

2. Career statutes for early childhood teachers

The career statutes for early childhood teachers came into force, for the first time, in 1990. The statutes include professional conduct norms that define the specific rights and duties of teaching staff. The statutes fulfilled old aspirations on the part of the teachers who for a long time insisted on the official implementation of a single professional career.

Under the statutes only **early childhood teachers**, basic school teachers and secondary school teachers with adequate qualifications and training can be accepted as early childhood teachers.

Specific Professional Rights of Teachers:

- the right to participate in the educational process through direct intervention in pedagogical approaches and freedom to develop his/her own teaching methodology as well as manage the teaching-learning process;
- the right to training and information required for the discharge of professional duties;
- the right of access to technical, equipment and documentation support;
- the right to collective negotiations.

Other important points included in the statutes:

- Teachers should strive for excellence. This assumption underlies their right and duty to training and access to information to enable them to fulfil their teaching function; their right to access technical, equipment and documentation support helps them comply with their duty to ensure proper use of installations and equipment.
- Teachers are given the possibility to intervene in the pedagogical approach of the context where they work by means of the freedom they enjoy to adopt teaching methodologies of their choice and to manage the teaching-learning process.

Working hours per week - Teaching staff are obliged to provide 35 hours per week. Teacher's weekly timetable includes one teaching and one non-teaching component during five working days.

The teaching component - has duration of 25 hours per week.

Management and administration duties - as well as additional discharge of pedagogical duties entitle teachers to a reduction in the weekly total of teaching hours. The reduction is set by ministerial decision.

The non-teaching component includes tasks such as:

- *individual tasks* - preparation of class work and evaluation of the teaching-learning process; scientific or pedagogical research;
- *group context tasks* - team work related to the implementation of the educational project of the context including links between the school children and the community, provision of information and guidance to the children in collaboration with them, their families and the local and regional school services, as well as other type of tasks;
- *mobility and transition between levels of the education system* - All teachers have the possibility of applying to posts in other levels of the education system provided they qualify. The success of the application depends upon whether the applicant's pedagogical, scientific, technical and artistic qualifications meet the post requirements. Changes in posts within the educational system do not affect years of service totals.

Every year, the Ministry of Education calls for applications at national or district level to early childhood teacher's vacant posts within the public network.

Evaluation of teachers - The evaluation process of a teacher starts with the submission of his/her Activity and In-Service Training Report to Management. Evaluation elements and indicators include:

- workload;
- pedagogical relations with children;
- fulfilment of essential objectives of the curriculum;
- responsibilities towards other educational components, namely school management and administration, educational guidance and pedagogical supervision;
- participation in projects and activities developed within the educational community;
- in-service training attended;
- studies and publications.

3. Initial and in-service training of early childhood teachers

For many years, early childhood teachers' qualifications required "O" level Diplomas plus the 3 year Diploma awarded by the Early Childhood Teaching Schools. This type of initial training was provided from 1946 to 1973 by private schools accredited by the Ministry of Education.

From 1973 to 1977, early childhood and primary school teachers were required to do "A" levels and enter Initial Training Schools for each level, for 3 years to obtain a Diploma equivalent to HND. Curricula included one theoretical component and one very strong practical component.

Early Childhood Teacher Training is regulated by the Framework Law of the Education System, Law 46/86 of 14 October and more specifically in Law 115/97 of 19 September:

- Early childhood, basic education and secondary education teachers obtain their professional qualifications via a higher education first degree course with Honours (licenciatura), the curricula of which are organised to meet the professional requirements of the correspondent level of education and teaching;

- Initial training for early childhood and basic schoolteachers is provided at the Escolas Superiores de Educação (Higher Schools of Education) and Universities.

The curricular structure of the courses should include, Decree-Law 344/89 of 11 October:

- one adequately adjusted training component leading to personal, social, cultural, scientific, technological, technical or artistic development;
- one Educational Sciences component;
- one Pedagogical Practices component.

There are training schools offering special education needs and intercultural education options thus contributing to a great diversity of training.

Specialized Training prepares teachers for specialized educational duties or activities (school management, pedagogical supervision, education of children with especial needs, research, etc.) and is offered at the Higher Schools of Education and Universities.

In-service training provides updating, improvement, reconversion and support to the professional activities of teachers leading to career development and mobility. In-service training is offered by institutions set up for this purpose or by public and private entities. It can also be provided by teaching institutions on their own or in cooperation with other public entities.

Training Centres are local municipal or inter-municipal centres set up and managed by pedagogues representing the various levels of education and teaching. Centres can either be the result of one single initiative or of an association between various schools. The setting up of these centres became possible through the financial resources made available under training programmes such as FOCO

and FORGES, both sub-programmes of PRODEP, the education development framework programme for Portugal co-funded by the European Social Fund. Although set up at the central level, these programmes are administered in such way as to allow decentralised management and the satisfaction of training requirements at both the national and local levels.

The aims of the Centres are: to contribute to in-service training promotion; to promote the exchange and publication of pedagogical experiences; to promote identification of training needs; to regulate training provision in accordance with national and local needs meeting, whenever possible, teachers individual requirements for assistance with training; to set up and manage resource centres.

There are 211 Centres operating in Continental Portugal. The number of schools associated to each centre varies: the smaller centres involve an average of ten schools; the larger ones involve more than one hundred, a few of which involving around one hundred and fifty schools.

Many centres have established protocols with various institutions to obtain additional support to the development of their training programmes. The majority of these partners are HE institutions. Some centres have established protocols among themselves (Decree-Law 249/92 of 9 November).

In accordance with available 1996/97 data 4.005 teachers were working within the Public Network of Pre-School Education (Continental Portugal). Of that total 23 were men and 3.982 were women i.e. men represented 0.57% of early childhood teachers. Eleven percent of the total held academic qualifications higher than those required when they first entered the profession. In recent years an increasing number of teachers have enrolled in BA Honours degrees and postgraduate Masters courses.

Table 26: Teachers per academic level, public network, 1996/97

Academic Level	M/F	%	F	M
Bachelor degree without Honours	3575	89	3555	20
Higher Diploma in Education	349	9	348	1
Bachelor degree with Honours	77	2	75	2
Masters	3	0	3	0
PhD	1	0	1	0
TOTAL	4005	100	3982	23

Source: DAPP, Boletim de Recolha Estatística

4. ECEC staff salaries

It should be noted that salaries paid within the public network differ from those paid in the private network and in the contexts under the Ministry of Labour and Solidarity. It should also be stressed that in many contexts of the private solidarity network salaries as agreed and quoted in the Working Conditions Regulating Diploma are not practised.

Table 27: Teachers' wages, 1998

Post	Salary
Public network teacher	146 000\$00 - 486 400\$00
Private network teacher	148 000\$00 - 331 100\$00
Private/solidarity network teacher (IPSSs)	114 400\$00 - 185 020\$00

Source: FENPROF, Novas Tabelas para 1998/99

C — Programme contents and implementation.

1. Curricular guidance

Pre-school educational practices in Portugal have always been highly diversified due to the inexistence of a clear attribution of pedagogical responsibilities and therefore, each educational context established its own pedagogical approach. However, early childhood teachers were exposed to common objectives during their initial

training, which resulted in the adoption of relatively similar methodologies. Most teacher training schools based their training on child focused methodologies. The João de Deus Teacher Training Schools, however, followed methodological objectives and principles that emphasised academic learning.

