



NOTA TÉCNICA Nº 02/2022 AND THE SPECIALIZED EDUCATIONAL SERVICE (AEE) IN ALAGOAS: A CRITICAL ANALYSIS FROM THE PERSPECTIVE OF GOAL 4 OF THE PNE AND DECRETO Nº 12.686/2025

Giselle Teixeira de Freitas Ferreira¹ Guilherme Caetano Stanzani²
Viviane Cristina de Mattos Battistello³ Graciele Oliveira Faustino⁴
Eduardo Galhardo⁵ Rosemari Lorenz Martins⁶

^{1,4} Universidade Estadual de Alagoas (UNEAL), Arapiraca, Alagoas

^{3,6} Universidade Feevale, Novo Hamburgo, Rio Grande do Sul

^{2,5} Universidade Estadual Paulista (UNESP), Presidente Prudente, São Paulo

Correspondence

Giselle Teixeira de Freitas Ferreira,

E-mail:

giselle.ferreira.profei.t5@alunos.uneal.edu.br

Abstract

This study critically analyzes the implementation of public policies for inclusive education in Alagoas, focusing on Technical Note No. 02/2022 from SEDUC/AL, a document guiding the Specialized Educational Service (AEE). The analysis is situated within the context of the National Policy for Inclusive Education established by Decree No. 12,686/2025 and the Goal 4 of the National Plan for Education (PNE 2014–2024). This qualitative, documentary, and legal research employs normative comparative analysis between federal and state directives, with emphasis on funding through FUNDEB and teacher training. The results indicate that, although the Technical Note administratively organizes AEE, it presents conceptual inconsistencies and outdated provisions that challenge the principles of full inclusion and may foster segregating practices. It is concluded that aligning state regulations with the current legal framework is essential for AEE to fulfill its complementary and supplementary role. The study discusses implications for public administration and funding, highlighting the need for rigorous monitoring to ensure the right to high-quality education in inclusive national contexts.

Keywords:

Inclusive Education; Alagoas; Educational Inclusion; Legal Frameworks and Public Policies

INTRODUCTION

The consolidation of inclusive education in Brazil is grounded in the recognition of education as a universal, public, and subjective right of every citizen, as established in the Constituição Federal de 1988 and regulated by the Lei de Diretrizes e Bases da Educação Nacional, Lei nº 9.394/1996. The most recent milestone, represented by Decreto nº 12.686/2025, establishes the National Policy for Inclusive Special Education, incorporating adjustments and corrections arising from public debates and technical challenges. In this context, the Specialized Educational Service (AEE) constitutes a fundamental and mandatory right of students with disabilities, Autism Spectrum Disorder, and high abilities/giftedness (Brasil, 2009, 2025).

AEE is a service of Special Education (EE) that does not replace schooling but complements and/or supplements it, with the aim of identifying, developing, and organizing pedagogical resources and specific accessibility services to ensure equitable learning and full inclusion in school environments (Brasil, 1996, 2008, 2015, 2025). From this perspective, Special Education constitutes an educational modality that cuts across all levels and stages of education, responsible for serving students who are the target audience of special education. Nevertheless, Inclusive Education (IE) constitutes the fundamental paradigm that guides this modality, establishing the principle that special education should be offered preferably within the regular education system. This orientation aims to ensure the permanence, participation, and meaningful learning of all individuals, through the elimination of barriers and the promotion of inclusive educational systems (Brasil, 2008, 2025).

The Plano Nacional de Educação (PNE 2014–2024), established by Lei nº 13.005/2014, represents the main State policy aimed at guaranteeing the right to education from an inclusive perspective. Goal 4 of the PNE sets as its objective to universalize, for students with disabilities, global developmental disorders and high abilities/giftedness, access to basic education and to AEE, preferably within the regular education system, ensuring the constitution of an inclusive educational system, Multifunctional Resource Rooms (SRM), specialized classes, schools, or services, whether public or under agreement. This goal is operationalized through strategies that articulate funding, teacher training, and pedagogical organization, with emphasis on strategies 4.1 and 4.3, as well as goals 15 and 16, concerning the training of education professionals.

