


INCLUSIVE EDUCATION IN BASIC EDUCATION: THEORETICAL FOUNDATIONS, PUBLIC POLICIES, AND TEACHING PRACTICES

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ABSTRACT

Inclusive education in basic education has been consolidated as a fundamental principle of contemporary educational policies, reaffirming the right to education and the appreciation of diversity within the school context. In this scenario, this study aimed to analyze inclusive education in basic education, considering its theoretical foundations, public educational policies, and teaching practices developed in the school environment. This study consists of an integrative literature review with a qualitative approach and an exploratory-descriptive design, conducted between November and December 2025, based on searches in the SciELO database, the CAPES Periodicals Portal, institutional repositories, and official normative documents. The results indicate significant advances in the Brazilian legal framework, which reaffirm the central role of mainstream schools and the right to inclusive schooling. However, the literature points to persistent challenges related to teacher education, school infrastructure, and the implementation of public policies in the daily routine of educational institutions. Regarding pedagogical practices, didactic games, educational technologies, and assistive technologies stand out as strategies that support knowledge mediation and student participation when used in a planned and intentional manner. Therefore, the effective implementation of inclusive education requires integrated policies, continuous investment in teacher education, and pedagogical practices committed to equity and educational justice.

Keywords: Diversity; Educational equity; Educational justice; Teacher education; Educational technologies.



INTRODUCTION

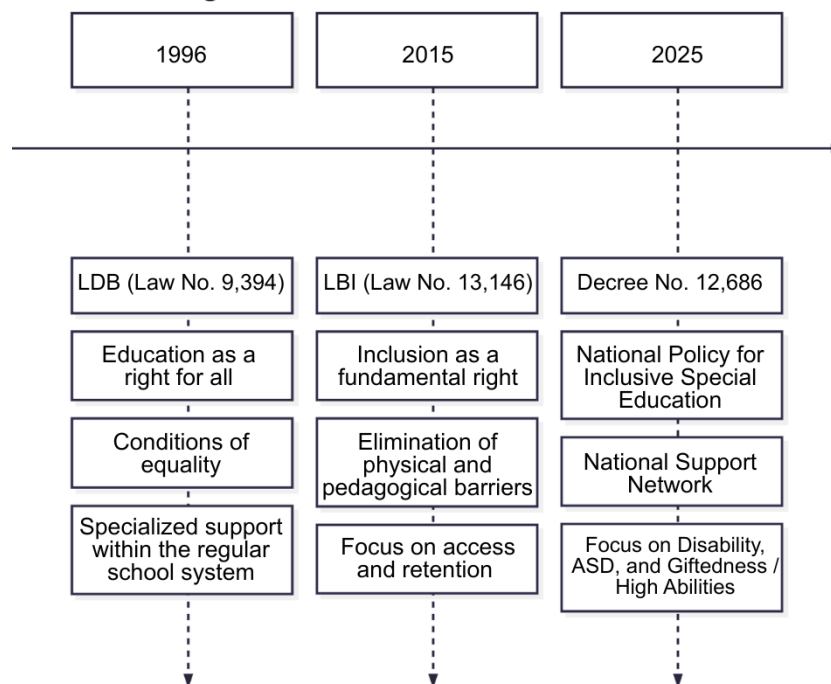
Inclusive education in basic education has been asserted as a structuring principle of contemporary educational policies, by reaffirming the right of all students to quality education guided by the values of equity, participation, and respect for differences. This conception understands human diversity as a constitutive element of the educational process, shifting the focus from selective practices to pedagogical proposals that consider the singularities of subjects in the school context (Mantoan, 2003). Thus, the school comes to be conceived as a plural space, committed to building educational opportunities for all.

In Brazil, the consolidation of inclusive education finds support in a set of legal provisions that guide the organization of education systems. The Law of Guidelines and Bases of National Education establishes that education is the right of all and must be guaranteed under equal conditions, providing educational services to students with disabilities, preferably in the regular school system (Brazil, 1996). This legal orientation represents a milestone in overcoming segregating educational models and in promoting more inclusive pedagogical practices.

