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ARTICLE

Enrollment of special education in youth and adult education in low-Municipal Human Development Index municipalities of Minas Gerais (2007–2018)

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ABSTRACT

This article analyzes data from a survey on the tendency of enrollments in special education in youth and adult education in elementary, secondary, and high schools. The study included the systematization and problematization of data from 37 municipalities in Minas Gerais separated by their Municipal Human Development Indexes from 2007 to 2018. The information listed was based on the microdata of the Basic Education School Census, which were analyzed with the aid of the software IBM Statistical Package for the Social Sciences. The results indicate a higher incidence of students' enrollments in the early years of elementary school and their narrowing down to high school. They also point out that students with intellectual disabilities have the highest number of enrollments in youth and adult education in these years. Specifically about the municipalities with low Municipal Human Development Index, the data show the non-universalization of youth and adult education and the displacement of students to special philanthropic institutions in other municipalities.

KEYWORDS

educational indicators; youth and adult education; intellectual disability.

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MATRÍCULAS DA EDUCAÇÃO ESPECIAL NA EDUCAÇÃO DE JOVENS E ADULTOS EM MUNICÍPIOS MINEIROS COM BAIXO ÍNDICE DE DESENVOLVIMENTO HUMANO MUNICIPAL (2007–2018)

RESUMO

Este artigo analisa dados de uma pesquisa sobre a tendência das matrículas da educação especial na educação de jovens e adultos no ensino fundamental I e II e ensino médio. O estudo compreendeu a sistematização e problematização de dados de 37 municípios mineiros separados por seus Índices de Desenvolvimento Humano Municipal durante o período de 2007 a 2018. As informações elencadas tiveram como fonte os microdados do Censo Escolar da Educação Básica, que foram trabalhados com o auxílio do software IBM Statistical Package for the Social Sciences. Os resultados indicam uma maior incidência das matrículas dos alunos nos anos iniciais do ensino fundamental e o seu afunilamento até o ensino médio. Apontam ainda que os alunos com deficiência intelectual apresentam o maior número de matrículas na educação de jovens e adultos nesses anos. Especificamente sobre os municípios com Índice de Desenvolvimento Humano Municipal baixo, os dados mostram a não universalização da educação de jovens e adultos e o deslocamento dos alunos para instituições especiais filantrópicas em outros munícipios.

PALAVRAS-CHAVE

indicadores educacionais; educação de jovens e adultos; deficiência intelectual.

MATRÍCULAS DE EDUCACIÓN ESPECIAL EN LA EDUCACIÓN DE JÓVENES Y ADULTOS EN MUNICIPIOS MINEROS CON BAJO ÍNDICE DE DESARROLLO HUMANO MUNICIPAL (2007–2018)

RESUMEN

Este artículo analiza los datos de una encuesta sobre la tendencia de matrículas de la educación especial en la educación de jóvenes y adultos en la escuela primaria I y II y en la escuela secundaria. El estudio incluyó la sistematización y problematización de datos de 37 municipios de Minas Gerais separados por sus Índices de Desarrollo Humano Municipal durante el período 2007-2018. Las informaciones enumeradas se basaron en los microdatos del Censo Escolar de Educación Básica, los cuales se trabajaron con la ayuda del *software* IBM Statistical Package for the Social Sciences. Los resultados indican una mayor incidencia de matrículas de alumnos de los primeros años de la escuela primaria y su transición a la escuela secundaria. También señalan que los alumnos con deficiencia intelectual tienen el mayor número de matrículas en la educación de jóvenes y adultos en estos años. Específicamente sobre los municipios con bajo Índice de Desarrollo Humano Municipal, los datos muestran la no universalización de la educación de jóvenes y adultos y el desplazamiento de alumnos hacia instituciones especiales filantrópicas en otros municipios.

PALABRAS CLAVE

indicadores educativos; educación de jóvenes y adultos; deficiencia intelectual.

Minas Gerais is one of the four states making up Southeastern Brazil, along with São Paulo, Rio de Janeiro, and Espírito Santo. Its territory spans 586,528 km^2 and houses 853 municipalities in 12 mesoregions and 66 microregions. According to Fundação João Pinheiro (2013, p. 143, our translation), a mesoregion can be characterized as a "[…] homogeneous territorial unit at a level above the microregion but below the state or territory, resulting from the grouping of microregions.". These mesoregions consist of Noroeste de Minas, Norte de Minas, Jequitinhonha, Vale do Mucuri, Triângulo Mineiro and Alto Paranaíba, Central Mineira, Metropolitana de Belo Horizonte, Vale do Rio Doce, Oeste de Minas, Sul e Sudoeste de Minas, Campos das Vertentes, and Zona da Mata. This quantitative and qualitative research aimed to show the number of enrolled students in special education in the state of Minas Gerais from 2007 to 2018 (Brasil, 2007; 2008b; 2009, 2010; 2011; 2012; 2013a; 2014; 2015; 2016; 2017; 2018a) by using the Basic Education School Census (MEC/INEP) and the IBM Statistical Package for the Social Sciences (SPSS), agglutinating:

1. the descriptors "disabilities", "pervasive developmental disorders" and "high abilities/giftedness" in the current School Census: blindness, low vision, deafness, hearing impairment, deafblindness, physical disability, intellectual disability (ID), multiple disability, autism, Asperger syndrome, Rett syndrome, childhood disintegrative disorder, and high abilities/giftedness;
2. gender; and
3. the 37 municipalities in the 12 Minas Gerais mesoregions.

Municipalities were chosen based on their Municipal Human Development Index (MHDI) — divided into "high," "medium," and "low" according to the information available on the online "Atlas of Human Development in Brazil" (PNUD/FJP/IPEA, 2020).

The 2007 to 2018 period was chosen to develop this study as it predates the Brazilian Ministry of Education implementing the Special Education National Policy under the perspective of inclusive education (Brasil, 2008a). The last year analyzed, 2018, coincides with the most current data made available by the Basic Education School Census during this research.

Given this brief contextualization, the next item will focus on elements related to the history of special education in the state of Minas Gerais and its current configuration. Special Education indicators will then be addressed, retrieving research under this perspective and its articulations with our study. For this, the theoretical framework that guided the methodological design will be discussed, as well as the procedures adopted to implement it. Finally, the results will be analyzed.

