



## School Psychology Service in the municipal education network of Fortaleza (CE): first results

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### Abstract

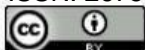
We present the first results of the implementation process of the School Psychology Service in the municipal education network of Fortaleza (CE). The experience started in 2020, aims to comply with the Federal Law No. 13.935/2019 that provides for the provision of school psychology and social assistance services in the public network of basic education. As a methodological path of analysis, documentary and bibliographic research was used, resorting to the bases of implementation of the PES in the network, as well as monitoring data released by the Municipal Secretariat of Education. School managers found, in the consultations, an opportunity for sensitive listening to their emotional and professional demands; the articulation of the municipal network with other institutions was expanded; pedagogical documentation was created for the follow-up and monitoring of the HPS. The implementation of this service is characterized as a public policy of school psychology, of innovative character.

**Keywords:** School psychology. Pedagogical monitoring. Public policy. Municipal management.

### Serviço de Psicologia Escolar na rede municipal de educação de Fortaleza (CE): primeiros resultados

### Resumo

Apresentamos os primeiros resultados do processo de implantação do Serviço de Psicologia Escolar na rede municipal de educação de Fortaleza (CE). A experiência iniciada em 2020, visa o cumprimento da Lei federal nº 13.935/2019 que dispõe sobre a prestação de serviços de psicologia escolar e assistência social na rede pública de educação básica. Enquanto percurso metodológico de análise, utilizou-se a pesquisa documental e bibliográfica, recorrendo às bases de implantação do SPE na rede, bem como, dados de acompanhamento divulgados pela Secretaria Municipal de Educação. Gestores escolares encontraram, nos atendimentos, oportunidade de escuta sensível às suas demandas emocionais e profissionais; ampliou-se a articulação da rede municipal com outras instituições; criou-se documentação pedagógica de acompanhamento e monitoramento do SPE. A implantação desse serviço caracteriza-se como uma política pública de psicologia escolar, de caráter inovador.





**Palavras-chave:** Psicologia escolar. Acompanhamento pedagógico. Política pública. Gestão municipal.

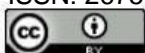
## 1 Introduction

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The research field of School Psychology in Brazil has its roots still in the First Republic (1906-1930) (MARINHO-ARAÚJO, 2005). However, because of embargoes to the consolidation of a work proposal, the performance of the school psychologist associated with institutions and educational processes occurs belatedly. The lack of education for this field of knowledge was another decisive factor for the delay in consolidating this field of professional activity and research.

From the 1980's on, the School Psychology goes through a renovation process that changes the clinical conception of professional actuation, acting more strongly associated to the pedagogical principle and focusing on the emotional and psychological health of the individuals who are part of the school universe. "The student, previously considered an individual with problems, is now considered an individual in the process of cognitive, affective, and social development" (CASSINS, et. al., 2007, p.21).

It is also important to point out two roles that are circumscribed in the research field: the school psychologist and the educational psychologist. The school psychologist is concerned with institutional work and the organizational dynamics and relationships at school. The educational psychologist is the researcher and formulator of documents, ideas and processes to be applied by the school psychologist. This professional presents a systemic view about the object of school psychology, understanding the execution of the school psychologist's work. However, these conceptual distinctions do not contribute to the effective professional exercise and important contribution that the psychologist can offer to the educational process, becoming a way to standardize a performance that is human, broad and necessary (MARINHO-ARAÚJO; ALMEIDA, 2005).



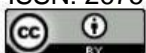


In 2001, by means of Resolution no. 02 of the Federal Council of Psychology, which amends and regulates Resolution CFP no. 014/00, the professional title of specialist in psychology and the respective registration in the Regional Councils were instituted. As of Resolution no. 8, of 2004, also by the CFP, the National Curricular Guidelines for Psychology undergraduate courses were instituted. In this sense, we can observe some time milestones in the consolidation of the training of this professional in Brazil, a normative advance instituted in favor of the quality of the performance and the conception of the professional field of psychology. In this context, the struggle for the regulation of the presence of psychology services in school spaces started from the Bill nº 3.688, of 2000, which disposes about the provision of psychology and social service services in public networks of basic education.