The expansion of this understanding occurs with the promulgation of the Brazilian Law for the Inclusion of Persons with Disabilities, which reaffirms inclusive education as a fundamental right and highlights the need to eliminate physical, pedagogical, and attitudinal barriers that hinder students' access, retention, and learning (Brazil, 2015). This normative provision strengthens the perspective of education committed to social justice and to valuing diversity in the school environment.

More recently, Decree No. 12,686, of October 20, 2025, establishes the National Policy on Inclusive Special Education and the National Network of Inclusive Special Education, setting forth guidelines aimed at coordination among federal entities and the expansion of Specialized Educational Assistance (Brazil, 2025). This regulatory milestone reinforces the centrality of mainstream schools as spaces for schooling, while proposing support mechanisms and pedagogical resources to promote the learning and retention of students with disabilities, autism spectrum disorder, and high abilities or giftedness.

Figure 1. Main legal milestones of inclusive education in Brazil.
The Main Legal Milestones of Inclusive Education in Brazil



Caption: Flowchart representation of the guidelines of the LDB, LBi, and Decree No. 12,686/2025, highlighting the transition toward a National Policy on Inclusive Special Education. Source: Authors (2025).

Despite legal and institutional advances, the implementation of inclusive education in basic education still faces challenges in daily school life. Issues related to teacher education, curricular organization, and adaptation of pedagogical practices have been identified as obstacles to consolidating truly inclusive education. Studies show that teachers demonstrate insecurity when facing the diversity present in the classroom, revealing weaknesses in initial and continuing training processes aimed at inclusion (Amorim; Mendes; Macêdo, 2025).

In this context, teaching practices play a central role in the realization of inclusive educational policies. Pedagogical strategies that consider students' specificities and use diverse teaching resources favor participation and meaningful learning. Research indicates that the use of didactic games contributes to the mediation of knowledge and to students' cognitive and social development, especially in inclusive educational contexts (Almeida; Oliveira; Reis, 2021).

From a theoretical and pedagogical point of view, inclusive education requires changes in school culture and in the organization of teachers' work. Bertolini (2017) emphasizes that the construction of inclusive practices demands institutional commitment to diversity and the adoption of pedagogical strategies that promote students' active participation. This understanding reinforces the need for articulation among public policies, scientific production, and school practices to consolidate equitable education.



Given this, the general objective of this study is to analyze inclusive education in basic education, considering its theoretical foundations, public educational policies, and teaching practices developed in the school context. Specifically, it seeks to discuss the main theoretical references that underpin inclusive education, identify the legal framework that guides this educational modality in Brazil—with emphasis on recent regulations—and reflect on pedagogical practices that promote inclusion in the daily life of schools.

METHODOLOGY

The study was developed through an integrative literature review, conducted between November and December 2025, with a qualitative approach and an exploratory–descriptive nature. The integrative review was adopted because it enables the compilation, analysis, and synthesis of results from different types of scientific productions, allowing a broadened and systematized understanding of inclusive education in basic education—its theoretical bases, public policies, and teaching practices (Whittemore; Knafl, 2005).

SEARCH PROCEDURES

The searches were guided by the following investigative question: “In what ways have theoretical foundations, public policies, and teaching practices contributed to the realization of inclusive education in basic education?” To identify studies, the following databases were consulted: Scientific Electronic Library Online (SciELO), the Portal de Periódicos of the Coordenação de Aperfeiçoamento de Pessoal de Nível Superior (CAPES Periodicals Portal), and institutional repositories of Brazilian universities, in addition to the *Diário Oficial da União* (Federal Official Gazette).

Descriptors in Portuguese, Spanish, and English were used, combined using the Boolean operators AND and OR, namely: *educação inclusiva*, *educación inclusiva*, *inclusive education*, *educação básica*, *basic education*, *políticas públicas educacionais*, *práticas docentes*, *educação especial inclusiva*, *jogos didáticos*, and *tecnologias assistivas*. The combinations of descriptors enabled the retrieval of studies aligned with the research objectives.

Inclusion and exclusion criteria

Included were studies published between 2015 and 2025, available in full, that explicitly addressed inclusive education in the context of basic education, covering theoretical, normative, or practical aspects related to teaching activities and public educational policies. Considered were scientific articles, books, undergraduate theses, dissertations, doctoral theses, and works published in proceedings of scientific events, provided they had a direct relationship with the object of study.



