National special education policy: Scope review protocol

Política nacional da educação especial: Protocolo de revisão de escopo

Política nacional de educación especial: Protocolo de revisión de alcance

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Abstract
This article presents the protocol for a Scoping Review on the National Special Education Policy through Decree No. 10,502, dated September 30, 2020, which establishes the creation of the National Policy on Special Education: Equitable, Inclusive, and Lifelong Learning, with legal tensions. The aim is to examine the development, scope, and clear understanding of publications in research, seeking answers in the literature about the content of publications in the field of National Special Education Policy from 2020 onwards. This is a qualitative study of a Scoping Review, following the methodology of the Manual for Evidence Synthesis by the Joanna Briggs Institute (JBI). The PCC (Population, Concept, Context) strategy will be used to define the research question and inclusion and exclusion criteria. The search and database selection strategy will be developed with the guidance of a specialist in digital search strategy and will include multiple databases such as Cumulative Index to Nursing and Allied Health Literature (CINAHL), National Library of Medicine (PubMed), SCOPUS, WEB OF SCIENCE, MEDLINE, EMBASE, Scientific Electronic Library Online (SCIELO), and Google Scholar. Descriptors and synonyms will be used according to the Health Sciences Descriptors (DeCS) and Medical Subject Headings (MeSH). This protocol has been registered on the Open Science Framework (OSF) under the DOI: 10.17605/OSF.IO/HJD3C. It is expected that this protocol will contribute to the findings regarding the national policy of Special Education in Brazil.

Keywords: People with disabilities; School inclusion; Public policy.

Resumo
será elaborada con o acompañamiento de una profesional especializada en estrategia de busca digital e inserirá varias bases de datos, como Cumulative Index to Nursing and Allied Health Literature (CINAHL), National Library of Medicine (PubMed), SCOPUS, WEB OF SCIENCE, MEDLINE, EMBASE, Scientific Electronic Library Online (SCIELO) y Google Académico. Serán utilizados descritores e sinónimos de acuerdo con los Descritores en Ciencias da Saúde (DeCS) e Medical Subject Headings (MeSH). Esse protocolo foi registrado na Open Science Framework (OSF) sob o DOI: 10.17605/OSF.IO/HJD3C. Espera-se que esse protocolo contribua com os resultados sobre a política nacional da Educación especial no Brasil.

Palavras-chave: Pessoas com deficiência; Inclusão escolar; Política pública.

Resumen
Este artículo presenta el protocolo para una Scoping Review del alcance de la Política Nacional de Educación Especial a través del Decreto N° 10.502, de 30 de septiembre de 2020, que establece la creación de la Política Nacional de Educación Especial: Equitativa, Inclusiva y con Aprendizaje Prolongado. La vida, con tensiones en los medios legales. El objetivo es examinar el desarrollo, alcance y comprensión clara de las publicaciones en investigación, buscando en la literatura respuestas sobre cuáles son los contenidos de las publicaciones en el ámbito de la Política Nacional de Educación Especial, a partir del año 2020. Este es un estudio M étodo cualitativo de Scoping Review, siguiendo la metodología del Manual de Síntesis de Evidencia del Instituto Joanna Briggs (JBI). Se utilizará la estrategia PCC (Población, Concepto, Contexto) para definir la pregunta de investigación y los criterios de inclusión y exclusión. La estrategia de búsqueda y selección de bases de datos se desarrollará con la asistencia de un profesional especializado en estrategia de búsqueda digital e incluirá varias bases de datos, como Cumulative Index to Nursing and Allied Health Literature (CINAHL), National Library of Medicine (PubMed), SCOPUS, WEB OF SCIENCE, MEDLINE, EMBASE, Scientific Electronic Library Online (SCIELO) y Google Scholar. Se utilizarán descritores y sinónimos de acuerdo con los Descriptores de Ciencias de la Salud (DeCS) y los Encabezamientos de Materias Médicas (MeSH). Este protocolo ha sido registrado en Open Science Framework (OSF) bajo DOI10.17605/OSF.IO/HJD3C. Se espera que este protocolo contribuya a los resultados de la política nacional de Educación Especial en Brasil.

Palabras clave: Personas con discapacidad; Inclusión escolar; Política pública.