Constraints in the workplace and in working conditions were to a great extent responsible for deficiencies in early childhood educational provision and consequent loss of quality:

- The teacher was often working on his/her own and was totally responsible for the development of his/her work;
- Teachers were working in isolation from each other and thus unable to meet with other teachers to share their experiences;
- Total separation between early childhood and basic education which placed the former outside the system;
- Lack of in-service training facilities meant that teachers were unable to improve pedagogical practice and the quality of their teaching progressively regressed.

The quality of professional practice in such a scenario was clearly dependent upon the capacity and the will of individual teachers.

Compulsory education was the minimum qualification requirement for auxilliary staff. This meant that teachers were unable to get pedagogical support from them.

Taking into account the overall level of teaching and teaching support required, discussions started in 1996 with the aim of producing a set of general principles, which could be extended to all existing and future provision. Such principles needed (1) to define in very clear terms pre-school learning contents and, simultaneously (2) to reflect existing professional capacity. Such curriculum guidelines should also aid pre-school teachers in the application of adequate and more rigorous criteria in their professional approach.

Discussions were centred on the definition of pre-school education considered from the point of view of it being the first phase of longlife education. Viewed as such it naturally followed that curriculum guidelines should constitute a decisive element for improving quality provision, introducing innovating and stimulating approaches in pedagogical activity.

Official publication of the **Curriculum Guidelines** for Pre-School Education was preceded by a long discussion process involving the preparation of three drafts. The first draft was analysed by "institutional partners" i.e. Regional Directorates for Education, Inspector-General of Education, Initial Teacher Training Schools, Teachers' Association, Teachers' Union, Association of Private Education Providers (Private Sector, IPSSs, Misericórdias) and Parents Associations.

A second draft was produced based on comments received from the institutional partners and was distributed among groups of pre-school teachers for comment. Teachers were asked to try and apply the proposed guidelines in their contexts prior to expressing their views. Some groups met informally. Other groups participated in the *Círculos de Estudos* (Study Groups) i.e. a type of continuous training aimed at preparing teachers to question and introduce change in their professional approaches. Comments from teachers were incorporated in the draft and the final version of the Curriculum Guidelines was prepared.

2. Curriculum Guidelines

Curriculum Guidelines are not a programme. Instead, they are (1) a set of principles aimed at assisting teachers in making decisions concerning their approaches, i.e. guiding the educational process of the children; (2) a common reference for all teachers of the National Pre-School Network used in the organization of the educational component.

They are not a programme and differ from some curriculum conceptions in that:

- their perspective is based on the teaching rather than on expected learning;
- their scope is wider i.e. they enable the adoption of diverse educational options and, therefore diverse curricula.

Guidelines are organized as follows:

- 1) General principles and pedagogic objectives as stated in the Framework Law of Pre-School Education;
- 2) Bases and organizational principles of the Guidelines;
- 3) Guidelines.

Curriculum Guidelines are based on the following interrelated concepts:

- children's development and learning are concurrent;
- children are the subjects of the educational process, therefore their knowledge should be valued and serve as the starting point for the acquisition of new knowledge;
- multi-faceted learning i.e. recognition that learning is interrelated and not divided into separate areas;
- children's questions must be answered, a principle involving a differentiated pedagogical approach centred on cooperation within the group.

Curriculum development is the teacher's responsibility and should take into account not only the above concepts but also:

- *general objectives* as stated in the Framework Law of Pre-School Education as follows:
 - to promote children's personal and social development based on democratic life experiences within a perspective of educating towards citizenship;

- to promote children's integration in diverse social groups fostering respect for different cultures and their awareness as members of society;
 - to contribute to equal opportunity practices in the access to schooling and successful learning;
 - to stimulate children's global development taking into account their individual characteristics as well as favouring behaviours leading to significant and differentiated learning;
 - to develop expression and communication skills fostering information processing, aesthetic sensitivity and understanding of the world;
 - to promote inquisitiveness and critical thought;
 - to provide conditions of well-being and safety to children, namely in relation to individual and collective health;
 - to detect situations of maladjustment, deficiencies or precocity and provide guidance to children;
 - to promote family participation in the educational process and establish collaborative relations with the community.
- *organization of the educational environment* as a support to teachers' performance. Educational environment includes various levels of interaction: the organization of the group, the space and the time; the organization of the educational context itself; relations with parents and other partners in the education process;
 - *content areas* should be viewed as a general reference to be taken into account when planning and evaluating learning opportunities:
 - 1) personal and social development area;
 - 2) expression/communication area:
 - motor, drama, art and musical expression;
 - oral and written language;
 - mathematics.
 - 3) knowledge of the world area.

- *educational continuity*, a process which has its starting point at what the children already know and creates the conditions for the successful continuation of learning;
- *educational intentionality* which stems from teachers' observations, planning, teaching and evaluation, i.e. components involved in a process which should adapt itself to children's needs.

An important chapter of the Law covers the *general guidelines*, which should underlie teachers' pedagogic practices providing quality teaching, open to innovation and diverse approaches leading to the achievement of the curricular guidelines.

Planning is understood as a *joint activity* on the part of teachers working in the same educational context with the participation of the children, parents and the community; it should take into account individual and group observation results so that it can achieve pedagogical differentiation and fit pedagogical practice to children's needs.

Teachers are encouraged to reflect upon their pedagogical intentions and how best to fit their options to their own teaching characteristics. Ongoing planning and evaluation is thus important and valued.

3. Curriculum Guidelines and pedagogical organization

Educational contexts are coordinated by a pedagogical director who must be a pre-school teacher or an educational professional recognised by the Ministry of Education. The duties of the pedagogical director include:

- to coordinate the implementation of the educational project of the pre-school context;
- to coordinate all educational activities, namely the implementation of the curricular guidelines as well as socio-educational activities;

- to provide technical guidance to teaching and non-teaching staff;
- to distribute teaching and non-teaching tasks among staff members in accordance with norms agreed to within each individual contexts;
- to set opening hours in accordance with family needs, safeguarding the well being of children and taking into account context norms.

Pedagogical activities carried out in pre-school educational contexts are evaluated in accordance with *evaluation* criteria. Of these three are highlighted:

- the efficacy of educational and socio-educational approaches in support of children's balanced development;
- pedagogical quality assessed in accordance with the curricular guidelines;
- technical quality of the infrastructures, educational and socio-educational spaces, equipment and services provided to children.

4. Strategies for the promotion of innovation and educational quality

Decisive factors for the promotion of quality education and pedagogical innovation adopted in the last few years:

- publication and implementation of the Framework Law of Pre-School Education;
- adoption of Curriculum Guidelines;
- high number of awareness raising and training sessions involving 2075 pre-school teachers of the national network (public and private) to promote pedagogical innovation through discussions concerning the curricular guidelines;
- through the introduction of adequate legislation, incentives were established to promote the building and renovation of schools and equipment, mainly in deprived areas.

Education for cultural diversity

The Portuguese educational system recognizes that all children have

the right to pre-school education, and values all types of diversity, be it cultural, ethnic, linguistic, religious or associated with any type of physical disability.

