

**OPERATIONALIZATION OF PNE GOAL 4 (2014/2024) IN THE STATE OF
AMAZONAS**

***OPERACIONALIZAÇÃO DA META 4 DO PNE (2014/2024) NO ESTADO DO
AMAZONAS***

***OPERACIONALIZACIÓN DE LA META 4 DEL PNE (2014/2024) EN EL ESTADO DE
AMAZONAS***



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ABSTRACT: The article studies integrate the results of one of the categories from the entitled Thesis: The implementation of goal 4 of the National Education Plan (2014/2024) in 18 Municipal Education Plans in the State of Amazonas. The objective was to investigate how the actions to operationalize the PNE have occurred along the national territory considering consonant/dissonant to the National Policy on Special Education in the Perspective of Inclusive Education - PNEEPEI (2008). By analyzing the strategies to achieve PNE Goal 4, it was possible to discover how the implementation of this policy have or haven't occurred in the investigated municipalities. It was applied a qualitative approach, considering bibliographic research on the relevant legislation and semi-structured interviews with 25 educational agents. Therefore, it was considered on the revealed research some obstacles such as the absence of technical cooperation between federated entities, the scarcity of multifunctional resource classrooms and the low investment on financial resources in special education, neglecting the effective implementation of the actions provided by the PNE (2014). /2024).

KEYWORDS: Implementation. Goal 4. PNE (2014/2024). Inclusive education. Amazonas.

RESUMO: Os estudos do artigo integram os resultados de uma das categorias da Tese intitulada: A implementação da meta 4 do Plano Nacional de Educação (2014/2024) em 18 Planos Municipais de Educação no estado do Amazonas. Objetivou-se investigar como ocorreram as ações para operacionalizar o PNE no território nacional em consonância/dissonância com a Política Nacional de Educação Especial na Perspectiva da Educação Inclusiva – PNEEPEI (2008). Ao analisar as estratégias para atingir a Meta 4 do PNE, foi possível descobrir se ocorreu ou não a implementação dessa política nos municípios investigados. Utilizou-se uma abordagem qualitativa, com pesquisa bibliográfica na legislação pertinente e entrevistas semiestruturadas com 25 agentes educacionais. Considerou-se, portanto, que a pesquisa revelou entraves como a ausência de cooperação técnica entre os entes federados, a escassez de salas de recursos multifuncionais e os baixos investimentos de recursos financeiros na educação especial, negligenciando a efetiva implementação das ações previstas pelo PNE (2014/2024).

PALAVRAS-CHAVE: Implementação. Meta 4. PNE (2014/2024). Educação Inclusiva. Amazonas.

RESUMEN: Los estudios del artículo integran los resultados de una de las categorías de la tesis titulada: La implementación de la meta 4 del Plan Nacional de Educación (2014/2024) en 18 Planes Municipales de Educación en el Estado de Amazonas. El objetivo fue investigar cómo ocurrieron las acciones de operacionalización del PNE en el territorio nacional en consonancia/disonancia con la Política Nacional de Educación Especial en la Perspectiva de Educación Inclusiva - PNEEPEI (2008). Al analizar las estrategias para alcanzar la meta 4 del PNE, fue posible descubrir cómo ocurrió o no la implementación de esta política en los municipios investigados. Se utilizó un enfoque cualitativo con investigación bibliográfica sobre la legislación pertinente y entrevistas semiestructuradas con 25 agentes educativos. Se consideró, por lo tanto, que la investigación reveló obstáculos como la ausencia de cooperación técnica entre las entidades federadas, la escasez de salas de recursos multifuncionales y la baja inversión de recursos financieros en educación especial, descuidando la implementación efectiva de las acciones previstas por el PNE (2014/2024).

PALABRAS CLAVE: Implementación. Meta 4. PNE (2014/2024). Educación inclusiva. Amazonas.

Introduction

The undeniable transformations experienced by contemporary societies inevitably influence the paths taken by educational policies. In the center of this debate, we emphasize that the main concern of this article is the improvement of a reflection capable of contributing to the evolution of Brazilian society through educational changes.

