

**THE INCLUSION FROM THE PERSPECTIVE OF THE CENSUS OF BASIC EDUCATION: A DIALECTICAL ANALYSIS WITH LAWS**

***A INCLUSÃO SOB A ÓTICA DO CENSO DA EDUCAÇÃO BÁSICA: UMA ANÁLISE DIALÉTICA COM AS LEIS***

***LA INCLUSIÓN DESDE LA PERSPECTIVA DEL CENSO DE EDUCACIÓN BÁSICA: UN ANÁLISIS DIALÉCTICO CON LEYES***

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**ABSTRACT:** The inclusion brought discussions to all spheres of society, being in emphasis in the last decades. At school, laws direct who should be the target audience, including people with disabilities and/or special educational needs, while researchers discuss who, in fact, is part of this inclusion. From this perspective, the basic education census provides enrollment data at all stages and types of education in Brazil, which can give clues about the public inserted in schools in the country. In order to understand this reality, this article brings discussions about these enrollments based on the National Policy for Special Education in the Perspective of Inclusive Education of 2008, the Statute of Persons with Disabilities of 2015 and the National Policy for Special Education of 2020. We conclude that, despite the laws trying to present provisions towards inclusion, we evidence several social and economic barriers for it to be effective in school.

**KEYWORDS:** Inclusion. Special education. Basic education census.

**RESUMO:** *A inclusão trouxe discussões para todos os âmbitos da sociedade, estando em ênfase nas últimas décadas. Na escola, as leis direcionam quem deveria ser o público-alvo, abrangendo as pessoas com deficiência e/ou necessidades educacionais especiais, enquanto os pesquisadores discutem quem, de fato, faz parte desta inclusão. Nessa ótica, o censo da educação básica fornece dados de matrículas em todas as etapas e modalidades de ensino no Brasil que podem dar indícios sobre o público inserido nas escolas do país. Com a finalidade de compreender esta realidade, este artigo traz discussões acerca destas matrículas, pautadas na Política Nacional de Educação Especial na Perspectiva da Educação Inclusiva de 2008, no Estatuto da Pessoa com Deficiência de 2015 e na Política Nacional de Educação Especial de*

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2020. Concluimos que, apesar das leis tentarem apresentar dispositivos no sentido da inclusão, evidenciamos diversas barreiras sociais e econômicas para que ela se efetive na escola.

**PALAVRAS-CHAVE:** *Inclusão. Educação especial. Censo da educação básica.*

**RESUMEN:** *La inclusión trajo discusiones a todos los ámbitos de la sociedad, siendo un énfasis en las últimas décadas. En la escuela, las leyes determinan quién debe ser su público, incluidas las personas con discapacidades y/o necesidades educativas especiales, mientras que los investigadores discuten quién, de hecho, es parte de esta inclusión. Desde esta perspectiva, el censo de educación básica proporciona datos de matrícula en todas las etapas y tipos de educación en Brasil, lo que puede dar pistas sobre el público insertado en las escuelas del país. Para entender esta realidad, este artículo trae discusiones sobre estas matrículas basadas en la Política Nacional de Educación Especial en la Perspectiva de la Educación Inclusiva de 2008, el Estatuto de la Persona con Discapacidad de 2015 y la Política Nacional de Educación Especial de 2020. Concluimos que, a pesar de que las leyes intentan presentar disposiciones hacia la inclusión, evidenciamos varias barreras sociales y económicas para que sea efectiva en la escuela.*

**PALABRAS CLAVE:** *Inclusión. Educación especial. Censo de educación básica.*

## Introduction

The education of people with special educational needs (SEN) is an issue that still requires much debate, as by glimpsing its history, it is possible to ascertain that the discussion on the education of these people is relatively recent, especially of individuals who have some type of disability. When we analyze the Brazilian normative documents in order to identify the social rights and their effectiveness in practice, this struggle becomes more complex.

This public is guaranteed, through the 1988 Federal Constitution (FC) (BRAZIL, 1988), the right to free and public education, as for any and all citizens, in order to ensure the full development of the subject and its social participation in the labor market and in the exercise of citizenship. In article 206, it is stated, as one of the principles of this social right, the access and permanence in school in an equal way and, through article 208, in its item III, we have the specialized educational service (SES) "[...] to bearers of disabilities, preferably in the regular teaching network" (BRAZIL, 1988, p. 109).