In 1991, the Ministry of Education set up the Secretariado Coordenador de Programas de Educação Multicultural (the Coordinating Secretariat for Multicultural Educational Programmes), with the aim to promote educational participation of minority ethnic groups and migrant families.

Among the various activities promoted by the Secretariat, reference should be made to the **Projecto de Educação Intercultural** (Intercultural Educational Project) which took place between 1993 and 1997 in areas of high concentration of migrant populations. The Project aimed at promoting in area schools the different cultures and skills represented in the area, improve relations between the schools, the families and the community and give psychological and social support to pupils and families. Although planned, the Project was unable to extend provision of the last year of pre-school education to children. The Project also aimed at improving the quality of teaching provision within the scope of intercultural education. (Decision 170/ME/93, of 20 July).

It should be noted that included in pre-school education objectives there are two which encourage education for citizenship and multicultural integration, i.e.

- to promote children's personal and social development based on democratic life experiences within a perspective of educating for citizenship;
- to promote children's integration in diverse social groups, in full respect for cultural plurality and encouraging the progressive internalization of their roles as members of society.

Education of children with special educational needs
(Please see Section II, para 1.d)

Transition to the 1st cycle and pedagogical continuity

The **Escolas Básicas Integradas** (Integrated Basic Schools) also known as EBIs, were created to enable all children to stay in the same school environment from pre-school to completion of the 9 years of compulsory education, and to be taught, whenever possible, by the same group of teachers in order to promote a strong identification with the school and good interaction between the teaching staff, the families and the community. These are recognised as fundamental conditions for educational success. Furthermore, this model enables improved management of educational resources (Decision 19/SERE 7 DEAM/90, of 15 May).

The main aims of pedagogical innovation to be developed within the scope of the **Territórios Educativos de Intervenção Prioritária** (Educational Areas for Priority Intervention), known as TEIP's, are: improvement of educational and children's learning environments to prevent absenteeism and early school leaving, through multiple and diverse educational provision favouring the integration of the various learning phases including pre-school education; the creation of conditions favouring school/active life links; the progressive coordination of educational policies and the articulation of experiences in schools belonging to the same geographical area and the community, to attain improved management of resources and joint development of educational, cultural, sport and free time activities leading to the possible restructuring of the school network (Decision 147-B/ME/96, of 10 July)

The **Programa ALFA** (ALFA Programme) is an educational project developed for the first cycle (Primary) which promotes, in particular, the articulation with the pre-school on the one hand and with the 2nd cycle, on the other. The following objectives have been set together with social partners and higher education institutions:

- provision of safe shelter and follow up to children after school hours through the extension of the school timetable;

- promotion of basic knowledge and adequate teacher training;
- introduction to methodologies concerned with the development of creativity and research skills;
- production of quality pedagogical materials; support to dissemination of "good practice" and promotion of school networks engaged in common quality projects.

Schools Autonomy. School autonomy means that all decision making over strategic, pedagogical, administrative, financial and organizational matters within the agreed educational project rests with the school. Particular attention is paid to the first cycle schools and the pre-schools so that they become fully integrated within the principles of autonomy, administration and management of the public school network. (Decree-Law 115-A/98, of 4 May).

The Department of Basic Education has of late been trying to stimulate associations among Jardins de Infância. According to 1997/98 data as many as almost 77% of Jardins de Infância only had need for one teacher; 19% required two teachers (i.e. two classrooms) and 3% three teachers. Only 1.5% of Jardins de Infância had between four and nine teachers working.

Curriculum Flexibility. The diploma establishing the general principles related to curricular restructuring contained in the Law establishing the Bases for the Education System was published in 1989 (Decree-Law 286/89, of 29 August). This Diploma highlights the need to ensure that all parents are able to enrol their children in pre-school education as a means to promote successful schooling. In 1997, the Ministerial Decision 4848/97, II Series, launches a discussion programme involving all schools of the Basic Education system to review existing curricula. In essence, schools are given the possibility of deciding their own curricula, within the scope of autonomy and management norms, in accordance with their agreed educational project and in collaboration with their respective area community.

Partnerships with parents and the community

Partnerships between schools, parents and the community are promoted so that families and local authorities are able to participate in the educational process of the children. It is officially recognised, therefore, that parents and guardians should:

- participate, through their own elected representatives or representative associations, in the management of educational contexts;
- develop relations of educational cooperation with the educational agents;
- give advice as to opening hours;
- participate under the pedagogical guidance of the educational context, as volunteers, in extra socio-educational activities.

D — Participation and support to families**1. Participation of parents and guardians**

In accordance with the Law establishing the Bases of the Education System, pre-school education considered as the first phase of basic education complements the educational role of the family. From this point of view the school should establish close cooperation links with parents and guardians to achieve successful learning and balanced development of the children. Within the scope of pre-school education parents and guardians should:

- participate, through their own elected representatives or representative associations in the management of educational contexts;
- develop relations of educational cooperation with the educational agents;
- give advice as to opening hours;
- participate under the pedagogical guidance of the educational context, as volunteers, in extra socio-educational activities.

In accordance with the new Diploma regulating the autonomy, administration and management of pre-school educational contexts as well schools of the Basic and Secondary Education Systems, autonomy is regarded as an investment in the schools and in the quality of education. As such, autonomy should be ever present within a culture of shared responsibilities involving all members of the educational community.

The concept of school centred educational organization and administration must be based on the valorization of the various interlocutors within the educational process, namely teachers, parents, pupils, non-teaching staff and local government representatives.

Within each educational context parents and guardians may organize themselves into Parents Associations with the aim of guaranteeing their rights and duties as agents first and foremost responsible for the education of their children and guards, safeguarding freedom to teach and learn as well as promoting best quality teaching. (Decree-Law 372/90, of 27 November).

According to Bairrão (1999), p.73, the public network Jardins de infância tend to hold more parents meetings during the school year (average 3.25) than private contexts (average 1.6). Although unusual, public network contexts tend to make more home visits than their private counterparts.

There is a national parents association, CONFAP - **Confederação Nacional das Associações de Pais** (National Confederation of Parents Associations) as well as regional federations.

2. Information to parents

Every year, school management must ensure that enrolment dates for the various educational levels are publicly and widely displayed in the community.

To complement this initiative, the Ministry of Education promoted a publicity campaign concerning pre-school provision, called "A good start lasts for life" on television, in cinemas and through pamphlets. A telephone line, the Green Line, operated by professional staff of the Ministry of Education has been made available so that the public can be quickly and efficiently informed.

Publicity and awareness raising campaigns are also promoted in schools, hospitals, health centres, boroughs, local authorities among other institutions.

3. Support measures extended to parents to meet professional and family requirements

Maternity leave. Working women are eligible to 120 consecutive days of leave, 90 of which must be enjoyed after the birth. The remaining 30 days may be enjoyed, either in part or in total) before or after the birth. Fathers are eligible to paternity leave in accordance with the joint decision of the couple as long as certain requirements concerning the rights of mothers are safeguarded.

Breast feeding protection. Women who opt for breast-feeding are eligible to two one-hour rest periods per day.

Leave to assist sick children under age and family. By law, this type of assistance is equivalent to workers' sick leave entitlements.

Flexible time. Parents are allowed to regulate their working hours to ensure the protection of their children.

