

Educational public policies that permeate the pedagogical practice of Early Childhood Education in the perspective of School Inclusion¹

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ABSTRACT

This study is the result of discussions held in the course *Educational Public Policies*, of the *Stricto Sensu* Postgraduate Program – MSc in Teaching, offered by the University of Vale do Taquari - Univates, Lajeado/RS. In this discipline, based on the problem-based learning (PBL) methodology and aimed to answer the following question: “How do educational public policies pervade teachers’ practices?” It analyzed, problematized, and reflected on some educational public policies designed for Children’s Education and the category of Special Education. The conclusion reached is that Children’s Education should encompass all children, with no exceptions, by ensuring them teaching quality and equity through ludic situations. The specialized education services should guarantee conditions to access school and remain there to students with disabilities or limitations. However, schools have to adjust to do this and develop teaching practices that secure that the learning rights meet each child’s needs and specificities, once the National Core Curriculum

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does not provide a division for Special Education because it is implicit that it is already included in any stage of teaching.

KEYWORDS: Educational Public Policies. Children's Education. School Inclusion.

Políticas públicas educacionais que permeiam a prática pedagógica da Educação Infantil na perspectiva da Inclusão Escolar

RESUMO

Este estudo é resultado de discussões realizadas na disciplina *Políticas Públicas Educacionais*, do Programa de Pós-Graduação *Stricto Sensu* - Mestrado em Ensino, oferecido na Universidade do Vale do Taquari - Univates, de Lajeado/RS. Nessa disciplina, foi desenvolvida a metodologia da Aprendizagem Baseada em Problemas (ABP), tendo o intuito de responder à seguinte questão: "Como as políticas públicas educacionais permeiam as práticas pedagógicas da Educação Infantil, na perspectiva da Inclusão Escolar?". Por meio de análise, reflexão e problematização de algumas políticas públicas educacionais voltadas para a Educação Infantil e o Atendimento Educacional Especializado (AEE), na perspectiva da Inclusão Escolar, constatou-se que a Educação Infantil deve atender todas as crianças, sem exclusões, assegurando-lhes qualidade e equidade de ensino, através de situações lúdicas. Da mesma forma, o AEE deve garantir aos educandos com deficiências ou limitações, condições de acesso e permanência na escola com respeito e equidade. Para tanto, a instituição escolar precisa, em todos os níveis de ensino, desenvolver práticas pedagógicas que assegurem os direitos de aprendizagem e que atendam as necessidades e especificidades de cada criança. Essa perspectiva está alinhada com a Base Nacional Comum Curricular (BNCC), que não apresenta nenhum eixo específico da Educação Especial na perspectiva da Inclusão Escolar, por entender que ela já está inserida em qualquer etapa do ensino.

PALAVRAS-CHAVE: Políticas Públicas Educacionais. Educação Infantil. Inclusão Escolar.

Políticas Públicas Educativas: de la Educación Infantil a la Inclusión Escolar

RESUMEN

Este estudio, es el resultado de las discusiones desarrolladas en el curso Políticas Públicas Educativas, del Programa de Postgrado Stricto Sensu - Maestría en Docencia, impartido en la Universidad de Vale do Taquari - Univates, en Lajeado / RS. En esta disciplina se desarrolló la metodología del aprendizaje basado en problemas - ABP, tuvo como objetivo responder a la siguiente pregunta "¿Cómo las políticas públicas educativas permean las prácticas de enseñanza?" a través del análisis, reflexión y problematización de algunas políticas públicas educativas, desarrolladas para la enseñanza de la modalidad Educación Infantil y Educación Especial. Se pudo constatar que la Educación Infantil debe atender a todos los niños, sin exclusiones, garantizando calidad y equidad en la enseñanza, a través de situaciones lúdicas. La AEE, debe garantizar a los estudiantes con discapacidades o limitaciones, condiciones de acceso y permanencia en la escuela. Sin embargo, corresponde a la institución escolar adecuar y desarrollar prácticas pedagógicas que aseguren los derechos de aprendizaje y que atiendan las necesidades y especificidades de cada niño, ya que la BNCC no presenta ningún eje específico de Educación Especial, pues entiende que ya está insertado en cualquier etapa de la enseñanza.

