

**ESTUDOS SOBRE A IMPLEMENTAÇÃO DA POLÍTICA NACIONAL DE EDUCAÇÃO ESPECIAL NA PERSPECTIVA DA EDUCAÇÃO INCLUSIVA – PNEEPEI EM MUNICÍPIOS BRASILEIROS**

***ESTUDIOS SOBRE LA IMPLEMENTACIÓN DE LA POLÍTICA NACIONAL DE EDUCACIÓN ESPECIAL EN LA PERSPECTIVA DE EDUCACIÓN INCLUSIVA - PNEEPEI EN MUNICIPIOS BRASILEÑOS***

***STUDIES ON IMPLEMENTATION OF NATIONAL SPECIAL EDUCATION POLICY IN THE PERSPECTIVE OF INCLUSIVE EDUCATION - PNEEPEI IN BRAZILIAN MUNICIPALITIES***

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**RESUMO:** Este artigo tem como objetivo fazer um levantamento dos estudos referentes à implementação da Política Nacional de Educação Especial na Perspectiva da Educação Inclusiva - PNEEPEI, produzidos no período de 2008 a 2017, a fim de descobrir ações que possibilitam a construção de uma educação verdadeiramente inclusiva e como os municípios estão se organizando para efetivá-las. Trata-se de uma pesquisa bibliográfica, de abordagem qualitativa, que teve como percurso metodológico: levantamento das produções; seleção daquelas que mais se aproximavam do tema; sistematização das informações e organização dos resultados. A busca das produções foi realizada no Banco de Teses e Dissertações da CAPES (Coordenação de Aperfeiçoamento de Pessoal de Nível Superior) e para a análise dos dados foram elaboradas categorias temáticas. Os resultados evidenciaram experiências positivas na implementação da política ainda que em número inferior as que sinalizam dificuldades e revelam a contribuição da divulgação dessas ações para a implementação da PNEEPEI em todo país.

**PALAVRAS-CHAVE:** Educação inclusiva. PNEEPEI. Produção científica. Municípios brasileiros.

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**RESUMEN:** *Este artículo pretende realizar una encuesta de los estudios sobre la implementación de la Política Nacional de Educación Especial en la Perspectiva de Educación Inclusiva - PNEEPEI, realizada entre 2008 y 2017, para descubrir acciones que permitan la construcción de una verdadera educación. Inclusivo y cómo se organizan los municipios para hacerlos efectivos. Se trata de una investigación bibliográfica, con enfoque cualitativo, que tuvo como vía metodológica: encuesta de producciones; Selección de los más cercanos al tema, sistematización de la información y organización de los resultados. La búsqueda de las producciones se realizó en el Banco de Tesis y Disertaciones de CAPES (Coordinación para la Mejora del Personal de Educación Superior) y para el análisis de datos, se elaboraron categorías temáticas. Los resultados mostraron experiencias positivas en la implementación de la política, aunque en un número menor que indican dificultades y revelan la contribución de la difusión de estas acciones a la implementación de PNEEPEI en todo el país.*

**PALABRAS CLAVE:** *Educación inclusiva. PNEEPEI. Producción científica. Municipios brasileños.*

**ABSTRACT:** *This article aims to make a survey of the studies regarding the implementation of the National Policy of Special Education in the Inclusive Education Perspective – PNEEPEI (Portuguese initials), produced from 2008 to 2017, in order to discover actions that enable the construction of a truly education. inclusive and how municipalities are organizing to make them effective. This is a bibliographical research, with qualitative approach, which had as methodological path: survey of productions; selection of those closest to the theme, systematization of information and organization of results. The search for the productions was carried out in the CAPES Thesis and Dissertation Bank (Coordination for the Improvement of Higher Education Personnel) and for the data analysis, thematic categories were elaborated. The results showed positive experiences in the implementation of the policy, although in a smaller number that indicate difficulties and reveal the contribution of the dissemination of these actions to the implementation of PNEEPEI throughout the country.*

**KEYWORDS:** *Inclusive education. PNEEPEI. Scientific production. Brazilian municipalities.*

## Introduction

The Brazilian State, signatory to the Convention on the Rights of Persons with Disabilities, approved by the United Nations - UN in 2006, is committed to ensuring an inclusive education system at all levels. To fulfill this prerogative, it must ensure the inclusion of people with disabilities in the regular education system and set goals of achieving this access, so that it happens fully and in environments that will maximize the cognitive and social development of these students (BRASIL, 2010).

