






## Large Scale Assessment and Special Education: Some Assumptions under Discussion

Karin Rank Liebl<sup>1</sup>  Iana Gomes de Lima<sup>2</sup>  Marialva Moog Pinto<sup>3</sup>   
<sup>1, 3</sup> Universidade da Região de Joinville  
<sup>2</sup> Universidade Federal de Pelotas

### ABSTRACT

This paper deals with the managerial assumptions that support the existence of large-scale evaluations and the discourse that these would bring the possibility of measuring the quality of each educational institution and measure the educational system from a homogenizing standard. It aims to point out that the principle of homogenization/standardization that bases the large-scale evaluations and the principle of diversity that supports the inclusion of students with disabilities are contradictory elements but are both present concomitantly in educational practice in different stages of education. The methodology framework involves a bibliographic review based on authors that show the emergence of this type of evaluation in the Brazilian educational scenario. In addition, a review was carried out based on authors who base the discussions on the inclusion of students with disabilities and the specific legislation dealing with this issue. From the understanding of the subject of studies, we consider, finally, that the education system does not have a single discourse on the inclusion of people with disabilities, since in its legislation certain actions are obligated, however, they are not fulfilled by the system itself.

### KEYWORDS

Large scale evaluation. Special education. Diversity.

Corresponding to Author

<sup>1</sup> Karin Rank Liebl

E-mail: [karinsbs10@gmail.com](mailto:karinsbs10@gmail.com)

Universidade da Região de Joinville,  
Brasil

CV Lattes

<http://lattes.cnpq.br/5404325900274557>

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## Avaliações em Larga Escala e Educação Especial: Alguns Pressupostos em Questão

### RESUMO

O presente estudo trata dos pressupostos gerenciais que embasam a existência das avaliações em larga escala e o discurso de que estas trariam a possibilidade de aferir a qualidade de cada instituição de ensino e, assim, medir o sistema educativo a partir de um padrão homogeneizador. Tem como objetivo apontar que o princípio da homogeneização/padronização que embasa as avaliações em larga escala e o princípio da diversidade que alicerça a inclusão de alunos com deficiência são elementos contraditórios, mas que se apresentam, de forma concomitante, na prática educacional em diferentes etapas de ensino. Para tanto, metodologicamente, fez-se uso de uma revisão bibliográfica a partir de autores que estudam as avaliações em larga escala no Brasil e contextualizou-se o surgimento deste tipo de avaliação no cenário educacional brasileiro. Ademais, realizou-se uma revisão a partir de autores que embasam as discussões sobre a inclusão de alunos com deficiência e a legislação específica que trata desta temática. A partir da compreensão acerca da temática de estudos, consideramos, por fim, que o sistema educativo não possui um discurso único sobre a inclusão de pessoas com deficiência, uma vez que sua legislação obrigada determinadas ações que não são cumpridas pelo próprio sistema.

### PALAVRAS-CHAVE

Avaliação em larga escala. Educação especial. Diversidade.

## Evaluaciones a Gran Escala y Educación Especial: Algunos Presupuestos en Cuestión

### RESUMEN

El presente estudio trata de los presupuestos gerenciales que fundamentan la existencia de las evaluaciones a gran escala y el discurso de que éstas traían la posibilidad de medir la calidad de cada institución de enseñanza y así medir el sistema educativo a partir de un patrón homogeneizador. Se pretende apuntar que el principio de la homogeneización/estandarización que embasa las evaluaciones a gran escala y el principio de diversidad que fundamenta la inclusión de alumnos con discapacidad son elementos contradictorios pero que se presentan de forma concomitante en la práctica educativa en diferentes etapas de enseñanza. Para eso, metodológicamente, se hizo uso de una revisión bibliográfica a partir de autores que estudian las evaluaciones a gran escala en Brasil y se contextualizó el surgimiento de este tipo de evaluación en el escenario educativo brasileño. Además, se realizó una revisión a partir de autores que fundamentan las discusiones sobre la inclusión de alumnos con discapacidad y la legislación específica que trata de esta temática. A partir de la comprensión acerca de la temática de estudios, consideramos, por fin, que el sistema educativo no posee un discurso único sobre la inclusión de personas con discapacidad, ya que en su legislación obliga a determinadas acciones que no son cumplidas por el propio sistema.

### PALABRAS CLAVE

Evaluación a gran escala. Educación Especial. Diversidade.