In the Law of Directives and Bases for National Education - LDB No. 9.394 of 1996 (BRAZIL, 1996), it is also possible to find articles dealing with the education of people with disabilities and/or SEN, and the main characteristic which distinguishes one from the other is the indication of the target audience, as in LDB No. 9. 394/1996 (BRAZIL, 1996), article 4, item III, adds people with global and developmental disorders and students with over

gifted/high abilities, separating them into one educational modality - Special Education (SE), in which free SES is proposed, preferably in regular schools.

However, it is worth highlighting two principles set forth in this law, both in Article 3: item XII, included by law No. 12.796, of April 4, 2013 (BRAZIL, 2013), which provides for ethnic-racial diversity, and item XIV, in which we find "respect for human, linguistic, cultural and identity diversity of deaf, deafblind and hard of hearing people" (BRAZIL, 1996, p. 2) which, in turn, was included by law No. 14.191 of August 3, 2021 (BRASIL, 2021), theoretically aiming at a speech close to the one proposed by the Salamanca Declaration (UNESCO, 1994), main guiding document for the understanding of Inclusive Education (IE), once it deals with a much broader public, including from people with disabilities to people with ethno-racial, cultural differences, linguistic difficulties, in fragile situations, etc.

Although the discussions about the Salamanca Declaration, published in 1994 (UNESCO, 1994), preceded the production of the LDB nº 9.394/1996 (BRAZIL, 1996) and we have several opinions and resolutions of the National Education Council/Basic Education Committee in the early 2000s, which pointed some ideas of inclusion, we can note that, according to Cury (2013), it was only evident the incorporation of terms to legislation from 2008 on, with the National Policy of Special Education from the Perspective of Inclusive Education (PNEEPEI) (BRAZIL, 2008), which becomes a milestone in our country, projecting a path to the possible inclusion. However, although we have many positive notes when we think in general terms, due to the indications of a look at this policy and what it proposes, we use the same discourse propagated by the SE modality as the main focus and, in a secondary way, we mention education for quilombolas, indigenous, rural people, and bilingual training for people with hearing disabilities.

Law No. 13.146, of July 6, 2015, known as the Statute of the Person with Disabilities (BRAZIL, 2015), comes to reaffirm the guidelines of the 2008 document (BRAZIL, 2008) and elucidate some points, such as the guarantee of access, permanence, and quality in the learning process, as well as the means to ensure training that meets these requirements, such as the use of adapted materials at all educational levels, pedagogical project, and curriculum that meets the SEN.

In order to complement the LDB nº 9.394/1996 (BRASIL, 1996), the decree nº 10.502 was issued in 2020, establishing the National Policy for Special Education: Equitable, Inclusive, and with Lifelong Learning (PNEE) (BRAZIL, 2020). In its initial articles, it describes the need for social "equity", disclosed also in its preamble. This term has appeared in research and criticism of inclusion for some time, precisely trying to demonstrate how far from guaranteeing

equal rights education and society as a whole are when we talk about people with SEN. In this policy we have the same target public as in SE, added to the education of people with hearing disabilities and deaf-blindness. In highlighting Article 3, item VIII, which includes "[...] the guarantee of services and resources for special education for indigenous, quilombola and rural educators" (BRAZIL, 2020, p.116). However, the text contradicts itself when it defines in its chapter III: From the target audience, only those who understand SE, always emphasizing bilingual education in the case of people with deafblindness. Thus, while we see an advance in the attempt to cover a larger portion of the population, we observe more of the same when it is necessary to name in fact to whom this law is dedicated.

The Constitution of 1988 (BRAZIL, 1988) also stipulates the guarantee of continued education, career plan, tests and titles for the access to the public network. In the LDB nº 9.394/1996 (BRAZIL, 1996), despite providing for higher education in undergraduate or pedagogical courses, in the title VI: education professionals, it is not contemplated if there is specific training for teachers who work with inclusion. The closest to this discussion is article 60-B, belonging to the previous chapter, and added by law nº 14.191, of August 3rd 2021 (BRAZIL, 2021), which clarifies:

In addition to the provisions of art. 59 of this Law, the education systems will ensure to the deaf, deafblind, hearing-impaired, deaf with high abilities or giftedness or with other associated disabilities teaching materials and bilingual teachers with appropriate training and specialization in higher education (BRAZIL, 1996, p. 25).