Only after the Resolution from the Psychology Federal Council, nº 013 of 2007, which deals with the institution and consolidation of the "Resolutions related to the Professional Title of Specialist in Psychology and provides on rules and procedures for its registration", it started to consider School Psychology as a specialty area for the professional psychologist. It is understood that the professional identity of the psychologist who works in educational institutions goes beyond a specific job, it is associated to the relational and collective dynamics of those who make up the institution.

In the field of research on this theme, it is observed that there is no consensus on the definition of the profile of the school psychologist, and there are numerous proposals of competencies to be performed by this professional in schools (SANTOS, et. al., 2017). Such difficulties are not strictly associated with the professional identity of the school psychologist, but with the multiple and dynamic organization of the school and its participants, that is, a complex experience, permeated by relational issues that require mediation by the professional psychologist.

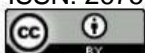
The role of School Psychology has been changing with time, understanding the school as a social space, of citizen formation. In this sense, the role of the school psychologist pervades the understanding of social, human relations, beyond the this





school education is understood as a bridge to the exercise of democracy and citizenship. As a result of intense struggles for the effectiveness of School Psychology as an essential service to the quality and development of the school's social function, after 20 years of the proposal presented in the Bill and also as a result of intense negotiations, comings and goings, on December 12, 2019, Law No. 13935 was approved in the National Congress, which provides for the provision of Psychology and Social Work services in public networks of basic education. Since then, other processes of struggle have begun in the guarantee of the regulation and implementation of the Law. To this end, several entities got together to establish a dialogue with the educational instances and articulated themselves at all levels of the federated entities, which led to visits and meetings with the national secretary of basic education of the Ministry of Education (MEC), the President's Chief of Staff, the National Union of Municipal Education Directors (UNDIME), the National Council of Education Secretaries (Consed), the National Front of Mayors (FNP) and the Brazilian Association of Municipalities (ABM).

Continuing the reflections of the legislation in the practice and experimentation of the education networks, it is necessary to reflect on the context in which these advances are materialized. In March 2020, we started living uncertain times of pain, loss, and major changes in life, professional, and school routines with the Covid-19 pandemic. With this, the emotional health problems of children, young people, and adults in Brazil have deepened even more, a result of the social inequalities we have historically experienced in our country. As for school issues, we have observed the serious impact of these processes on the school trajectory of students from public and private schools - the incidence is even stronger when we observe the class cut in this context. From difficulties in accessing the internet or computers to follow the classes, to housing conditions suitable for studying at home, with airy and organized environments to perform tasks, or even, the insufficient attention to basic needs, such as food, health, and education, to the lack of access to education security, are problems that are have



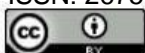


expanded into vulnerable territories where most of the public in public schools are located.

Facing this scenario, we recover what the authors Marinho-Araújo and Almeida (2005, p.69) say, this is the moment for school psychology "to intensify reflections in search of greater criticality to its training and performance, in face of a political-economic scenario which worsens" due to the worsening of social inequalities. Thus, the psychologist in the school environment, assumes the professional duty with educators, the community, parents and students to the guarantee of the right to quality education socially referenced. According to the CFP (2019, p. 16), "the actions of psychologists and social workers are grounded in human rights and in the uncompromising defense of education as a right for all, advocated, among others, in the Universal Declaration of Human Rights and the Federal Constitution of 1988. Therefore, we must consider that the education network that understands the plural role of the school and the singular and complex context in which its social function is circumscribed, which is deepened in the current pandemic context, admits the relevance of the School Psychology Service - henceforth SPS - not as an occasional work, but as an interdisciplinary and integrated work.