The present study aims to point out that the principle of standardization that bases the evaluations on a large scale and the principle of diversity that supports the inclusion of students with disabilities, are conflicting and contradictory elements, but that present themselves concomitantly in the educational practice at different levels and stages of teaching. To do so, initially, we make a brief contextualization of state reforms in Brazil in the 1990s, as a way of showing the scenario in which large-scale evaluations started to take shape. In the following section, we bring some assumptions of large-scale evaluations, with particular attention to the principles of standardization. Following, we present a history about the discussions about inclusion in Brazilian education, through bibliographical references and legislation. Soon after, we discussed the principle of diversity that is central to the inclusion of targeted public education students. Finally, we analyze how the assumptions we make as central to large-scale evaluation and inclusion are contradictory.

Considering that the large-scale evaluations and the inclusion of the target public students of special education are currently present in all stages of teaching, the study aims to contribute, through a theoretical discussion, to think the educational processes in the different levels of education. Thus, even though we are aware that this journal focuses on higher education, we do not focus exclusively on the discussion at the university level, but we understand that what we propose here also helps to think about educational practices in Higher Education Institutions.

## **BRIEF CONTEXT OF STATE REFORMS IN BRAZIL IN THE 1990S: THE SCENARIO OF CONSOLIDATING LARGE-SCALE EVALUATIONS**

In Brazil, the evaluation came to have a centrality in educational policies from the 1980s and especially in the 1990s (FREITAS, 2004; BONAMINO; SOUSA, 2012; SOUZA; OLIVEIRA, 2003; COELHO, 2008). It was in the 1990s that state reforms took place, which has a deep relationship with the emphasis that the evaluations have as a way of measuring the results and with the type of evaluation that has come to be present, that is, the evaluation on a large scale.

Peroni (2003) points out that in Brazil, in the 1990s, groups that defended neoliberal policies criticized the state administration, accusing state services of being inefficient and of poor quality. The diagnosis made by former minister Bresser Pereira was that the origin of the crisis was the state itself, being inefficient in its policies and administrative form (PERONI, 2003), accused of spending more than it collected (LIMA, 2009). Based on this analysis and

based on managerial assumptions<sup>1</sup>, the Ministry of Federal Administration and State Reform (MARE) prepared a document entitled "Master Plan for the Reform of the State Apparatus" (BRASIL, 1995), which showed the intention to make the Brazilian state more regulator and administrator than the provider of services and goods, controlling the results of services instead of its process, defining objectives, providing autonomy to the administrator and stimulating competition within the State itself. Nogueira (2011) emphasizes that the Brazilian state has had many managerial characteristics from the state reforms of the 1990s. Dabrach and Souza (2014) affirm that the insertion of the assumptions of the managerial model had the objective of modernizing the public administration, being the purpose of making the public machine more efficient and functional, and to reduce and optimize resources destined mainly for social policies - including educational policies. State administration, therefore, is based on the concept of public entrepreneurship (CLARKE; NEWMAN, 1997). In this, the results are measured with: quantitative performance indicators; focus on the low cost, this cost being related to the results and not to the needs; establishing buyer/seller relations, bringing notions of competition; and decentralization of service delivery to non-state agencies, allowing users to choose the supplier (CLARKE; NEWMAN, 1997). These characteristics also began to be present in the educational sphere, through the establishment of goals; of evaluations as a way of measuring established goals; of school rankings through grades in assessments; partnerships between the State and non-state actors in the provision of educational services; and in the understanding of parents as consumers who have the right to make an educational choice (CLARKE; NEWMAN, 1997). It is important to emphasize that these characteristics of managerialism are present in all educational stages, which includes higher education. The assumptions presented here are intensely present in the Institutions of Higher Education (HEI), which can be seen through ranking among universities, for example in the setting of goals, by the Commission for the Improvement of Higher Education Personnel (CAPES), for teachers and courses etc.

According to Ball (1998), one of the assumptions of managerialism is a remote control, and in education, the author points out that one of the forms of state control at a distance is the management of results through control mechanisms such as standardized assessments and setting goals and objectives. Thus, Ball (1998, p. 128) demonstrates that in the managerial model, "new forms of surveillance and self-control are instituted." What is clear is that there is, therefore, the notion of the State as the manager, which now manages the various institutions to which what was previously assigned were delegated. Thus, one of the ways of introducing, in education, the managerial assumptions has been the emphasis in the evaluations (BONAMINO; SOUSA, 2012; SOUZA; OLIVEIRA, 2003; COELHO, 2008; PERONI, 2003).

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<sup>1</sup> Managerialism emerged in England in the 1970s as a way of resolving what was called by the New Right of Crisis of the Welfare State. Managerialism, according to Clarke and Newman (1997) is more than a particular way of managing the state. For the authors, managerialism is a conception that seeks a cultural transformation and, when experienced in the State, seeks to free it from its bureaucratic ties, pointed out as part of its inefficiency. Broadly speaking, managerial practices include a new way of thinking and executing social policies, assuming that the state is not the provider of these policies, but rather the manager or regulator.