It is also noteworthy that the main ideas of the text are presented in two directions: a section focused on understanding the steps of elaboration of the PNE - National Education Plan (BRAZIL, 2014) and another that refers to the analysis of the implementation of goal 4 of the PNE in force in the 18 municipalities surveyed. These sections are complemented by the methodology, as well as a critical reflection based on the results obtained by sampling in the state of Amazonas, followed by the final considerations.

The interest in researching this theme emerged from studies on the profound educational inequalities linked to the social disparities presented by the populations present in the Amazonian context. Thus, the authors, belonging to the Public Policies and Regional Development Research Line at the Federal University of Amazonas, felt the need to analyze the goal 4 of the PNE (BRAZIL, 2014), which aims to universalize, for the population from 4 (four) to 17 (seventeen) years old with disabilities, global developmental disorders and high abilities or giftedness, access to basic education and specialized educational services, preferably in the regular education network, with the guarantee of an inclusive education system, of multifunctional resource rooms, classes, schools or specialized services, public or contracted (BRAZIL, 2014, p. 09).

The study developed also refers specifically to goal 4 of the PNE due to being part of the pedagogical practice and epistemological curiosity of the researchers, since they observed in everyday life the absence of compliance with educational policies, given the growing rate of exclusion, empowerment and discrimination with the follow-up of people with disabilities in the state of Amazonas.

The research, of a qualitative nature and dialectic approach, aimed at collecting information about the implementation of goal 4 of the PNE in the 18 Municipal Plans researched, by means of document analysis and the application of a semi-structured interview with 25 educational agents, among presidents of the Association of Parents and Teachers (APMC) and Municipal Secretaries of Education (SME). Such information was organized into an analysis category, according to Bardin (1977), to better explain the results of the study.

In this way, the expectation is that the article will awaken new looks from the readers about the directions of the problematic presence/absence of educational policies in the diverse and adverse municipalities of this distant, contrasting, multiethnic, unequal and heterogeneous Amazon.

Conceptual Basis of the Education Plan

Observing the recurrent educational evolution, as well as the various sectors of society that, directly or indirectly, are influenced by such transformations, this section will revisit the conceptual basis necessary, under an educational perspective, for the construction of a National Education Plan.

According to information from the United Nations Educational, Scientific and Cultural Organization (UNESCO/1971), planning is a process that must be continuous and is subject to reviews and modifications, since, complements Martins (2010), in this document conditions can be changed, obstacles revealed and interpretations transformed.

Based on this thought, planning is a dynamic and flexible act of organization, for as societies dialectically change, the interests of this given reality also change.

Taking on a more specific character, Menegolla and Sant'Ana (2001, p. 25, our translation) conceptualize that:

To plan the educational process is to plan the undefined, because education is not a process, whose results can be totally predefined, determined or pre-chosen, as if they were products resulting from a purely mechanical and unthinkable action.

Defending this position, the authors reveal what kind of educational planning they believe in. If education is not something definitive, ready and finished, planning represents a guiding roadmap of what needs to be followed. In this context, it is observed that a good planning in any circumstance of life, whether social, professional or personal, helps the individual to glimpse the best path between what is thought and what is realized.

According to what Castro (2010) says, the plan is the representation of a given reality added to a program of planned actions that aim to change the current structure. For many authors, such as Horta (1982) and Castro (2010), both planning and the plan go far beyond the traditional and technical conception believed in during much of the twentieth century. The

construction of an educational plan can follow some steps: decision to plan, the plan itself, the implementation, the monitoring, and the evaluation of the impacts for the educational field.

Thus, Souza (2006) contributes to this conception when he ratifies that the plan can be considered one of the strategies in the realization of public policies, because by submitting it to follow-up and monitoring systems, there is a guarantee of what is actually implemented.

Thus, an alternative proposal, according to studies by Saviani (2011, p. 180, our translation), understands the idea of plan as:

[...] an educational policy instrument [...] that, aiming to effectively meet the educational needs of the population as a whole, will seek to introduce social rationality, that is, the appropriate use of resources to realize the social value of education.

According to Saviani (2011), the plan can offer much more than a technical-methodological character, when it is elaborated with a view to the social model³ to meet the needs and aspirations of the students, when they are considered the main subjects of learning.

In order to enable, articulate and fulfill the educational policies among the federated entities, the State Education Council plays a key role as a guiding and monitoring body of the education plans.