1. Introduction

In Brazil, through Decree No. 10,502, dated September 30, 2020, the creation of the National Policy on Special Education: Equitable, Inclusive, and Lifelong Learning was established (Brasil, 2020). This decree authorizes educational systems to adopt measures regarding the flexibility of education to provide alternative options such as special schools, special classes, and bilingual schools. Preceding this decree, from 2008 to 2018, the National Policy on Special Education from the Perspective of Inclusive Education was in effect, which redefined the concept of disability and the inclusion of students in regular classes, aligning Brazil with international guidelines on the right to education (Baptista, 2019). However, the rights of people with disabilities have been a topic of national and international debate since the 1990s (Pletsch & Leite, 2017).

In this context, many barriers have hindered and continue to hinder the quality and efficiency of education for people with disabilities, whether in basic education or higher education. Through Decree No. 11,370 of January 1, 2023, the Decree establishing the creation of the National Policy on Special Education: Equitable, Inclusive, and Lifelong Learning was revoked (Brasil, 2023), and no replacement policy has been instituted as of the present moment. The situation indicates a significant challenge for public policies aimed at Special Education (Glat, 2018). The issue becomes even more complex when addressing individuals facing social inequalities and limitations in their daily activities due to chronic illnesses or disabilities (Boccolin et al., 2017). Furthermore, according to the data, the regulation of services for this student population often falls within higher education, which does not always guarantee the legitimization of their rights (Cabral & Melo, 2017).

When discussing educational rights, conflicts in legal contexts are observed, not only in Brazil but also in other countries such as Portugal, Medellin in Colombia, where students with disabilities require quality and dignified education (Pereira & Albuquerque, 2017; Zapata, 2019). The issue of inclusive education for people with disabilities in public higher education is also a challenge in Uruguay (Gómez & Fernández, 2018). In Costa Rica, the rights of students with disabilities are often overlooked (Morera, 2018). In Romania, for primary and secondary education institutions, there are not many studies addressing the factors that determine favorable inclusion of students in higher education institutions (Stăiculescu, Dincă &
Gheba, 2022). It is evident that providing education for all while considering the specific needs of such a diverse audience is not an easy task (Borges & Campos, 2018). In this landscape of challenges, it is possible to observe that social distance from individuals with special needs continues into adulthood (Firat & Koyuncu, 2022). The motto of the global self-advocacy movement, “Nothing About Us, Without Us,” is still not fully implemented in the formulation of programs aimed at this population (Glat & Estef, 2021). In the field of rights, a demand only arises when the complainant encounters the recipient of their request, often stemming from the non-fulfillment of something previously offered (Pedott & Angelucci, 2020). Therefore, changes in public policies generate conflicts due to the alteration of the status quo and the competition for resource allocation, as new ideas and questions emerge (Rosa & Lima, 2022).

In Brazil, within a relatively short period of time, significant changes have impacted and continue to impact the educational system, influenced by International Organizations in Special Education policies (Borges & Torres, 2020). In this case, the shifts in ideological currents of opposing thoughts could explain the inconsistency in sudden changes in legislation, making concrete actions for the student population in need of legal support challenging. Given the current conditions of a challenging global economic, social, and political landscape, Brazil lacks clear and objective publications on a National Special Education Policy (Demchenko et al., 2022). In this regard, according to (Sá et al., 2019), one should not only look at decrees and laws but also at how these policies have been developed and what has been done to ensure their effective implementation. To do so, one must reflect on experiences not only to assess the degree of effectiveness in their implementation but also to draw lessons for improvement and correction along their trajectories (Gediel et al., 2019).

In the context of the literature, there have been few publications on educational policy related to Special Education Modality since 2020. Therefore, this Scoping Review protocol investigates the limited publications on the National Policy on Equitable, Inclusive, and Lifelong Learning in Special Education in Brazil, focusing on the Special Education Modality from 2020 onwards. It also explores the divergent ideas and government actions that directly impact the feasibility of measures to be taken at various levels for the special needs student population. The definition of a national special education policy is scattered across systematic review literature, differing in its conceptual structure and not explicitly identified through a Scoping Review strategy.