PALABRAS CLAVE: Políticas Públicas Educativas. Educación Infantil. Inclusión Escolar.

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*As birds, people are different in their flights,
but equal in the right to fly.*
Judite Hertal Namastê⁵

Initial words

The education of children and young people is currently the responsibility of families, schools and the government system. The latter

⁵ Sentence found at the site <http://mundosurdo.simplesite.com/>.

embodies educational practice through a shared action, assisting and guiding the child in the full development of his/her citizenship and autonomy, from his/her social reality.

Despite the great technological and social development that permeates and constitutes our society, the school is considered the main educational institution of the human being. However, for Mira, Fossatti and Jung (2019, p. 5, apud FREIRE, 1996), the subject's education should not only be focused on preparing for the labor and consumer market. In the authors' view, the school, because it is an imperative space to weave liberating education, needs to contribute to the expansion of humanization processes.

Thus, at school, the child is expected to have knowledge that guarantees his/her integral development and that are indispensable for his/her citizenship. This knowledge must involve essential learning for life, transcending purely technical aspects. According to Schneider *et al.* (2014, p. 104-105), students "[...] arrive at school by different mechanisms, derived from different socioeconomic and cultural realities. However, once inserted in the school environment, those individualities are not always taken into account." From this perspective, it is noted that the practices and methods performed in schools, because they do not meet the specificities of each child, are not always effective, ensuring a quality and equity teaching.

Despite this impasse, there are, in our country, some educational public policies that aim to overcome inequality and that promote the inclusion and promotion of citizenship. Under this bias, this publication arises, resulting from discussions conducted throughout the discipline *Educational Public Policies*, of the *Stricto Sensu* Postgraduate Program – MSc in Teaching, offered by the University of Vale do Taquari - Univates, Lajeado/RS. It is worth mentioning that the focus of this work is on the stage of Early Childhood Education.

This discipline was developed under the bias of Problem-Based Learning (PBL). According to Mamede (2001), PBL is an educational strategy

that seeks not only to actively build knowledge, but also to develop learning in a contextualized way. As foreseen in the methodology, we created a leading question, from which we perform the analysis and reflection on some educational public policies that govern the pedagogical practice of educators in Early Childhood Education, in order to verify whether they enable the School Inclusion of children in the educational context.

Thus, we intend to answer the following question, derived from the methodological process of PBL: **"How do Educational Public Policies permeate the pedagogical practices of Early Childhood Education, from the perspective of School Inclusion?"**.

Before starting the reflection foreseen for this writing, we believe that it is essential to present the concept of public policies, differentiating it from educational public policies. According to Abreu (1993, p. 8), **public policies** are "[...] political-institutional mediations of the interactions between the various actors present in the historical-social process in their multiple dimensions (economic, political, cultural, etc.)". Public policies are elaborated, organized and implemented by government projects and actions aimed at promoting the quality of life and well-being of all citizens, regardless of gender, race, color, religion or social level.

Educational public policies, according to Bianchetti (2001, p. 94), are:

[...] developed by the government as part of social policies, which are reflected in the characteristics and functions proposed for the educational system. In this case, the actions are fundamentally oriented to the formation of an educational structure that is the vehicle for the actualization of the requirements of the social model.

From this perspective, educational public policies are part of public policies. It is also worth mentioning that the actions derived from public educational policies are carried out through goals and programs, elaborated by the government, seeking, in addition to evaluating the quality of education, to ensure access to quality education for the entire population.

In the continuity of this article, we present two sections, in which we conducted a discussion, reflection and problematization about some public policies, at the level of teaching of Early Childhood Education and the modality of Special Education from the perspective of School Inclusion.

Pedagogical practice in Early Childhood Education

Early childhood education, since its institutionalization, has gone through different historical-cultural moments. However, only after the promulgation of the Federal Constitution of 1988, care in day care centers and preschools came to be considered a right of children from 0 to 5 years of age.

