fixed schedule. They are at the best time for the student” (GMARA, 2020, our translation).

GMARA mentioned that, in 2019, it participated in an event aimed at reformulating the National Policy on Special Education. He showed concern, because “the way it was written gives different interpretations” (GMARA, 2020). The proposal allowed for excessive expansion of the SEN students. The Manager's concern was based on the fact that “we have now had this issue of reducing Fundeb, but the demand for students has grown. And it's from increasingly committed students. These children are arriving with syndromes that we have never seen” (GMARA, 2020, our translation). This reality, associated with a possible indiscriminate expansion of the SEN students, could make it unfeasible to provide SEA services to those who really need it, for budgetary reasons. The problematization of the indiscriminate expansion of Special Education services is shared by Mendes (2017). According to the author, “special care must be taken with discourses that imply expanding coverage, as the already scarce existing financial resources may be further diluted if they are intended for all students” (MENDES, 2017, p. 81, our translation), so that the SEN students who actually need specialized services may have their right to schooling denied under budgetary justification.

It is important to highlight that, on 30 September 2020, the Federal Government published Decree no. 10,502, which “establishes the National Policy on Special Education: Equitable, Inclusive and with Lifelong Learning”. Although this document presents some setbacks regarding the right to school inclusion, which will not be addressed in this work, the SEN student was maintained as students with disabilities, pervasive developmental disorders (PDD) and high abilities/giftedness (BRASIL, 2020). However, on 1 December 2020, the effectiveness of the aforementioned decree was suspended by an injunction issued by the Minister of the Federal Supreme Court, Dias Toffoli, in the records of Direct Action of Unconstitutionality No. 6,590, filed by the Brazilian Socialist Party – PSB.

The Manager expressed concern about the cost of Special Education: “now I understand why the state is no longer able to place a formed Support Teacher, it has started to place a high school professional. Because we can't afford to pay. And I don't know how long we'll make it” (GMARA, 2020). He considered the budgetary implications of the growth in demand for this service, “because it is a very large demand [...]. I keep thinking, well, it will reach a point where I won't be able to have [specialist teachers] and will have to start fighting in justice. For, we won't have [resources]. Are you going to get money from where to pay?” (GMARA, 2020, our translation).

This phenomenon was observed by Bezerra (2020) in the municipality of Campo Grande, capital of MS, which, in 2019, started to replace professional teachers specializing in

Special Education, who worked in the support service in the common classroom, by professionals with complete high school education. Apparently, this is a process of making the service cheaper, considering that the change occurred in the middle of the school year, without reassessments of the students being carried out. This process generated strong resistance from parents of SEN students and social movements, leading to the case going to court. The author also pointed out signs that the same process was taking place in the state education system of MS (BEZERRA, 2020).

With the decrease in tax collection during the Covid-19 pandemic, the Federal Government, through Interministerial Ordinance No. 3, of 25 November 2020, reduced the annual amount of investment per student by 8%, which could make even more challenging is the cost of specialized services in public education networks.

Textual production of the municipal policy on Special Education: Resolution SEME no. 2/2017

Political texts are generally the result of the mediation of a range of disputed ideologies and interests (MAINARDES, 2006). Thus, the analysis of the political text "involves the analysis of the policy objectives, the implicit and explicit values, the silences (what is not stated or that is left out in the texts), as well as the explained ideas and concepts" (MAINARDES; FERREIRA; TELLO, 2011, p. 159). With this in mind, this section will analyze Resolution SEME no. 2, of 26 October 2017, from the Municipal Education Secretariat of Maracaju, which regulates Special Education services in all stages and modalities of Basic Education.

The document expressly references the consideration of the following national documents for its preparation: Federal Decree no. 7611/2011, Federal Law no. 13,146/2015 and Resolution CNE/CEB no. 04/2009; as well as the CEE/MS Deliberations no. 9367/2010 and no. 7828/2005, of the State Council of Education (CEE/MS). Such notes give evidence that not only the national political texts influenced the construction of the municipal policy of Special Education written in Maracaju, but also the policy acted in the regulations of the state education system, given the express reference to the deliberations of the CEE/MS (MARACAJU, 2017), demonstrating, once again, the creative process of "policy lending" (MAINARDES, 2006).