According to Freitas (2004), during the two mandates of President Fernando Henrique Cardoso (1995-2002), large-scale evaluation consolidated as an important educational policy. Saeb was effectively established in the mid-1990s - with its initial configuration in the late 1980s - and during this period "the operational means of centralizing educational evaluation was expanded with the inclusion of national exams: The National Examination of the High School - ENEM - and the National Examination of Certification of Young and Adult Competences - ENCCEJA "(FREITAS, 2004, p.662). However, the evaluation policies continued to have centrality in the governments of Luiz Inácio Lula da Silva and Dilma Rousseff (LIMA, 2016).

One example was the creation of *Prova Brasil* in 2003 and the National Literacy Assessment (ANA) in the year of 2013, both census. In the analysis by Bonamino and Sousa (2012, page 377), the existence of the Brazil Proof "causes that the initial emphasis on the diagnostic purpose in the use of the results of the evaluation loses force in the face of the tendency to focus this use as subsidy for the policies accountability. " Another example that indicates the continuity of the evaluation policies in the Lula governments is the institution, as of 2007, of the Basic Education Development Index (Ideb). The Ideb serves as a "reference for the definition of goals to be achieved, gradually, by public education networks up to 2021" (BONAMINO, SOUSA, 2012, p.379). The results of *Prova Brasil* have been part of Ideb since its implementation. Thus, Ideb represents a milestone in the use of the results of the Brazil Test, since from the insertion of the Ideb, the results of this test became widely disseminated, and media vehicles used the data to perform a ranking among school institutions (BONAMINO, SOUSA, 2012). Currently, according to Bonamino and Sousa (2012), the Ideb is the main indicator used by the Brazilian Federal Government to set goals in education, and many state and municipal secretariats also use Ideb to develop their management. In this way, many actions and programs, at different levels (federal, state and municipal) are designed with the Ideb grade in mind.

This scenario also occurs in Higher Education, through the National Examination of Student Performance (ENADE), which envisages the ranking among Higher Education Institutions (HEIs). Enade is one of the complementary instruments used by the National System of Evaluation of Higher Education (SINAES), created by Law 10.861 / 2004, along with two other components: the evaluation of institutions and the evaluation of courses. The set of these evaluation components, promoted by Sinaes, aims to

improving the merit and value of institutions, areas, courses and programs, in terms of teaching, research, extension, management and training; improve the quality of higher education and guide the expansion of supply, and promote the social responsibility of HEIs, respecting the institutional identity and autonomy of each organization. (INEP, 2019).

Among the objectives of Sinaes and through Enade, it is sought to "guide the expansion of the offer" (Inep, 2019), since there are no vacancies for all Brazilian students in the age group of 18 to 24 years who wish to access the ES. In this way, the large-scale evaluation in the case of

ES, aims to select the candidates who will have access to the ES, as well as pre-select the students who will resort to the Fund of Student Funding (FIES)<sup>2</sup>.

It is important to take into account that the evaluative policies that are present in the Brazilian educational scenario, since the 1990s, are largely based on the managerialist perspective through which the state is reformed (MAINARDES, 2013). In the case of the private network of Higher Education and also in Basic Education, this publicity is intense, used as a strong marketing tool. There is explicit competition between HEIs and the grades resulting from the evaluations, they are currency. Management characteristics can be seen through the emphasis on evaluative results, from the dissemination of data (which generates competition between HEIs and schools - through grade rankings - but, more than that, leads to increased monitoring and control over work carried out in educational spaces and by teachers, and also the possibility of families becoming consumers, thus having the premise that they could choose, from the results, the best educational institution for their children) and the accountability of individuals on the teaching-learning process (LIMA, 2016). According to Maguire (2013), the emphasis on large-scale evaluation is related to the economist bias that has been taking hold of educational discourses. Such discourses are concretized in setting goals (MAGUIRE, 2013). According to Maguire (2013), the ability to achieve (or not) these goals in turn becomes the measure of success and a lever in the evaluation and elevation of performance of the individual student, the teacher, the school. This demonstrates how education has become what can be measurable through testing and testing. Education, in this evaluative perspective, assumes an individualistic notion, for success is tied to specific subjects ("the student," "teacher," "school, university") as if there were no set of factors to help achieve the goals.