In our review, we aim to raise awareness of this emerging paradigm in the context of the National Special Education Policy: Equitable, Inclusive, and Lifelong Learning. Given the current efforts at conceptualization, the review will focus on recent publications. To the best of our knowledge, no previous review has provided a comprehensive understanding of the topic of the NATIONAL SPECIAL EDUCATION POLICY OF 2020 IN BRAZIL. This initial literature review will be important in determining which interventions are considered impactful. However, despite the National Policy not being in force, it remains readily available and scattered, yet not united under the same conceptual model. A preliminary search of the Cochrane Database of Systematic Reviews, JBI Evidence Synthesis, and MEDLINE was conducted, and no current or ongoing scoping reviews were found or identified on the topic.

The objective of this protocol is to examine the development, scope, and clear understanding of publications in research, seeking answers in the literature about the content of publications in the field of the National Policy on Equitable, Inclusive, and Lifelong Learning in Special Education from 2020 onwards. To do so, a Scoping Review approach was chosen to identify the evidence processes in this type of academic literature. Previous studies have shown a focus on systematic reviews, with the prevailing emphasis on the National Policy on Special Education from the Perspective of Inclusive Education from 2008, while only a rare minority cite the National Policy on Equitable, Inclusive, and Lifelong Learning in Special Education from 2020 and the Incheon Declaration. The variability of the policies obscures the concepts, as well as a clear definition, resulting in knowledge gaps in the existing literature due to the process of establishing documents for public policies having undergone variations, disagreements, and inconsistencies in guiding institutions and public bodies responsible.
for actions concerning students in this educational modality. This fact affects the quality of evidence published in the literature, which is predominantly conducted in academic settings, posing challenges for research.

2. Methodology

Kinds of study

This is a qualitative study of a Scoping Review, a literature review that will be conducted following the methodology outlined in the Manual for Evidence Synthesis by the Joanna Briggs Institute (JBI) from August 2020, in accordance with the proposed framework (Peters et al., 2020). The protocol has been developed following the recommended steps outlined in the PRISMA-P (Preferred Reporting Items for Systematic Review and Meta-Analysis Protocols) guidelines.

Procedures

This research will follow the recommended steps for conducting a Scoping Review, as outlined in the PRISMA-P (Preferred Reporting Items for Systematic Review and Meta-Analysis Protocols) guidelines. These steps include: Identifying the research question and defining the descriptors; searching for relevant studies in databases; reading and selecting the material to be reviewed; extracting and analyzing the data from selected studies; preparing and presenting the results of the review; submitting the manuscript for peer review and presenting the key findings following the framework proposed by Peters et al. (2020). The protocol has been developed and subsequently registered on the Open Science Framework (OSF) platform under the DOI: 10.17605/OSF.IO/HJD3C.

Guiding question and inclusion criteria

For the conduct of this scoping review, questions will be formulated based on the object of the review and aligned with the PCC (Population, Concept, Context) mnemonic, along with the following keywords: P - People with disabilities; C - School Inclusion; C1 - Special Education; C2 - Public Policy, provided that it includes Public Policy (C-2) related to people with disabilities. For the search and selection of studies, the following “question” was established: What is the content of publications on the National Policy on Special Education in 2020 conducted in Brazil?

Search strategy and selection of databases

The search and selection strategy for databases was defined by a library assistant in collaboration with the authors. In the search strategy, 337 documents were found in the following databases: Cumulative Index to Nursing and Allied Health Literature (CINAHL); Latin American and Caribbean Health Sciences Literature (LILACS); National Library of Medicine (PubMed); SCOPUS; and the Web of Science platform.

The search date was 5 years (2017-2022). The search strategy can be seen in Table 1 below.
Table 1 - Subjects and synonyms used in the structuring of the search strategy.