Chapter II of the document is intended to regulate the SEA, conceptualized there as a "set of activities, accessibility and pedagogical resources institutionally organized, provided

as a way to complement or supplement to the formation of students in common education" (MARACAJU, 2017, Art. 8). It is noted that the SEA is understood as a set of services offered outside the classroom, with an emphasis on services provided in MRR and Specialized Educational Service Centers, public or non-profit private institutions. Article 11 provides that the teacher working in the SEA in MRR must have a teaching degree course and *lato sensu* specialization in Special Education.

GMARA informed that, in the Integrated Child Education Centers (CIEI), there are no fixed SRMs, "it's as if they were itinerant. So, the teacher from the school's resource room goes to the day care center to assess the child there, and, when needed, calls the family to the school" (GMARA, 2020). However, SEME Resolution n. 2/2017 is silent about this system of assistance in Early Childhood Education. At this point, Bruno and Nozu (2019) observe that, although the Brazilian government has instituted Operational Guidelines for the SEA in Basic Education, "in the context of practice, these actions were implemented predominantly in the context of Elementary School, whereas in Education There are still numerous doubts regarding the provision and operation of the SEA" (BRUNO; NOZU, 2019, p. 691, our translation).

Chapter III is intended to discipline the service of the Specialized Pedagogical Support Teacher, while Chapter IV disciplines the service of the School Support Professional. These are services offered within the classroom, but it was decided to regulate them in different chapters, that is, in a separate way. Apparently, there is the intention to demarcate the nature of each of these services and the limits of the attributions of the professionals working in them (MARACAJU, 2017). The Arts. 24 and 29 provide that the hiring of these professionals "may" take place through a selection process. In the document, contrary to GMARA's speech, hiring through a selective process is considered a possibility, not the rule.

The Resolution provides that the Specialized Pedagogical Support Teacher can work in both Elementary and Early Childhood Education (MARACAJU, 2017, Art. 20). Therefore, they must have specialization in Special Education, and to work in Early Childhood Education and in the early years of Elementary School, the basic formation must be in Pedagogy; while to work in the final years of Elementary School, formation can be in Pedagogy and/or in the areas of Human and Exact Sciences (MARACAJU, 2017, Art. 23).

In the list of attributions of the Support Teacher, provided for in Art. 22, are functions such as: adequacy of didactic-pedagogical activities and availability of accessibility resources; acting in a collaborative way with a regent teacher, in the dual teaching system; identification, elaboration, production and organization of accessibility pedagogical strategies and resources;

elaboration and execution of the PEI; promoting student socialization; assistance in hygiene, food and mobility activities within the school context (MARACAJU, 2017). Note that there is an emphasis on collaborative action between regent teacher and specialist teacher, intending a relationship of dual teaching. According to Mendes and Malheiro (2012), collaborative work emerged as a strategy that aims to bring the necessary resources for the SEA of the SEN student to the common class, in order to avoid its removal from the classroom context, subverting the logic of Features room templates, special classes or special schools.

The School Support Professional assists students who need support in hygiene, food and transport activities (Art.26), and is not responsible for any differentiated educational activity (Art. 26, sole paragraph). According to Art. 27 of the resolution, to act in this role, the professional must be at least 18 years old, have completed high school and participate in training and training offered by the Municipal Education Department (MARACAJU, 2017).

It is noticed that the document conferred pedagogical functions only on the Support Teacher, however, support activities for food, mobility and hygiene, when necessary, are common to both professionals. The figure of the Specialized Pedagogical Support Teacher is similar to the specialist teacher provided for in Resolution CNE/CEB no. 02/2001 to provide Specialized Pedagogical Support in the common classroom to SEN students (BRASIL, 2001); while the School Support Professional provided for in the municipal regulations, apparently, is a reproduction of the character provided for in Law no. 13,146/2015, as the functions are the same as those laid out there (BRASIL, 2015).