The elaboration of municipal plans, according to the Secretariat of Special Education (BRAZIL, 2008b) and the Ministry of Education (BRAZIL, 2004), contributes both to the knowledge of the local reality and to the strategic planning of actions to be taken, aiming at the goals of the different segments that make up the community.

In the educational field, more specifically, the Municipal Education Plan is the instrument that guides the educational policy of the municipality and its relationship with state and national policies. It must meet some important stages, such as: listening to the population (via public hearings), being developed and systematized by the Municipal Department of Education and the Municipal Board of Education and transformed into a legal instrument after being processed and approved by the City Council.

For (BRAZIL, 2008b), Ministry of Education (BRAZIL, 2004) and Souza (2015), the constitution of education councils has been evidenced with the opening of public spaces of

³ Wernek (2000, p. 27) considers that in the social model "[...] disability is the sum of two inseparable conditions: the existing sequelae in the body and the physical, economic and social barriers imposed by the environment to the individual who has these sequelae. From this point of view, it is possible to understand disability as a collective construction between individuals (with or without disabilities) and society." (our emphasis)

participation of the organized civil society, characterizing the expansion of the democratization process, citizenship, awareness of rights and popular emancipation.

In this regard, Bobbio, Matteucci and Pasquino (1997) point out that the councils occupy spaces, in the forms of representative democracy, hitherto dominated by hierarchical and bureaucratic organizations, in which the demands of the effective exercise of renewed participation are presented.

In this context, these authors emphasize that it is necessary to make it clear that the simple constitution of the councils is not a guarantee of democracy and participation, because as a result of every public policy, the actions of public agencies need to be constantly evaluated.

Thus, it is intended to highlight a debate established from the goal 4 of the National Education Plan - PNE (BRAZIL, 2014) and how the actions for the implementation of special education in a context of inclusion according to the analysis of the Amazonas State Plan of Education - PEE/AM (AMAZONAS, 2008), the State Plan of Education PEE/AM (AMAZONAS, 2015) and municipal plans of education - PME's of the state of Amazonas.

According to information contained in the PEE/AM (AMAZONAS, 2008, p. 13, our translation), the main focus of this educational construction is "[...] the man, the environment, his Amazonian identity, prioritizing sustainable development and his education in the perspective of subjective public right, for the full achievement of equality, fraternity, peace and social justice". It is believed, therefore, that these principles offer a legal support to the full right, to the development and to the human emancipation of thousands of Amazonian students who are still denied this right.

In the next section, we will present the steps taken to carry out the study in question.

Methodology

Reflecting on the best design for the objective proposed in the study, it was opted for research in a qualitative approach, which, according to Lüdke (2013), expresses a concern with the process by which transforms the social fact in the product that is the historical reality.

Observing from this perspective, Sánchez-Gamboa (1998) states that dialectics can contribute in the field of social reality with the necessary evolution of human beings in constant dynamism.

The official Brazilian documents had an undeniable contribution, such as: National Policy on Special Education from the perspective of Inclusive Education (BRAZIL, 2008b),

National Education Plan (BRAZIL, 2014), Municipal Education Plans of the 18 municipalities surveyed, among others. Regarding the literary contribution, the research was based on the studies of Saviani (2011), Garcia and Michels (2014), Arelaro (2015), Souza (2015), Dourado (2016), among others.

Regarding the field research, previously approved in 2018 by the Ethics and Research Committee CEP, it was found in the characteristics presented by the semi-structured interviews the best option for data collection.

Tracing an approximation between educational public policies and the Amazonian reality, a delimitation of the research territory was carried out. From the 62 municipalities that make up the geography of Amazonas, it became necessary to highlight some municipalities that could serve as a significant sample to achieve the objective proposed by the study.

The choice for the division of the municipalities, based on the 9 riverbeds, is also reflected in this sampling. To this end, we aimed to analyze the PME of 2 municipalities per river channel, being 1 that presented the highest Basic Education Development Index (IDEB) and 1 that presented the lowest IDEB in elementary education I and II, according to data from the Basic Education Development Index - IDEB/Instituto Nacional de Pesquisas Educacionais Anísio Teixeira - INEP (IDEB, 2015), totaling 18 municipalities.

Twenty-five educational agents participated in the interview, among them: municipal education secretaries, presidents of the parent-teacher associations of the schools where the largest number of students with disabilities were enrolled, among other educational agents.