In view of this social and political context, public policies and educational theories emerge that enable the improvement in the quality of education aimed at children, in the first stage of Basic Education. This is the case of the Opinion of the National Council of Education - CNE/CEB 20/2009, which revises the National Curriculum Guidelines for Early Childhood Education, stating that:

[...] the Field of Early Childhood Education lives an intense process of reviewing conceptions on children's education in collective spaces, and selection and strengthening mediating pedagogical learning and children's development practices. In particular, discussions have been prioritized on how to guide work with children up to three years in day care centers and how to ensure practices with children of four and five years that provide for ways to ensure continuity in the learning and development process of children, without anticipation of contents that will be worked on elementary school (BRAZIL, 2009b, p. 2).

Thus, the context of early childhood is recognized as a fundamental basis in human formation. From this understanding is that this stage has been progressively constituted in the education system as a space of collective welcoming, which aims at quality education and that meets the needs and interests of children.

In this line, the National Curriculum Guidelines for Early Childhood Education define Early Childhood Education as:

First stage of basic education, offered in day care and pre-schools, which are characterized as non-domestic institutional spaces that constitute public or private educational establishments that educate and take care of children from 0 to 5 years of age in the daytime, in full journey or partial, regulated and supervised by competent authority of the education system and submitted to social control (BRAZIL, 2010, p. 12).

Based on this understanding, Early Childhood Education is the first space of collective education outside the family context. It has the responsibility to develop an active role in the development of children from zero to five years of age, ensuring them world experiences, knowledge construction, interaction, manifestation of desires and curiosities in a particular way. To do so, it is necessary to provide them with experiences capable of covering all areas of knowledge, without fragmenting them.

Since 1996, from Law 9394/96, Early Childhood Education legally becomes recognized as the first stage of Basic Education, and it is the responsibility of government agencies to guarantee for its quality of education. According to the Byelaw of the Child and Adolescent (ECA), in Article 54, item IV, and corroborated by the Law of Guidelines and Bases - LDB, in Article 30, item I, it is the duty of the State to ensure the care of children from zero to five years of age, in daycare centers and preschools, promoting playful situations aimed at both care as education of children attending Early Childhood Education.

As can be seen in the legal bases, the practices of child care in Early Childhood Education are not restricted only to caring for and meeting the basic and physiological needs of minors. The responsibility of the early childhood institution is to develop social practices linked to the action of educating and caring that provide children with different materials and elements, such as: ink, pencil, crayons, scissors, glue, clay,

various toys, plastic objects, wood, aluminum, fabric; gravets, leaves, stones, earth, sand, water, and others, which aim to enhance their emotional, social, motor and cognitive capacities through imagination, ludicity, exploration, experimentation and discovery.

In this perspective, Ávila (2002, p. 126) points out that *educating* and *caring* in early childhood educational actions are inseparable: "[...] care and education are, in the public sphere, the right to education for children [...]. Therefore, caring and educating are not motherhood, teaching, domestic work." Thus, these terms are correlated, and it is up to the teacher to develop, daily, a posture of reception and respect for the development of children, giving them opportunities not only physical well-being, but significant experiences that allow them to create and expand knowledge of the world.

From those ideas, we highlight the importance of pedagogical practice in this stage of education. According to Caldeira and Zaidan (2010), it consists of several elements that make up the teaching action. For these authors, pedagogical practice is:

[...] A complex social practice, happens in different spaces/school times, in the daily teachers and students involved in it and in a special way in the classroom, mediated by teacher-student-knowledge interaction. In it, simultaneously styled, particular and general elements. Particular aspects concern: to the teacher – his/her experience, his/her corporeality, his/her training, working conditions and professional choices; to other school professionals - their experiences and training and also their actions according to the professional post they occupy; to the student – his/her age, corporeality and his/her sociocultural condition; to the curriculum; to the political-pedagogical project of the school; to school space - its material conditions and organization; to the community in which the school is inserted and local conditions (CALDEIRA; ZAIDAN, 2010, p. 21).