In this scenario is elaborated the National Policy of Special Education in the Inclusive Education Perspective, the PNEEPEI (Portuguese initials), a document that follows the advances of the knowledge and the social struggles, aiming to constitute public policies that

promote a quality education for all students (BRASIL, 2010). According to Santos (2012), the term policy, used for the naming of the document, can be interpreted as a 'frame of reference', a guiding text that, despite being published in 2008, “bears in its body the legal frameworks that support the proposal” (SANTOS, 2012, p. 82), that is, it ratifies previous norms equally based on the inclusive perspective, bringing some advances.

This study aimed to make a mapping and analysis of what has been produced about PNEEPEI in the country, from 2008 (year of its implementation) to 2016, in order to know some actions that enable the construction of a truly inclusive education. and how municipalities are organizing to make them effective.

However, some characteristics should be observed when developing such a study, as highlighted by Silva and Carvalho (2014, p. 349):

The temporal and spatial cut in this method is necessary because the analyzes made refer to conceptions and practices present in certain social, political, economic, cultural contexts, etc. Another feature is the thematic cut, as it serves to define and delimit what one seeks to map, enabling researchers to make in-depth analyzes or to make a broad overview on certain themes. [...] The definition of the sources in which the surveys will be made is important to give reliability to the work, since they are expected to be rigorous in the evaluations of the productions they publish.<sup>4</sup>

The body of this study, which was conducted in October 2017, is composed of 163 productions referring to the Inclusive Education Policy, between 2008 and 2016. The search was carried out in CAPES's Thesis and Dissertation Bank by means of the keywords policies, special education and inclusion. After making the necessary filters, we found a huge number of works, totaling more than seventeen thousand productions. We then proceeded to a second moment, which was the reading of all titles, excluding those that were not directly related to the topic of study. Only the first 280 pages of the site were visited and 144 papers were selected, 19 theses and 125 dissertations.

To collect the data, the titles and abstracts of the productions were observed. As the objectives were approached, the introduction, conclusion, and, in some cases, the reading of the entire paper.

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<sup>4</sup> O recorte temporal e espacial nesse método é necessário porque as análises feitas referem-se a concepções e práticas presentes em determinados contextos sociais, políticos, econômicos, culturais, etc. Outra característica é o recorte temático, pois serve para definir e delimitar o que se busca mapear, possibilitando aos/as pesquisadores/as ou fazerem análises aprofundadas, ou realizarem um panorama amplo sobre determinados temas. [...] A definição das fontes em que serão feitos os levantamentos é importante para dar confiabilidade ao trabalho, uma vez que se espera rigorosidade destas nas avaliações das produções que publicam.

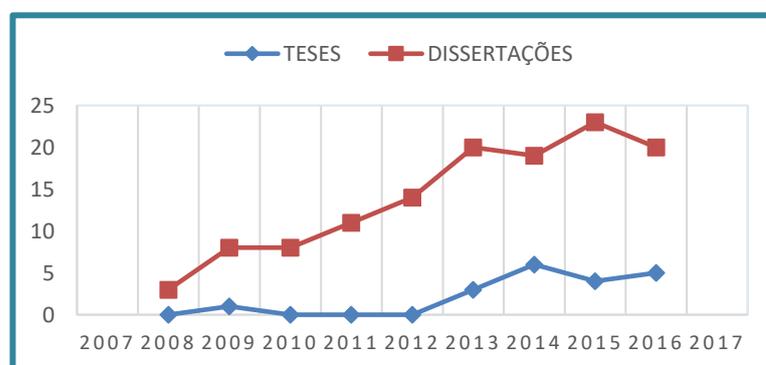
Given the breadth of the “inclusion” theme, only papers referring to the field of policy analysis were selected. The discarded productions were referring to: the study of inclusive practices; the study of inclusion by factors of gender, ethnicity, social vulnerability; studying specific shortcomings (without addressing policies); the study of inclusion through the view of the disabled person or the teachers' view. Thus, disregarding these works, we move to the third moment, which was the separation of productions by year, region of the country, identification of themes and selection of those that relate more specifically to the theme.