The criterion for the choice of participants in the study was that they had to be a governmental representative of education and a representative of one of the instances of educational control and inspection.

All participants were aware of the steps, agreed to sign the TCLE, and answered the interviews during the year 2019.

In an attempt to ensure the highest degree of veracity in the answers of the research participants and respecting the criterion of confidentiality of information, the interviewees were encouraged to reveal their own points of view, without feeling embarrassed, based on the studies of Muller and Glat (1999, p. 22), when they state that the "subjects were informed of the purpose of the research", that "the data would be confidential" and that "their names" or the names of the municipalities would be preserved. Thus, each municipality was given the codename of a fish known in the Amazon region.

Because this study is a cut from a Doctoral Thesis, the authors chose to analyze only one of the seven categories originated by the Thesis called: The implementation of the Municipal Education Plan in the municipalities surveyed. Such categorization followed some steps of the content analysis advocated by Bardin (1977), such as: floating reading, constitution of thematic axes from the most common words in most of the subjects' speeches and organization of the obtained data in categories according to the inquietudes provoked by the research objective.

It was intended, therefore, that the study would reveal the actions for the effective implementation of the PNE (BRAZIL, 2014) in the municipalities of the state of Amazonas as alternatives that would enable the overcoming of educational inequalities.

Thus, in the next section, it will be presented, through these analyzes, local situations and specificities that represent steps and breakdowns of actions for the proper implementation of goal 4 of the PNE in force in inclusive contexts present in the scenario of forests and waters, diverse, divergent, controversial and heterogeneous.

Analysis of the implementation of actions to operationalize Goal 4 of the National Education Plan (2014/2024) in Amazonas

Constituting a plan that emerges with the proposal to materialize as a state policy, the PNE (BRAZIL, 2014) was approved in the National Congress according to BRAZIL (2014) by Law 13.005/14. After reservations and intense debates, tensions and disputes between civil society, education researchers and government agencies, as Saviani (2011), Garcia and Michels (2014), Dourado (2016), among others, finally, Brazil was facing a new PNE.

Dourado (2016) explains that the approved plan is fringed by the restricted conception of participation and inclusion, with important repercussions on the relationship between education and cultural, ethno-racial, sexual, gender, opinion, political or religious diversity, among others.

Dourado (2016) adds that another point worthy of debate refers to the financing of education, which leads us to problematize the disputes about the appropriation of the public fund, resulting in changes in the framework of the structural defense of entities and educational forums.

Pointing out some aspects of the Brazilian Legislation regarding the reflection, it is observed that the PNE (BRAZIL, 2014) presents in item III as one of the guidelines the "[...]

overcoming of educational inequalities, with emphasis on the promotion of citizenship and the eradication of all forms of discrimination [...]" (BRAZIL, 2014, p. 43, our translation).

This guideline of the PNE (BRAZIL, 2014) points out that it is paramount to continue thinking about dignity as an inseparable dimension of the human being who needs to be respected, protected, and served in all civil, educational, political, and social rights.

Thus, Alvarenga and Mazzotti (2017, p. 189, our translation), recall that the

[...] 20 items of the PNE list, according to (BRAZIL, 2014b, p. 9), the "structuring goals to ensure the right to quality basic education". This law also protects the person with disabilities from unequal opportunities that do not promote life, as well as from all forms of discrimination.

As one of the structuring goals, the PNE (BRAZIL, 2014) presents goal 4, which brings, according to BRAZIL (2014, p. 09, our translation), the objective of:

Universalize, for the population aged four to seventeen with disabilities, global developmental disorders, and high abilities or overdose, access to basic education and specialized educational services, preferably in the regular education system, with the guarantee of an inclusive educational system, of multifunctional resource rooms, classes, schools or specialized services, public or contracted.

In this sense, the equalization of opportunities aims to meet in the PNE (BRAZIL, 2014), the educational right for citizens at various levels and modalities of education, as Alvarenga and Mazzotti, (2017, p. 189, our translation) add when they explain that: "The six initial goals deal with access to education, and the expansion and continuity of school attendance and schooling opportunities at various levels, valuing systems that include everyone, that is, minorities or disadvantaged [...]".