<table>
<thead>
<tr>
<th>SUBJECTS AND STRATEGY</th>
<th>SUBJECT AND SYNONYM IN PORTUGUESE (DeCS)</th>
<th>SUBJECT AND SYNONYM IN ENGLISH (MeSH)</th>
<th>ASSUNTO E SINÔNIMOS EM ESPANHOL (DeCS)</th>
</tr>
</thead>
<tbody>
<tr>
<td>SUBJECT 1</td>
<td>“Pessoas com Deficiência” OR “Deficiência Física” OR “Deficiências Físicas” OR “Deficiente Físico” OR “Limitação Física” OR “Pessoa com Deficiência Física” OR “Pessoa com Desvantagem” OR “Pessoa com Incapacidade” OR “Pessoa com Incapacidade Física” OR “Pessoa com Limitação Física” OR “Pessoa com Necessidade Especial” OR “Pessoas com Deficiência Física” OR “Pessoas com Deficiências” OR “Pessoas com Deficiências Físicas” OR “Pessoas com Desvantagens” OR “Pessoas com Incapacidade” OR “Pessoas com Incapacidade Física” OR “Pessoas com Incapacidades” OR “Pessoas com Limitação Física” OR “Pessoas com Necessidade Especial” OR “Pessoas com Necessidades Especiais”</td>
<td>“Disabled Persons” OR “Person, Disabled” OR “Persons, Disabled” OR “Handicapped” OR “People with Disabilities” OR “Disabilities, People with” OR “People with Disability” OR “Persons with Disabilities” OR “Disabilities, Persons with” OR “Disability, Persons with” OR “Physically Handicapped” OR “Handicapped, Physically” OR “Physically Disabled” OR “Disabled, Physically” OR “Physically Challenged”</td>
<td>“Personas con Discapacidad”</td>
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<td>SUBJECT 2</td>
<td>“Inclusão Escolar” OR “Inclusão (Educação)” OR “Inclusão Educacional” OR “Inclusão em Educação” OR “Integração Educacional” OR “Integração, Educação” OR “Mainstreaming (Educação)”</td>
<td>“Mainstreaming, Education” OR “Education Mainstreaming” OR “Mainstreaming, Educational” OR “Educational Mainstreaming” OR “Mainstreaming (Education)”</td>
<td>“Integración Escolar”</td>
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<td>SUBJECT 3</td>
<td>“Política Pública” OR “Ação Afirmativa” OR “Ações Afirmativas” OR “ Discriminação Positiva” OR “Igualdade de Oportunidade” OR “Igualdade de Oportunidades” OR “Política de Controle da População” OR “Política de Imigração” OR “Política Demográfica” OR “Política Migratória” OR “Política Populacional” OR “Política Social” OR “Políticas Públicas” OR “Proteção Social”</td>
<td>“Public Policy” OR “Policies, Public” OR “Policy, Public” OR “Public Policies” OR “Migration Policy” OR “Migration Policies” OR “Policies, Migration” OR “Policy, Migration” OR “Affirmative Action” OR “Action, Affirmative” OR “Social Protection” OR “Protection, Social” OR “Population Policy” OR “Policies, Population” OR “Policy, Population” OR “Population Policies” OR “Social Policy” OR “Policies, Social” OR “Policy, Social” OR “Social Policies”</td>
<td>“Política Pública”</td>
</tr>
</tbody>
</table>

Source: Authors (2022).

The search strategy can be seen in Databases used in Table 2 below.
Table 2 - Databases used for the search.

<table>
<thead>
<tr>
<th>DATABASE</th>
<th>STRATEGY</th>
<th>DATE AND TIME OF THE RESEARCH</th>
<th>ARTICLES FOUND</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strategy Search in Portuguese/Spanish: (Literatura Latino Americana e do Caribe em Ciências da Saúde (LILACS) e Scientific Electronic Library Online (SCIELO))</td>
<td>(“Pessoas com Deficiência” OR “Deficiência Física” OR “Deficiências Físicas” OR “Deficiente Físico” OR ‘Limitação Física” OR”Pessoa com Deficiência Física” OR “Pessoa com Desvantagem” OR “Pessoa com Incapacidade” OR “Pessoa com Incapacidade Física” OR “Pessoa com Limitação Física” OR “Pessoa com Necessidade Especial” OR “Pessoas com Deficiência Física” OR “Pessoas com Deficiências” OR “Pessoas com Deficiências Físicas” OR “Pessoas com Desvantagens” OR “Pessoas com Incapacidade” OR “Pessoas com Incapacidade Física” OR “Pessoas com Limitações Físicas” OR “Pessoas com Necessidade Especial” OR “Pessoas com Necessidades Especiais”) AND (“Inclusão Escolar” OR “Inclusão (Educação)” OR “Inclusão Educacional” OR “Inclusão em Educação” OR “Integração Educacional” OR “Integração Escolar” OR “Integração, Educação” OR “Mainstreaming (Educação)” AND (“Política Pública” OR “Ação Affirmativa” OR “Ações Afirmativas” OR “Discriminação Positiva” OR “Igualdade de Oportunidade” OR “Igualdade de Oportunidades” OR “Política de Controle da População” OR “Política de Imigração” OR “Política Demográfica” OR “Política Migratória” OR “Política Populacional” OR “Política Social” OR “Políticas Públicas” OR “Proteção Social”</td>
<td>20/07/2022 09:04 às 15:10h</td>
<td>LILACS - 9 SCIELO - 58</td>
</tr>
</tbody>
</table>