HISTORICAL ELEMENTS OF SPECIAL EDUCATION IN THE STATE OF MINAS GERAIS

The design of the first schooling initiatives made available to students with sensory, physical, linguistic, and intellectual differences in Brazil indicates a strong

influence of the experiences implemented in Europe (Mazzota, 2005) either by its creation of spaces such as specialized institutes or by its proposal of special classes or schools that are more consistent with the process of constituting public education systems that begin to emerge in several countries in the late 19th and early 20th centuries.

We found movements that mark the leading role of Minas Gerais (and elements of its current conjuncture) in serving special education students since the beginning of the 20th century. It is noteworthy that, despite the particularities in the way this process materializes in the state, connections with the reality of other Brazilian regions can be made in view of the growing search for a greater structuring of specialized services and, subsequently, the emergence of a discussion on school inclusion. This analysis of enrollments in municipalities with low MHDI will enable us to interrogate dimensions of this history in Minas Gerais and the scope of the actions adopted within public policies throughout this process.

Records of the institutionalization of special education in Minas Gerais date back to the second half of the 1920s. The São Rafael Institute (ISR, in Portuguese) was created in 1926 in the municipality of Belo Horizonte to educate the visually impaired. It became a reference in the state and in the country, functioning, for many years, as a regular and a boarding school (*ibidem*).

Cirino (1992) highlights the movements in Belo Horizonte in the 1920s regarding children who roamed the city and were considered abnormal, abandoned, and delinquent. Referring to the 1927 *Regulation of Assistance and Protection of Abandoned Minors and Delinquents*, the author mentions a movement to create shelters, institutes, and schools for this audience, including for the so-called *abnormals*. Blind, deaf, and dumb minors (the term used at the time) who lacked conditions for their subsistence would be referred to the ISR. Insane and epileptic persons, in turn, were taken to the Raul Soares Institute, which aimed to mentally treat adults and children at the time.

Jannuzzi (2012) highlights that the engagement of pedagogues who are guided by Psychology from the beginning of the 20th century onward follows the linking of the education of students with disabilities to the medical field. The author (Jannuzzi, 2012) calls this movement Psychopedagogical Strand and notes that European initiatives greatly inspired the diffusion of Experimental Psychology laboratories in Brazil. She also points out that the introduction of intelligence tests and psychological assessments in the education of students with disabilities occurs in different regions of Brazil in the first decades of the 20th century. Petersen (2021) corroborates this perspective and shows the extent of the willingness of the state of Minas Gerais to implement psychometric formulations. In this context, Russian psychologist Helena Antipoff (1892–1974) begins her career in Minas Gerais.

Antipoff arrived in Belo Horizonte in 1929 at a government invitation to teach Educational Psychology and Experimental Psychology classes at the School for the Improvement of Teachers in Belo Horizonte and lead a Psychology laboratory (Campos, 2010). Before arriving in Brazil, Antipoff had done an internship at the Alfred Binet and Theodore Simon Laboratory (created in 1904) and worked with the Swiss psychologist Édouard Claparède (1873–1940) at the Jean-Jacques

Rousseau Institute in Geneva. Cirino (1992) highlights the importance of Antipoff's arrival for the care of children with disabilities in the state and how much her and her group's ideas influenced care concepts and practices in the state and the country.

According to Borges (2015) and Borges and Campos (2018), Antipoff's actions in Minas Gerais involved training educators and psychologists, creating educational institutions, and designing a project to homogenize school classes, provided for the Primary Education Regulation since 1927. She also carried out tests in schools, proposing the division of classes into A for children deemed strong learners; B, for the average ones; C, for the poor ones; and D, for abnormal ones (Borges, 2015). In 1932, she and her group created the Minas Gerais Pestalozzi Society, an entity that will influence the direction of the Brazilian policy of special education throughout the 20th century.

Assis, Oliveira, and Lourenço (2020) studied the concept of abnormal children in the 1930s based on their analysis of articles on *Revista do Ensino de Minas Gerais*, and highlight the polysemy of the term, indicating its association with phenomena related to poverty, indiscipline, and orphanhood. Borges (2015) indicated the presence of children designated as weak, retarded, and unstable in special classes and that, by 1933, Belo Horizonte had 34 special classes in 15 school groups. Out of the 9,272 served children, 883 attended such classes, i.e., 9.5% of this population. In 1937, 137 children were enrolled in the Pestalozzi Institute, which still aimed at educating students and encouraging pedagogical science.

Borges and Campos (2018) show that the schooling of students with disabilities in Minas Gerais can be divided into three phases: 1930 to 1950, emphasizing special classes; from 1950 to 1990, which prioritized special schools; and from the 1990s to today, marked by the emergence of guidelines from the movement for inclusive education. The authors point out the main marks of each period, indicating the changes that take place and the continuing challenges of schooling this public.

Other state schools of special education were created during the 20th century in Belo Horizonte in addition to the ISR, such as the Yolanda Martins Silva State School and the Doctor Amaro Neves Barreto and Francisco Sales State School, among others, which began to meet the schooling demands of this public.

As Jannuzzi (2012) and Kassar (2013) stress, providing school education for people with disabilities in Brazil shows the absence of propositions from the Brazilian state throughout much of the 20th century, eventually constituting societies, associations, and other (often philanthropic) private entities that begin to offer educational services to people with disabilities, receiving financial resources from the government.

In this context, the creation of the Pestalozzi Society of Minas Gerais (1932), the Pestalozzi Institute (1935), and the Pestalozzi Society of Brazil (1945), under Helena Antipoff's leadership, marks movements in the history of special education in Minas Gerais and Brazil (Borges and Campos, 2018). In 1954, the Association of Parents and Friends of the Exceptional (APAE, in Portuguese) was created in Rio de Janeiro. It mobilized family members of people with disabilities, affecting the provision of specialized spaces for people with disabilities in that state.

These movements show the gaps of the Brazilian State in providing educational care for this public, leading families and societal sectors to seek for care alternatives. The first APAE in Minas Gerais emerged in São Lourenço in 1956. The state currently has such units in more than 400 of its municipalities and the country, more than 2,200.[1] APAE is an entity especially focused on the care of people with ID.