Excluded were duplicate studies; productions dealing exclusively with higher education; works focused on corporate or clinical contexts; and publications that addressed school inclusion superficially or disconnected from pedagogical practices and public policies in basic education.

STUDY SELECTION AND SAMPLE

The initial search yielded 247 publications. After removing duplicates, 189 studies remained. Reading titles and abstracts led to the exclusion of 131 productions that did not meet the established criteria. Of the 58 studies selected for full reading, 21 publications fully met the eligibility criteria and comprised the final sample of this integrative review.

The analyzed studies encompassed national and international journal articles, academic productions, and normative documents, covering different theoretical approaches and experiences related to inclusive education, teaching practices, the use of didactic games, assistive technologies, and the implementation of public policies in the context of basic education.

ANALYSIS OF STUDIES

Data analysis was carried out using content analysis in the thematic modality, according to Bardin's proposal (2016). Initially, a floating reading of the selected studies was undertaken to promote familiarity with the material and to identify the main ideas related to the research object.

Subsequently, the most relevant excerpts were coded and organized into core meaning units, considering aspects linked to the theoretical bases of inclusive education, public educational policies, and teaching practices. These cores were then grouped into broader thematic categories, enabling the construction of an interpretive synthesis of advances, challenges, and potentialities of inclusive education in basic education, as evidenced by the literature analyzed.

RESULTS AND DISCUSSION

Twenty-one articles were selected that show inclusive education in basic education has been progressively consolidated as a guiding principle of contemporary educational policies, grounded in guaranteeing the right to education and recognizing diversity as a constitutive dimension of the formative process (Bertolini, 2017). There is broad consensus that inclusion is not a compensatory action, but rather an intentional reorganization of educational systems, shifting the focus from individual limitations to the structural, pedagogical, and attitudinal barriers present in the school context (Narciso et al., 2024).

In the realm of public policies, expansion of the normative framework aimed at schooling students who are the target audience of special education in the regular school network—with emphasis on basic education—has been observed (Pletsch; Mendes, 2024). Nevertheless, the results indicate that the



materialization of these policies remains conditioned by recurring challenges such as insufficient pedagogical resources, precarious school infrastructure, and fragile processes of continuing teacher education, factors that limit the effectiveness of inclusive actions (Silva; Santos, 2022). The relevance of family support and the role of school support professionals stand out as elements that foster retention, academic development, and social participation of students with disabilities (Silva; Souza, 2016).

With regard to pedagogical practices, studies indicate that didactic games have been widely used as methodological strategies capable of promoting student engagement and fostering pedagogical mediation processes in inclusive contexts (Almeida; Oliveira; Reis, 2021). These resources are understood as instruments that enable curricular flexibility by integrating playfulness, social interaction, and meaningful knowledge construction, contributing to students' cognitive, social, and emotional development (Cardoso, 2019). Moreover, didactic games foster more dynamic and contextualized pedagogical approaches, expanding possibilities for understanding curricular content (Ferreira; Almeida, 2017).

In Science education, results indicate that the use of didactic games contributes to constructing scientific concepts by stimulating active student participation and collaborative learning (Gonzaga et al., 2017). Experiences developed in high school demonstrate that these resources favor assimilation of content, making the teaching–learning process more accessible and meaningful (Santos et al., 2020). Similar results are observed in elementary education, especially in learning content related to vertebrate animals (Santos; Cruz, 2017). In Biology teaching, didactic games prove effective in addressing conceptually complex content such as genetics, by fostering student understanding and participation (Mendes, 2021). In Geography teaching, these resources have been used as a strategy to diversify methodologies and broaden student engagement (Oliveira, 2018).

Studies also show the importance of specialized teaching resources in the process of including deaf students, especially in multifunctional resource rooms, in which such materials contribute to curriculum access and pedagogical mediation (Araújo, 2024). Regarding teacher education, research conducted in Professional and Technological Education indicates that although teachers recognize the relevance of inclusive education, they still face difficulties in systematically operationalizing inclusive pedagogical practices (Amorim; Mendes; Macêdo, 2025).