The educational action is not limited to the practice that occurs within the classroom, between "knowledge, teacher and student". It is

consistent with all aspects and relationships that are constituted in the school context, which aim at children's teaching and learning.

Thus, pedagogical practice is consistent with the education of the educator, with the planning process, with the development and evaluation of teaching actions, which must be linked to the Curriculum or Pedagogical Political Project (PPP) of each institution. However, it is worth mentioning that it is up to the schools to adapt to the principles constituted in the National Curriculum Guidelines for Early Childhood Education, because these guidelines, by themselves, do not guarantee that pedagogical practices enable the quality of children's teaching and learning.

Recently, in 2018, through the construction of public policies, the new National Common Curriculum Base (BNCC) was created, which integrates the National Curriculum Guidelines for Early Childhood Education, elaborated with the expectation of complementing and consolidating the identity of Early Childhood Education. The BNCC, in this sense, assists in the structuring and curricular organization of early childhood institutions, aiming at equal learning rights for all children.

The document establishes competencies that aim to guarantee six learning rights for children from 0 to 5 years, which are: living, playing, participating, exploring, expressing themselves and getting to know each other. These rights aim to ensure necessary and specific conditions for children to learn, through playful situations and collective interactions, to seek knowledge, to value themselves, to manifest themselves and to express themselves through different languages. In addition, these rights allow them to be inserted into their own culture, allowing them to develop an active and social role in space, which expands and diversifies their children's culture.

As can be seen, interactions and games are fundamental structuring axes for the execution of pedagogical practices in Early Childhood Education. In order to leverage this approach, BNCC structure these axes into five fields of experience, which are: "The me, the other

and the nodes", "Body, gestures and movements", "Traces, sounds, colors and shapes", "Listening, speaking, thinking and imagination", "Spaces, times, quantities, relationships and transformations". The fields of experience, according to the Base, "[...] they constitute a curricular arrangement that embraces the situations and concrete experiences of the daily life of children and their knowledge, intertwining them with the knowledge that is part of cultural heritage" (BRAZIL, 2018, p. 40).

According to the BNCC, the nomenclature used for each segment of Early Childhood Education is as follows: DAYCARE (aimed at babies from zero to 1 year and 6 months; and very young children, from 1 year and 7 months to 3 years and 11 months); and PRE-SCHOOL (aimed at young children, from 4 years to 5 years and 11 months), considering the specificities necessary for the children of each stage. For each of these segments, the BNCC proposes a series of learning and development objectives, which are compatible with the age group of the children who compose it.

Although the BNCC does not determine how learning rights should be achieved, it is up to the school institution to define, in its curricula, how they will be worked. As already mentioned, institutions must guarantee all children, without exclusion, the same learning opportunities, ensuring them quality of education. In addition, the singularities, rhythm and time of each child should be considered and respected.

Therefore, it is expected that Early Childhood Education, in addition to welcoming all children, is an environment of experimentation and expansion of knowledge and skills, provided through playful situations that have educational intentions. Thus, it is reaffirmed that pedagogical practices in Early Childhood Education guarantee access to learning and integral development of children, through interactions, socialization, communication, research, exploration and expression of different languages, linked to their curiosities and their questions in relation to the various subjects that permeate the environment in which they are inserted.

BNCC and Special Education

The Specialized Educational Care (AEE) was established by the National Policy of Special Education in the Perspective of Inclusive Education (PNEE), in 2008, and began to ensure the matriculation of people with disabilities in the common school, establishing guidelines for the creation of public policies and pedagogical practices aimed at School Inclusion. This legal document reformulates the role of Special Education, which becomes part of the school's pedagogical proposal through the AEE.