The PNEEPEI (BRAZIL, 2008), which presents some advances to cover the population with SEN, does not show very clear indications about the training of teachers, because it only puts the need for training of interpreters and translators of LIBRAS and explains that it is necessary for a teacher who works in Special Education, both in their initial training and in continuing education, to have specific knowledge of their area and also general knowledge for the performance of teaching, because only then the SES will have an interdisciplinary character, with all the other care that the student needs for their full development. In this way, it points out that

This training must contemplate knowledge of inclusive education system management, having in mind the development of projects in partnership with other areas, aiming at architectural accessibility, health care, promotion of social assistance actions, work and justice (BRAZIL, 2008, pp. 18-19).

In the Statute for the Person with Disability, law nº 13.145/2015 (BRAZIL, 2015), there is the highlight for the inclusion of curricular contents in the higher education level, in all

modalities, that make the link of the performance of the person with disability in the knowledge area to which the course is dedicated. In article 28 we have:

X - adoption of inclusive pedagogical practices by initial and continuing education programs for teachers and provision of continuing education for specialized educational care; XI - training and provision of teachers for specialized educational care, translators and interpreters of Libras, interpreter guides and support professionals (BRAZIL, 2015, p. 9).

The PNEE (BRAZIL, 2020) brings references to teacher training in Article 3, item IX, pointing to the "qualification for teachers and other education professionals" (BRAZIL, 2020, p. 116), and complements in Article 4, item V, the need to "[...] ensure to education professionals the professional training of equitable guidance, inclusive and with lifelong learning, with a view to effective performance in common or specialized spaces" (BRAZIL, 2020, p. 117), reinforced in Article 9, by stating:

V - definition of strategies and guidelines for higher education institutions to ensure the provision of services to the target audience of this National Policy for Special Education, to encourage teaching, research, and extension projects aimed at the theme of special education and structure the training of specialized professionals to meet the objectives of the National Policy for Special Education: Equitable, Inclusive, and Lifelong Learning (BRAZIL, 2020, p. 120).

All these points, regarding what the normative documents express, both in the interpretation of inclusion and its target audience, and in the training of teachers for specific activities, aim to provide us with subsidies to understand our object of analysis, namely, the students with SEN and/or disabilities enrolled in regular school systems in Brazil.

## **Theoretical background**

We start from a discussion that does not deny the materiality of the concrete, as well as understands the intentionalities present behind the discourses and actions of the system. Therefore, we need a basis that reflects our conceptions of the world in order to overcome the perverse discourse of inclusion that guarantees, in theory, access, but does not guarantee the permanence and quality of the educational process.

To this end, we base ourselves on the Cultural-Historical Theory (CHT) and on the Critical-Historical Pedagogy (CHP), perspectives that agree with an education that aims at the equity of the subjects and the full development for an effective social participation. Both have

philosophical foundations in Marx and in the Historical-Dialectical Materialism (HDM) and, therefore, understand that society was produced as we conceive it today, through the need of individuals to modify the environment in which they were inserted, and these changes occurred through work, the fundamental principle of social transformation.

Vygotski (2012), one of the founders of CHT, understands language acquisition as a determining factor for psychological development, because it is through it that the structuring of cognitive thought from the internalization of signs was possible. The better structured and complex the appropriations become, the greater the development of the psychism. This reflects directly on the collective social productions, since human actions become intentional and the modifications caused by these actions are also (RIGON; ASBAHR; MORETTI, 2016).

It is essential to highlight that this movement does not occur from scratch, because all productions - social, cultural, economic, among others - are the result of historical accumulation, that is, society never starts the same process again, but always seeks through work to produce something superior to what already exists. It is in this direction that education becomes essential, because it is through education, according to CHP, that scientific, philosophical and artistic knowledge historically produced and of greater social value are systematized and transmitted for the appropriation of subjects, enabling their cognitive development, as well as enabling the acquisition of the human condition for social participation (MARSIGLIA; MARTINS, 2013; SAVIANI, 1997).