Source: Authors (2022).

The development of searches for the articles under study in the databases allows for credibility and quality in the work, which was subsequently screened by two (2) reviewing evaluators. For eligibility criteria in the search strategy, the following types of articles were considered: full-text articles, original articles, theoretical studies, experiential reports, clinical studies, case studies, normative reviews, integrative reviews, systematic reviews, meta-analyses, metasyntheses, monographs, dissertations, theses published in the following databases: Gale, DOAJ, Lilacs, SCOPUS, PubMed, Web of Science, Academic Search, Scielo, excluding articles published in gray literature. The included articles were in Portuguese, Spanish, and English languages, published in the databases. Regarding the types of studies considered and included, they were scientific articles already published in these databases, totaling 337 articles, with 221 duplicates in the studied databases, resulting in a final total of 116 articles for analysis.
Eligibility criteria:

These studies will include documents in English, Portuguese and Spanish from the last 5 years (2017 to 2022), available in the following databases: Cumulative Index to Nursing and Allied Health Literature (CINAHL); Latin American and Caribbean Literature in Health Sciences (LILACS); National Library of Medicine (PubMed); SCOPUS and the Web of Science platform.

Articles available in full; original articles, theoretical studies, experience reports, clinical studies, case studies, normative, integrative, systematic reviews, meta-analyses, metasyntheses, monographs, dissertations, theses.

Conclusion criteria

Incomplete articles, duplicate documents, publications of opinions, consensuses, retractions, editorials, websites and advertisements published in the media, event summaries, event annals, printed and online books, documents in press, gray literature, documentary videos will be excluded from this study.

Data extraction

The full texts of the eligible publications will be retrieved and reviewed by two reviewers who will confirm their relevance and extract data of interest related to the review’s objectives. They will use an instrument specifically designed for this purpose (as specified in Table 3).

It’s important to note that the instrument is preliminary and subject to modification. Additional data may be included as deemed relevant during the reading of the publications. This flexible approach allows for the refinement of the data extraction process to ensure that all pertinent information is captured during the review.

Thus, it was used for Population (P): “Persons with Disability” OR “Physical Disability” OR “Physical Disability” OR “Physical Limitation” OR “Person with Physical Disability” OR “Person with Disability” OR “Person with Disability” OR “Person with Physical Disability” OR “Person with Physical Limitation” OR “Person with Special Needs” OR “People with Physical Disability” OR “People with Disabilities” OR “People with Physical Disabilities” OR “People with Disadvantages” OR “People with Disabilities” OR “People with Disabilities” with “Physical Disability” OR “Persons with Disabilities” OR “Persons with Physical Limitations” OR “Persons with Physical Limitations” OR “Persons with Special Needs” OR “Persons with Special Needs” OR “Disabled Persons” OR “Person, Disabled” OR “Persons, Disabled” OR “Handicapped” OR “People with Disabilities” OR “Disabilities, People with” OR “People with Disability” OR “Persons with Disabilities” OR “Disabilities, Persons with” OR “Persons with Disability” OR “Physically Handicapped” OR “Handicapped, Physically” OR “Physically Disabled” OR “Disabled, Physically” OR “Physically Challenged”; Concept (C): “School Inclusion” OR “Inclusion (Education)” OR “Educational Inclusion” OR “Inclusion in Education” OR “Educational Integration” OR “School Integration” OR “Integration, Education” OR “Mainstreaming (Education)” OR “Mainstreaming, Education” OR “Education Mainstreaming” OR “Mainstreaming, Educational” OR “Educational Mainstreaming” OR “Mainstreaming (Education)”; Context (C1): “Special Education” OR “Education, Special” OR “Special Education” OR “Education, Special” OR “Special Education” OR “Special Educations”; “Context (C2)”: “Public Policy” OR “Affirmative Action” OR “Affirmative Action” OR “Positive Discrimination” OR “Equal Opportunity” OR “Equal Opportunity” OR “Population Control Policy” OR “Immigration Policy” OR “Demographic Policy” OR “Migration Policy” OR “Population Policy” OR “Social Policy” OR “Public Policies” OR “Social Protection” “Public Policy” OR “Policies, Public” OR “Policy, Public” OR “Public Policies” OR “Migration Policy” OR “Migration Policies” OR “Policies, Migration” OR “Policy, Migration” OR “Affirmative Action” OR “Action, Affirmative” OR “Social Protection” OR