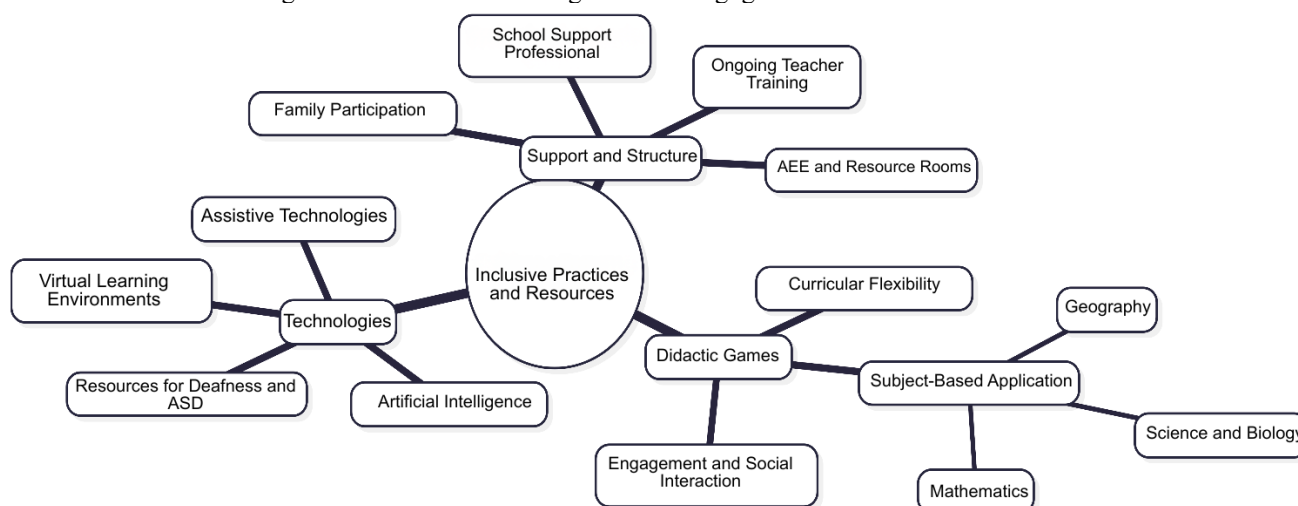
Finally, the analyzed literature points to significant growth in the use of educational and assistive technologies as support for inclusive practices, expanding possibilities for accessibility and student participation in the school curriculum (Castellano-Beltrán; Moriña; Carballo, 2024).

Virtual environments and mobile technologies are highlighted as strategies that foster processes of educational and social inclusion (Read, 2020). Recent studies indicate that assistive technologies applied to Mathematics teaching contribute to the learning of students with Autism Spectrum Disorder in the early

years of elementary school (Oliveira; Lopes; Oliveira, 2025). The diversity of inclusive educational technologies also has the potential to reduce educational barriers (Navas-Bonilla et al., 2025). In this context, technologies based on artificial intelligence emerge as promising resources for personalizing teaching and strengthening inclusive practices (Kooli; Chakraoui, 2025).

For a clearer visualization of this structure, Figure 2 presents a flowchart of the main resources and teaching practices identified in the analyzed literature.

Figure 2. Flowchart of Strategies and Pedagogical Resources for Inclusion.



Caption: Organization of teacher action fronts and teaching resources identified in the review, divided among playful tools, technological support, and human/institutional support for knowledge mediation. Source: Authors (2025).

The analysis of these studies demonstrates important points of convergence in the field of inclusive education in basic education. In general, the studies converge in recognizing inclusion as a structuring principle of school organization that goes beyond the logic of students' physical integration and requires the reorganization of pedagogical, curricular, and evaluative practices, in consonance with valuing diversity and guaranteeing the right to education (Bertolini, 2017). There is consensus that learning barriers do not reside exclusively in individuals, but in the institutional and pedagogical conditions offered by schools (Narciso et al., 2024).

Another point of convergence concerns recognition of normative advances in public educational policies aimed at school inclusion. The analyzed literature agrees that the Brazilian legal framework represents a significant achievement with regard to access and retention of students who are the target audience of special education in basic education (Pletsch; Mendes, 2024). Furthermore, the studies converge in identifying teacher education as a central element for realizing inclusive education, emphasizing that the absence of appropriate theoretical–methodological preparation compromises the implementation of inclusive pedagogical practices (Silva; Santos, 2022).