Special leave to assist disabled and chronic patients. The father or the mother are eligible to periods of six months leave up to a maximum of four years, to provide assistance to a disabled or chronically sick own or adopted child as well as the child of one of the parents, during the first 12 years of the child's life. (Law 18/98, of 28 April).

Recently, by resolution of the Council of Ministers, the time spent by a worker in school activities or meetings during working hours can be rightfully justified as absence from work.

4. The role of local communities

Local communities have the duty to meet the aspirations of the population and satisfy family needs through the provision of crèches, amusement spaces and other recreational activities.

Parents and families are the members of the community who have more direct contact and participation with school life. However, in small and well structured communities where inter-generational relations remain strong, school-community interactions do occur.

In the large urban and suburban areas, where citizen inter-relations are weaker, school community interactions are rare, although awareness is increasing as to the need to bring schools and local communities to work closer together.

The guidelines issued by the Ministry of Education consider the role of schools as decisive in the reorganization and provision of basic education to all citizens, be it through direct or contracted support as well as in the definition of local and regional policies to raise awareness, promote and preserve the cultural heritage and the values of active citizenship.

E — Funding

Public funding for pre-school educational contexts is under the joint responsibility of the Ministry of Education and the Ministry of Labour and Solidarity.

Within the Public Network the pre-school educational component is fully funded by the State. Within the Private Solidarity Network, since

1997 the State has been increasingly co-funding the educational component and the quality improvement of the services provided. It is expected that by 2000/2001 the State will be supporting all costs incurred with the educational component and the promotion of pedagogical quality. The State also shares the costs incurred with the family support component. There are three basic types of financial support available to families:

- starting from the current school year the State pays Esc. 13.330\$00 per child/month to meet educational component costs including the salaries of the early childhood teacher and of the auxilliary staff member as well as a proportion of costs incurred with the acquisition of didactic and pedagogical materials;
- the State pays Esc.9.514\$00 per child/month towards the costs incurred with the family support component i.e. meals, socio-educational activities. Costs are shared between the State, the Institutions and the families in accordance with their income;
- in support of those Private Solidarity Institutions operating in socio-economic deprived areas, the State created a Socio-Economic Compensation Fund to complement and compensate for the loss in family payments and thus enable the institutions to maintain their operations.

In the Private Network, including private and cooperative contexts, funding is based on monthly fees paid by the families. Contexts may request financial assistance towards needy families, in accordance with their income and in compliance with the amount set in the Ministerial Decision 20 250/98, II Series.

The subsidy which is attributed is estimated in accordance with the average value of the annual fees set by the educational context (320 000\$00 in 1997/98) and family income as shown in the following Table.

Monthly family incomes higher than 85 050\$00 cease to be eligible for subsidy. When calculating family income, yearly taxes and

contributions as well as annual house mortgages up to 360 000\$00 together with non-refundable health expenses are excluded.

Table 28: Shared costs between the State and the families according to their income

Income	Average annual fees	State	Families
Very low	320 000\$00	166 400\$00	153 600\$00
Low	320 000\$00	112 000\$00	208 000\$00
Average/Low	320 000\$00	80 000\$00	240 000\$00
Average	320 000\$00	64 000\$00	256 000\$00

Source: Departamento de Gestão Financeira, Ministério da Educação, 1999

Fiscal benefits for all families. For income tax purposes, expenses incurred with education (books, fees, transport and meals up to a ceiling of 375.000\$00 and 385.000\$00 per family for 1997 and 1998 respectively) are deducted from gross annual income.

State costs with pre-school education

In 1997, expenditure in pre-school education was as follows:

Public Network _____ 24 919 249 000 escudos

Private Network:

Private Solidarity Network _____ 35 751 450 000 escudos

Private and Cooperative Network _____ 10 276 253 000 escudos

Total: _____ 70 937 952 000 escudos

Attention should be paid to (a) Public Network amounts correspond to the Budget of the Ministry of Education inclusive of 892 966\$00 transferred to Municipalities; (b) estimates are given insofar as the Private Solidarity Network and the Private Network.

In relation to the Private Solidarity Network estimates are based on the maps of costs and returns of the Institutions (IPSS's). In relation

to the Private and Cooperative Network expenditure estimates were based on the product of annual fees received by pre-school education contexts (320 000\$00, referred above) and number of enrolled pupils, in accordance with the data gathered by the Department for Evaluation, Prospective Analysis and Planning of the Ministry of Education.

Expenditure distribution in pre-school education

As mentioned above, costs are shared between the State, through the Public Administration, and families. The following Table shows percent estimates of the contributions by both sides.

Table 29: Expenditure distribution in pre-school education (%)

	Public network	Private network	
		Solidarity	Private&Coop.
Public administration	100 %	62 %	5 %
Families	—	38 %	95 %
TOTAL	100 %	100 %	100 %

Source: Departamento de Gestão Financeira, Ministério da Educação, 1999

The contributions paid by the Public Administration were transferred from the Ministry of Education's Budget, through the celebration of contracts with the Private Institutions offering pre-school education; insofar as the Private Solidarity Network is concerned, financial support was extended by the Social Security Regional Centres through agreements of cooperation established with the Private Social Solidarity Institutions who offer pre-school education facilities.

The specific case of the Autonomous Regions of Madeira and Açores

Autonomous Region of Madeira

The pre-school system in the Autonomous Region of Madeira (ARM) is defined in the Regional Legislative Decree 25/94/M of 19 September. Matters relating to this subject are under the responsibility of the Regional Directorate for Educational Innovation and Management, Division of Pre-School Education. At the official level, pre-school education in the Autonomous Region of Madeira today includes crèches and Jardins de Infância which are open from 08.00 to 18.30 and function with two teachers per classroom and one or two auxiliary members of staff per classroom. The number of children per room varies between 15 in creches and 25 in Jardins de Infância.

Management of the educational contexts is assured by the following entities:

- Director, elected among teachers working in the context, with no teaching work and all responsibilities envisaged in the Law;
- Pedagogical Council;
- Consultative Council.

The Law envisages the preparation of the following documents:

- Educational Project;
- Pedagogical Projects;
- Planning;
- Evaluation;
- Internal Rules.

In parallel to the above mentioned structures, there are *Pre-School Education Units* (3-5 year olds), which are classrooms running in first cycle schools. In such units the numbers of children in each

classroom varies between 20 and 25 and have two teachers in attendance. Opening hours is from 08.30 to 15.30 and the children are given a light meal after school time free of charge. Education in these units is also free of charge.

Emphasis is given to Pre-School Education Units which function within Full Time Schools. Opening hours in such units is from 08.30 to 18.00, education is free of charge as well as lunch and afternoon light meal. Two teachers are in attendance in each classroom. In these Units priority is given to 5-year-old children, but younger children can be enrolled subject to availability of places.

In addition the Private Social Solidarity Institutions also run pre-school contexts similar to those of the Public Network. In the above Institutions there is only one teacher per classroom and a teacher assures the pedagogical direction.

Rate of pre-school attendance

In the Autonomous Region of Madeira the current attendance rates are 30% in creches, and in pre-school contexts, 42% of 3 year old children, 55% of 4 year old children and 88% of 5 year old children.

The following Tables show statistical data about various indicators, i.e. attendance rates and number of classrooms in pre-school education contexts for 1998/99; and the evolution of attendance rates per children's ages.