The CNE/CEB Resolution no. 02/2001 presents, in the set of services called Specialized Pedagogical Support, a specialized teacher working in a common classroom to support the SEN student, when necessary (BRASIL, 2001). However, this service has received little attention in subsequent political texts, while the preference for assistance in MRR has gained centrality in political proposals (NOZU, 2013). Since 2001, the support service in the common classroom has been reconfigured in political-normative documents, based on few and vague provisions, so that its pedagogical and specific functions have been lost, in these documents, becoming more like a care/monitoring service, and it is not clear whether the national policy intended the replacement of the specialized teacher by a caregiver without specific formation, or the coexistence of the two characters, which has enabled several (re)interpretations of this service in Brazilian education networks (MARTINS, 2011). From the analysis of Resolution SEME no. 2/2017, there is evidence that, in the municipal education network of Maracaju, the interpretation of the national policy on Special Education

is due to the coexistence of the two characters, with distinct and delimited roles and formation (MARACAJU, 2017).

Art. 21 of Resolution SEME no. 2/2017, elected as target audience of the Pedagogical Support Teacher service students "with severe physical/neuromotor disability, associated or not with another disability", and the students:

[...] with pervasive developmental disorder, in cases of proven need, who present persistent and clinically significant deficiency in communication and social interaction, manifested by a marked deficiency in verbal and non-verbal communication used for social interaction; absence of social reciprocity; significant lack of ability to develop and maintain relationships appropriate to their level of development (MARACAJU, 2017, Art. 21, our translation).

It is noted that, in the document, the public elected for the assistance of Support Teachers is constituted either by the type of diagnosed disability, or by the proof of educational need. The School Support Professional, on the other hand, is aimed at students who need support with food, hygiene and mobility actions. In the same sense, when disciplining the organization of the SEA, item VII, of Article 13, provides for the transitory nature of this service, which must occur for the time necessary to overcome the barriers that prevent the student's full educational participation, seeking to always its autonomy in the school environment (MARACAJU, 2017). Thus, the text oscillates between provisions that link specialized services to the clinical condition of disability and provisions that provide for the assessment of the student's specific need.

Final considerations

The process of municipalization of education has confronted Brazilian municipalities to provide and structure the specialized support needed to achieve school inclusion policies. Given the demands of everyday educational practice, there is often a need to regulate the provision of these services, considering budget limitations.

In the municipality of Maracaju, Special Education was regulated by Resolution SEME no. 2/2017. The need for a political-normative document was identified by the management of the education system mainly due to the lack of criteria for hiring Support Teachers to work in the SEA, which was overloading the municipality's payroll.

Among the main difficulties pointed out in the conduct of the Special Education policy are the professional cultures of accountability of agents working in Special Education for all

demands involving SEN students, ignoring that, before being public of Special Education, they are students of the education network. Still, there was resistance within the educational network to offer differentiated educational responses to the needs of students, without linking them to the presentation of medical reports. In this sense, the Manager problematized the social production of disability, through medical diagnoses issued at an early stage, without a comprehensive follow-up and assessment of the child.

Although in GMARA's statements there are signs of a biopsychosocial understanding of disability, in Resolution SEME no. 2/2017 there are provisions that signal a clinical approach, in which the diagnosed disability is the criterion for granting the specialized service. As for the support service in the common classroom, the municipal network of Maracaju has prioritized Support Teachers with specialization in Special Education, with School Support Professionals with High School being admitted only when assistance is restricted to helping with hygiene activities, locomotion and food. However, with the decrease in Fundeb's resources and the growing number of students with disabilities, there is concern on the part of the management of the education network regarding the possibility that, in the near future, the funding of specialist teachers will be unfeasible and will incur in movement similar to that observed in the municipal network of the state capital, as well as in the state network of MS, of replacement of specialist teachers in Special Education by professionals with only high school education.

In view of the economic crisis resulting from the Covid-19 pandemic, Fundeb's transfer to 2020 was even more reduced, so that the budgetary challenges imposed on educational system managers to fund SEA services will probably be even greater, the which can trigger a process of cheaper labor and precariousness of Special Education services.

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