At the state level, the Secretaria de Estado da Educação de Alagoas - SEDUC/AL published Nota Técnica nº 02/2022, a document that proposes to guide the planning for the support and monitoring of students who are the target audience of EE, within AEE, in the public education system (Alagoas, 2022). The issuance of this document raises questions regarding its consonance with federal normative frameworks and, especially, with the commitments assumed by the state of Alagoas and by Brazil through the PNE as a State policy.

SEDUC/AL is structured into 13 Regional Education Offices (GERE). The aforementioned public notice provided for the offer of 342 positions for filling the position of Special Education Teacher, distributed across all regional offices (Alagoas, 2021). In view of this, the objective of the present study is

¹Decreto nº 12.686/2025 uses the term Autism Spectrum Disorder (TEA) in place of the term Global Developmental Disorder (TGD).

²The public notice established the offer of 282 positions for general competition and 60 positions reserved for Persons with Disabilities (PcD), available on the website [[ED_SEDUC_AL_21_ABERTURA.PDF](#)].

to critically analyze Nota Técnica nº 02/2022 from SEDUC/AL in light of Goal 4 of the PNE (2014–2024), examining its normative premises, theoretical-political foundations, and implications for the organization of AEE.

The issuance of Nota Técnica nº 02/2022 by the Secretaria de Estado da Educação de Alagoas raises questions about its consonance with the federal legal framework that guides the provision of AEE. Thus, the central problem of this study is: does Nota Técnica nº 02/2022 align with federal laws, or does it establish state regulatory provisions that challenge the national understanding of inclusive education? Understanding this question is relevant for identifying impacts on pedagogical practices, on the organization of AEE, and on the definition of the target audience of special education, contributing to the debate on the effective implementation of inclusive public policies.

In this context, this analysis is justified by the need to understand how state education systems interpret, update, and operationalize the federal guidelines concerning special education and AEE—in this case, specifically the state of Alagoas. In a scenario in which inclusive education policies are subject to discursive disputes, it is essential to investigate whether the state document respects the limits of its normative competence or whether it creates provisions capable of redefining or straining the national understanding of inclusion.

This analysis becomes relevant because administrative guidelines directly impact the organization of pedagogical work, the provision of AEE, the definition of responsibilities, and the very delimitation of the target audience of special education. Thus, understanding whether the state regulation strengthens rights, maintains coherence with federal legislation, or, on the contrary, produces subtle forms of exclusion is a scientific and social necessity, further contributing to the national debate on the interpretation and the risks of fragmentation of inclusion guidelines in the country.

METHODS

The research is characterized as qualitative and documentary, since it uses documents as a source of data, in accordance with the definition of Gil (2019). Official federal and state documents were analyzed, notably Lei nº 13.005/2014 (Plano Nacional de Educação), Lei nº 9.394/1996 (LDB), Decreto nº 12.686/2025, Decreto nº 10.502/2020, and Nota Técnica nº 02/2022 of the Secretaria de Estado da Educação de Alagoas.

Data analysis was carried out through a comparative and critical procedure, contrasting the guidelines of the Technical Note with the directives and strategies of Goal 4 of the PNE, especially with regard to inclusion in regular classes, the funding of AEE, the continuing education of teachers, and pedagogical flexibility. The interpretation of the documents was supported by specialized literature on inclusive education and educational public policies.

The methodological approach prioritized conceptual rigor and normative consistency, using the following procedures: (I) documentary survey: collection and organization of the current legislation and of guiding documents; (II) study of the pedagogical and organizational implications: analysis of the regulatory frameworks aimed at the operationalization of AEE and at the strengthening of the inclusive education paradigm within public policies; (III) comparative analysis: comparison of federal guidelines with those of the Technical Note and Goal 4 of the PNE, using as criteria inclusion in the regular classroom, individualized planning, and pedagogical flexibility; and (IV) critical analysis, assessing the potential of the technical note to promote inclusion or to reproduce barriers (Moran, 2019; Lopes, 2021).