In addition to the conception of the development of the psychism and thought structuring, Vygotski (2012), in his studies on defectology, posits the existence of two types of disabilities: a) organic, considered primary, which are the limitations with which subjects are born, and b) secondary, which are the attitudinal and physical barriers arising from the social. The second type may facilitate the process, favoring the development of the subject even though he/she has biological limitations, or it may be the aggravating factor which, for existing, does not provide the necessary instruments for the overcoming imposed by the organic barriers. Thus, it is possible to conceive again the importance of social equity and effective inclusion, for the system that does not materialize the education of these subjects does not make possible the mechanisms for the appropriation of the human condition by all individuals.

Such movement is noticeable in the educational system, since the discourses of the need for segregation of people with disabilities in specialized schools are seen, so that they have the proper training. However, speeches of this kind are the result of movements that strengthen social barriers (NUERNBERG, 2008). In opposition to these discourses is the position of Cury (2013, p. 23-24), which understands the school space for all and

[...] a means of openness that gives the individual a key to self-construction, of recognizing oneself as capable of options. It is also a place of conviviality [...] a form of institutional socialization aimed at overcoming egocentrism, through the acquisition of mutual respect and reciprocity. [It is also a place for the expression of emotions and the constitution of knowledge, values, and competencies, for all children, adolescents, young people, and adults.

To walk in the perspective pointed out by Cury (2013), bearing in mind that the capitalist system does not allow education to be equally distributed, we reinforce the need for critical theories such as CHP, because it is through it that we will provide instruments to the working class in the struggle of class struggles. Saviani (2021) proposes omnilateral education as a way for each and every individual, whether with SEN or not, to acquire class consciousness and become a critical citizen, and therefore, a socially active one.

We assume that the school has an important role in providing the necessary elements for the assimilation of systematized knowledge, so that the individual can master the mechanical aspects, incorporating them into the organic structure, to then free himself and focus on the meaning of what is studied, characterizing the overcoming. According to Vygotski (2012), the school, by offering specific contents, enables the appropriation by the subject of the historically accumulated cultural experience, making his full development possible. From there, abstractions and generalizations about reality modify the individual's relationship with the world, allowing him to transform his social environment.

In this perspective, thinking about the role of the school and, consequently, the role of the teacher for this context, Mazzeu (2011, p. 164-165) clarifies that:

The proposition of a training structured around reflection on practice considers only the efficient performance of the teacher in the particular context in which, circumstantially, the educational work is developed. In this epistemology of practice, there seems to be no room for an effective and true knowledge about reality, which compromises the possibilities of understanding, by the teacher, of the multiple determinations that interfere in the development of the educational work, and the very meaning of this activity for an emancipatory human training.

We understand that this is the aspect that demonstrates the importance of pedagogical work, given that for certain achievements of students to be effective, the participation of other subjects inserted in the heterogeneous reality of the classroom and the exchange with the more experienced (interactions between teacher and students) are necessary, allowing human development (VYGOTSKI, 2012).

Evidently, from this perspective, pedagogical practice requires a training that distances itself from the reduction to common sense and approaches the appropriation of scientific and philosophical knowledge for the understanding of reality. According to Saccomani and Coutinho (2015), the defense on the idea of the assumption of scientific, artistic and philosophical knowledge makes sense, because it is part of what is understood of human development as something that needs to be acquired over time and, in this sense, PHC understands the teaching work as a work of humanization of each of the subjects involved in the process and opportunity to overcome superficial and immediatist knowledge (RIGON; ASBAHR; MORETTI, 2016).

### **Methodological basis**

Through the notes presented, it is clear that inclusion is not only a social factor, but also a political, economic, cultural and historical issue, thus, "[...] education for all is not an issue that refers only to the field of education, but is directed to social policies, income distribution, differentiated access to material goods and culture, among others" (GÓES; LAPLANE, 2013, p. 5). This means that the education of people with SEN is one among several parts that constitute a much larger cog in the composition of society, and this is interdependent on the whole system in which we are inserted, capitalism.

Therefore, a method that understands the parts that make up the totality in a concrete way is necessary, such as Marx's historical and dialectical materialism (HDM), in order to bring about the praxis of the reality experienced, criticizing it, so that the reproduction of the existing conditions can be broken (PIRES, 1997). Martins (2008, p. 75) corroborates this view by stating that subject and object are inseparable and, therefore, all social transformations are the result of human praxis and

[...] the act of knowing must reproduce what actually exists, and what exists exists in the socio-historical practice, both in the action and in the reflection on it; it is a dialectical relationship between the one or that which acts and the one or that which receives the action. In other terms it is possible to say that to the same extent that the subject acts and reflects on its action, it ends up being the object of its practice and of its reflection, which has repercussions on it.