Therefore, it is a qualitative exploratory study, developed in order to know how the National Policy of Special Education in the Inclusive Education Perspective (PNEEPEI) was implemented in Brazilian municipalities, what are the challenges faced by the municipal secretariats of education and successful experiences. The analysis was performed from the construction of thematic categories.

### What do research on PNEEPEI Implementation say?

The first stage of the analysis was characterized by the organization of scientific productions by year of defense, geographical regions and focus of interest of the themes. Chart 1 shows the distribution of scientific production, extracted from CAPES's thesis and dissertations database, from the year in which the works were defended. It is important to highlight that the time frame 2008 - 2016 was demarcated due to the year in which the National Policy of Special Education was implemented in the Inclusive Education Perspective, 2008.

**Chart 1** – Academic production by year of conclusion



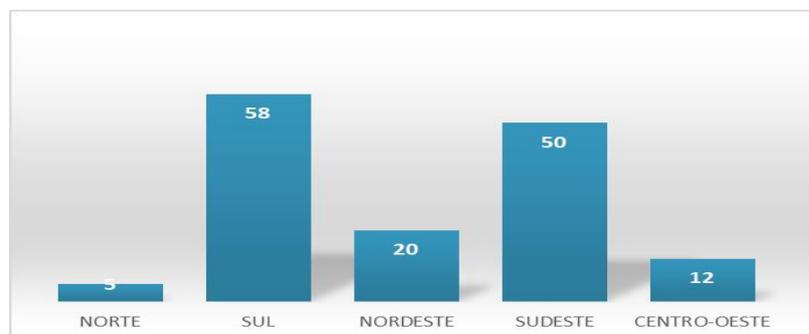
Source: Banco da CAPES. Elaborated by the authors.

It is possible to identify, from the reading of graph 1, that in 2008, the year of implementation of the policy under study, there was the defense of three 03 papers on the

subject. The amount was gradually increasing, highlighting a higher number in 2015, 19% of academic production, the year of the establishment of the Brazilian Law for the Inclusion of People with Disabilities.

Chart 2 shows the distribution of scientific productions in the regions of the country allowing the identification of the region where the largest number of studies was developed. As shown in chart 2, the South region is responsible for 58% of these productions, followed by the Southeast region, with 50%. The Northeast region is in third place, with 20 works, that is, 14% of production, the Midwest region in fourth place, with 12 works, 8% of production and the North region in last place, with 05 works, only 3% of total production.

**Chart 2** – Quantitative distribution of academic productions by geographic region



Source: Banco da CAPES. Elaborated by the authors.

The predominance of the South region, with 58 works, which is equivalent to 40% of the total production, followed by the Southeast region, with 50 works, equivalent to 35% of the production can be justified by the high number of universities and postgraduate courses in these regions, including offering specific Special Education courses. In this regard, Broietti, Santin Filho and Passos (2014, p. 248) state:

The highlight of the Southeast region in terms of academic productivity, in relation to the other regions, can be justified by the fact that in this region is the largest number of postgraduate programs and also the oldest, especially in the area of Education. For example, in the state of Rio de Janeiro, the Graduate Program in Education of the Pontifical Catholic University of Rio de Janeiro (PUC-Rio) has a Masters degree that was pioneer in the country and has been running regularly since 1966. The Doctoral degree began in 1976.<sup>5</sup>

<sup>5</sup> O destaque da região Sudeste em termos de produtividade acadêmica, em relação às demais regiões, pode ser justificado pelo fato de que nessa região encontra-se a maior quantidade de programas de pós-graduação e também os mais antigos, principalmente na área de Educação. Por exemplo, no estado do Rio de Janeiro, o programa de Pós-Graduação em Educação da Pontifícia Universidade Católica do Rio de Janeiro (PUC-Rio) possui o curso de Mestrado que foi pioneiro no país e vem funcionando regularmente desde 1966. O curso de Doutorado foi iniciado em 1976.