Through this brief history, we aim to point out that the consolidation of large scale evaluations occurred from the 1990s, when the Brazilian State underwent a broad reform, based on management assumptions. Thus, we want to show that this type of evaluation is based on a managerial logic, which, in turn, brings with it the principles of the market. Therefore, the market logic starts to be inserted not only in the Brazilian state, but also in education.

## THE ASSUMPTIONS OF STANDARDIZATION IN LARGE-SCALE EVALUATIONS

One of the managerial assumptions that supports the existence of large-scale evaluations is that these would bring the possibility of measuring the quality of each educational institution and thus measure the educational system from a standard. The evidence that makes up the large-scale assessments is standardized, which means that they are the same for all educational institutions. What the managerial reforms demonstrate, is that because they are

<sup>2</sup> The Student Financing Fund (Fies) is a program of the Ministry of Education to finance the graduation in higher education of students enrolled in non-free courses under Law 10.260 / 2001.

the same tests, these evaluations measure institutions from a standard setting. In this sense, the institutions that obtain inferior marks are considered by the community, from the common sense, as being an institution of low or poor quality<sup>3</sup>. On the other hand, those who achieve the best grades are considered of good quality. However, studies (MAINARDES, 2013; IVO; HYPOLITO, 2017; VIANA, 2005; NOGUEIRA et al, 2009) point out that one of the main problems of these evaluations is that they do not take into account each educational context trying to measure in a standardized way what, in the educational reality, is quite diverse and heterogeneous.

Ivo and Hypolito (2017, p. 795) state that "cognitive performance of students in large scale assessment systems depends on a complex web of factors involving intra and extracurricular factors such as social, economic and cultural characteristics of families, skills of students, among others". These are important issues to take into account when analyzing student outcomes in large-scale assessments as they make a lot of difference for students to perform well or poorly. Recently, the National Institute of Educational Studies and Research Anísio Teixeira (Inep) has been concerned with the context that schools are inserted, thus creating educational indicators.

According to the Inep website, educational indicators attribute statistical value to the quality of teaching, attending not only to students' performance, but also to the economic and social context in which schools are inserted. These educational indicators include: teacher training adequacy, faculty regularity, teaching effort, school management complexity, and socioeconomic status. These educational indicators were presented by Inep members at the Anped Sul 2016 Meeting held in Curitiba. The researchers in education who were there were critical of such indicators, because even if they help to contextualize school grades, the results are still more important. It is interesting to think that, even with the existence of contextualizers, by minimizing the stigmatization of schools, school institutions are no longer treated in their individuality, that is, schools with similar contextualizers, but with different notes in Ideb, can continue to be compared or competing. Therefore, logic remains the managerial one: what matters is the result, the grade, not the teaching-learning process. The rankings maximize the principle of standardization of large-scale evaluations: the idea is that as educational institutions are equally evaluated by the same tests, they can be compared in a ranking that equates them, regardless of their contexts. In addition, such rankings are based on a managerial assumption that is the one of the competition like that able to bring efficiency: the educative institutions compete for the best note, by the own students and also by the amplification of financial investment, foment for researches and student scholarships.

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<sup>3</sup> It is important to bear in mind that quality in education is not a universal construct. It is necessary to define what is taken or considers quality, from which references. In this text, we are working with the perspective of quality from the managerial assumptions, since we understand that educational policies are mostly in Brazil, making use of market markers to define quality. An example of this is the standardization resulting from large-scale evaluations that provide competition among institutions - competition, as mentioned above, one of the managerial assumptions -, and the goals to be achieved are not only defined in the Brazilian context, but by international documents of which Brazil is a signatory and that construct a notion of quality as a world standard.

In general, the results of large-scale evaluations are widely disseminated by the media and disregard the different educational contexts. Mainardes (2013), in analyzing Ideb, affirms that it has become a significant index for schools and for educational networks, which may represent a problem by end up "labeling" school institutions, which is already verified. Nasser (2011), in turn, emphasizes that, in Brazil, the grades of these evaluations are used only to blame teachers for the lack of quality of public education and the creation of a binarism: bad public institution x private institution great<sup>4</sup>.

We argue that intra and extracurricular aspects cannot be disregarded in large-scale assessments, as these aspects interfere in the students' learning process. Considering that these evaluations aim to measure the quality of education, it is necessary to take into account that for an analysis of the educational quality "the different actors have to be considered, the pedagogical dynamics, the teaching-learning processes, the curricula, the expectations of learning, as well as the different extracurricular factors that directly or indirectly interfere in the educational results "(DOURADO, OLIVEIRA, 2009, p. 209)

When mentioning some of the in-school aspects, the authors mentioned above deal with the teaching-learning processes. Considering that, in this article, we intend to reflect on how the principle of diversity is based on the inclusion of students targeted at special education by means of large-scale evaluations, which carry the principle of standardization in themselves. I need to be aware that the different teaching-learning processes that are present in educational practices are not taken into account in large-scale assessments. As this type of assessment is standardized for all, the diversity present in the classroom ends up being disregarded. According to Bourdieu (1989, p.10), "treating all students, however unequal they may be, as equal in rights and duties, the school system is led to give its sanction to the initial inequalities in the face of culture."