With this in mind, we can conceive that our object of analysis, the enrollment of students with disabilities and/or SEN in the regular education network, undergoes changes over time, caused by the policies to which they are subjected, which reflect the dominant ideologies of



neoliberalism and those who hold economic power. Consequently, the market regulates these situations and, therefore, determines the movement of teacher education, whether initial or continued, in order to ensure the maintenance of capital. Therefore, conceiving these relations in our discussions will make it possible to make explicit the existence of intentionality in quality training, just as the data are a mirror of this material context. In this process, it is important to keep in mind that

In the interaction between the parts, their altered quantitative aspects are capable of generating qualitative changes in the socio-historical totality. Thus, if one intends to know the constant movement of transformation through which reality as a whole goes through, the analysis of its parts becomes indispensable, because it is also from the changes that operate on them that the whole changes, whether quantitatively or qualitatively (MARTINS, 2008, p. 69).

Cury (2000) explains some categories that help in the analysis by the HDM method, however, he also makes it clear that we cannot limit ourselves to them, once the dialectic is the present foundation in this methodology, therefore, the presentation of new categories during the process complements the discussions for the exposure of the material concrete. That said, he defines categories as all "[...] basic concepts that intend to reflect the general and essential aspects of the real, their connections and relations. They arise from the analysis of the multiplicity of phenomena and intend a high degree of generality" (CURY, 2000, p. 21).

Thus, our study was developed using for the composition of the data corpus the statistical synopses of the Basic Education Census made available by the National Institute of Educational Studies and Research Anísio Teixeira (INEP) in the years 2008, 2009, 2015, 2016, 2019 and 2020. Our interest was to compile the effective enrollments in Brazil, regarding students with or without SEN and/or disability and who are in the regular education network, as well as the amount of enrollments by type of disability among students in this network. We justify the six years selected for analysis based on the policies presented in the introduction, which guide the inclusion of students in the education system, understanding that it is also necessary to glimpse the scenario after its implementation (2009 and 2016) and, in the last case, the previous year, because the last census is from 2020.

## Results and discussions

To begin the discussion, we explain our understanding that the data on the enrollment of students with disabilities and/or SEN in the educational system is part of a larger whole, which is the capitalist system, along with teacher training and education. Thus, our look at

[...] to know reality in all its richness should not turn solely and exclusively to the parts of the social totality [...] should be attentive to what happens there too, but not only that [...] should have the attention focused on the relationship that the parts establish among themselves and in and with the social totality, an interrelationship that promotes quantitative and qualitative changes (MARTINS, 2008, p. 70).

Naturally, in this perspective, we agree with Cury (2000, p. 13) that "[...] to consider education in its dialectical unity with capitalist society is to consider it in the process of class relations, while these are ultimately determined by the relations of production. And, therefore, the educational policies of 2008, 2015, and 2020 will allow us to discuss inclusion from the perspective of the data from the basic education census.

In Table 1 below, we present the number of enrollments in each of the selected years in all forms of basic education in Brazil, that is, from Elementary I through High School, including Youth and Adult Education as well as Special Education, Special Education enrollments only (in common classes and exclusive classes), and Special Education enrollments in the regular education network (common classes).

**Table 1** – Quantity of enrollments in Brazil, in Special Education and Special Education in regular education for the years 2008, 2009, 2015, 2016, 2019 and 2020

	2008	2009	2015	2016	2019	2020
Enrollment in all types of education	53232868	52580452	48796512	48817479	47874246	47295294
Special Education enrollments	695699	639718	930683	971372	1250967	1308900
Special Education enrollments in regular education	375775	387031	750983	796486	1090805	1152875

Source: Prepared by the authors based on the statistical synopses of the basic education census made available by INEP

We can see that the total number of enrollments in the country has decreased over the years, but the Special Education enrollments in relation to this total, with the exception of 2009, which represented a percentage of 1.2%, have been increasing, making up 2.8% of the enrollments in 2020, which provides evidence that students with disabilities and/or SEN have begun to enter the school system, and may have this access facilitated by inclusion policies.