Funding

A monthly contribution is paid in these educational contexts. The contribution varies between 1 010\$00 and 21 020\$00, including meals. Contributions are estimated in accordance with the Decision issued by the Regional Secretariat for Education.

Table 30: Pre-School Education Network, 1998/99

Municipalities	Creche		Pre-school education					
			J. Inf.		Pré-Esc.		TOTAL	
	P	C	P	C	P	C	P	C
ARM	1 023	72	3 470	151	3 417	163	6 887	314
Calheta	0	0	89	4	254	14	343	18
Câmara de Lobos	0	0	430	19	458	21	888	40
Funchal	814	55	2 508	107	908	40	3 416	147
Machico	97	7	143	7	517	23	660	30
Ponta do Sol	0	0	0	0	211	10	211	10
Porto Moniz	0	0	17	1	72	5	89	6
Porto Santo	33	3	72	3	57	3	129	6
Ribeira Brava	24	2	69	3	235	11	304	14
Santa Cruz	55	5	142	7	343	15	485	22
Santana	0	0	0	0	183	10	183	10
São Vicente	0	0	0	0	179	11	179	11

Source: Secretaria Regional de Educação, Gabinete de Estudos e Planeamento, 1998

P- pupils

C - Classrooms

Table 31: Evolution rate of pre-school attendance, 1990/91 to 1997/98

School year	3 year old			4 year old			5 year old			TOTAL		
	C	F	%	C	F	%	C	F	%	C	F	%
1990/91	3820	919	24	3948	1292	33	4123	2051	50	11891	4262	36
1991/92	3870	880	23	3820	1333	35	3948	2396	61	11638	4609	40
1992/93	3672	1143	31	3870	1503	39	3820	2420	63	11362	5066	45
1993/94	3547	953	27	3672	1464	40	3870	2524	65	11089	4941	45
1994/95	3459	1089	31	3547	1531	43	3672	2468	67	10678	5088	48
1995/96	3406	1139	33	3459	1614	47	3547	2678	76	10412	5431	52
1996/97	3475	1315	38	3406	1790	53	3459	2802	81	10340	5907	57
1997/98	3336	1416	42	3475	1924	55	3406	3009	88	10217	6349	62

Source: Secretaria Regional de Educação, Gabinete de Estudos e Planeamento, 1998

C- Number of children

F- Number of children who attend pre-school education

Autonomous Region of Açores

Pre-school education of the Public Network is extended to all the islands and municipalities of Açores with the exception of the Island of Corvo. In 1998/99 90% of the 150 the Public Network, with a total of 192 educational contexts, using 291 classrooms, almost totally integrated in schools of the first cycle of Basic Education, covered Boroughs in the Region.

The Private Network runs 56 Jardins de Infância, corresponding to 123 classrooms distributed among all the islands and municipalities as well as 30% of the Regional Boroughs. Sixty one percent of children attend pre-school education. Sixty eight percent of this population attends public network educational contexts. Break down figures show that 32%, 55% and 92% of 3, 4 and 5 year olds respectively attend pre-school education.

In the Autonomous Region of Açores, the Public Network of pre-school education is fully integrated in the schools of the first cycle of Basic Education insofar as installations and teachers are concerned. Early childhood teachers and first cycle teachers constitute a homogenous professional group.

On the other hand, the Private Network of pre-school education, is totally under the responsibility of Private Institutions of Social Solidarity, IPSS's, enjoying large support from the social security system. The educational contexts of the Private Network, almost all built or adapted with the participation of public funds, form an extensive network, which should urgently be harmonized with the public network.

Table 32: Number of children enrolled in pre-school education

Islands Açores	Enrollment		
	Total	Public network	Private network
Santa Maria	189	144	45
São Miguel	3 596	2 547	1 049
Terceira	1 794	1 112	682
Graciosa	146	121	25
São Jorge	348	191	157
Pico	452	336	116
Faial	401	278	123
Flores	107	76	31
Corvo	11	-	11
TOTAL	7 044	4 805	2 239

Source: Secretaria Regional de Educação, Divisão de Estudos e Estatística, 1997

Section IV

Evaluation and research

In Portugal, the State has gradually considered pre-school education as an important phase i.e. the first phase of longlife education. In practice, this increasingly important concept has been developed through the Programme for the Expansion and Development of Pre-School Education which, by virtue of recently approved legislation, is creating new synergies at the organizational and technical (training and pedagogical) levels. It is therefore too early to assess that its implications although some research efforts have and are being made to monitor that progress.

Information and data collected by researchers are being used in the creation of databases. Given the size of the country and the number of researchers working in the field of early childhood education it has been possible for them to follow each other's work and render more visible the results of their investigations. It is expected an improved coverage and dissemination of results so that these are of use to those responsible for the definition, application and evaluation of national early childhood policies.

Portugal is going through a particularly crucial period for the development of policies enhancing the value of childhood learning and of the child, both as an individual and a citizen. Concerted efforts are being made to improve childhood educational provision in all its components, i.e. teaching, equipment, materials and monitoring and evaluation of the whole educational process. Commitment to quality improvement includes the full application of equal opportunities, development of democratic experiences as well as organizational change and investment in continuing high standards in education practice.

Since 1994, it was created a consortium of institutions who develop research on pre-school education, such as ESE's and Universities

which after 1998 formed an association, the GEDEL, Group of Studies for the Development and Education of Childhood. This association aims at articulating synergies and initiatives in this field, to promote research and to be a partner and counsellor to the political entities. It promotes multiple activities such as meetings and seminars and prepares a first scientific publication, at national level, specifically on pre-school education.

Research, as pointed out above, has been following such developments. The most significant studies are highlighted hereunder, divided according to three main research streams: quality evaluation studies regional network studies and studies on models and their implementation.

1. Quality evaluation studies

This research stream considered the question: "What is quality in pre-school education?". Some of the research results in this area (Bairrão, J., 1992 to 1998) may have a bearing on policy decisions.

Quality evaluation studies were carried out as a national project to be included in the "International Study on Pre-School Education and Early Childhood Care" whose aim was "to study the diversity and quality of educational experiences of three to six year old children in diverse socialization contexts (jardins de infância and family) and analyse the impact of such experiences on the development of the children and on the quality of life of their families". The Project was developed in three phases:

- Studies on types of childhood provision;
- Studies on family educational practices;
- Studies on the quality of the provision in educational contexts using the "ECERS - The Early Childhood Environment Rating Scale" on a national sample representative of the various types of contexts.

As a result, the following papers have been published:

- Bairrão, J., Barbosa, R., Borges, I., Cruz, O., Macedo Pinto, I. (1990). *Perfil Nacional dos Cuidados Prestados às Crianças com Idade Inferior a Sete Anos (National Profile of Care Provision to Children up to Seven Years of Age)*. Lisboa: Fundação C. Gulbenkian;
- Bairrão, J. & Tietze, W. (1994). *A educação pré-escolar na Comunidade Europeia (Pre-school education in the European Community)*. Lisboa. IEE;
- F.P.C.E. (1997), *Educação Pré-escolar em Portugal. Estudos da Qualidade de estruturas Pré-Escolares (Pre-school education in Portugal. Studies on the Quality of Pre-school structures)*. Relatório (Report). Centro de Psicologia da Universidade do Porto. Linha de Investigação 3: Psicologia do Desenvolvimento e Educação da Criança.(University of Porto Psychology Centre. Research Line 3: Psychology of Child Development and Education).
- Tietze, W., Bairrão, J., Leal, T. & Rossbach, H:G: (1998). "Assessing quality characteristics of centerbased early childhood environments in Germany and Portugal. A cross-national study". *European Journal of Psychology of Education*, 2, 283-298.