Garcia and Michels (2014), explain that goal 4 is the result of the struggles of social movements for policies that present as an object of analysis the special education regarding the structure, organization, funding to students, teachers and other professionals who deal, serve and live with people with disabilities.

The study is specific when it comes to the universalization of education for all students present/absent from schools. For goal 4 to be effective, we sought to verify if the 19 strategies were contemplated in the 18 PME's analyzed in the state of Amazonas, as well as the governmental actions for such implementation.

At the center of the debates, there are always questions about which interests are being privileged with educational policies in Brazil. Such questions instigate more and more researchers in various fields of action.

Saviani (2011), Arelaro (2015), and Dourado (2016) emphasize that some strategies of the approved PNE signal the transfer of public resources to private initiative, strengthening a conception of human formation that should submit and subordinate to market interests.

Even not agreeing with the participation of national or international private groups interfering in Brazilian educational life, Arelaro (2015, p. 38, our translation) still draws attention when he states that the PNE (BRASIL, 2014), in paragraph 7, provides that the strengthening of the system of collaboration between municipalities will occur, including through the adoption of "[...] arrangements for the development of education".

The situation worsens when the presence of private companies is imprinted in the public service, practically by force, with the justification of skills development, productivity improvement and, as a consequence, participation in profits, resulting from individual effort, teamwork, competitiveness and meritocracy, as can be observed in several Brazilian municipalities.

In the next section we will discuss some of the data obtained for this research, through the interlocutions between the interviews conducted by the participants and the theoretical framework present in the legislation.

Results and discussion

With regard to the answers of the study participants, this category was established: The implementation of the Municipal Education Plan in the surveyed municipalities.

The implementation of any public policy is independent of the federative instance to which it belongs. The responsibilities should come from the decision-making actions established among the agents that make up the civil society (popular representation), government leaders and monitoring, control and inspection agencies.

Based on this understanding, we reinforce the relevance not only of the participation of the citizens in the decisions in favor of the localities where they live, but also the decision making based on the knowledge of the legislation, so that the results of the applicability of the policies aimed at the educational field are increasingly successful.

A data collected for this research is that some interviewees such as: Acará, Tucunaré, Curimatá, Pescada, Peixe-Boi and Surubim even know the public policy that ensures Inclusive Education for students with disabilities, global developmental disorders and high abilities/giftedness, but when they were asked how it is being implemented, they said that children with or without disabilities are enrolled in public schools, even if there is not yet the offer of Specialized Educational Service - SES in the establishment in which they study or nearby.

It can be seen that, while some Secretaries of Education in the Municipalities of: Pirarucu, Curimatá, Peixe-Boi, Acará, Pescada and Surubim strive to keep children enrolled at least in conventional schools, even if there is no Multifunctional Resource Room (SRM in the Portuguese acronym) in the municipal education network, other municipalities such as Sardinha and Tucunaré are unaware of the importance of working with the conceptual basis and practical experiences of Inclusive Education, glimpsed in this study as education for all, present in Arts. 205 to 208 of the Federal Constitution (BRAZIL, 1988).

With this understanding, from the moment the school is open to welcome the differences, it will offer opportunities to all, regardless of social, religious, gender, ethnic, birth or physical condition, as assured by the Universal Declaration of Human Rights (UN, 1948), the Federal Constitution - FC BRAZIL (1988), the Declaration of Salamanca (BRAZIL, 1994). The State Secretariat for Human Rights - SEDH - Social Technology Institute - ITS (BRAZIL, 2008a, p. 2, our translation) adds:

Understanding education as a human right means considering that people are differentiated from other living beings by a unique characteristic of the human being: the ability to produce knowledge and, through this, to transform, organize, and review values. In this sense, it is clear that education has a fundamental role in creating a culture of respect for life and human dignity, fighting prejudice and discrimination.

Assuming this dimension, Education goes beyond the pedagogical commitments and resumes the conception of Guareschi (2003), when he states that to educate is to take from inside people all the knowledge, they have about the world around them.

Observing such questions and considering the educational public policies from the standpoint of critical rigor, during the interview, there was a Secretary of Education who commented on possible irregularities in the formulation of the PME's in Amazonas. According to him, such PME's were prepared by a hired person, becoming just a copy of the PNE in force,

without any concern with the due adequacy according to the reality of each municipality, in need of urgent reformulation.