Regarding the focus of interest of the productions, 49% of the papers address inclusion in general, with emphasis on the Inclusive Education Policy and its implementation in municipalities, states and regions of the country; 14% specifically discuss the inclusion of students with disabilities in the different segments (Early Childhood Education, Elementary School, EJA<sup>6</sup>, High and Higher Education); 2% address inclusion with emphasis on specific types of disability and 25% address diverse topics such as teacher education, AEE<sup>7</sup> (Portuguese initials), assistive technology, etc., as shown in Table 1 below

**Table 1-** Thematic interest focus and number of works

<b>Interest focus of productions</b>	<b>Number of works</b>
Inclusive Education Policies in Brazilian Municipalities, States and Regions	71
Inclusion of students with disabilities in early childhood education	04
Inclusion of students with disabilities in elementary school	03
Inclusion of students with disabilities in high school	04
Inclusion of students with disabilities in EJA	02
Inclusion of students with disabilities in higher education	07
Inclusion of students with visual impairment	03
Inclusion of students with hearing impairment	05
Inclusion of students with intellectual disabilities	02
Inclusion of students with TDA <sup>8</sup> , TDAH <sup>9</sup> syndromes	03
Inclusion of children with high skills and giftedness	01
Inclusion of children with autism	03
Inclusion and teacher training	06
AEE and multifunctional resource rooms	23
Inclusion and PPP <sup>10</sup>	01
Inclusion and assistive technologies	02
Inclusion in journals	02
Specialty Schools & Special Education	01
Inclusion in full-time schools	01

Source: Banco da CAPES. Elaborated by the authors.

<sup>6</sup> Youth and Adult Education

<sup>7</sup> Specialized Educational Assistance

<sup>8</sup> Attention-Deficit Disorder

<sup>9</sup> Attention-Deficit Hyperactivity Disorder

<sup>10</sup> Pedagogical Political Project

It should be considered that the number of works focusing on Higher Education, 07, which corresponds to 5%, of productions focusing on Higher Education, if related to the other segments, may signal an advance of inclusive education policy, as that in past times these students were not (or little) registered at universities.

Another aspect to highlight is the high number of researches (16% of productions) dedicated to Specialized Educational Assistance - AEE and multifunctional resource rooms. After the implementation of Decree 6.571/08, repealed by Decree 7.611/2011, the interest of many researchers became the analysis of how this normative was materializing in practice, that is, how this AEE is being offered and under what conditions. Multifunction feature rooms are operating; are actually promoting the inclusion of students with disabilities.

Most of the selected scientific productions focus on the Inclusive Education Policies in municipalities, states and regions of the country, 71 works, which is equivalent to 49% of the production. This block of work was the object of analysis in this study, however, considering the limits of this study will be presented considerations on 10 productions referring to the National Policy of Special Education in the Inclusive Education Perspective covering municipalities of the five Brazilian regions, 04 of these analyzing aspects of implementation of this policy in Bahian municipalities.

The analysis of these works provided insight into PNEEPEI at the national and regional levels, signaling the advances, challenges and difficulties that permeate the construction of an education that is, in fact, inclusive. Regarding these productions, the objectives are described below.

In 2010, the dissertation “*Reflexos da Política Nacional de Inclusão Escolar no município-polo de Vitória da Conquista-BA*” was defended in order to analyze school inclusion in the context of the studied city, based on the conceptions of the teachers who attend students with disabilities in the regular classroom, with the challenge of giving voice to the subjects directly responsible for the inclusive educational processes (LAGO, 2010).

In 2011, the dissertation “*Programa de Educação Inclusiva: direito à diversidade – proposição/implementação no município de Feira de Santana-BA*” was defended. The study's main objective was to analyze the implications of the Program, in the context of the management of special education policies in the municipality of Feira de Santana-BA, in the period 2003-2010, seeking to understand how these policies are managed and implemented (SOTO, 2011).

The doctoral dissertation entitled “*A política de Educação Especial, a Perspectiva Inclusiva e a centralidade das Salas de Recursos Multifuncionais: a tessitura na Rede*”

*Municipal de Educação de Vitória da Conquista-BA*”, defended in 2012, aimed to understand the configurations assumed by the current National Policy of Special Education in the Inclusive Education Perspective, in Vitória da Conquista-BA Municipal Network. This work emphasized the “possible effects” of the implementation process of Multifunctional Resource rooms within schools (SANTOS, 2012).