RESULTS AND DISCUSSION

The discussion concerning Nota Técnica nº 02/2022 and AEE, from the perspective of Goal 4 of the PNE, reveals an effort to align the national inclusion guidelines with pedagogical operationalization in the state of Alagoas. While the PNE establishes the legal framework and the decennial goals (2014–2024), the Technical Note functions as a guiding instrument for the practical implementation of these policies in the state education system.

Alignment with Goal 4 of the PNE

Goal 4 of the PNE aims to universalize access to basic education and to AEE for the population aged 4 to 17 with disabilities, Global Developmental Disorders (TGD), and high abilities or giftedness. The legal text emphasizes that this service must preferably take place within the regular education system, ensuring an inclusive educational system. It is important to highlight that Decreto nº 12.686/2025 uses the term Autism Spectrum Disorder (TEA) in place of the term Global Developmental Disorder (TGD).

Nota Técnica nº 02/2022 of Alagoas mirrors this objective by defining AEE as a pedagogical service that must be carried out by a specialized teacher, preferably in the SRM of the school itself. The critical analysis shows that the Technical Note operationalizes strategy 4.3 of the PNE, which provides for the establishment of these rooms and the continuing education of teachers. Edital nº 1, which instituted the first public examination for filling the position of Special Education Teacher of SEDUC/AL, established, as a basic requirement for enrollment, “the presentation of a duly registered diploma of a higher education degree in a Licentiate in Pedagogy, accompanied by certification of Specialization in Special Education, both issued by a higher education institution recognized by MEC” (Alagoas, 2021, p. 2).

In this way, the public notice remained in consonance with the aforementioned Decree, which requires that the AEE teacher have initial training that qualifies them for the exercise of teaching and continuing education for inclusive special education, with a workload of at least three hundred and sixty hours (Brasil, 2025).

Expansion of the Target Audience: A Normative Evolution

A relevant point in the discussion is the scope of the audience served. In the PNE (Brasil, 2014), the audience of Goal 4 students is restricted to students with disabilities, TGD, and high abilities or giftedness. The Technical Note (Alagoas, 2022), a document from Alagoas, expands this monitoring to students with Dyslexia, Attention Deficit Hyperactivity Disorder (TDAH), or other learning disorders. Decreto nº 12.686/2025 also updates the nomenclature from Global Developmental Disorder (TGD) to Autism Spectrum Disorder (TEA), ratifying the classification of the student with TEA as a person with disability (PcD) for the purposes of inclusive education policies.

This expansion is grounded in Lei nº 14.254/2021, cited in the sources, which provides for the comprehensive monitoring of learners with these disorders (Alagoas, 2022). Thus, the Technical Note of Alagoas updates the application of Goal 4 in accordance with more recent legislation, suggesting that

³Reference to Edital nº 1 - SEDUC/AL, of June 6, 2021, available on the website [\[ED_SEDUC_AL_21_ABERTURA.PDF\]](#).

AEE should not be restricted to the historical categories of special education, but also for disorders that affect reading, writing, and attention.

It is observed, however, that the aforementioned law makes no direct mention of the target audience of special education. Nevertheless, in its Article 4, it establishes that the “specific needs in the learner’s development shall be met by the professionals of the education system in partnership with professionals of the health system” (Brasil, 2021).

Conceptual inconsistencies are evident regarding the categorization of the students who are in fact the target audience of special education in light of Brazilian legislation. In accordance with the LDB, Resolução nº 04/2009, and Decreto nº 12.686/2025, eligibility for these services is restricted to students with disabilities, Autism Spectrum Disorder (TEA), and high abilities or giftedness, allowing for interpretations that exceed this legal scope (Brasil, 1996, 2009, 2025).