The Departamento da Educação Básica has acquired a quality evaluation instrument for application in Jardins de Infância developed by the University of Worcester (Pascal & Bertram, 1995). This instrument is being adapted and will in due course, be tested. Only then it will be available for distribution and wider use.

2. Regional network study

Difficulties in obtaining integrated data on a number of services involved in child care and education prompted the Escola Superior de Educação de Santarém to carry out a study (started in 1992) in the

Santarém District, funded by the Fundação Calouste Gulbenkian PROCEPE - "Actas do I Encontro Regional de Educação de Infância do Distrito de Santarém" (Cardona, 1992). This study aimed at "characterising every type of initiatives in the District of Santarém with children from birth to 5 years of age, in the field of education, health and social security" and was developed in three phases:

- Collection and analysis on existing statistical data (1992);
- Collection and analysis of updated data provided by various institutions/services (1993);
- Local borough studies (1995/1997).

To disseminate the results of this study two Regional Childhood Education Meetings were organised (February 1993 and July 1995) and the following paper was published:

- Cardona, M.J., Costa, E, Alves, M. et al (1995). *A Educação de Infância no Distrito de Santarém*. Lisboa: Fundação C. Gulbenkian.

3. Studies on models and their implementation

Prior to the publication of the Curriculum Guidelines for Pre-School Education a study was started with the aim of providing a framework and in-depth analysis for some specific pre-school education models (High Scope, Modern School and Reggio Emilia) of which the first two were already being applied by a significant number of Jardins de Infância. The study: "Projecto de Infância: contextualização de modelos de qualidade para a educação pré-escolar" (Childhood Project: a framework for pre-school education quality models) aims at "identifying quality curricula for childhood education and provide them with a framework suited to the Portuguese reality" and is being developed with respect to three components: research, training and intervention.

The study looked first at the High Scope model. A paper "A construção social da moralidade pela criança pequena" (The young

child social construct of morality) (Formosinho, 1992) was published. In it the researcher "looked at the strategies teachers use within the High Scope curricula to work from the educational point of view with situations previously identified as relating to morality issues".

On the other hand the low population indices registered in parts of the Portuguese territory call for specific forms of pre-school organization. Itinerant provision centred on the family was the object of a PhD Thesis (Cruz, Maria Isabel Santana, 1994). Itinerant provision is being organized in some parts of the country and is supported by a non-profit association (ICE- Instituto das Comunidades Educativas - Institute of Educational Communities), in parallel with other types of itinerant educational provision.

The Centro de Estudos da Criança - CESC (The Child Studies Centre) operating within the Instituto de Estudos da Criança (Child Studies Institute) is an institution of the Universidade do Minho, aims at promoting and coordinating scientific activities in child studies. General objectives of the Center are:

- to promote the development and the publication of research activity in the child studies field, according to the principles and objectives of the Child Studies Institute;
- to improve, coordinate, support and develop research projects;
- to allocate human and material resources to projects;
- to promote outside funding for projects;
- to promote and develop advanced training as well as to organize seminars and other initiatives within CESC;
- to promote the release of information concerning the scientific activity of the Center;
- to contribute to exchanges between national and foreign scientific institutions;
- to develop community services within the scope of education and child support.

CEDIC - Centro de Documentação e Informação sobre a Criança (Child Documentation and Information Center), created in 1997, within CESC, aims at putting at the disposal of all interested parties a vast collection of documents. E-mail address is as follows: CEDIC@iec.uminh.pt and INTERNET site www.iec.uminh.pt/cedic.

Apart from developing research projects the members of the Center participate and present papers in national and international scientific meetings, they publish and develop other activities.

Section V

Conclusion

The aim of this Report is to give a comprehensive account of the "state of the art" in early childhood education and care in Portugal (children from birth until they enter the first cycle of compulsory education).

After a long period of non-investment by the State in this level of education, the change of government in 1995 resulted in a clear investment policy in Education, as a whole, with particular emphasis in pre-school education.

A legal framework for cooperation was established between the Ministry of Education and the Ministry of Labour and Solidarity involving their partners in the Plan for the Expansion and Development of Pre-School Education. It is only natural that such recently established legislative process based on a model of partnerships is requiring constant monitoring to ease difficulties related to the implementation of the model in the field and prevent distortions and perverted results.

- By the year 2 000 pre-school attendance rate should be 90% of 5-year-old children. Work towards the fulfilment of this objective continues to be based on a system of partnerships and the involvement of all sectors of the civil society in the project;
- A second important objective is related to the improvement of quality in the provision of pre-school services. In this context, quality improvement means provision of truly educational and social support services, implying the extension of opening hours and the provision of meals in the Jardins the Infância of the public network as well as the development of educational activities in the Jardins de Infância of the Solidarity Network; the role of the

Inspector-General of Education is decisive in this context; it is therefore essential and urgent that the Inspectorate is able to increase the number of inspectors specialized in pre-school education;

- The quality of childhood educational contexts is also dependent upon strong parental leadership and involvement. It is also important to establish new management techniques to preserve the specificity of early childhood educational contexts when they are integrated in other educational establishments;
- Government should continue to be involved in the implementation of the Curricular Guidelines through the establishment of dynamic partnerships with training institutions able to monitor progress in the field;
- Provision for children in the 0 to 3 years of age group at present causes understandable concern. Government should implement a strategy similar to that adopted for the 3 to 6 years of age group. If education and training is to become a lifelong experience the importance of the educational component should be recognised in the 0 to 3 years of age group by ensuring the educational quality of the providing institutions;
- Investment should be made in the articulation of pre-school education with the first cycle of basic education through the development of joint educational projects or even the development of joint management structures;
- Investment in early childhood staff training is also an important priority, especially within the private and solidarity sectors. Incentives should urgently be created for teachers working in isolated and/or deprived areas. Schemes to attract male teachers to work with young children should also be devised;
- A sensitive area relates to salary disparities among professionals working in the sector. In spite of government's clear intention to regulate this question through increases in the financial support to the IPSS's, regulations are far from being applied in the field;

- The ultimate challenge is to persuade the municipalities that they are responsible for the network (public and private) operating in their respective areas. In partnership with families, municipalities have a decisive role in this matter. As they become more aware and sensitive to this citizenship dimension, investment is likely to increase;
- The State is responsible for investment in innovation and research. Without the introduction of well publicised good practice codes and without research into questions related to the regulation of the system, it will not be possible to improve the quality of the Portuguese pre-school education.

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Glossary

Socio-educational or socio-cultural activities

Complementary/ Jardins de Infância timetable extension activities, which may include meal provision, for working parents' children.

Free-Time Activities (ATL)

Extra-school time-table activities, generally organised in places or institutions independent from primary schools which cover parents working hours.

Every-Day-Life Activities

Activities carried out by children in infant schools such as lay the table, dusting ... Terminology introduced by Maria Montessori, in Italy, in the "Casa dei Bambini".