In 2013, 03 productions were defended, all related to inclusive education in Brazilian regions. The dissertation “*Educação e Inclusão em escolas públicas da região Norte*” aimed to draw an overview of the current public policies aimed at attending students with Special Educational Needs - SEN in some states in the Northern Region of Brazil, with the challenge of understanding inclusion as a historical-social process (DAMBROS, 2013).

The second dissertation, “*Política Nacional de Educação Inclusiva: um estudo sobre a sua efetivação na região Centro-oeste do Brasil*” aimed to analyze how the national policy on Inclusive Education in the Midwest region was being consolidated, in order to do it a field research in 03 schools of different states and municipalities was made (HESSMANN, 2013).

The third production entitled “*A Política Nacional de Educação Especial na Perspectiva da Educação Inclusiva: retratos da Região Sudeste do Brasil*” is a doctoral thesis and aims to give an overview of that region and the implementation of the principles and provisions of such a policy. This work was also performed in 03 schools of different states and municipalities (RODRIGUERO, 2013).

In 2015, 02 productions were defended, one referring to a Brazilian region and one referring to a Bahian municipality. The doctoral thesis entitled “*Política Nacional de Educação Especial na perspectiva da Educação Inclusiva na região Sul do Brasil*”, as well as the other earlier related works, presented as objective to investigate, analyze and understand the effectiveness of the policy in the three states of the region (GARCIA, 2015).

The second production, the dissertation “*A Política de Educação Especial na perspectiva da Educação Inclusiva: trajetórias de uma política em ação no município de Tucano-BA*” aimed to analyze the implementation of this same policy in the Tucano-BA Municipal Education Network. Although the policy was implemented in 2008, the time frame of this research is from 2005 to 2012, because the municipality, through adherence to the Inclusive Education Program: Right to Diversity, in 2005, had been following the guidelines of PNEE-EI, from 2008, thus changing the history of Special Education and local regular education (SANTOS, 2015).

In 2013, the dissertation “*A Política de Educação Inclusiva e o Atendimento Educacional Especializado na Rede Regular de Ensino: um olhar sobre a região Nordeste*”

was defended, aiming to present the guidelines that support the implementation of Specialized Educational Assistance as a Special Education modality in the context of Basic Education in the Northeast region of Brazil. The references of this study were aspects that deal with the conditions of access, permanence and appropriation of students' knowledge in inclusive education (FELLINI, 2013).

The last production analyzed was the doctoral thesis “*Política Nacional de Educação Inclusiva: um estudo sobre sua efetivação nas cinco regiões brasileiras*” defended in 2016. This paper sought to map the effectiveness of the policy in the five Brazilian regions. For this, a questionnaire was applied to 889 teachers of Basic Education of the 27 federative units of Brazil (CEREZUELA, 2016).

### Challenges and advances in the implementation of PNEEPEI

The analysis of the selected productions was guided by the observation of the occurrence of two categories: the pointing of the advances and the possible challenges in the PNEEPEI implementation process. The occurrence of the categories was observed in six subcategories representing the aspects of PNEEPEI addressed in the works, as shown in Table 2. The maintenance of the same subcategories in both categories is due to the fact that they are observed as advances or difficulties in the analyzed studies.

**Table 2** – Categories and subcategories for Data Analysis

Categories	Subcategories (PNEEPEI aspects)
Advances in the implementation of PNEEPEI	Specialized Educational Assistance (AEE) / Multifunctional Resource Rooms – SRM (Portuguese initials) Teacher acceptance and integration Physical and architectural accessibility Inclusive pedagogical practices Teacher training Support (government, department of education, school, family)
Difficulties and limits in the implementation of PNEEPEI	Specialized Educational Assistance (AEE) / Multifunctional Resource Rooms - SRM Teacher acceptance and articulation Physical and architectural accessibility Inclusive pedagogical practices Teacher training Support (government, department of education, school, family)

Source: Banco da CAPES. Elaborated by the authors.