This conceptual imprecision directly strains Goal 4 of the PNE, since the national policy clearly defines the audience to be served by AEE, linking this definition to strategies for funding, planning, and teacher training. Strategy 4.1 of the PNE, for example, provides for the funding, via FUNDEB, of the enrollments of regular-education students who receive complementary and supplementary AEE. The undue expansion may compromise the focus of this policy, potentially diluting resources and weakening the services guaranteed to students under the law (Brasil, 2014).

Dichotomy between Pedagogical Praxis and Clinical Assessment

A fundamental critical analysis lies in the reduction of bureaucracy in access. Nota Técnica nº 02/2022 establishes that the presentation of a medical report (clinical diagnosis) is not mandatory at the time of enrollment. This is because AEE is characterized as a pedagogical rather than a clinical service. This position is consistent with Goal 4 of the PNE, which focuses on guaranteeing the inclusive educational system and on providing services that eliminate barriers to learning. By prioritizing the pedagogical identification carried out by the classroom teacher, the state system seeks to prevent the absence of a medical diagnosis from impeding the student’s right to receive specialized support in the alternate shift.

With regard to the organization of AEE, it is observed that the Technical Note proposes standardized planning and monitoring procedures which, although they seek to organize the provision of the service, may limit the pedagogical flexibility advocated by Goal 4 of the PNE. Strategy 4.3 establishes the implementation of SRM and the promotion of continuing teacher education, recognizing the diversity of school contexts and of students’ educational needs. However, the state regulation presents guidelines that tend toward excessive segmentation, potentially displacing AEE from its complementary function toward service practices separated from the regular classroom.

The documentary analysis showed that the NT provides guidelines for AEE regarding (I) the planning of specialized lessons and activities; (II) the identification of students who are the target audience of special education; (III) individualized monitoring strategies; and (IV) the integration between regular teachers and special education specialists. Although the guidelines are relevant, points of misalignment with federal norms were identified that may compromise full inclusion.

⁴The DSM-5-TR uses the term “Specific Learning Disorder with impairment in reading,” allowing the use of “dyslexia” as an alternative term to describe the pattern of difficulties (APA, 2022).

Table 1 presents a comparative analysis between the current Federal Legislation and the Technical Note with regard to the guidelines for inclusion in the classroom. The results reveal significant indications of practices that may constitute processes of educational segregation. With regard to individualized educational planning, the existence of limits on pedagogical flexibility was found, which may compromise the effective curricular adaptation to the specific needs of the students. Moreover, in the sphere of teacher training, an uneven implementation of the normative guidelines was observed, indicating weaknesses in the consolidation of inclusive practices in the school context.

Table 1

Comparison between Federal Legislation and Nota Técnica nº 02/2022

Aspect analyzed	Federal Legislation	Nota Técnica nº 02/2022	Observation
Inclusion in the regular classroom	Priority on inclusion with support from AEE	Possible excessive segmentation in special classrooms	Risk of segregation
Individualized planning	Adjustments and accessibility resources	Rigid and standardized procedures	Limits pedagogical flexibility
Teacher training	Continuous professional development	Recommends training, but without clear monitoring	Uneven implementation

Source: *Produced by the authors (2026).*

The discussion shows that, although the Technical Note organizes AEE procedures, certain guidelines may create barriers to full inclusion. The literature indicates that inflexible practices or isolated state regulations tend to reproduce educational inequalities, compromising equity in learning (Moran, 2019; Lopes, 2021).

Furthermore, the study reinforces the importance of integrated policies, with coordination between federal and state bodies, continuous teacher training, and curricular adaptation, prioritizing inclusion in regular learning environments; in addition to the consolidation of intersectoral work within the school as a strategy of comprehensive care for special education students (Brasil, 2025).