On March 18, 2020, the Ministry of Education (MEC) instituted the Ordinance No. 343/2020, which provides for the "replacement of classroom classes by digital media classes for the duration of the New Coronavirus pandemic situation - COVID-19". Thus, a process of adaptation of the public and private education networks has begun for the continuity of the classes, now, in the remote format. In these circumstances, the pandemic context brought up feelings of fear, uncertainty, and loss. In a country as unequal as Brazil, social, economic, physical, and emotional problems deepened dramatically during the pandemic. The pandemic has shed light on social invisibilities and provoked us to think about the need to build more human and solidary relationships in these times.

In the day-to-day adaptation of educational systems and schools to remote learning, new tensions, anxieties, and challenges are provoked that evoke need from a

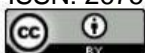




multi-professional practice, which involves other subjects in the follow-up and execution of the educational practice, such as psychologists. If before the pandemic, the presence of this professional was already identified as an emerging need, in the pandemic context the urgencies have expanded to the work focused on mental health. As highlighted by studies by Faro, et. al. (2020) and Zanon, et. al. (2020), in scenarios of crisis and uncertainty about how to face them in the context of the pandemic, a work focused on mental health and self-care become even more necessary to mitigate the negative effects of this moment, as well as to prevent possible harmful choices to the physical health of individuals. The restrictions imposed by the conditions of social isolation have brought severe impacts on people's emotional health (GARRIDO; RODRIGUES, 2020), especially when we observe the situation of children and adolescents in remote regions of the country, who often find in educational spaces, such as school, the only possibility of interaction, communication, access to other cultures and living with differences, which are so important for the social formation of individuals

A greater demand and demand for psychological care has been observed within the public school systems, as well as a greater expansion of experiences of school psychology services building new contours in the remote format. As reinforced by the study of Pedroza and Maia (2021, p. 95), "the unprecedented situation mobilizes us not only as professionals, but as subjects who fear disease and death. The challenges (...) are beyond the control and planning of action as school psychologists".

It is also necessary to reflect on the post-pandemic world, to understand that we need to build new forms of collective sociability, for a healthier and fairer life. In this aspect, the role of education is singular, since its social function occupies a prominent place in the formation of citizens. However, the limits of observing the school as the only possible educational space for the production of new knowledge and know-how in favor of the social changes we are aiming for are understood. It is necessary to consider the various effects that the school has had on the education system past this institution and its constant precariousness at the service of deepening inequalities



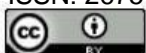


education as a social right of the Brazilian people is also the result of collective and plural actions. Therefore, it is appropriate to say that education as a social right of the Brazilian people is also the fruit of collective and plural actions that are made and remade together. A less unequal school is constituted from the collectivity of the subjects that make it, their intentions, actions and understandings about the educational process. We also recognize that it is the role of school psychologists, in this current context, to join forces with educators by means of "accumulations produced at this moment - such as the reflections about (self)care, collectivities, the importance of material conditions for health - to support a project of critical and emancipatory education" (CAMARGO; CARNEIRO, 2020, p. 9).

In this sense, this paper aims to present the process of implementing the HPS in the municipal education system of Fortaleza (CE). Therefore, it also proposes to collectively think about new work proposals and care for the emotional health of those who make the school space. The experience started in 2020, entitled HPS in the municipal network of education, has its origin crossed by the Covid-19 pandemic and absorbs, in its practices, the new challenges brought by the uncertainties of this context. To this end, the article is organized with the presentation of the methodological procedures of this research, presentation of data about the implementation of the HPS in the municipality, as well as the challenges encountered in this phase of implementation and the results achieved so far.

## 2 Methodology

As for the methodological procedures, the research is located in the interpretative paradigm (COUTINHO, 2005) of qualitative approach (CRESWELL, 2010) and adopts the narrative perspective of the implementation of a public policy of school psychology services in the city of Fortaleza (CE). In this sense, data produced and recorded by the Cell of Social Mediation and Culture of Peace were collected through the HPS. For this, we requested the release of access to information the





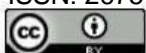
records collected and analyzed were conducted through electronic forms on the Google Forms platform, through which psychologists enter information on the appointments made at the School Psychological On Duty, as well as spontaneous demand appointments.