As for pedagogical practices, there is convergence regarding the potential of didactic games as strategies that favor meaningful learning and students' active participation in inclusive contexts. The literature recognizes that these resources contribute to curricular flexibility and to knowledge mediation, especially when used in a planned manner and aligned with pedagogical objectives (Almeida; Oliveira; Reis, 2021). There is also consensus that educational and assistive technologies expand possibilities for curriculum accessibility and for personalizing teaching, establishing themselves as important allies of inclusive education (Castellano-Beltrán; Moriña; Carballo, 2024).

Despite these consensuses, the literature also reveals points of divergence that deserve attention. One concerns the effectiveness of public policies in everyday school life. While some studies emphasize institutional advances resulting from legal standardization, others problematize the distance between legislation and its operationalization, highlighting structural and organizational weaknesses that limit the consolidation of school inclusion (Pletsch; Mendes, 2024).

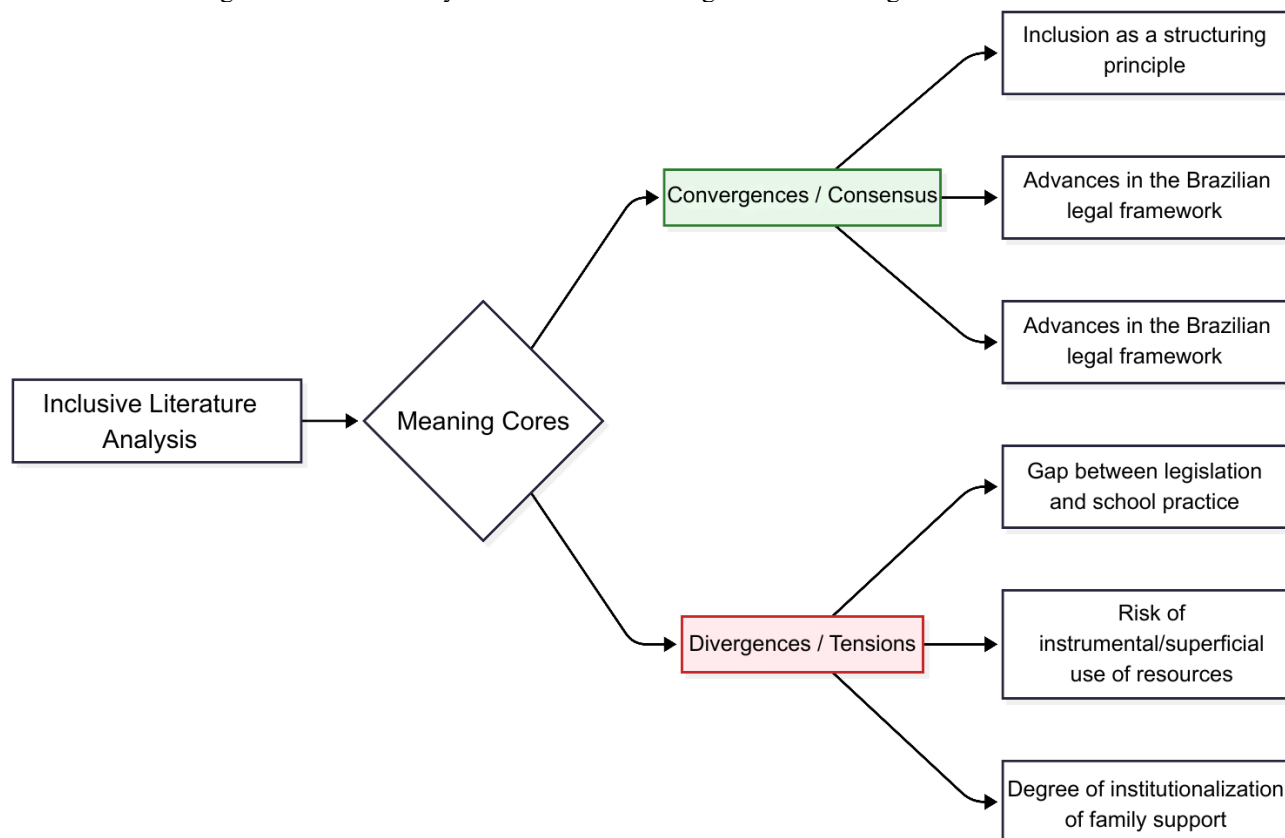
Another divergence concerns the use of didactic games and educational technologies. Part of the studies highlights the transformative potential of these resources when integrated into intentional and contextualized pedagogical practices, whereas others warn of the risk of superficial or instrumentalized approaches that reduce these resources to punctual strategies without structural impact on the teaching–learning process (Cardoso, 2019; Read, 2020).