Implementation and Funding Strategies

The effectiveness of Goal 4 depends on funding and organizational strategies:

(I) funding: the PNE, in strategy 4.1, provides for the counting of AEE enrollments for the purpose of transfers from the Fundo de Manutenção e Desenvolvimento da Educação Básica (Fundeb). The NT confirms that funding for AEE enrollment during the alternate shift is conditioned on registration in the Censo Escolar (School Census);

(II) integration into the Projeto Político Pedagógico (PPP): both documents emphasize that AEE

must be integrated into the school's PPP. The NT also details that the planning must involve the pedagogical coordinator, the regular classroom teacher, and the support professional, ensuring the transversality of special education.

FINAL CONSIDERATIONS

The analysis carried out allows the conclusion that Nota Técnica nº 02/2022 of SEDUC/AL presents advances with regard to the administrative organization of the Specialized Educational Service, but reveals significant limitations when confronted with Goal 4 of the Plano Nacional de Educação (2014–2024). The conceptual inconsistencies in the definition of the students who are the target audience of special education, outdated regulatory provisions, and the adoption of potentially rigid procedures strain the principles of the inclusive educational system established as a State policy.

In view of this, the need for greater harmonization between state regulations and the national guidelines of the PNE becomes evident, ensuring that AEE is effectively configured as a service complementary to and supplementary to schooling within the regular education system. The research reinforces the importance of critical analyses of local policies, especially in a context of the expiration of the PNE's term, contributing to academic debate and to the improvement of inclusive education public policies.

Therefore, the documentary analysis indicates that the Technical Note proposes standardized procedures that may limit the pedagogical flexibility necessary to serve the diversity of students as provided for in the PNE. There is concern that the state guidelines favor excessive segmentation, displacing AEE from its complementary function toward service practices separated from the regular classroom, which contradicts the principle that support should preferably take place within the regular education system.

In sum, the analysis of Nota Técnica nº 02/2022 of SEDUC/AL reveals that, even though the document represents an effort to organize AEE in Alagoas, it establishes significant tensions with the federal legal framework. The study demonstrates that the alignment between state regulations and the national policy for inclusive education is an essential condition for avoiding the fragmentation of inclusion guidelines in the country and for ensuring that AEE fulfills its complementary and/or supplementary function as provided for in Goal 4 of the PNE. Without this, there is a risk of creating "subtle forms of exclusion" and inconsistencies that directly impact the funding and the pedagogical organization of schools.

The main incoherence to be remedied lies in the undue expansion of the PAEE (target audience of special education). By including students with TDAH and Specific Learning Disorder with impairment in reading within the scope of AEE, the state Technical Note uses Lei nº 14.254/2021 in a way that exceeds Resolução nº 04/2009 and the LDB, as updated by Decreto nº 12.686/2025, which restrict the audience to persons with disabilities, TEA, and high abilities/giftedness. This imprecision not only strains Goal 4 of the PNE but also jeopardizes funding via Fundeb, since the dilution of resources to serve categories not provided for in federal legislation may weaken the service provided to the students legally assured of it. It also generates a direct risk to the funding of special education, as it may dilute Fundeb resources, which are legally bound strictly to the categories recognized by the federal framework, thereby weakening the service provided to the students legally assured of it and unfavorably impacting the effectiveness of psychopedagogical interventions and the sustainability of inclusive practices in the school ecosystem.

As a practical suggestion to correct the imprecisions identified, the elaboration of an Addendum or Revision to Nota Técnica nº 02/2022 is proposed, structured in the following terms:

(I) revision of the definition of students who are the target audience of special education: the document must align strictly with the federal definition, reserving the nomenclature and the resources of AEE for students with disabilities, TEA, and high abilities and/or giftedness in accordance with Article 5 of Decreto nº 12.686/2025.

(II) creation of a specific pedagogical support section: in order to comply with Lei nº 14.254/2021 without compromising the special education budget, the state could create a differentiated service flow for learning disorders (TDAH and Specific Learning Disorder with impairment in reading), treating them as transversal pedagogical support, but distinct from AEE.