Therefore, the principle of standardization that is present in large-scale evaluations, treating all equally, only reinforces the inequalities that are present in educational institutions. In analyzing the use of large-scale evaluations in Brazilian schools, Mainardes (2013) emphasizes that institutions with better indexes are not necessarily inclusive and democratic, that is, they do not necessarily guarantee effective and successful learning for all. The same holds true for schools with low rates: for not having a good index they should not be considered "second class" (MAINARDES, 2013). What the author emphasizes is that schools and their indexes need to be understood in relation to their context (location, socioeconomic level of the students, characteristics of the faculty, school management, etc.).

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<sup>4</sup> It should be noted that, in the case of higher education, this picture is practically the opposite: public institutions are those considered as quality, while some private ones are considered of low quality. We understand that this is due to the fact that a large part of the people who access the public university come from well-off social classes. When basic education schools were attended only by students of these classes, such institutions were understood as quality. Thus, the discourse of low quality falls, among other aspects, to blame the students, as if they were not able to be in school / university and cause a decrease in quality.



What has been described above shows that large-scale assessments themselves have a pattern and that this can lead to not taking into account the different school and social contexts and the different ways of learning of students in the classroom. These are serious and important issues, especially when it comes to the target audience of special education<sup>5</sup>. It is on this issue that we begin to deepen in the next item, making, first, a history of inclusion from the legislation in Brazil.

## SPECIAL EDUCATION LEGISLATION

Understanding about inclusion in Brazil requires a brief overview of the historical pathways of legislation on the inclusion of people with disabilities. From the Federal Constitution of 1988 the discussions about the inclusive proposal were disseminated in the national context, to a certain extent to bring in its Article 6 the understanding that education constitutes a social right (KASSAR, 2011). In addition, according to Fernandes (2011, p. 99), the Constitution also includes in its Article 208 an "indicator of compulsory enrollment in regular education, with specialized educational assistance, complementing and not replacing common education, as a subjective right of all the students."

At the global level, the World Conference on Education for All (Joumtien / Thailand) and the World Conference on Special Educational Needs (Salamanca / Spain) held in 1990 and 1994 respectively were milestones for the consolidation of policies on inclusive education in the years 1990. In addition, Brazil, as a signatory of these Conferences, has committed itself to implementing policies of inclusion and, in this direction, several decrees, resolutions and laws have been present within the scope of national educational policy in the years subsequent to them.

An important landmark for the educational inclusion of people with disabilities in Brazil was LDB 9.394 / 96, as a consequence of the agreements signed at the aforementioned Conferences and brought fundamental aspects to guarantee the enrollment of students with disabilities in the country's educational institutions, preferably in education (Kassar, 2011). In this way, the mention of enrollment preferably in the public network makes room for the possibility of attending the private special education network, noting that the special education service in Brazil started from philanthropy and assistance (KASSAR, 2011; MATOS; MENDES, 2014; MAZZOTTA, 2011).

The Inter-American Convention on the Elimination of All Forms of Discrimination against Persons with Disabilities (1999), which was held in Guatemala, was transformed into Decree No. 3,956 of October 8, 2001. According to Fernandes (2011), this decree reaffirms human

<sup>5</sup> By special education target group, students with disabilities are defined as: reduced mobility, overall developmental disorders and high skills / giftedness, according to the National Policy on Special Education in the Perspective of Inclusive Education (2008).

rights, specifically the right not to be subjected to any kind of discrimination based on their disability. It also advocates the inclusion of students with disabilities in the common school, arguing that the proposition of specific places for this group of students shows discrimination.

The National Guidelines for Special Education in Basic Education - Resolution CNE 2/2001 brings the concept of students with special educational needs and the attendance preferably in common classes and may also be in special classes or schools. From this, one can again see the expansion of care for the private and philanthropic sphere, since the term preferentially brings such flexibility to the service locus (KASSAR, 2011; FERNANDES, 2011). In addition, the term "special educational needs" encompasses a larger group of students as having the right to specialized care. In this group, students with monocular vision, learning deficit and disorders such as ADHD, dyslexia, dyscalculia, dyslalia, among others, can be inserted. From this perspective, all students with learning difficulties are entitled to differentiated care (FERNANDES, 2011). More profoundly, school failure becomes understood as the responsibility of the individual, thus causing another mode of exclusion, when inclusion in regular education should occur.