According to Borges and Campos (2018), the period between 1950 and 1990 emphasizes creating special schools in Minas Gerais, since special classes (implemented in inadequate physical spaces) began to concentrate an excessive number of students and due to professionals' increasing demotivation. However, creating special schools is unable to eliminate special classes in this context, which remain an educational possibility, welcoming students with learning difficulties and behavioral issues in a more urgent way.

During the Brazilian redemocratization (beginning at the end of the 1970s), the 1988 Federal Constitution configures a central milestone in people with disabilities' conquest of social rights. The following years would expand enrollment offers in special education for these subjects (especially in regular schools) and a set of documents began to refer more incisively to the implementation of inclusive policies in Brazil (affecting Minas Gerais educational policies from 1990s onward), such as the Law of Guidelines and Bases No. 9394/1996 (Brasil, 1996; 2013b) and the National Guidelines for Special Basic Education, by the National Council of Education/Chamber of Basic Education (CNE/CEB) Resolution No. 2, of February 11, 2001 (Brasil, 2001a; 2001b).

Santos (2004) claims that Minas Gerais began to experience a growing movement to include students in special education in the regular school system from 1999 to 2002, increasing the institutionalization of professional training actions in the state by the Leaders Training Program and Teacher Training Program (PROCAD and PROCAP) — Sagarana School (and later by the Veredas Project) — and the implementation of the Pedagogical Action System. Analyzing these initiatives, Santos (2004) points out that only the Veredas Project addressed training teachers articulated to the care of people with disabilities, although all projects indicated this objective.

From 2001 to 2005, the Minas Gerais Department of Education (SEEMG, in Portuguese) implemented the Program to Support Education for Diversity (PAED, in Portuguese) with the following subprograms: Innovations, Curriculum without Barriers, Training, and Support Network. The notebooks to disseminate the program stress the education of students with special needs, characterizing them as those with visual, physical, mental, auditory or multiple disabilities, typical behaviors, and learning difficulties (Minas Gerais, 2002). From 2002 onward, several schools received an invitation to compose the Inclusive Education Pilot Project, linked to PAED. In 2005, 183 schools had joined the project.

In 2005, the Department of Education (SEE, in Portuguese) began to implement its "Projeto Incluir: Diretrizes da Educação Inclusiva em Minas Gerais [Project Include: Guidelines for Inclusive Education in Minas Gerais]", which

1 Data obtained from Federação Nacional das Apaes: http://apaebrasil.org.br/pagina/a-apae. Accessed on: Jan. 14, 2021.

aimed to meet demands to include students with disabilities and/or global developmental disorders in the regular school network. The project articulated central administration with regional and school units to promote technological accessibility for students; specialize educators in inclusive education; form intersectoral support networks in each municipality of Minas Gerais; and implement specialized educational services. "Projeto Incluir" first worked as a pilot, serving 266 schools in northern Minas Gerais, a number that expanded in the following years. The project lasted until 2010, allocating resources to purchase materials, promote accessibility and teacher training, among other actions (Santos, 2013; 2015).

In 2014, SEEMG publishes the *Guia de Orientação da Educação Especial* , which divides specialized educational care into three functions: communication, languages, and assistive technologies support teachers; libras interpreters; and guide-interpreters (Minas Gerais, 2014). It also provides for the implementation of a multifunctional resource room during extra hours to serve children with disabilities and introduces support teachers to "[…] offer pedagogical support to the schooling process of students with severe neuromotor dysfunction, multiple disabilities, or global developmental disorders." (*ibidem*, p. 20, our translation).

At the beginning of 2020, SEEMG promulgates its Guidelines to standardize and organize Special Education in the Minas Gerais state education network by resolution SEE no. 4,256/2020. These Inclusive Special Education State Guidelines must be observed to educate public students in Special Education who are enrolled in the Minas Gerais State education network (Minas Gerais, 2020). This document considers Special Education as a "[…] modality of school education that is transversal to all levels, years of schooling, and education modalities preferably offered in regular school networks for students with Disabilities, Autism Spectrum Disorder, and High Abilities/Giftedness." (*ibidem*, p. 1, our translation). This cross-sectional dimension is in line with PNEEPEI (2008), replacing the category pervasive developmental disorders by autism spectrum disorder, which certainly results from changes in the *Diagnostic and Statistical Manual of Mental Disorders* (DSM-V).

The Resolution highlights its aim to guarantee students in Special Education the "[…] right of access to school institutions, curriculum, permanence, school path, and to good schooling by the provision of specialized educational services." (*ibidem*, p. 2, our translation). Its third chapter states that the "enrollment of the public student in Special Education is compulsory, being forbidden the possibility of denial of vacancy, according to the current legislation." (*ibidem*, p. 2, our translation).

This affirmative document underlines the responsibility of regent teachers for the teaching and learning process, attributing to teachers of Specialized Educational Services their collaboration with this process. Thus, these teachers must:

- eliminate the barriers that may make it impossible for students in Special Education to participate as their colleagues;
- work collaboratively with regent teachers in planning student accessibility resources that are consistent with educational goals;
- share Special Education knowledge, assistive technologies, and alternative communication with schools;
- register processes, among others (*ibidem*).

SEE Resolution no. 4,496/2021 establishes the implementation of Reference Centers in Inclusive Special Education in the state education network. It foresees these units offering training and support to educational professionals, guiding schools, supporting families and students during their schooling, producing educational materials, among others (Minas Gerais, 2021).

Referring to the data on the process of structuring education offers for students in Special Education in the state of Minas Gerais (a process that promulgated resolutions SEE no. 4,256/2020 and no. 4,4962/2021), our study focuses more directly on the first two decades of the 2000s — a period whose guidelines fit the inclusive education perspective, as per Borges and Campos (2018). Thus, we sought educational indicators to investigate the effectiveness of school inclusion in the state, its most challenging points, and its contradictions.

To situate this point more clearly, the next item will discuss how our methodology has systematized greater knowledge about the schooling of students in Special Education in Brazil and its contributions to greater precision regarding the aspects that need further development to achieve the right to school education for this public.

SPECIAL EDUCATION EDUCATIONAL INDICATORS

Educational indicators integrate an information system with ordered records and periodic updates to monitor, evaluate, formulate, and reformulate public policies and make decisions regarding the services, projects, or programs the educational system offers to society (Jannuzzi, 2002; 2005).