The records collected and analyzed were performed through electronic forms on the Google Forms platform, through which psychologists enter the information of the appointments held in the School Psychological On Duty, as well as spontaneous demand appointments. The appointments with school principals and pedagogical coordinators who participated in the psycho-educational mapping action to assess the specific needs of each school unit were also recorded. The records generated monthly consolidates of services that allowed the collection of data for the production of the article in question.

We also resorted to a bibliographic and documental survey on the theme, carried out with the databases of the Municipal Secretariat of Education of Fortaleza (CE), which accompanied the published documents of the PES and the production of studies about the service. These procedures made it possible to approach the historicity, conception and identity of this proposal, with emphasis on the implementation process during the pandemic period and the observation of its initial impacts on the public schools of the network.

### 3 The implementation of the school psychology service in Fortaleza (CE)

The experience started in 2020, entitled SPE, aims to comply with federal law 13.935/2019, which provides for the provision of school psychology and social assistance services in the public network of basic education. After the promulgation of the federal law, the Municipal Secretariat of Education of Fortaleza adapted to it, starting the HPS in October 2020 with the hiring of 12 school psychologists, all employed by law, for 30 hours a week. The distribution of school psychologists takes place between the six education districts, which absorb all the school equipment of the







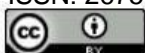
12 regions, in which the capital of Ceará is divided in an executive manner. The School Psychology team was composed of 6 psychologists working in the morning shift from 7am to 1pm, one in each education district, and the same organization was instituted for the second shift, from 11am to 5pm.

In 2021, with the change in municipal management, the service was transferred to the Coordination of Community Articulation and School Management, now part of the School Mediation and Culture of Peace Cell. This change of coordinatorship also implies in a change of perspectives and orientations about the consolidation of the work related to School Psychology.

Understanding that the SPE has in its legal and theoretical scope the responsibility of offering psycho-educational support to the school units, it is opportune the allocation of this service, initially in 2020, to the Elementary Education Coordination of the SME, since the SPE will act with interventions mainly related to special education, guiding teachers and giving them support. However, with the advent of remote teaching, as of March 2020, the very implementation of the PES, which was still in its infancy, needed to undergo an adjustment.

Facing the educational needs perceived in the municipal education network, a School Psychological On-Call was created in order to offer the school community a space for emergency attention to emotional crisis situations. The professionals linked to the SME of Fortaleza, as well as students and family members enrolled in the school equipment, can take advantage of this service, which is offered three days a week from 8am to 12pm and from 1pm to 5pm. The service is provided by phone call or institutional e-mail and relies on the service of a school psychologist to receive the emotional demands of the school community.

The implementation of the School Psychological Duty - henceforth SPP - aims to respond to the emerging need of the municipal education network, especially in face of the pandemic process that has led to situations of anxiety, fear and grief, in addition to generating a new perspective of remote teaching that deconstructs the routines of professionals and students. Therefore, it was necessary to offer the initiative to school



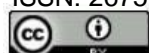


community a space for support and acceptance of emotional demands, even if only briefly, since school psychology does not have as its main goal long-term psychotherapeutic care. The EPP allows the performance of 1 to 3 appointments, remotely. In cases where a long term psychotherapeutic attendance is needed, the orientation is that the user of the duty seeks attendance in the health unit closest to his or her home or in university institutions that have offered partnerships and attended the cases referred in their clinics-schools<sup>1</sup>.