In 2008, the National Policy on Special Education in the Perspective of Inclusive Education (Resolution CNE 4/2009) brings some important changes about the target audience of special education, restricting to this group: I. students with disabilities; II. students with global developmental disorders; III. students with high skills / giftedness. Based on this delimitation of the target audience, the specialized educational service (AEE) became more accessible to the students who effectively have the need of this service specificity. In order for inclusion to be guaranteed, it is

[...] to overcome architectural barriers, to reorganize and adapt environments, to count on the support of specialized professionals and the flexibility of curricula, among many possibilities sought in the modification of the regular context of education to welcome the student and his singularities. (FERNANDES, 2011, p. 148)

Regarding access to higher education for people with disabilities, in 1996, the Ministry of Education and Culture elaborated the Curricular Notice No. 277 which, according to Ximenes (2017), emphasized the issue of accessibility in the special needs.

At the core of teacher education, educational policies are perceived more effectively from the National Curriculum Guidelines for Teacher Training in Basic Education in 2002, which provides that HEIs should organize the curricula of teacher training attending to the diversity and knowledge of the specificities of students with special needs (XIMENES, 2017, p.70). From these guidelines, undergraduate courses for teaching should suit the training of teachers who take into account the inclusion of students with special educational needs regarding diversity. In this sense, higher education institutions have organized themselves to meet this demand. Organizing its Pedagogical Projects with the offer of the discipline of Libras for all courses, being optional, and obligatory in the teacher training courses. In addition, there

should be the support to the disabled students, like for example, making interpreter of Libras to the deaf students.

Regarding the access and permanence of people with disabilities in Higher Education, however, it is noticed that in the context of Notice Circular 277 and the National Curricular Guidelines for the Education of Basic Education Teachers there were no relevant concerns restricting themselves the discussion on access. Based on the Brazilian Law of Inclusion of Person with Disability nº 13.146, of July 6, 2015, issues of access and permanence in the core of the legislation for Higher Education were secured with greater force. It should be clarified that the issue of access and permanence ensured by legislation does not end with the material questions about these issues. Deepening the law in question we will give special attention to Chapter IV which deals specifically with the Right to Education. In its article 27, which brings the following text:

education constitutes the right of the person with disabilities, ensuring the **inclusive educational system at all levels** and lifelong learning in order to achieve the maximum possible development of their physical, sensory, intellectual and social abilities and talents, **according to their characteristics, interests and learning needs**. (BRAZIL, 2015) (emphasis added)

The study identified that the right to education is now extended to the higher level and for this right to be ensured, individual characteristics and specific needs must be met to ensure the effective learning of all students with or without disabilities.

Following in article 28, this one brings the responsibility of the public power to "ensure, create, develop, implement, encourage, monitor and evaluate" (BRAZIL, 2015) all levels and inclusive educational modalities guaranteeing conditions of access, permanence, participation and learning that remove barriers and promote full inclusion for disabled students. In this way, the State must ensure full conditions for all students with disabilities to have their learning rights protected, and higher education institutions must organize themselves so that adequate support is available so that the quality stay is fulfilled.

With regard to private higher education institutions, Article 28, paragraph 1, ensures compliance with the same access and permanence issues, and prohibits any additional charges for compliance with the provisions of this law.

The determinations present in the Brazilian Law of Inclusion of the Person with Disability show us that actions about inclusion transcend the question of physical structures. The Law emphasizes that the paths of inclusion in higher education range from the elaboration of the curricular projects to the daily educational issues, the formation of the faculty and the material issues of access and permanence, aiming at guaranteeing the learning of the target public students of special education.

## PRINCIPLES OF DIVERSITY IN INCLUSION

Based on the contextualization of the Brazilian legislation that deals with the inclusion of target public students of special education, it should be understood that inclusion has as a presupposition diversity in education. The understanding that everyone has the right to access and permanence pervades all levels of education, and in this way, inclusion must also take place in higher education.

As previously explained, this right is guaranteed by the Brazilian Law on the Inclusion of Persons with Disabilities. In this way, we understand that there must be respect for human diversity, since, according to Pinheiro (2003), a striking feature of human beings is that it is a non-equal or homogeneous being in any aspect that we can consider. Thus, we must consider that the diversity present in the targeted public of special education comes to consolidate the diversity of society, in which all must be inserted with the same rights as human beings.