We can obtain educational indicators from the annual Basic Education School Census by the National Institute of Educational Studies and Research Anísio Teixeira (INEP, in Portuguese), which offers information on enrollments, teachers, classes, and schools in the country. The federative public power must "[…] annually conduct censuses with children and adolescents in school age, as well as young people and adults who have not completed basic education […]" (Brasil, 2013b). According to Rezende and Jannuzzi (2008, p. 123, our translation), educational policies are based on "[…] several indicators built to track and monitor the situation of education, as well as to evaluate the results of government interventions.".

Out of its international actions, we highlight its participation in projects to evaluate basic and higher education and develop educational indicators comparable with other countries. Examples include its participation in the Organization for Economic Co-operation and Development (OECD) in implementing the Program for International Student Assessment (PISA) and several educational statistics programs.[2]

The OECD and other multilateral organizations, such as the World Bank, the United Nations Educational, Scientific and Cultural Organization (UNESCO),

2 Email address information: http://portal.inep.gov.br/web/guest/estatisticas-educacionais. Accessed on: Apr. 13, 2020.

and the United Nations Development Program (UNDP) guide the educational policies of countries considered peripheral in the molds of capitalist production (Shiroma, Campos and Garcia, 2005).

Based on educational indicators, studies indicate no universalization of basic education for all (Ferraro and Machado, 2002; Ferraro and Ross, 2017) and that educational inequality is greatest for students in special education, youth and adult education (EJA, in Portuguese), and their interfaces (Meletti and Bueno, 2011; Gonçalves, 2012; Meletti and Ribeiro, 2014; Gonçalves, Meletti, and Santos, 2015).

Note a growth in academic production *stricto sensu* focusing on educational indicators in special education due to funding by the Education Observatory,[3] and its interinstitutional project entitled "Schooling of students with disabilities and school performance: an analysis of educational indicators in Brazilian municipalities,"[4] conducted from 2011 to 2014. Based on its final report (drafted in March 2015), we found 18 dissertations and three doctoral theses, 24 published scientific articles, and other ongoing studies (Meletti and Gonçalves, 2020).

Based on this project, we found 24 articles published in scientific journals focusing on the following special education themes: educational policies (n = 11); rural education (n = 6); early childhood education; youth and adult education (n = 1); social programs (n = 1); large-scale evaluations (n = 2); teacher education (n = 2); and municipal education (n = 1) (*ibidem*).

Meletti and Bueno (2011) analyzed the general context of special education enrollment in Brazil (1997 to 2006) based on INEP statistical synopses of basic education and educational policies, showing an increase in enrollments of students with disabilities in the regular system. They also observed an increase in enrollment to special institutions, a decrease in special classes, and a low number of enrollments in early childhood education and high school.

Meletti and Ribeiro (2014) also showed the age-grade relationship of students in special education in Brazil based on 2012 School Census microdata. Their results indicated that 13.19% of subjects studied at their appropriate grade, 22.67% lagged one year behind, and 64.14% showed a large gap (two years or more) in relation to the grade/year they should attend, leading to a possible referral to EJA.

3 CAPES program in partnership with INEP.

4 Coordinated by Professor Dr. Silvia Márcia Ferreira Meletti at a nucleus based at Universidade Estadual de Londrina in its Master's program in Education and four participating nuclei: Universidade Federal de Mato Grosso do Sul (UFMS) — Graduate Program in Education, coordinated by Professor Mônica Carvalho de Magalhães Kassar; Universidade Federal de Santa Catarina (UFSC) — Graduate Program in Education coordinated by Professor Maria Helena Michels and Professor Rosalba Cardoso Garcia; Universidade Federal de São Carlos (UFSCar) — Graduate Program in Special Education, coordinated by Professor Katia Regina Moreno Caiado, and finally, Universidade Estadual de Campinas (UNICAMP) — Professional Master's Degree in Health, Interdisciplinarity, and Rehabilitation, coordinated by Professor Adriana Lia Friszman de Laplane. Note the participation of Professor José Geraldo Silveira Bueno from Pontifícia Universidade Católica de São Paulo (PUC-SP) in the project from 2011 to 2014.

Referring to the microdata on the School Census from 2007 to 2010, Gonçalves, Bueno, and Meletti (2013) found an increase in the number of special education students in EJA and a predominance of enrollments of people with ID. Quantitative data indicated the concentration of these enrollments in the initial years of EJA, with funding from municipalities. Another relevant datum refers to the creation of special EJA (special classes and institutions), conserving segregated spaces, counting on private financing, and showing the predominance of philanthropy (Gonçalves, Bueno, and Meletti, 2013).

Caiado *et al*. (2014) analyzed social inequality in students with disabilities by relating enrollment data of students with disabilities from 20 municipalities in the five Brazilian regions (2007 to 2012) that implemented the Continuous Provision Benefit (CPB)[5] at schools Program according to the Municipal Human Development Index (MHDI) and MHDI Education. Their results showed an increase in the enrollment of students with disabilities in all surveyed municipalities, indicating the impact of implementing the CPB Program in these students' schooling process.

Referring to the contribution of studies on educational indicators to special education, as mentioned, the next item will focus on the methodological path we developed to analyze the enrollment of special education in EJA in municipalities with low, medium, and high MHDI in the state of Minas Gerais from 2007 to 2018, enabling us to then problematize the number of enrollments of students in special education in regular EJA.

METHODOLOGICAL DESIGN

This historical-dialectical materialist research aimed to understand the human in the social production of existence and in the historical evolution, practice, and development of humanity (Trivinõs, 2017).

Colares and Lombardi (2021, p. 56, our translation) explain that

> […] historical materialism can only understand a social phenomenon by its transformation process. Man (not in isolation, but collectively as humanity) can only be understood as a social and historical being who, although determined by economic, political, and cultural contexts, is both created by social reality and is the transformer of these contexts.

Thus, we sought to analyze its particular structuring and development contexts from a sample of enrollments in EJA special education in municipalities in Minas Gerais according to MDHI. Thus, our results may favor the reformulation of educational policies for young people and adults, including special education, in the movement of reality.