For the combination of descriptors, the Boolean terms were considered: AND, OR and NOT.

After carrying out the search, they should include: research carried out in English, Spanish and Portuguese, with a quantitative and qualitative approach, primary studies, systematic reviews, meta-analyses and/or meta-syntheses, books and guidelines, published in indexed sources, that answer the question established. Include articles in different languages; not include publications of opinions, consensuses, retractions, editorials, websites and advertisements published in the media.

The Data extraction form can be seen in Table 3 below.

<table>
<thead>
<tr>
<th>Table 3 - Data extraction form.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Title of the Review:</strong> NATIONAL SPECIAL EDUCATION POLICY: SCOPE REVIEW PROTOCOL</td>
</tr>
<tr>
<td><strong>Data Extraction Instrument</strong></td>
</tr>
<tr>
<td><strong>A. Researcher responsible for extraction</strong></td>
</tr>
<tr>
<td><strong>B. Bibliographic data</strong></td>
</tr>
<tr>
<td>Year of publication of the article</td>
</tr>
<tr>
<td><strong>C. Place of Study</strong></td>
</tr>
<tr>
<td>Country</td>
</tr>
<tr>
<td>State</td>
</tr>
<tr>
<td>City</td>
</tr>
<tr>
<td>Other</td>
</tr>
<tr>
<td><strong>D. Kind of Study</strong></td>
</tr>
<tr>
<td>Kind of study developed</td>
</tr>
<tr>
<td><strong>E. Population</strong></td>
</tr>
<tr>
<td>People involved</td>
</tr>
<tr>
<td>Inclusion Criteria</td>
</tr>
<tr>
<td>Exclusion Criteria</td>
</tr>
<tr>
<td>Other Features</td>
</tr>
<tr>
<td><strong>F. Place Of study Institution</strong></td>
</tr>
<tr>
<td>Local Features</td>
</tr>
<tr>
<td>Others</td>
</tr>
<tr>
<td><strong>G. Motivation Found in the Study</strong></td>
</tr>
<tr>
<td>Specific features of the found motivation</td>
</tr>
<tr>
<td><strong>H. Results found</strong></td>
</tr>
<tr>
<td>Description of the result</td>
</tr>
<tr>
<td>Relevance Reference</td>
</tr>
</tbody>
</table>

Source: Authors.

3. Results and Discussion

The results will be presented in a described and systematized way, with data, and compiled to serve as a contribution and subsidies for actions to strengthen public policies on the modality of teaching special education in Brazil.

Ethical aspects

The Scoping Review under study in this proposal carried out by this protocol will make use of publicly available bibliographical references and, therefore, will not require prior ethical approval from the Research Ethics Committee. Also, all authors involved with the study will not be linked to funding institutions, with no conflict of interest.
4. Conclusion

It can be concluded that the objective of the current scoping review protocol was achieved through its own elaboration, as it collaborated in the organization of necessary procedures for the future production of a scoping review in accordance with the Joanna Briggs Manual for Synthesis of Evidence Institute (JBI). However, this study does not end in itself, but opens the way for other future studies with other protocols that collaborate with the execution of literature reviews, with consistent methodologies, above all, in relation to the theme of The National Policy of Special Education in Brazil.

References