We can also point out that the patterns we consider to be normal are constructed and disseminated by society and can be altered from time to time. On these changes of standards considered socially "normal", Pinheiro (2003, p. 111) proposes to us the reflection about the way these individual standards of normality are defined, clarifying that, "historically, the act of defining and, above all, the possibility of defining, are prerogatives of who, individual, group or social class, holds the power. " In this sense, we understand that the consolidation of large-scale evaluations is in line with what is considered normal / ideal in society and with the diversity of students targeted by special education, since it brings homogeneity and standardization as indicative of quality of education.

Corroborating with such an affirmation of social construction of norms of normality according to the portion that holds power, Fernandes (2011) gives us an indication of how differences should be considered in the different levels of education, emphasizing that

[...] segregating and excluding school practices, based on an elitist educational project, in which model students occupy the center of educational processes, must be overcome; the primordial one in the school is to construct the experience with the differences, but without exclusions, differentiations, restrictions of any nature and always recognizing them and valuing them as essential to the construction of identity. (FERNANDES, 2011, p.77)

From this clarification of what should be paramount in school environments at all levels of education, we should have the direction to valorize the construction of knowledge in respect to diversity, taking this diversity as a means to develop the learning of the subjects in a society composed by individuals who have different characteristics and equal rights. In this sense, Boaventura Souza Santos apud Fernandes (2011, 79) makes a significant contribution when he tells us that "we have the right to be equal when difference does not lower us and the right to be different when equality mischaracterizes us." In this way, all students must have the same rights of access to education as to equal educational instruments and materials,

without, for that, their individual characteristics being devalued, respecting the principle of diversity.

In this sense, we must consider that, since diversity is constantly present in higher education, especially through the access and permanence of students targeted by special education, educational processes need to be guided by government agencies, since this is a space that is still in limbo. On the one hand, the legislation guides the respect and acceptance for the diversity of people with disabilities, and on the other, there is the market and the world of work, requiring graduates increasingly qualified to work in the spaces that need competent professionals, graduates of education. This quality is linked to the concept of the market, which, in our view, is to some extent incompatible with the work to be done by disabled people. Therefore, considering that large-scale evaluations are standardized and homogeneous, the principle of diversity goes against that instrument. Considering that each individual has its potentialities that must be developed in different ways, this standardized instrument is not thought to meet this demand, since it is a standard model for all students. In addition, the standardization of these tests seeks to meet a market view, an economic bias that has become hegemonic in social and educational policies, including the training processes. The same standard of rationality, used to "read" everything.

We must still understand that if learning processes occur in different ways, as soon as evaluation methods must also be flexible. According to González apud Fernandes (2002, p. 176) this flexibilization must respect "the plurality of rhythms and styles of learning [...] contrary to the traditional belief that all students learn in the same way, with the same methodological strategies, with the same materials and at the same time / age group ". Thus, large-scale, standardized and homogeneous assessments tend not to encompass the complexity required to be the hallmark of quality education. In addition, many questions about educational processes must be considered in order to have a real understanding of this quality. We understand, therefore, that these evaluations in a homogeneous way demonstrate a distortion of quality indicators being used in isolation as quality rankings of higher education, as well as other levels of education.

Higher education institutions mostly develop services and care for the inclusion of special education target students in accessibility centers for compliance with current legislation and the pedagogical guidelines emanated by the inclusion policy (INEP, 2016).

However, there is no requirement for HEIs to hold students in higher education. There is also no impediment to their access, but this does not guarantee an effective inclusion in many senses, nor even in the accomplishment of the large-scale evaluation, which in the case of higher education translates into the National Higher Education Performance Examination (ENADE).

ENADE is focused on evaluating the students' performance in the courses, which with good averages improve the institutional performance and consequently the placement of the HEI in the ranking of institutions that through the competition seek to qualify.

The National System for the Evaluation of Higher Education (SINAES), defines from its report "On-site assessment: references in the scope of SINAES" (2015), in which in its chapter 6 on "Accessibility in Undergraduate and Face-to-Face of the SINAES "some guidelines on quality indicators for Higher Education.

These indicators should become a reality in undergraduate courses, since they need to be well evaluated in order to remain in operation. In this way, the inclusive policy "is based on accessibility that is effective through actions that involve the planning and organization of resources and services in architectural, pedagogical and attitudinal aspects" (INEP, 2015, p.149). In relation to the promotion of accessibility for the target audience of special education, "there are requirements to be met, according to MEC No. 3.284 / 2008 on the accreditation and functioning of HE institutions" (INEP, 2015, p.149).