Nanny

Person who is paid to care for one or more children during parents' working hours or other parental impediment (*Decree-Law 158/84 of 17 May and Normative Ministerial Decision 5/85 of 18 January*).

Infants' Entertainment Activities

Non-formal infants' educational activities involving pre-school and schoolchildren, generally integrated in wider community development projects.

Cognitive Competence

Skills related to thought processes as defined by Piaget.

Support Family Component

Please look up socio-educational or socio-cultural activities.

Educational Component

Time spent in educational instruction oriented by an early childhood teacher using the Curricular Guidelines.

Consulting Council

Set up in the public network Jardins de Infância through Decree-Law 542/79 - Statutes for Jardins de Infância - the Consulting Council is one of the Jardins de Infância management structures. It includes the Director (who presides), the teaching staff, one elected member from the auxiliary staff, two parents' representatives and a representative from local government (article 40).

Consultant

Term used in the Anglo-Saxon educational system to refer to an external professional called in to assist teachers in their pedagogical planning and work.

Educational Continuity

Interconnection between two educational levels to minimise adaptation difficulties when children start basic school.

Family Crèche

A group of nannies not smaller than 12 and larger than 20, residing in the same geographical area, who are technically and financially supported by the Regional Centres, the Santa Casa da Misericórdia de Lisboa or Social Solidarity Institutions to develop activities for first and second infancy (*Decree-Law 158/84 of 17 May and Normative Ministerial Decision 5/85 of 18 January*).

Itinerant Education

Teacher who travels around various small villages teaching children who live too far away from school.

Pre-School Education

According to the Law of the Bases of the Education System (article 5) pre-school education is defined as that provided for children from three years of age to their entry into basic education with "formative characteristics which complement or substitute the educational role of the family with which close collaboration is established" (article 4).

Pre-Primary School

Education provided to pre-school education children in a primary school to provide them with formal learning opportunities. Pre-primary school is on the whole for 5 - 6 year old children and are under the Ministry of Education. In Portugal, pre-primary classes are only found within the Private and Co-operative System.

All-Inclusive School

According to the principles of the Salamanca Declaration the all-inclusive school extends schooling to all children, including children with special educational needs, attending the same regular classes.

Infant School

School with objectives, which are markedly educational in nature. "It should provide a very rich educational environment and is supervised by specialised teachers".

Bi-Valent Training

Common training for primary and pre-school teachers. Such teachers may opt to teach either level. This training is mainly directed at the Primary School level but includes some pre-school elements as well.

SafeKeeping

Care provided to children during parents' working hours by non-specialised staff.

Educational Intentionality

Please look up Educational Component.

Cultural Itineraries

A choice of pre-school learning activities, which aim at integrating children in their culture. The activities are sufficiently ordered and free of time constraints to allow for children's socialisation.

Jardim de Infância

"Sometimes the word "school" is mistakenly used instead. Essentially, Jardins de Infância are non-formal educational contexts for 3 to 5 year old children where both children and adults are supervised by specialised staff; children are given opportunities to develop learning skills through self discovery and communication with other children and adults".

Itinerant Teacher

Please look up Itinerant Education.

Protocols of Collaboration

In the specific case of pre-school education, these are agreements between diverse partners (the State and from Civil Society) to widen the pre-school network.

Daily Routine

Ordering and sequencing of daily events in Jardins de Infância to allow children to understand the timetable as a "predictable series of events". "It provides a multi-faceted structure to support the development of activities and the creativity of children and adults".

Supervisor

Inspector.

Pedagogical Tutelage

It is the duty of the Ministry of Education to ensure that all children have access to quality education independent from their socio-economic background.

Abbreviations

AEEP	Associação dos Estabelecimentos do Ensino Particular e Cooperativo Association of Private and Co-operative Educational Establishments
ANMP	Associação Nacional dos Municípios Portugueses National Association of Portuguese Municipalities
CAE	Centro de Área Educativa Educational Area Centre
CONFAP	Confederação de Associações de Pais Confederation of Parents Associations
CRSS	Centro Regional de Segurança Social Social Security Regional Centre, <i>Ministry of Labour and Solidarity</i>
DAPP	Departamento de Avaliação Prospectiva e Planeamento Department for Prospective Evaluation and Planning, <i>Ministry of Education</i>
DEB	Departamento da Educação Básica Department of Basic Education, <i>Ministry of Education</i>
DEGRE	Departamento de Gestão e Recursos Financeiros Department of Management and Financial Resources, <i>Ministry of Education</i>
DES	Departamento do Ensino Secundário Department of Secondary Education, <i>Ministry of Education</i>

- DESUP** Departamento do Ensino Superior
Department of Higher Education, *Ministry of Education*
- DGAS** Direcção Geral da Acção Social
Directorate-General for Social Work, *Ministry of Labour and Solidarity*
- DRE** Direcção Regional de Educação
Regional Education Directorate, *Ministry of Education*
- FOCO** Formação Contínua de Professores e de Responsáveis pela Administração Educativa
In - Service Teacher Training
- FSE** Fundo Social Europeu
European Social Fund
- GAERI** Gabinete de Assuntos Europeus e Relações Internacionais
Office for European Affairs and International Relations, *Ministry of Education*
- GEDEPE** Gabinete para a Expansão e Desenvolvimento da Educação Pré-Escolar
Office for the Expansion and Development of Pre-School Education, *Ministry of Education*
- GEF** Gabinete de Gestão Financeira
Office for Financial Management, *Ministry of Education*
- IAC** Instituto de Apoio à Criança
Institute for Child Support
- IGE** Inspeção Geral da Educação
Inspector-General of Education, *Ministry of Education*

IIE	Instituto de Inovação Educacional Institute for Educational Innovation, <i>Ministry of Education</i>
INE	Instituto Nacional de Estatística National Institute for Statistics
ME	Ministério da Educação Ministry of Education
MF	Ministério das Finanças Ministry of Finance
MJ	Ministério da Justiça Ministry of Justice
MS	Ministério da Saúde Ministry of Health
MTS	Ministério do Trabalho e Solidariedade Ministry of Labour and Solidarity
NOEEE	Núcleo de Organização Educativa de Educação Especial Group for the Organisation of Special Education, Department of Basic Education, <i>Ministry of Education</i>
OCDE	Organização para a Cooperação e Desenvolvimento Económico Organisation for Economic Co-operation and Development
ONG's	Organizações Não Governamentais Non-Governmental Organisations

- PIDDAC** Plano de Investimento e Desenvolvimento da Administração Central
Plan for Investment and Development of Central Administration
- PRODEP** Programa de Desenvolvimento Educativo em Portugal
Programme for Educational Development in Portugal
- RMG** Rendimento Mínimo Garantido
Guaranteed Minimum Income
- SAS** Serviço de Acção Social
Social Work Service
- SEAE** Secretaria de Estado da Administração Educativa
**Secretary of State for Educational Administration,
*Ministry of Education***
- SEEI** Secretaria de Estado da Educação e Inovação
**Secretary of State for Education and Innovation,
*Ministry of Education***
- UIPSS** União de Instituições Particulares de Solidariedade Social
Union of Private Social Solidarity Institutions
- UNESCO** **United Nations Education, Science and Culture Organisation**