The Municipal Secretary of Education of Bodó commented on this: "*When we took over this administration, the PME had already been approved, but we found that many points do not express the needs and do not match the reality of the municipality. By January 2020, we want to improve it so that it is more successful and effective*" (verbal information)⁴.

According to the Municipal Secretary of Education of Sardinha, the elaboration of a plan by people who do not know the reality of the municipalities sets precedents and puts in doubt the seriousness of the policies. However, as of September 2019, the PME/Sardinha still had no forecast for being reformulated. Is this fact not serving as a justification for the noncompliance with the PME in this municipality? Or until when will students with or without disabilities have to wait to have their needs met?

The educational agents from Jaraquí, Acará, Pirapitinga, Tambaquí, Dourado, Matrinxã, Pescada, Pirarara, Bodó, and Tamboatá confirmed that goal 4 of the PME is being implemented in line with the PNE in effect in the country, even though the actions are not yet fully effective. It is important to note that these municipalities can see the gaps and obstacles to the implementation of the PME, and even though the PME deadline is 2025, there are still many actions to be carried out.

The municipalities of Tucunaré, Surubim, Peixe-Boi, Pirarucu, Curimatá, and Sardinha informed that, no matter how hard they have tried in recent years, they have not yet managed to put into effect an inclusive education policy for a more specific and dignified service for students with disabilities. Some explained that the difficulty is expressed even in the fact of detecting such students, because, many times, besides being outside the educational establishments, they are at home, without any kind of attention from the government.

The municipalities of Aruanã and Pacu present a similar situation between them, with regard to the fact that the implementation of Multifunctional Resource Rooms occurs in the state schools at the municipal headquarters. Even though there is a partnership and technical cooperation between the Municipal Secretary of Education (SEMED) and the State Secretary of Education (SEDUC/AM) in both municipalities, the actions for the operationalization of the PNE (BRAZIL, 2014), according to the information collected, are still not being implemented in the municipal schools.

⁴ Municipal secretary of Bodó at an event in the city of Manaus - AM, September/2019.

The educational representatives of Dourado, Curimatá, and Peixe-Boi informed that the SES takes place in the state school in the municipal seat, but, as they do not have the technical pact between the municipal and state entities, this service does not yet occur in the municipal schools, as an important part for the implementation of the other actions of the PNE in force in Brazil.

Final remarks

Revisiting the objective of the study, which was to investigate how the actions occurred to operationalize the PNE in the national territory in consonance/dissonance with the National Policy on Special Education from the Perspective of Inclusive Education - PNEEPEI (BRAZIL, 2008b), it was realized that the surveyed municipalities still have obstacles to the proper implementation of the PNE.

According to Dourado (2016), implementing a policy is more than enforcing the relevant legislation. It requires constant monitoring of planned actions so that they contemplate the largest possible number of people, especially with regard to the fundamental rights in the Universal Declaration of Human Rights (UN, 1948).

According to the results obtained, it was found that the absence of technical cooperation between municipal and state powers still persists in 3 of the investigated municipalities, due to fierce political disputes.

In the 2 municipalities where technical cooperation between the federated entities occurs, the actions for the operationalization of goal 4 of the PNE (BRAZIL, 2014) are not yet present in municipal schools, due to difficulties with the active search for students with disabilities, care in Multifunctional Resource Rooms (SRM) and enrollment.

Six of the surveyed municipalities stated that students with disabilities are enrolled in public schools, although they are not offered Specialized Education Services (SES), which goes against the PNEEPEI (BRAZIL, 2008b) and goal 4 of the PNE (BRAZIL, 2014).

10 surveyed municipalities found that the PME's are complying with what is recommended in goal 4 of the current PNE, although they still cannot contemplate all the actions in their entirety.

Thus, the study concluded that, if the goal of goal 4 of the PNE (BRAZIL, 2014) is the universalization of education for students with disabilities, there is an urgent need for reflection and more effective actions by the control, inspection and monitoring bodies of public

educational policies so that the Brazilian legislation does not become a dead letter and allows thousands of Brazilians with disabilities equal opportunities in overcoming educational, political, economic or social inequalities.

Therefore, it is up to each one of us, citizens belonging to the organized civil society, not only to have access to the rights, but also to disseminate the information for the change in the conception that many people still have about the existing potentialities in each human being.

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