Another point that corroborates the issue is when we show that the percentage of students in Special Education who are enrolled in regular networks increased when comparing consecutive years, showing the highest rate between the years 2015 and 2016, whose rate was 6.1%. Considering the representation of students who are in regular education (common classes) in contrast to special classes, the data show encouragement towards inclusion, since the percentages of enrollment in relation to the total of Special Education are 54% in 2008, 60.1% in 2009, 80.7% and 82% in 2015 and 2016 respectively, 87.2% for 2019 and 88.1% in 2020.

However, based on the HDM, our look should contemplate other dimensions that allow the understanding of the reality posed by these data. Thus, our first point is that these laws have little impact on teacher training courses, either in undergraduate or pedagogy, which makes us question the type of care that students with disabilities and/or SEN are receiving in school: are they, in fact, being included in the teaching and learning process? Do the school and the education professionals make special resources available to these students, curricular adaptation, and is the SES understood as a tool that provides alternative ways of learning in the sense provided by Vygotski (2012)? Did the budget contingencies enable the school to have adequate infrastructure to serve everyone, as indicated by the 2015 statute (BRAZIL, 2015) and the 2020 decree (BRAZIL, 2020)?

Moreover, we can note another contradiction, because the justifications for the PNEE of 2020 (BRAZIL, 2020) were to bring to school a considerable portion of the population that was outside of it and is the target audience of Special Education, but again do not point to the expansion as Inclusive Education, being restricted to people with disabilities, global developmental disorders and high abilities or overgifted.

Another issue is the continued use of the word "preferably", which implies the possibility of enrollments still in special classes and, therefore, without the coexistence with the diversities of their reality, since when enrolling, for example, a deaf student in a special school for the deaf, the social of this individual is not broad and, yes, limited to their biological condition and shared by all, who have the same primary disability. Certainly, the decree (BRAZIL, 2020) meets the neoliberal policies that, based on lower cost with greater efficiency, deprives these people of heterogeneous social coexistence - in school spaces - because the cost of expanding the structure and training of all professionals who work in the school is much more expensive for the State. In short, by using the laws and the discourse that specialized schools are inclusive, the hegemony of those who hold the capital is maintained, and the reality

of the lack of investment in education, which would allow equity in the teaching and learning process for all, regardless of whether or not they have any limitations, is masked.

At this point it is prudent to clarify that our understanding is in agreement with Cury (2013, p. 21), who points to equity as:

[...] a concept that seeks a balance between the principle of equality and the concrete conditions brought about by situational diversities and even individual differences. Equity mediates the egalitarian rule in whose application there may be and recognize an obstacle to equality itself or a situation in which a specific determination resides. In the specific case where a situation potentially hindering equality is revealed, its overcoming should be sought so as to introduce a new relationship, now more egalitarian, where before there was a relationship of inequality.

It is in this regard that the policies should be guided, to enable access to all within the same school space; sharing the historically accumulated content and culture; using this space as a mediator of the acquisition process of the human condition; living with diversity and different realities of each one, thus implementing Inclusive Education and not Special Education disguised as inclusive.

In order to complement the discussion from the perspective of Inclusive Education, we present the data on enrollment of students with disabilities and/or SEN in rural schools in Table 2, in which it is possible to observe that the total number of students with disabilities and/or SEN in rural schools does not exceed 13% in relation to the urban area. Thus, this part of the population that, historically, has been segregated, must receive concrete conditions for its effective participation in the teaching and learning process and appropriation of the contents, having teachers and employees in the school space who understand, besides the reality of the countryside, also the means to make the environment fully inclusive.

For this, we cannot be simplistic and understand that laws will infer on this reality, because as pointed out by Lozano and Masini (2019), despite their existence, the ignorance on the part of school management and teachers entails a marginal inclusion of individuals from a rural school in the interior of São Paulo, object of investigation of the authors, as well as hurts the right to receive the SES in the afterschool, considering that students are removed from the classroom to go to the service, which is, moreover, meaningless in the sense of being an enabling instrument of alternative ways for the full development of students, according to the authors.