(III) procedural flexibility: replacing the guidelines of “rigid and standardized procedures” with directives that value pedagogical flexibility and the autonomy of schools, combating the risk of segregation in special classrooms.

Therefore, regulatory alignment is essential so that the state policy of Alagoas does not reproduce educational inequalities. The updating of the normative references and the correction of the individualized monitoring strategies are fundamental steps to ensure that inclusive education in Alagoas is, in fact, effective, universal, and of high quality, respecting the limits of the state’s normative competence in relation to the national inclusion guidelines.

ACKNOWLEDGMENTS

The authors thank the Coordenação de Aperfeiçoamento de Pessoal de Nível Superior (CAPES) and the Conselho Nacional de Desenvolvimento Científico e Tecnológico (CNPq) for the institutional support and the indispensable funding for the execution of this research.

REFERENCES

- Alagoas (Estado). Secretaria de Estado da Educação. (2021). Edital nº 1/2021 – SEDUC/AL, de 6 de julho de 2021: Concurso público para provimento de vagas no cargo de professor da Secretaria de Estado da Educação de Alagoas. SEDUC/AL.
https://cdn.cebraspe.org.br/concursos/seduc_al_21/arquivos/ED_SEDUC_AL_21_ABERTURA.PDF
- Alagoas (Estado). Secretaria de Estado da Educação. Superintendência de Políticas Educacionais. Supervisão da Educação Especial. (2022). Nota técnica nº 02/2022: Atendimento educacional especializado (AEE): Planejamento para apoio e acompanhamento aos estudantes público-alvo da educação especial.
- American Psychiatric Association. (2022). Manual diagnóstico e estatístico de transtornos mentais: DSM-5-TR (5ª ed., texto revisado). Artmed.
- Brasil. (1996). Lei nº 9.394, de 20 de dezembro de 1996: Estabelece as diretrizes e bases da educação nacional. https://www.planalto.gov.br/ccivil_03/leis/l9394.htm
- Brasil. (2008). Decreto nº 6.571, de 17 de setembro de 2008: Dispõe sobre o atendimento educacional especializado, regulamenta o parágrafo único do art. 60 da Lei nº 9.394, de 20 de dezembro de 1996, e acrescenta dispositivo ao Decreto nº 6.253, de 13 de novembro de 2007.
http://www.planalto.gov.br/ccivil_03/_ato2007-2010/2008/Decreto/D6571
- Brasil. Ministério da Educação. Conselho Nacional de Educação. Câmara de Educação Básica. (2009). Resolução CNE/CEB nº 4, de 2 de outubro de 2009: Institui diretrizes operacionais para o atendimento educacional especializado na educação básica, modalidade educação especial.
- Brasil. (2014). Lei nº 13.005, de 25 de junho de 2014: Aprova o Plano Nacional de Educação (2014–2024). https://www.planalto.gov.br/ccivil_03/_ato2011-2014/2014/lei/l13005.htm
- Brasil. (2015). Lei nº 13.146, de 6 de julho de 2015: Institui a Lei Brasileira de Inclusão da Pessoa com Deficiência (Estatuto da Pessoa com Deficiência).
http://www.planalto.gov.br/ccivil_03/_ato2015-2018/2015/lei/l13146.htm
- Brasil. (2025). Decreto nº 12.686, de 20 de outubro de 2025: Institui a Política Nacional de Educação Especial Inclusiva e a Rede Nacional de Educação Especial Inclusiva.
<https://www2.camara.leg.br/legin/fed/decret/2025/decreto-12686-20-outubro-2025-798166-publicacaooriginal-176779-pe.html>
- Gil, A. C. (2019). Como elaborar projetos de pesquisa (6ª ed.). Atlas.
- Lopes, J. (2021). Políticas públicas de inclusão escolar: Desafios e perspectivas. Cortez.
- Moran, J. (2019). Educação inclusiva: Fundamentos, legislação e práticas pedagógicas. Vozes.