Microdata (stored as .CSV files) making up the School Census of each year were collected on the INEP website and used to develop this research. Data were opened in SPSS according to the steps in the microdata "Read me" file. They were

5 According to this benefit, regulated by law, people with disabilities are entitled to a minimum wage when they prove they lack the means to provide for their own subsistence. In 2007, 79% of school-age beneficiaries failed to attend school, leading to this interministerial work program.

filtered according to the municipal code of each of the 37 cities by the select case option. Crosstables were then created with the data, disabilities, pervasive developmental disorder, high ability/giftedness, and gender of the students enrolled in each year.

After rotating the data, they were tabulated in an Excel spreadsheet by year, maintaining a separation between students with disabilities, pervasive developmental disorder, and high ability/giftedness in different tables. This configuration gave us a broader view of the data on special education enrollments from 2007 to 2018 and its distribution in municipalities with low, medium, and high MHDI in Minas Gerais. The mesoregions in Minas Gerais are highlighted in the Chart 1 and their municipalities, classified according to their MHDI.

Chart 1 – Minas Gerais mesoregions and their respective Municipal Human Development Index.

Mesoregion	Number of municipalities	High MHDI	Average MHDI	Low MHDI
Noroeste de Minas	19	Paracatu (0.744)	João Pinheiro (0.697)	Formoso (0.640)
Norte de Minas	89	Montes Claros (0.770)	Salinas (0.679)	São João das Missões (0.529)
Jequitinhonha	51	Diamantina (0.716)	Turmalina (0.682)	Monte Formoso (0.541)
Vale do Mucuri	23	Teófilo Otoni (0.701)	Serra dos Aimóres (0.651)	Catuji (0.540)
Triângulo Mineiro	66	Uberlândia (0.789)	Comendador Gomes (0.697)	Delta (0.639)
Central Mineira	30	Três Marias (0.752)	Corinto (0.680)	Presidente Juscelino (0.614)
Metropolitana de Belo Horizonte	105	Nova Lima (0.813); Belo Horizonte (0.810)	Serro (0.656)	Serra Azul de Minas (0.557)
Vale do Rio Doce	102	Ipatinga (0.771)	Guanhães (0.686)	Frei Lagonegro (0.543)
Oeste de Minas	44	Divinópolis (0.764)	Piracema (0.646)	São Sebastião do Oeste (0.626)
Sul e Sudoeste de Minas	146	Itajubá (0.787)	Camanducaia (0.689)	Passa-Vinte (0.648)
Campos das Vertentes	36	Lavras (0.782)	Madre de Deus de Minas (0.699)	Senhora dos Remédios (0.626)
Zona da Mata	142	Juiz de Fora (0.778)	Manhumirim (0.697)	Araponga (0.536)

MHDI: Municipal Human Development Index.
Source: Elaboration by the authors based on data collected in the Atlas of Human Development in Brazil website (PNUD/FJP/IPEA, 2020).

In total, four municipalities were listed under the Belo Horizonte metropolitan mesoregion since its capital, Belo Horizonte, had an MHDI lower than Nova Lima.

Our choice of regular EJA proved pertinent since it evinces inequality processes in the access to the right to school education that may be under resignification in the context of school inclusion, as previously indicated.

Regarding students in special education — who are referred in INEP data as students with special educational needs[6] — we decided to focus on students with ID, considering two arguments. The first stems from the fact that the number of enrollments in this public was considerably higher in the data collected than the index related to the other categories mentioned in the School Census data. A second aspect concerns the fact that many difficulties students face in their schooling process are related to manifestations of ID, often without a more careful study to support these designations. The interrelation of these two factors contributed to our decision to focus on the enrollment of students with ID in regular EJA.

Finally, we decided to analyze the data on low-MHDI municipalities to better evaluate how schools offer access to schooling to students in special education contexts that deal, in general, with greater limitations to implement this offer, as we will discuss in the next item.

Previously systematized data were separated by MHDI, considering the absolute number of enrollments, the number of enrollments of students in special education, their percentage in relation to the total number, the number of enrollments of students with ID, and their percentage in relation to the total number of students with special education needs.

To carry out a more in-depth study, data were filtered again, contemplating modality 2, i.e., special education, evaluating which EJA stages showed a higher number of enrollments. That sample was composed of the 37 cities and the following EJA stages: elementary and high school initial and final years.

When the data for low-MHDI municipalities neared zero, a new analysis was carried out considering the nearest cities with an APAE, considering that many municipalities fail to offer spaces for this public in their schools but can provide means for students to attend services in nearby municipalities. City codes were then located on the Brazilian Institute of Geography and Statistics (IBGE, in Portuguese) website — IBGE Cidades — and crossed with the municipality in which students resided based on the municipality code of the school to which they enrolled. Thus, we could identify which students moved to institutions in other municipalities. As a result of the process, the Federation of APAEs in the State of Minas Gerais (FEAPAES-MG) was contacted to evaluate the investigated cities had such units.

6 It encompasses students with disabilities, autism spectrum disorder, or high abilities/giftedness according to the INEP instruction book (Brasil, 2018b).

Another strategy used to explain our data involved sending emails to low-MHDI municipalities to evaluate whether special education students would have access to school in their municipalities of residence. In the case of cities that failed to respond by email, attempts were made to contact them by phone using the information available on their city hall websites. These resources showed that the evaluated cities failed to offer EJA.

The next item will discuss the results we achieved by developing our proposed investigation. It begins by describing and problematizing general data, enabling us to then further detail the intersection of educational indicators, regular EJA, ID, and low MHDI.

RESULTS AND DISCUSSION

After we analyzed macrodata, we focused on the number of students in special education enrolled in regular EJA. We observed the trend of these enrollments and in which stages they would have the largest number of students.

The School Census data we collected enabled us to evaluate student enrollment in EJA in 37 municipalities in Minas Gerais from 2007 to 2018, according to low, medium, and high MHDI, as indicated in Figure 1.