The National Policy of Special Education from the Perspective of Inclusive Education aims to:

[...] ensure the school inclusion of disabled students, global developmental disorders and high skills/superdotation, guiding education systems to ensure: access to regular education, participation, learning and continuity at higher levels of teaching; transversality of special education modality since early childhood education to higher education; Offer of specialized educational care; teacher training for specialized educational care and other education professionals for inclusion; participation of family and community; Architectural accessibility, transport, in the communications and information; and intersectoral articulation in the implementation of public policies (BRAZIL, 2008, p. 14).

The pedagogical proposals presented in the PNEE are preferably developed in the regular school system, to ensure that students with disabilities or limitations, whether temporary or permanent, have access to conditions and staying at school. His/her education should be developed based on the curricular guidelines of the year in which he/she is matriculated, with methodologies that favor equality and equity among peers in the classroom.

Resolution CNE/CEB n. 2/2001, in Article 2, determines that:

Teaching systems must matriculate all students, being schools responsible for organizing themselves to meet students with

special educational needs, ensuring the necessary conditions for quality education for all (BRAZIL, 2001).

Special Education in the Perspective of School Inclusion, for being a teaching modality, goes through all stages of schooling of people with disabilities, from Early Childhood Education to Higher Education. In all of them, the student has the guarantee of support of specialized professionals to complement and supplement his/her educational needs, in shift and/or school shift, and it is not up to the AEE to replace the schooling. From the perspective of inclusive education,

[...] special education becomes the pedagogical proposal of the school, defining as its target audience with disabilities, global developmental disorders and high skills/superdotation. In these cases and others, which imply specific functional disorders, special education acts articulated with common education, guiding to meet the special educational needs of these students (BRASIL, 2008).

Law 13,146 of July 2015, called the Brazilian Inclusion Law, strengthened the Inclusive Education Policy in Brazil, since, based on its regulations, all schools, whether public or private, must comply with the determinations to guarantee quality education and the right to accessibility, access, permanence, participation and learning in the context of the inclusive educational system.

In line, Mantoan (2003, p. 7) understands that:

Human environments of coexistence and learning are plural by nature itself and thus, school education cannot be thought nor realized but from the idea of an integral student training - according to his/her capabilities and talents - and participatory, solidarity, cozy education.

The planning of the AEE is developed with flexibility to meet the specificities of the student, taking into account the skills that need to be acquired and the specific resources for each area of disability. It should also be considered to act collaboratively with regular school teachers, to

provide the student's training based on the school curriculum, but with accessible methodological procedures.

In specialized educational care, systematic contents are not addressed. On the other hand, it is envisaged the valorization of potentialities, skills and previous knowledge, with flexible curricular proposals, which promote the development of reading, writing, interpretation, quantification and personal and social development. Such competencies should be adapted and developed according to the specificities and area of disability of the student, thus bringing meaning and autonomy to their life.

BNCC also supports this approach, guaranteeing the right of learning and full development to all students, whether they are students with or without disabilities. This document also states that the school is responsible for developing significant and inclusive methodological proposals that address the student's education. As already mentioned, the BNCC does not bring specific axes of Inclusive Special Education, because it understands that it is inserted in any stage of teaching.

Resolution CNE/CEB n. 2/2001, in Article 15, points out that:

The organization and operationalization of school curricula are the competence and responsibility of educational establishments, and should be included in their pedagogical projects the necessary provisions for meeting the special educational needs of students, in addition to the national curriculum guidelines of all stages and modalities of basic education, the standards of their respective education systems (BRAZIL, 2001).

School Inclusion goes beyond the student's insertion in the classroom. It is necessary, therefore, that family and school act in a participatory and collaborative way, in order to promote humanistic educational practices, enabling the student included in the regular school network, equal opportunities with equity so that they can achieve essential learning, supported by inclusive practices that respect their rights guaranteed legally. Taken from this angle, Lopes (2013, p. 70) considers

that, only "[...] thus, the word inclusion begins to include interpersonal relationships, besides being together (understood as a minimum necessary condition, but not sufficient for inclusion actions)". To include is not to register and insert children with disabilities into the classroom, but to promote accessibility for the full development of their learning.