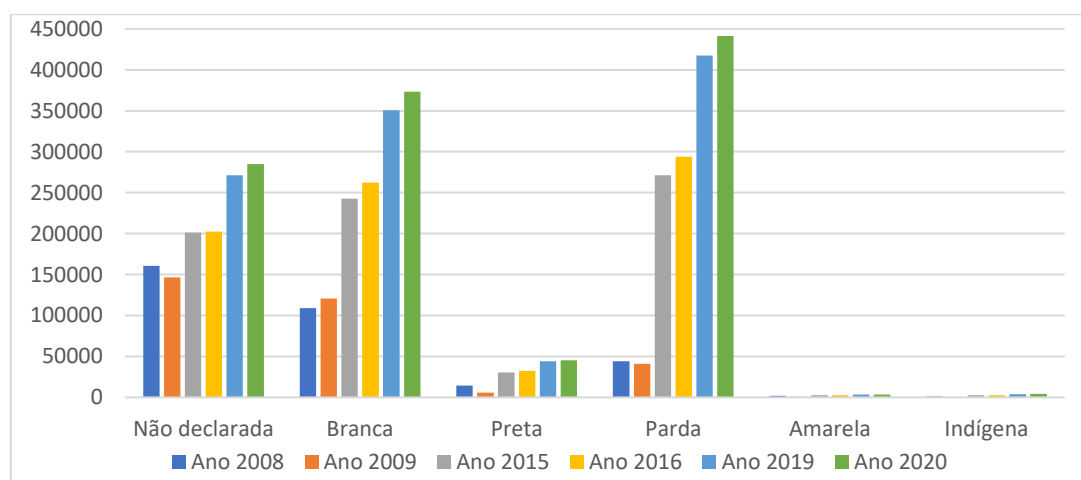
**Table 2** – Quantity of Special Education enrollments in regular education in urban and rural locations in Brazil in the years 2008, 2009, 2015, 2016, 2019 and 2020

Localization	2008	2009	2015	2016	2019	2020
Urban	332012	340685	652701	695716	963835	1026318
Rural	43763	46346	98282	100770	126970	126557

Source: Prepared by the authors based on the statistical synopses of the basic education census made available by INEP

Another piece of data that corroborates our discussions is presented in Chart 1 below, which shows the number of existing Special Education enrollments in regular classes (regular education) by color/race. It is worth pointing out that the information in the statistical summaries regarding this issue are separated in female and male, and, in the graph, the values refer to the sum of these data. In the year 2009, the synopses do not present all the data for males, only the quantities of undeclared and whites.

**Graph 1** Quantity of Special Education enrollments in regular education by color/race in Brazil in the years 2008, 2009, 2015, 2016, 2019 and 2020<sup>4</sup>



Source: Prepared by the authors based on the statistical synopses of the basic education census made available by INEP

A first movement that can be observed from the graph is that in 2008 and 2009, the predominance is in Special Education students who did not declare their color/race, making up 42.7% and 37.9% of the total enrollment in these years, respectively. Subsequently, the largest percentage is in people who declared themselves to be brown, representing a percentage around 37% in the other four years. This movement is quite interesting to reflect on, since is it a reflection of the 2015 and 2020 policies or is it an incentive based on the fact that, as of 2012,

<sup>4</sup> Não declarada = Not declared; Branca = White; Preta = Black; Parda = Mixed race; Amarela = Yellow; Indígena = Indigenous

with the so-called Quotas Law (Law No. 12,711) (BRASIL, 2012), higher education institutions began to reserve openings for students considered quota holders?

Although this movement may show a positive sign, the amount of students who do not declare their color/race is quite considerable, which may demonstrate a lack of social recognition or of understanding as a being of rights within society. In the same way, we need to think about those who are declared as yellow and indigenous, because by presenting a small demand, around 0.3% of the total enrollments in all years, these students can be left aside from the teaching and learning process. After all, for indigenous people, the laws we analyze here are not specific, and only the PNEE of 2020 (BRAZIL, 2020) points out in its article 3, item VIII: "care for students with disabilities, global developmental disorders and high abilities or giftedness in the national territory, including the guarantee of supply of services and resources of special education for indigenous, *quilombola* and rural students" (BRAZIL, 2020, p. 116), as pointed out in the introduction.

To reflect a little on the diversity present in the school, we present table 3, which presents data on the number of special education enrollments in regular classes by type of disability in the selected years. In this table, the blank spaces represent the absence of information, since these were not categories considered in that year of collection of the basic education census.