## Purposeful Actions: Advances

The first subcategory refers to Specialized Educational Assistance (AEE) and Multifunctional Resource Rooms (SRM). In all the works visited this service has happened, some more effectively than others, but signifying an advance in relation to the segregation that took place in the special classes. Regarding the municipality of Vitória da Conquista-BA, Santos (2012) states:

Currently, of the 633 students included, 133 have been awarded by the AEE, held in the Multifunctional Resource Rooms. In statistical terms, this number may still be considered insufficient (it is insufficient), however, if we look at the historical path of non-existence of these services, we will evaluate this same number as an advance regarding a type of complementary and supplementary attention to students with disability within the schools of the network (SANTOS, 2012, p. 133).<sup>11</sup>

Likewise, Santos (2015) acknowledges that in the municipality of Tucano-BA, regarding the offer of AEE in SRM, there were advances. The municipality started with two SRM, at the end of 2008 this number was changed to five rooms and reached eleven. Another positive point was the transformation of the Association of Parents and Friends of the Exceptional – APAE (Portuguese initials) into a Specialized Educational Assistance Center – CAEE (Portuguese initials). Noteworthy, although unsatisfactory, advances in the municipality of Feira de Santana, with the creation of the Inclusive Education Center in 2006 (SOTO, 2011).

In Dambros (2013), Fellini (2013), Garcia (2015), Hessmann (2013) and Rodriguero (2013) surveys on inclusive education in Brazilian regions, we also found advances in the implementation of AEE. Garcia (2015) and Rodrigueiro (2013) highlight the intentional posture of some teachers to mediate learning, affirm that in the South and Southeast regions, in most of the schools investigated there is participation of the pedagogical teacher in AEE actions. Hessmann (2013) states that in the Midwest Region there is an effective articulation in the three schools investigated.

The second subcategory brings to discussion the acceptance and articulation of the teachers of the AEE with the teachers of the common classes. In this regard, the obstacles were more evident than the advances, but in the Northeast, South and Southeast regions, a close partnership was pointed between the SRM teachers and the teachers of the common classes,

<sup>11</sup> Na atualidade, dos 633 alunos incluídos, 133 têm sido contemplados pelo AEE, realizado nas Salas de Recursos Multifuncionais. Em termos estatísticos, esse número poderá ser considerado ainda insuficiente (é insuficiente), porém, se observarmos o percurso histórico de inexistência desses serviços, avaliaremos esse mesmo número como um avanço no que diz respeito a um tipo de atenção complementar e suplementar aos alunos com deficiência no interior das escolas da rede (SANTOS, 2012, p. 133).

with weekly meetings for the advance planning of the activities to be material and curriculum adaptations (CEREZUELA, 2016, p. 193; 195).

In the third subcategory, which deals with physical and architectural accessibility, Santos (2015, p. 165) points out that on ensuring accessibility, the Accessible School Program, with resources from the Federal Government, enabled architectural reforms in schools and the purchase of educational resources. for SRMs in the municipality of Tucano-BA. Advances in this regard are clear, as equipping classrooms and adapting the school's physical space does not guarantee school inclusion (CEREZUELA, 2016, p. 201).

The fourth subcategory refers to pedagogical practices as actions that enable the inclusion of students with disabilities. Although they feel “unprepared,” many teachers are seeking to make a difference. Some examples were highlighted: “expert teacher with individual initiatives”, “adaptation of activities” (GARCIA, 2015); “Intentional and pedagogically planned teaching activities”, “SRM teacher is creative” (DAMBROS, 2013).

Corroborating the aforementioned authors, Santos (2012) discusses the municipality of Vitória da Conquista-BA:

I noted that teachers seek partnerships through conversations, informally sharing information about student progress, and formally when bimonthly meetings are held to share assessments, socialize partnerships, and demonstrate the work that has been done in the schools. Resource Rooms. [...] The production of teaching materials is also flagged based on these partnerships. There are also visits by teachers from the Resource Rooms to regular classrooms (SANTOS, 2012, p. 150).<sup>12</sup>

Regarding teacher education, the authors point out that initial education takes place, as determined by the legislation, and continuing education has occurred, but still insufficiently, more directed at the teachers of the AEE (DAMBROS; HESSMANN; FELLINI; RODRIGUERO, 2013; GARCIA, 2015).