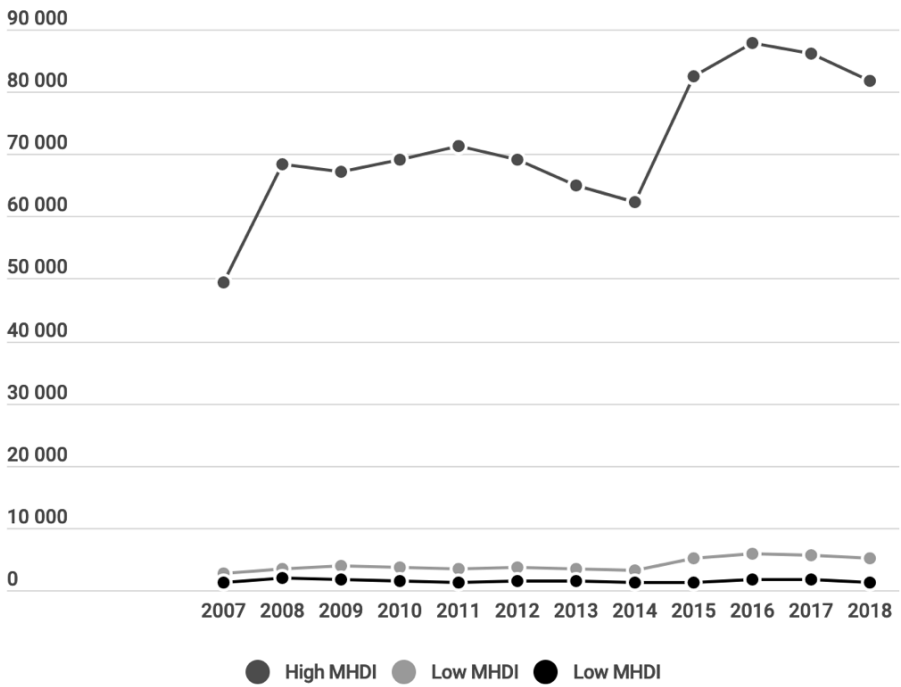


Figure 1 – Number of students enrolled in Youth, and Adult Education in Minas Gerais according to Municipal Human Development Index (2007–2018).
MHDI: Municipal Human Development Index.
Source: Elaboration by the authors based on the Basic Education Census by INEP (Brasil, 2007–2018).

Figure 1 shows that the municipalities with low MHDI, i.e., those that lack quality-of-life conditions regarding human development (longevity, income, and education), have the lowest enrollment rates in EJA. In other words, these data show a precarious social reality due to cultural, political, and economic biases.

Guimarães and Jannuzzi (2004) stress the particularities of each social context and infer that municipalities with the same MHDI (including those considered "poorer") may demand different social policies.

Considering that the high number of illiterate people in these contexts stem from historical productions of human action that render the right to education unfeasible, EJA configures a teaching modality that aims to make up for an educational debt of the State with the Brazilian population (Ferraro, 2008).

Given this scenario, Figure 2 shows EJA enrollments in municipalities with a low MHDI in Minas Gerais and illustrates the average EJA enrollment of these municipalities.

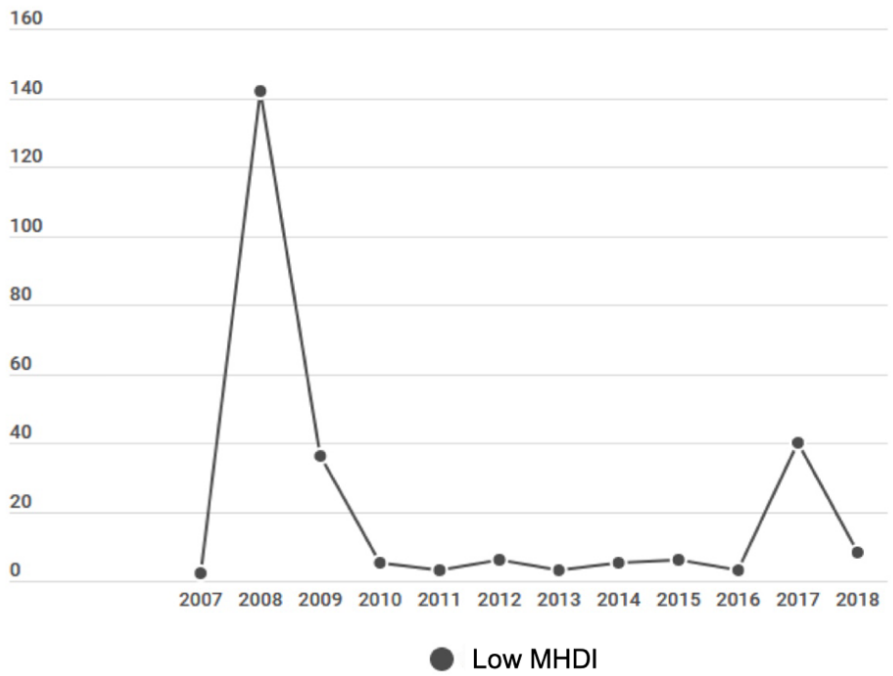


Figure 2 – Number of youth and adult education student enrollments according to low- Municipal Human Development Index municipalities in Minas Gerais (2007–2018).
MHDI: Municipal Human Development Index.
Source: Elaboration by the authors based on the Basic Education Census by INEP (Brasil, 2007–2018).

Except for 2008, the enrollment of students attending EJA in municipalities with low MHDI showed lower numbers given their human development. We hypothesized that these students would have moved to other municipalities to attend school.

Ferraro and Machado (2002, p. 239, our translation) state that the lack of access to school should be analyzed in the "[…] totality of non-attendance at each age, that is, the combined effect of the double dimension of exclusion from school: the condition of never having attended, plus the condition of 'dropping out', that is, the condition of non-attendance by those who have attended.". Thus, the exclusion *from/of* and *in* schools remains a problem in Brazil and its micro-contexts.

The reality of millions of people cannot be reduced to illiteracy statistical rates. Access to school is the first (but not the only) condition for human development in the appropriation of social practice. Thus, schools have an educational and pedagogical function proper of science by socializing systematized knowledge. Saviani (2022, p. 10, our translation) points out that "[…] school education is the most appropriate means for workers to appropriate the historical achievements of humanity that will sharpen their awareness of the need to intervene practically to give continuity to the historical process […]" At the same time, public schools are specifically exposed to the contradictions inherent to a capitalist society (Saviani, 2012).

Thus, investigating social, cultural, economic, and political conditions intensifies analyses (as in Figure 3) by grouping the enrollment data of students in special education in EJA education stages, according to the MHDI of 37 Minas Gerais municipalities.