In 2021, with the internal management changes in the Municipal Secretariat of Education, the SPE migrated from the Coordination of Elementary Education to the Coordination of Community Articulation and School Management. This change represents more than a functional reorganization, it brings a change of perspective, derived from the very process of implementing a public policy. Taking into consideration that the SME already has a wide network of Specialized Educational Services (AEE), which aims, among other objectives, to assist the school unit in meeting the needs of educational guidance for students with disabilities, it is clear that the SPE must play an even more challenging role - that of corresponding to the needs of school management. The perspectives for the implementation of this service, which, although new, already carries old expectations from the school community, have increased. The SPE has become a service of the Cell of Social Mediation and Culture of Peace, a cell responsible for conflict mediation projects, suicide prevention, school safety, and stress prevention for victims of armed violence at school, among other projects.

Currently, the SPE is performing a psycho-educational mapping service, which consists of a listening and welcoming session for school managers from all 587 school equipment: part-time municipal schools, full-time municipal schools, special education centers, early childhood education centers, and daycare centers under contract, to understand, from their point of view, the importance of the school's role in the

<sup>1</sup> Universidade Estadual do Ceará (UECE); Universidade de Fortaleza (UNIFOR), Centro Universitário Christus (UNICHRISTUS) e Projeto Sintonia da Secretaria Municipal de Saúde.



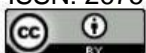


development of the school of these managers, which are the psychoeducational intervention needs of the unit they manage. All this information feeds a database necessary for the planning of interventions that should happen systemically and in network, in order to contemplate the largest number of subjects in the school community as a whole, that is, students, teachers, employees, managers and students' families.

### 3.1 The challenges encountered

The challenges are logistical, managerial and interpretative (MAINARDES, 2006). Logistically, we face the articulation of strategies that aim to meet the 587 educational units when there are only 12 school psychologists in the network. Still, one of the challenges is the remote working model, since School Psychology has in its main scope of functionality the application of strategies in the school environment. The misunderstanding of the school community about the service provided by psychology professionals is also a challenge. When they learn that the Municipal Secretariat of Education of Fortaleza has the SPS, the members of the School Community assume that the professionals are available for psychotherapeutic services in clinical format. However, the School Psychology modality proposes other formats of Psychology applicability in the educational environment. This is what Marinho-Araújo and Almeida (2005, p.88) reaffirms: "It is argued that the psychology professional needs to be inserted in the school institution as an effective member of this universe and no longer as a 'specialist' who provides occasional consultancies when circumstantial problems emerge".

The articulation of the lacking demands of diagnoses for children with learning difficulties, of psycho-pedagogical services, of treatment for situations of anxiety, depression and suicide prevention, of conflict mediation, among other shortcomings - which are supposed to be solved or mitigated by the psychologist. At the same time, the implementation of a new service brings its own demands, previously latent and diluted under the responsibility of the professionals of the education. It is necessary to





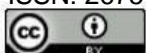
during this process, the creation of guiding documents for this service within the SME. Likewise, it is necessary to create service protocols and create forms and flows for the best progress and forwarding of emerging demands and records of the results already achieved. The process of pedagogical documentation of the process offered today in the SPE will offer subsidies to evaluate and monitor the efficiency of this proposal in the school network, as well as offer technical and analytical support to the psychologists involved in this service.

### 3.2 The results achieved

Although recent, it is already possible to perceive the feasibility of the SPE, even though the challenges already exposed must be considered. The service takes place in the SME remotely and performs its activities through the PPE, team meetings on Mondays and Fridays, personalized service by each school psychologist to the demands of the education district of his or her responsibility, together with a technician from the school mediation cell.

In this way, it is possible to understand the results of the work already done in this service, which only in August 2020 had School Psychologists hired. The EPP started its services in October 2020. From October to May, the Psychology Service has already seen 663 teachers, principals, pedagogical coordinators, school employees, students and their families.