In some places in the Midwest region, there are monthly continuing education meetings with AEE teachers (HESSMANN, 2013); Elsewhere in the Southeast region there is frequent continuing education offered by the Municipal Center for Educational Studies and Projects (RODRIGUERO, 2013).

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<sup>12</sup> Observei que os professores buscam realizar parcerias por meio de conversas, de trocas de informações sobre os avanços dos alunos, informalmente, e, formalmente, quando acontecem os encontros bimestrais para compartilhamento de avaliações, socialização de parcerias e demonstração do trabalho que vem sendo realizado nas Salas de Recursos. [...] A produção de materiais didáticos também é sinalizada com base nessas parcerias. Há também visitas das professoras das Salas de Recursos às salas de aula regular (SANTOS, 2012, p. 150).

The sixth and last subcategory deals with government / education / school / family support in the implementation of inclusive education policies. The authors point to intersectoral actions of partnership between the Departments of Education, school and Health Secretariat in making available professionals such as psychologists, speech therapists, physiotherapists and occupational therapists (FELLINI, 2013; SANTOS, 2015); with the Secretariat of Labor and Social Development, for the acquisition of social workers; and the Department of Transportation, to enable students to be transported to attendances in the Resource Rooms and the Specialized Educational Assistance Center - CAEE (SANTOS, 2015).

With regard to school support, it was signaled that some schools offer lunch to the AEE student to avoid dropout in the opposite shift (FELLINI, 2013; RODRIGUERO, 2013); high volume and quality of materials available to teachers (FELLINI, 2013); limit of 2 students with disabilities in ordinary classes, and may not exceed 20 students per class (HESSMANN, 2013). Also noteworthy is the presence of other professionals who support the inclusive process in everyday school (RODRIGUERO, 2013).

### **Difficulties faced: challenges**

Regarding the first subcategory, Specialized Educational Assistance - AEE and Multifunctional Resource Rooms - SRM, the authors show conflicts in the specification of AEE students, that is, students with other difficulties are sent to AEE, inflating the system (DAMBROS; RODRIGUERO HESSMANN, 2013); poor quality of AEE, inappropriate to the new policy; low frequency of students in the opposite shift to AEE (RODRIGUERO, 2013); presence of trainees exercising teaching in the absence of teacher of AEE (DAMBROS, 2013); With the implementation of SRM, specialized educational services started to happen “exclusively” in these spaces (SOTO, 2011); insufficient number of teachers for demand (RODRIGUERO, 2013).

In the second subcategory, teachers' acceptance and articulation, the authors highlight the difficulty of some teachers of the common classes to accept working with students with disabilities (DAMBROS; RODRIGUERO; HESSMANN, 2013) and the lack of dialogue between teachers of AEE and the teachers of the common classes. In this regard, Cerezuela points out:

Among the fifteen schools observed, eleven report actions that involve dialogue between educators, in moments of meetings, continuing education or

even in planning activities or socializing results. In the same proportion, the reverse occurs. One of the difficulties that the specialized teachers point out significantly is the resistance of the teachers of the common education in the accomplishment of the inclusion. This resistance is expressed in different ways, including: transferring responsibility to the AEE teacher, avoiding or not concluding the proposals discussed, not requiring the student to include performance responses according to their abilities - which denotes an exclusion, because the student is not perceived as belonging to the group - and also, the non-acceptance of the student in class (CEREZUELA, 2016, p. 196).<sup>13</sup>

The third subcategory, physical and architectural accessibility, has the lowest number of incidences, however, in the North and Northeast regions, especially the Northeast, the lack of physical accessibility and schools with architectural barriers were observed in most of the researched schools (DAMBROS; FELLINI, 2013).

In the fourth subcategory, pedagogical practices, it was signaled that semester planning has weaknesses (CEREZUELA, 2016) and that students enrolled in different years of common education performed the same activity (HESSMANN, 2013). This reveals that the pedagogical practice in the common classes does not meet the specificities of the students included (GARCIA, 2015). Other points observed were: the lack of educational resources in the area of visual impairment and difficulty in maintaining equipment; inclusive discourse, exclusionary practice (DAMBROS, 2013).