The data in Figure 3 shows a similar trend to that in Figure 1. We found that most students in special education who enrolled in EJA in 2007 lived in municipalities with a high MHDI and the remaining 21% in medium-MHDI municipalities. The situation is the same in the last year we analyzed: 85.6% of enrollments come from municipalities with high MHDI and 14.4% in those with medium MHDI.

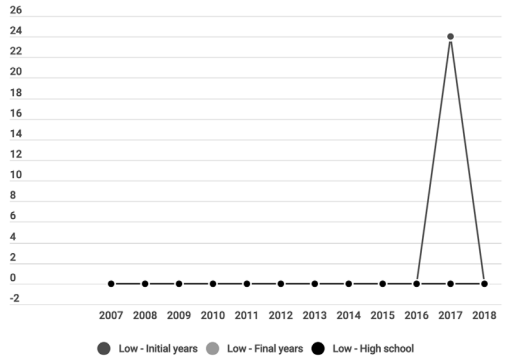
However, we found that enrollment stood out in stage 69, i.e., in the initial years of basic education. These enrollments are subsequently directed to the final years of basic education.

In 2012, the municipalities with medium MHDI had about 414 enrollments in the initial years of basic education. We found an inversion from 2016 onward, with the expansion of enrollment in the final years of basic education.

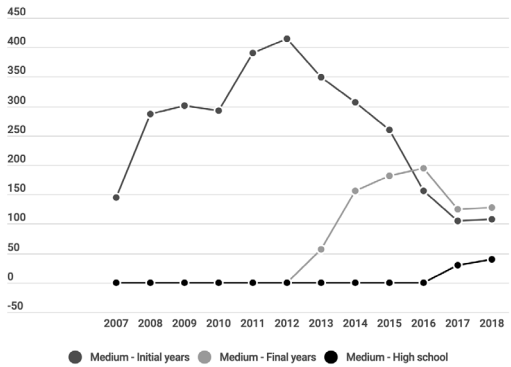
As in Figure 1, the datum that drew our attention for the period is the small percentage (1.13%) of students in special education from low-MHDI municipalities who enrolled in EJA, contradicting the political expansion expected for this modality of education in these places.

Caiado and Gonçalves' (2014) study on public school transportation led us to hypothesize that young people and adults in special education who live in low-MHDI municipalities make trips to attend EJA in high-MHDI municipalities. The municipality of Delta confirms this hypothesis, as per the Chart 2.

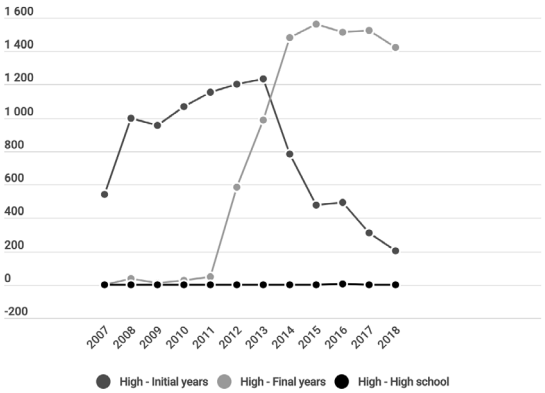
Using IBM SPSS to run the microdata from the IBGE municipality code of Uberaba to identify which schools offered enrollment to students living in the municipality of Delta showed it an APAE unit. Thus, we called the



Legend:
69: EJA – Initial years of basic education; 70: EJA – Final years of basic education; 71: EJA - High school



Legend:
69: EJA – Initial years of basic education; 70: EJA – Final years of basic education; 71: EJA - High school



Legend:
69: EJA – Initial years of basic education; 70: EJA – Final years of basic education; 71: EJA - High school

Figure 3 – Enrollment of students in special education in youth and adult education stages by Municipal Human Development Index.
EJA: youth and adult education.
Source: Elaboration by the authors based on the Basic Education Census by INEP (Brasil, 2007–2018).

Chart 2 – Number of special education enrollees who live in Delta and are enrolled in Uberaba according to private dependency, school category, and youth and adult education stage (2007–2018).

Year	School dependency	School category	Stage			Total
			Initial years – basic education	final years – basic education	Secondary education	
2007	-	-	-	-	-	-
2008	-	-	-	-	-	-
2009	Private	Philanthropic	2	0	0	2
2010	Private	Philanthropic	1	0	0	1
2011	Private	Philanthropic	1	0	0	1
2012	Private	Philanthropic	2	0	0	2
2013	Private	Philanthropic	0	1	0	1
2014	Private	Philanthropic	1	0	0	1
2015	Private	Philanthropic	4	0	0	4
2016	Private	Philanthropic	4	1	0	5
2017	Private	Philanthropic	4	0	0	4
2018	Private	Philanthropic	4	1	0	5

Source: Elaboration by the authors based on the Basic Education Census by INEP (Brasil, 2007–2018).

Delta Municipal Department of Education and Culture and confirmed that the students considered *less troublesome* attended the common municipality and state schools and that those considered *more troublesome* were referred to the Uberaba APAE school.

Thus, we found that the low-MHDI Delta municipality lacks EJA and that students in special education make trips of about 34 km (about 35 minutes by car) to Uberaba to attend private philanthropic institutions. These findings corroborate Laplane, Caiado, and Kassar (2016, p. 51, our translation), who showed that the Brazilian private sector has a tradition in special education and a presence in public policies. The authors explain that "[…] transfers from the federal government, states, and municipalities by programs, agreements, and partnerships guarantee capital and funding to institutions, which are characterized as Civil Society Organizations." (Laplane, Caiado e Kassar, 2016, p. 51, our translation).

Jannuzzi and Caiado (2013, p. 63, our translation) explain that, since their creation, an educated elite with access to political power leads the APAE movement, preserving philanthropy and mainly focusing on informal education and the defense of *special schools*. Based on these authors, we argue that "[…] school education should be a social public policy, there-

fore, under the aegis of the State, with comprehensive care." (Jannuzzi and Caiado, 2013).

Likewise, Caiado, Berribille, and Saraiva (2013) studied the life trajectories of 20 people with disabilities who completed higher education. Rather than mentioning the welfare actions as part of this process, participants alluded to school knowledge and defended it. These data break with the social conception of disabled persons' inability to learn, an imaginary and discourse still present in society despite educational developments.