The consultations through the PPE total 238 consultations. There have also been individualized appointments, by appointment with school directors, to carry out the psycho-educational mapping, with a total of 308 directors and 125 pedagogical coordinators who coordinate child education centers and day care centers under contract. The consultations took place over the last 8 months, during the pandemic situation, social distancing, changes in municipal management and in the coordination of the HPS. During the school vacation months, in December and January, the service was created and its dissemination to the whole school community, for which the service is intended. The needs presented by the managers are, in mostly requests for





psychoeducational guidance for dealing with student anxiety in a remote teaching context, issues associated with working with children and adolescents with attention deficit disorder, feelings of sadness and grief over situations of the Covid-19 pandemic.

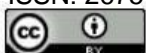
It is possible to find a total of 15 publications available on the site of the Municipal Secretariat of Education of Fortaleza on the HPS. They are informative, orientative, and educational productions with themes of emotional health, self-care, women's health, remote teaching strategies, tips on how to organize the space for studying, tips on movies and activities to be done by students, teachers, and family members; prepared by the team of School Psychologists of the SME with the aim of carrying out a socioemotional prophylaxis work.

The school psychologists have also prepared a School Psychology Manual (2021) with guidelines so that the school community can make use of this new service modality. In parallel to the construction of this manual, documents and specific attendance protocols are being prepared for demands that are gradually appearing more frequently in the psychological on-call services and in the spontaneous demand services provided by the education districts.

The EPS has also responded to the demands of the Public Ministry in the Suicide Prevention Commission - Preserved Lives - and to the demands of the Program for the Prevention of Stress from Armed Violence in Schools - Safer Access -, linked to the International Committee of the Red Cross. The activities of the EPS are also integrated to the promotion of listening and welcoming activities for the school community segments in the process of resuming school activities in a hybrid format and in person, as soon as guided by the responsible authorities.

## 4 Final considerations

Based on the reflections observed in this article, it is understood that the PES has a relevant impact on the construction of an education with quality, equity, and health for the entire school community. The law that guarantees the presence of



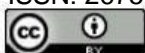


psychologists in a school environment becomes an important milestone in the search for collaborative work, considering the complexity of the formative process that encompasses the responsibilities that permeate the challenges of education today.

However, the challenges for this process to reach the best version of its applicability are still many. Considering the extensive network of school equipment in the capital city of Ceará, the initial number of psychologists that make up the first team of professionals of the PES of the SME of Fortaleza is still lower than necessary. It is known that the ideal would be the presence of 1 school psychologist per school equipment. Currently, the network has 12 practicing school psychologists.

We can see that it is still necessary for the educational network to mature about the role and performance of the school psychologist. There are still confusing interpretations about the function of the psychologist in an educational environment, which explains the need for a gradual and informative implementation of the HPS, since the absorption of these professionals in a school environment could easily be confused with the application of clinical psychology, which meets the demands of the Municipal Health Secretary (SMS). There is also a lack of a strictly assistential or social psychology orientation, which concerns the professionals of social assistance. Such difficulties are also present since the origin of this work specialty of Psychology, as we could observe in the brief historical contextualization presented in this work.

It can be observed that, although the challenges in relation to the number of professionals working in school psychology services are still small, and the absence of documentation to guide the implementation of this proposal is still a reality in the municipal system, the reception to the HPS in the municipality was very positive and propositional. A good number of educators and institutions have been assisted by this service in the network. It is known that due to the extension of the school park in Fortaleza (CE), the assistance offered today still covers a very small part of the institutions and educational professionals. In spite of this, taking into consideration that it is a new service, taking its first steps, one can see that the model of school psychology that is outlined in this proposal already absorbs the contours and





expectations of professional profile expected and discussed within the literature on the subject (SANTOS, et. al., 2017).

Therefore, there is a growing need for more publications and academic discussions that strengthen the perspective of School Psychology in the public school network, expanding the educators' understanding of the ways of collaboration of Psychology professionals with education professionals and reciprocally of educators in the applicability of psychologists in school environments. It is understood that this research work does not end here, generating subsidies for other studies in the field.

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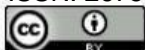
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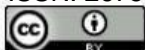
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