The fifth category, teacher training, was mentioned in all the works visited. It is unanimous the dissatisfaction of teachers regarding the shortage of continuing education, the discontinuity of these courses, the lack of vacancies, serving only the teachers of AEE. Among the notes made by the authors, we highlight: official documents of some municipalities contemplate the formation, but do not detail its accomplishment (DAMBROS, 2013); schools provide only two teachers to participate in the course, with a commitment to pass it on to others (FELLINI, 2013); and, teachers are oriented to seek private training (RODRIGUERO, 2013).

According to Lago (2010), the inclusion policy in the city of Vitória da Conquista-BA has advanced since the creation of the Inclusive Education Center, however, in relation to teacher training, the objective was not achieved:

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<sup>13</sup> Entre as quinze escolas observadas, onze relatam ações que envolvem o diálogo entre os educadores, em momentos de reuniões, formação continuada ou até mesmo em planejamento das atividades ou socialização dos resultados. Na mesma proporção, o inverso ocorre. Uma das dificuldades que os professores especializados pontuam de forma significativa é a resistência dos professores do ensino comum na efetivação da inclusão. Essa resistência se expressa de diferentes formas, entre elas: transferir a responsabilidade para o professor do AEE, evitando ou não concluindo as propostas discutidas, não exigindo do aluno incluso respostas de desempenho de acordo com suas capacidades – o que denota uma exclusão, pois o aluno não é percebido como pertencente ao grupo – e também, a não aceitação do aluno em sala (CEREZUELA, 2016, p. 196).

Participants pointed out that the actions of the Center could be improved and expanded, since most of the teachers interviewed did not participate in an in-service training that addressed their needs. Of the teachers who took courses aimed at AEE, only three reported that they were satisfied (LAGO, 2010, p. 139).<sup>14</sup>

Finally, on the sixth category, government/education secretariat/school/family, the authors highlighted: lack of free public transportation, making it difficult for students to attend AEE; family disengagement compromising student attendance and performance, lack of understanding of the importance of AEE by family and teachers (FELLINI; DAMBROS, 2013); absence of interpreter hindering communication between student/teacher/classmates (FELLINI, 2013); lack of meal for students; lack of air-conditioned rooms in extreme heat regions (CEREZUELA, 2016); lack of support professionals to help with daily tasks and lack of training of existing professionals (DAMBROS, 2013).

Cerezuela (2016) highlights these contradictions between the discourses on investments in inclusive education policies and the reality experienced. According to the author, this is a consequence of an educational policy that does not pay due attention to the actual inclusion, that is, the construction of truly inclusive environments, where students are not only inserted, but can develop fully.

## Final considerations

This study provided insight into the implementation of PNEEPEI at the national and regional levels. The increase in research on the subject in these eight years, from 2008 to 2016, indicates the relevance and complexity of inclusive education for education scholars.

Some aspects were evident from this mapping and may guide future research. For example, further studies on assistive technologies need to be expanded, as they are indispensable resources for inclusive processes. Also, few studies on inclusion policies in high school were found, especially in state schools. Most of the research found in this area addresses vocational education offered by the Federal Institutes. It is well known that the Federal Institutes have more resources that can enable the implementation of inclusive policies, unlike the state schools, which live a reality of “almost abandonment” by governments.

<sup>14</sup> Os participantes apontaram que as ações do Núcleo poderiam ser aperfeiçoadas e ampliadas, pois a maioria dos professores entrevistados não participou de uma formação em serviço, que contemplasse as necessidades dos mesmos. Dos professores que realizaram cursos voltados ao AEE, apenas três relataram que estavam satisfeitos (LAGO, 2010, p. 139).

The study revealed that despite the common characteristics of each Brazilian region, the researched schools present aspects that converge, both in the purposive actions as in the obstacles faced. Therefore, it was important to know some strategies that are enabling the construction of a truly inclusive education, especially at a time when many negative initiatives are spreading, generating disbelief in educational policies. The dissemination of measures that are “working”, despite existing difficulties, may influence attitudinal changes and contribute to new actions for the implementation of PNEEPEI throughout the country.

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