**Table 3** – Quantity of enrollments of Special Education in regular education in Brazil by type of disability for the years 2008, 2009, 2015, 2016, 2019 and 2020

	2008	2009	2015	2016	2019	2020
Blindness	4635	5179	5691	6037	6252	6086
low vision	51452	56696	64123	64405	73839	73188
Deafness	18057	18160	22945	21987	20087	18994
Hearing deficiency	22332	24317	31329	32121	36314	36588
Deafblindness	363	374	337	328	474	452
Physical Disability	38178	46017	100254	104332	127693	130742
Intellectual Disability	132959	168065	490015	520720	709683	738291
Multiple Disability	20196	26083	41948	46925	61796	63106
Autism		30354	41194	56578	166620	228100
Asperger's syndrome		2004	8244	10332		
Rett syndrome		2055	1670	1717		
Childhood Disintegrative Disorder - BDD		14241	32904	33138		
High Abilities / Giftedness	3272	5205	14166	15751	48133	24132

Source: Prepared by the authors based on the statistical synopses of the basic education census made available by INEP

Initially, we highlight the significant number of students diagnosed with intellectual disabilities, comprising the highest percentage of enrollments, and autism, whose rates are constantly increasing. The first case makes us wonder if, in fact, this quantity represents a diagnosis of primary deficiency or if it is just a consequence of students coming from the so-called school failure, i.e., those who were not provided with special resources and alternative learning paths and, therefore, could not appropriate the contents in the expected time, placing them in the situation of intellectual disability. Based on the CHT and the CHP, we understand that teachers, by making such resources available, change the meaning that the student gave to the content taught, which would lead to a potentiation in the development process. In other words, the student "[...] changes himself, only learns, if he actively participates in the educational process and, for that, he must want to learn, must be understood as being of will, ethical being" (RIGON; ASBAHR; MORETTI, 2016, p. 36).

However, going in the opposite direction of this conception is the teacher training that, given the logic of the market, has become increasingly light, which does not allow this understanding (MAZZEU, 2011). Unquestionably, the PNEE of 2020 (BRAZIL, 2020), clearly explains this service by having in its description the phrase "with Lifelong Learning", a motto also adopted for the training courses and that meets the neoliberal principles, which advocate learning in practice, considering the theory of the courses of higher education institutions too costly for the public purse, as well as unnecessary, so the teacher can only have a quick training. It is interesting to analyze the contradiction in this sentence when we think that it comes with the words equitable and inclusive, because how can a teacher with training that prioritizes practice over theory understand the inclusive process and make equity possible?

Another highlight is the students with high abilities/superdotation who, after the PNEEPEI of 2008 (BRAZIL, 2008), show an increase of almost 60% in the amount of enrollments in 2009 and, however, despite continuing to be part of the public included in the policies as the target of Special Education, had a drop of approximately 50% between the years 2019 and 2020.

Finally, the data in Table 3 instigates us to reflect on the heterogeneity of the public that is within the schools in Brazil and that needs the same opportunities, having seen that in terms of rights the path seems to be paved. In addition, the teacher must keep in mind that his action is a mediator of knowledge and, as such, it is intentional.

## **Final considerations**

Although educational policies, especially those related to inclusion, present devices that move towards inclusion, exclusionary actions are still evident in pedagogical practice. The challenges faced in the teaching practice also make us observe the lack of proposals related to initial and continuing teacher training among the laws that deal with Special and Inclusive Education. On the other hand, there is a need for greater investment to ensure adequate infrastructure for the access of students with disabilities and/or SEN, as well as the real reach of the entire public that is outside regular education, and not just part of it.

However, we cannot exempt that laws are documents that dictate guidelines for the organization of the State, and are produced to regulate it in favor of those who lead it. In this way, such ideals are intentionally presented, as pointed out in our discussions, in favor of a system that favors the market and capitalist rule.

Furthermore, we can conclude that both the teacher education policies and the inclusive policies walk in the same direction, that of presenting instruments to the public to which they are intended, but they do not make their applicability and progress effective. In our view, these gaps are on purpose to guarantee a non-critical education to a part of the population, with the intention of benefiting an education in favor of capital.

That is why this constant clash between researchers and legal productions is necessary, because the data by itself can present false allusions about an educational system full of contradictions, which is intentionally masked to reproduce a false ideal of quality and social inclusion in all educational levels.

It is as an alternative to the previous points that we are guided by CHP and CHT, precisely because they indicate paths that enable a total and critical training of subjects throughout their lives, including teacher training, aiming to overcome these ideological clashes, social inequalities, and power relations that are imposed on the educational system.



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