In evaluating the quality of the Courses, the evaluators are attentive to three dimensions: didactic-pedagogical organization, faculty and infrastructure. In this sense, accessibility is a legal requirement in the instrument,

we understand that in the pedagogical project all the questions of the course are aligned, human diversity is met, the concept of accessibility must be verified in a broad way, and not only restricted to physical and architectural questions, since the word expresses a set of dimensions, complementary and indispensable for a process of effective inclusion. (INEP, 2015, p.150)

In order for access to an inclusive educational system at all levels of education to be effective, we understand that specific support measures must be taken to ensure accessibility conditions that guarantee "full participation and autonomy of students with disabilities, in environments that maximize their academic and social development "(BRAZIL, 2013, p. 8). In this way we understand that access to higher education must be guaranteed and that any barriers do not make it impossible for the disabled to participate fully in conditions of equality with other people.

According to article 3, item IV of Law 13,146, of July 6, 2015, the Brazilian Law on the Inclusion of Persons with Disabilities, are considered barriers:

any impediment, obstacle, attitude or behavior that limits or impedes the social participation of the person, as well as the pleasure, enjoyment and exercise of their rights to accessibility, freedom of movement and expression, communication, access to information, to understanding, to safe movement, among others, classified in:

- a) urbanistic barriers: those existing in roads and in public and private spaces open to the public or for collective use;
- b) architectural barriers: those in public and private buildings;
- c) barriers in transport: those in transport systems and means;
- d) barriers in communications and information: any obstacle, attitude or behavior that makes it difficult or impossible to express or receive messages and information through communication and information technology systems;
- e) attitudinal barriers: attitudes or behaviors that prevent or impair the social participation of the disabled person in equal conditions and opportunities with other people;

f) technological barriers: those that impede or impede the access of the disabled to the technologies. (BRAZIL, 2015)

From this understanding that barriers must be eliminated in order to guarantee access to higher education under equal conditions for all, guaranteed in national legislation, we assume that all students of the ES must be guaranteed accessibility with the elimination of any barriers that prevent their full participation and personal, social and professional development. In addition, it should be emphasized that "the condition of disability should not define the area of their professional interest" (BRAZIL, 2013, p.11).

## FINAL CONSIDERATIONS

What is clear, from this study and many others that have occupied the researchers, given the many authors we refer to on the subject of inclusion of people who are the target of special education in educational institutions in both basic education and teaching Higher is that there is an intention to include, either by public policies or by understanding about the subject, but it has not yet been found how to do so in many aspects, one of them being the evaluation processes in relation to large scale evaluations. Considering that, currently, the type of evaluation that is most present in the Brazilian educational scenario is the large-scale evaluation, it is questionable whether this type of evaluation has an inclusive perspective. Through the theoretical framework used above, we argue that large scale evaluations, because they bring the standardization presupposition, end up having an exclusionary character, since they do not take into account individual teaching-learning processes.

In keeping with the objective of this study, one can see that, on the one hand, the educational system needs to include and democratize the access of people with disabilities, however, it evaluates the process with instruments that do not respect the specifics of this target audience. This is the case with large-scale evaluations, which bring the prerogative that it is possible to look at all as equals and with the same response condition. There is no pluralistic look, not because one cannot understand plurality, but because, being a large-scale evaluation, there is no concern for the specificities of each, but rather with most of the sample.

The contradiction is also in the discourse that everyone can learn in different ways and if they do not learn it is because of the teacher who is not well prepared. However, when responsibility is in the hands of the educational system, which must think and prepare the assessments for each subject with its diverse process, there seems to be no concern and interest in order to effectively include the target public of special education students at all levels, in a transversal way. Thus, the advances achieved by the students and their teachers are disqualified, since the standardization of the evaluations of large school annuls these knowledges gained with efforts that cannot be measured.

From the present discussion throughout this text it was possible to understand that the educational institutions with the best indexes are not necessarily inclusive and democratic,

since they do not guarantee to all an effective and successful learning and are not always concerned with the learning of the target public students of the special education. Educational institutions and their indexes need to be understood in relation to their context (location, socioeconomic level of the students, characteristics of the faculty, school management, etc.).

When we refer to the inclusion of the targeted public education students in Higher Education, we are faced with several barriers to be overcome. We understand that architectural barriers are the easiest to promote this public's access to higher education courses. However, the guarantee of permanence of these students becomes a great challenge regarding the issues of effectiveness of learning and the guarantee of permanence.

Finally, it should be emphasized that large-scale evaluations in Higher Education - as well as in basic education - are another way of seeking a standardization of the student, which makes the possibility of inclusion more distant, since special education seeks the acceptance of diversity and differentiated ways of teaching and developing learning.

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