Final Thoughts

The present research aimed to analyze and reflect on public documents that guide the pedagogical practices of Early Childhood Education, from the Perspective of Inclusive Education, problematizing the actions elaborated and proposed by educational public policies. According to the considerations made, it was found that Early Childhood Education has been gaining new perspectives of recognition and social and personal importance in the process of integral development of children. In the same way, the insurgency of educational public policies directed specifically to this area was perceived.

Thus, the educational public policies that guide the pedagogical practices of early childhood schools have the purpose of ensuring a quality education, enabling the full development of the student. In this perspective, it is up to Early Childhood Education to adopt what governs public educational policies, promoting inclusive pedagogical proposals in Early Childhood Education, which guarantee all children access to education.

The National Curriculum Guidelines of Basic Education, based on the BNCC, aim to consolidate the principles of Brazilian education. This proposal presents objectives aimed at guide educational pedagogical practices for the promotion of integral human formation and the construction of a fair, democratic and inclusive society, in all its stages and modalities, specifying learning through essential skills and abilities.

However, analyzing the theoretical contributions used in this study, we found that both public educational policies for Early Childhood

Education and School Inclusion policies do not present specific resolutions on proposals for applicability of pedagogical practices that include children with disabilities in early childhood institutions.

Likewise, the BNCC establishes, between the lines, the guarantee and the right to access of all children to Early Childhood Education. However, in its learning objectives aimed at the integral development of children, contemplated in the five fields of experience, there is no action or proposal that guides early childhood educators to carry out their teaching practice, contemplating the specific needs of children with disabilities included in Early Childhood Education, as well as in other stages of education.

Although public policies present a teaching system that aims to provide quality education, meeting the needs and specificities of its target audience of inclusive education, it is essential that there are changes in teaching practices. For this, it is essential that continuous and frequent pedagogical training occurs, among educators of Early Childhood Education and AEE, who work in early childhood institutions. This is the answer to the question proposed at the beginning of this work, namely: **"How do Educational Public Policies permeate the pedagogical practices of Early Childhood Education, from the perspective of School Inclusion?"**.

Thus, we believe that in-service training for early childhood and AEE teachers can lead them to analyze and reflect on existing public educational policies, providing the search for and implementation of improvements in pedagogical practices offered in Early Childhood Education. In this perspective, we assume that the pedagogical action will meet and respect the learning rhythm of children with disabilities, in addition to considering their adequate needs not contemplated in the current BNCC, thus enabling all children, whether with or without disabilities, to have access to the curriculum with quality and equity.

In this bias, the curriculum ceases to be the "driver" of teaching and learning, starting to be constructed from the needs that emerge

from the children of each school, thus tracing the pedagogical strategies most appropriate for their reality.

Changing traditional pedagogical practices for the implementation of a school that guarantees an inclusive educational system of success is a necessity for Brazilian education to have significant effects. An Inclusive Education, which act from the perspective of "learning to live with differences", cannot be limited only by living together. It goes beyond personal relationships, whose main objective is to serve children from their singularities.

The path to the construction of quality and equitable school inclusion needs to involve the participation of all, as Mantoan (2003, p. 9) states:

We are all on the same boat and we have to take over and choose the route that more directly can lead us to what we intend. This choice is not solitary and will only be worth adding our forces to other colleagues, parents, educators in general, who are aware that collective solutions are the most successful and efficient.

In the current context of pedagogical practices, we observed many educators with difficulties in acting based on competencies and skills, prevailing the methodology by contents. Breaking with this paradigm from an "irregular school" to an ideal school is no easy task. This implies taking on a complex task and leaving the comfort zone, to walk a path in the actualization of an inclusive and equitable school.

We conceive that it is essential to raise questions about the **Educational Public Policies that permeate the pedagogical practice of Early Childhood Education from the perspective of School Inclusion**, to analyze the quality and legitimacy of the School Inclusion process. In this proposal, it may be possible to serve all children, with inclusive pedagogical practices that take into account the different modes and rhythms of learning, especially in Early Childhood Education, a stage in which the first steps for the construction of knowledge and human development are taken.

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