In the field of assistive technologies—especially those based on artificial intelligence—divergence is observed regarding their reach and implementation conditions. While some studies underscore their potential to increase students' autonomy and personalize teaching, others emphasize the need for public policies that guarantee teacher training, adequate infrastructure, and equity of access, under the risk of deepening educational inequalities (Kooli; Chakraoui, 2025).

Finally, although there is consensus on the importance of family involvement and school support professionals in the inclusion process, the studies diverge on the degree of institutionalization of these partnerships. While part of the literature points to successful experiences based on articulation among school, family, and specialized professionals, other works reveal fragility of these relationships and the absence of systematic actions that sustain inclusion continuously (Silva; Souza, 2016).

Accordingly, the discussion shows that inclusive education in basic education is marked by conceptual and normative advances, but also by tensions and challenges that require integrated policies, consistent teacher education, and pedagogical practices committed to equity and educational justice.

Figure 3. Theoretical Synthesis Matrix: Convergences and Divergences in Literature.



Caption: Schematic representation of the main points of consensus and debate identified in the integrative review on the realization of inclusive education in Basic Education. Source: Authors (2025).

CONCLUSION

Inclusive education in basic education establishes itself as a structuring axis of contemporary educational policies and as an indispensable condition for guaranteeing the right to education from an equitable perspective. By recognizing human diversity as constitutive of the educational process and shifting the focus from individual limitations to overcoming pedagogical, institutional, and attitudinal barriers present in everyday school life, this study aimed to analyze inclusive education in basic education based on its theoretical foundations, public educational policies, and teaching practices; it is possible to affirm that inclusion has been consolidated, at the conceptual and normative levels, as a fundamental principle for guaranteeing the right to education and for building more equitable educational systems. The integrative literature review showed that inclusive education goes beyond the logic of students' physical insertion into the school space, demanding structural transformations in pedagogical practices, curricular organization, and institutional school culture.

The analyzed studies demonstrate that the Brazilian legal framework represents a significant advance in promoting inclusive education, by reaffirming the centrality of mainstream schools and establishing guidelines aimed at eliminating barriers that compromise access, retention, and learning of students who are the target audience of special education. Even so, the literature reveals that the



materialization of these policies in everyday school life remains conditioned by recurring challenges, especially those related to insufficient pedagogical resources, infrastructure limitations, and weaknesses in initial and continuing teacher education processes.

Regarding teaching practices, the findings indicate that diversified pedagogical strategies—such as the use of didactic games, educational technologies, and assistive technologies—have the potential to foster knowledge mediation and broaden student participation in inclusive contexts. When employed intentionally and articulated to pedagogical objectives, these strategies contribute to curricular flexibility and to the construction of meaningful learning. However, studies also warn of the risk of punctual and disjointed practices that tend to empty the pedagogical meaning of these resources.

The analysis further shows that teacher education is a central axis for realizing inclusive education in basic education. The absence of adequate theoretical–methodological preparation limits teachers’ capacity to respond to the diversity present in the classroom, reinforcing the need for public policies that continuously invest in professional qualification and institutional support for schools.

As a contribution, this study presents a critical synthesis of recent scientific production on inclusive education in basic education, by articulating theoretical foundations, public policies, and teaching practices, highlighting advances, tensions, and challenges that traverse this field. Moreover, the review points to relevant gaps, especially regarding implementation of inclusive policies in everyday school life, equitable access to educational and assistive technologies, and the pedagogical, ethical, and social implications of using emerging technologies such as those based on artificial intelligence.

Therefore, it is reaffirmed that consolidating inclusive education in basic education requires strengthening integrated policies, consistent investment in teacher education, and development of pedagogical practices committed to equity and educational justice. It is a continuous process that demands collective engagement of different educational actors and commitment to building a truly inclusive school capable of ensuring learning and development opportunities for all students.



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