Another point we must highlight is the concentration of students with ID enrolled in EJA in the analyzed Minas Gerais municipalities, as presented in Figure 4.

The previous figures show that the number of enrolled students with ID total, in 2007 and 2018, 183 and 2,388 in high-MHDI municipalities; 74 and 276 in average-MHDI municipalities; and 1 and 8 in municipalities with low MHDI.

We also found a large concentration of students with ID in data from the 2019 School Census, referring to state school enrollments: 14 deafblind students, 371 blind students, 3,379 students with low vision, 613 students with high abilities/giftedness, 1,400 deaf students, 1,710 students with hearing impairment, 3,011 students with autism spectrum disorder, 6,105 students with multiple disabilities, 6,173 students with physical disabilities, and 42,537 designated students with ID.[7]

The high enrollment of students with ID deserves criticism as it tends to reflect a historical process of schools having difficulties dealing with subjects who are unable to learn within what is expected for school curricula as well as the effect of medical-pedagogical, psychopedagogical, (Jannuzzi, 2012), and psychological discourses used to name the subjects who develop unlike others. Thus, the designation *intellectual disability* could mask the difficulties of schools of reflecting and re-signifying teaching and learning processes when its propositions fail to meet the differences students experience and the presence of a psychologizing discourse in education that focuses on an individual clinical-therapeutic dimension that can "[…] socially and pedagogically [produce] the intellectual disability […]" (Antunes, 2008, p. 472, our translation).

This argument is aware of the scientific formulations on ID produced from the 19th century onward (Bercherie, 2001; APA, 2002; AAMR, 2006; Pessotti, 2012) but considers the effects that specific discourses produce in schools, causing the naming of ID to be applied to students who fail to meet school expectations regarding social, economic, cultural, ethnic-racial issues, and academic performance.

7 Data presented by Esther Augusta Nunes Barbosa, Superintendent of Pedagogical Policies in a livestream held by the Transversal Training in Accessibility and Inclusion (PROGRAD/UFMG), on December 17, 2020.

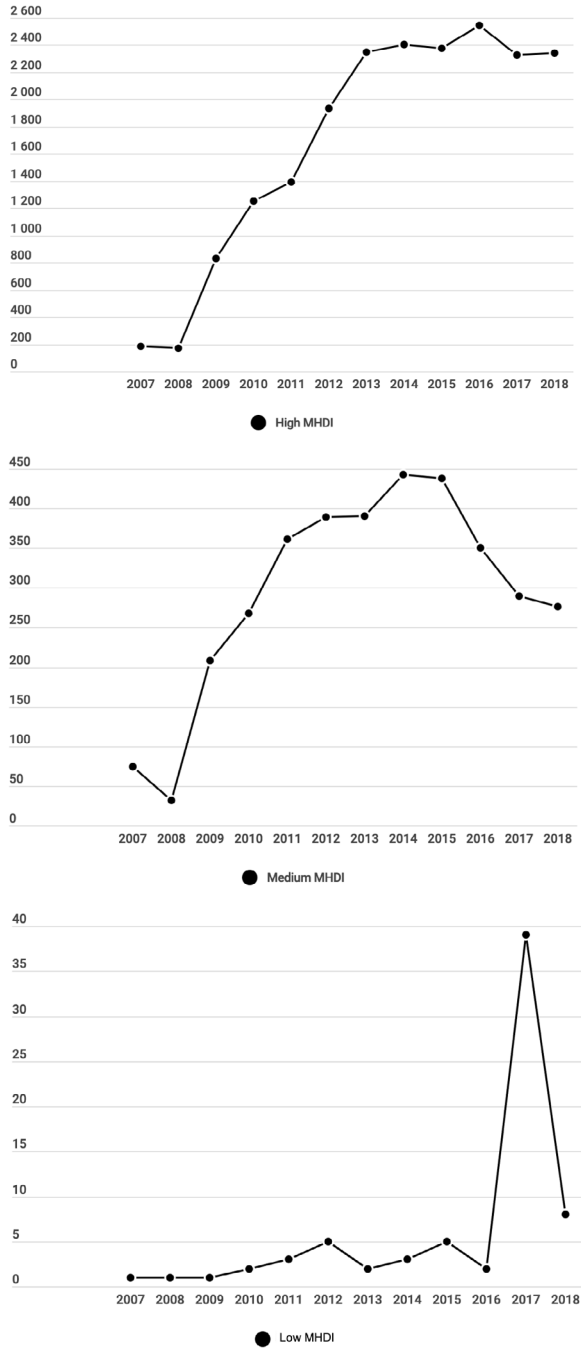


Figure 4 – Enrollment of students with intellectual disabilities in regular youth and adult education in municipalities with high, medium, and low Municipal Human Development Index (2007 to 2018).
MHDI: Municipal Human Development Index.
Source: Elaboration by the authors based on the Basic Education Census by INEP (Brasil, 2007–2018).

FINAL CONSIDERATIONS

The path taken to construct this research enabled us to systematize data on the enrollment of youth and adult special education in 37 municipalities in Minas Gerais, divided by their MHDI between 2007 and 2018. Focusing on low-MHDI municipalities enabled us to find the limited implementation of public policies to care for young and adult students with ID in these municipalities and observe that access to school remains limited for those who experience the real condition of social inequality. We also showed that students in special education who could attend EJA are being referred to philanthropic institutions in other municipalities. This highlights the need to establish a political project aimed at this issue that guarantees the appropriation of systematized knowledge and favors human emancipation.

Another aspect of our data analysis refers to concentrated enrollment of students in special education in the initial years of elementary school and its funneling to high school in the state. This datum corroborates Rebelo and Kassar's (2018) analysis of the 2017 School Census. According to them, the census shows an increase in the enrollment of students in special education at the end of elementary and lower secondary education in regular schools in most Brazilian states, except for Minas Gerais and Paraná.

According to Rezende and Jannuzzi (2008, p. 127, our translation), *result-indicators* enable the evaluation of public programs and exemplify them, enabling the evaluation of "[…] the effectiveness of meeting specified goals, such as illiteracy rates, whose decrease is expected to be verified with the implementation of a program such as Youth and Adult Education (EJA).". We hope to be able to analyze the implementation of EJA policies in the municipalities in this study and others for students in special education and for all those who were denied this right during their school age in the near future.

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