Appendix I

Programas e projectos de apoio/ano de início	Instituições responsáveis ou promotoras	Público-alvo Âmbito	Objectivos
Support to Family and Child	High Commission for Equality and the Family	Minors <i>Justice</i>	Protection of Minors
National Action 1992	Ministries of Justice, Health, Education, Employment,NGOs	Children <i>Justice</i>	Evaluation of social indicators related with the well-being of children
Being a Child 1995	Social Security Directorate General for Social Work	Children <i>Social</i>	Promotion of balanced development of children
Education for All	Ministry of Education	Pupils <i>Education</i>	Measures against early school leaving and unsuccessful schooling
Safe School 1994	Ministries of Internal Administration and Education	Pupils and Schools <i>Education</i>	Reinforcement of security and articulation of resources
Support to Young People Associations	Portuguese Institute for Youth	Youth <i>Social</i>	Organisation and participation in activitie
Initiative	Portuguese Institute for Youth	Youth <i>Social</i>	Organisation and participation in activities
Children's Messages (Green Line) 1996	Ombudsman	General <i>Justice</i>	Counselling on Children's Rights
Foco 1995	Ministry of Education	Teachers <i>General</i>	Training in historical, legal, health, psychological and educational perspectives

(cont.)

Programas e projectos de apoio/ano de início	Instituições responsáveis ou promotoras	Público-alvo Âmbito	Objectivos
National Programme Against Poverty	High Commission for Ethnic Minorities	Mainly gypsy and minority populations <i>Social</i>	Reduction of social, economic geographical disparities
Guaranteed Minimum Income	High Commission for Ethnic Minorities minority populations	Mainly gypsy and <i>Social</i>	Re-education of social, economic geographical disparities
SOS Child 1998	Institute for Child Support	Children <i>Justice</i>	Publicity about Children's Rights
Education for Development 1997	OITOS, CIDAC C.P. UNICEF	Youth <i>Social</i>	Youth awareness of cultural diversity, co-operation and interdependency
Social Reintegration	High Commission for Ethnic Minorities	Mainly gypsy and minority populations <i>Social</i>	Reduction of social, economic and geographical disparities
Adoption 2000 1997	Social Security	Children <i>Social</i>	Promote and facilitate adoption
Special Rehousing 1995	Central Administration Local government	Resident foreigners <i>Social</i>	Eradication of shanty towns and precarious housing
Integration	Central Administration Local government	Needy <i>Social</i>	Social and Economic integration,
Urban	Central Administration Local government	Needy <i>Social</i>	Social equipment Rehabilitation of urban areas
Urban Intervention	Central Administration Local government	Needy <i>Social</i>	Renovation of run down urban areas

(cont.)

Programas e projectos de apoio/ano de início	Instituições responsáveis ou promotoras	Público-alvo Âmbito	Objectivos
Education and health Promotion <i>1994</i>	Ministry of Education	Pupils, Teachers <i>Safety</i>	Awareness of safety problems
Childhood research in Portugal	University of Minho	Children <i>Social</i>	Children studies
Child Department	Ombudsman	Children <i>Justice</i>	Support to children
Childhood Emergencies	NGOs	Children <i>Social/Health</i>	Children's safety
Atinova	European Social Fund	General <i>Social</i>	Creation of a pilot network of Technical Assistance Centres
CITE <i>1995</i>	European Social Fund	General <i>Social</i>	Rehabilitation research through projects, scholarships and prizes
National Network of Handynet Centres	Employment and Professional Training Institute	General <i>Social</i>	Provision of information on Technical Assistance
QUALI <i>1995</i>	EU support	Disabled <i>Health</i>	Improvement of Individual Services for the Disabled and their Families
RENAACE	Horizon	Disabled <i>Health</i>	Urban, buildings and transport access improvement
HELIOS (I, II) <i>1993</i>	European Community	General <i>Health</i>	Functional rehabilitation, Integrated Education, Training and Social/Economic Integration and Autonomous Life

(cont.)

Programas e projectos de apoio/ano de início	Instituições responsáveis ou promotoras	Público-alvo Âmbito	Objectivos
Sports Holidays 1980/90	Portuguese Institute for Youth	Youth and Disabled <i>Sport</i>	Financial support to sport activities
National Programme for Sport, Culture and Recreation 1995	Institute for Sport	<i>Sport</i>	Priority to artistic/cultural and recreational activities
Early Intervention	Social Work	Young Disabled <i>Social</i>	Home help, therapy and monitoring
National Youth and Child Accident Prevention and Safety Promotion Programme environment	Directorate-General for Health	Children and Youth <i>Health</i>	Multidisciplinary training, intervention and research with EU support for safe/healthy
Oral Health	Directorate-General for Health	General <i>Health</i>	Widening of the health programme
Child and Youth Health Monitoring	Directorate-General for Health	General <i>Health</i>	To increase vaccination, prevention, primary care and regular assistance
National Vaccination	Directorate-General for Health	General <i>Health</i>	To generalise vaccination
Friendly Hospitals for Babies	Ministry of Health	Mothers <i>Health</i>	Promotion of breast feeding
National Programme for the Victims of Accidents	Ministry of Health	Youth <i>Health</i>	Promotion of safety in care for victims of accidents

(cont.)

Programas e projectos de apoio/ano de início	Instituições responsáveis ou promotoras	Público-alvo Âmbito	Objectivos
National AIDS Programme CNLCS	Ministry of Health	General <i>Health</i>	Research, intervention, information and publicity activities
WHO's programme on Epidemiological Monitoring	CNLCS	General <i>Health</i>	Epidemiological control of identified AIDS cases
Support to AIDS infected Children	CNLCS	Children <i>Health</i>	Support to children infected with the AIDS virus
Solidarity	Santa Casa da Misericórdia de Lisboa	Children <i>Health</i>	Support to children with AIDS
"Abraço"	CNLCS	General <i>Health</i>	Support to HIV/AIDS victims
Expansion and Development of Pre-School Education 1997	Ministry of Education	Children <i>Education</i>	Support to families with their children's education providing autonomy, socialisation and balanced life
Youth Integration in Active Life 1997	Ministry of Education	Youth <i>Education</i>	Youth at Risk of not finishing compulsory schooling
Go to School 1995	Ministry of Education	Gypsies <i>Education</i>	Training of Gypsy mediators to stimulate school attendance
Intercultural Education 1993	Ministry of Education	Ethnic Minorities <i>Education</i>	Covers areas with very high incidence of unsuccessful schooling

(cont.)

Programas e projectos de apoio/ano de início	Instituições responsáveis ou promotoras	Público-alvo Âmbito	Objectivos
Innovate, Educating Educate, Innovating 1995	Ministry of Education	Schools <i>Education</i>	Development of educational innovation projects in schools
Development Programme for Education 1994	Ministry of Education	Older than 15 and adults <i>Education</i>	Exchange activities between schools with innovation projects
Think Environment in Portugal	Municipalities	Schools <i>Education</i>	Co-operation and synergies between schools
Health Promotion and Education 1993	Ministries of Education and Health	Schools <i>Education</i>	Activities for the promotion of health education
"School Alive" 1997	Ministry of Education	Schools <i>Education</i>	Health education and promotion activities
Group Studies on Alternative Curricula for Basic Education 1995	Ministry of Education	Schools <i>Education</i>	Launching of a debate on efficient and flexible curricular management
Development of Physical Education and Sport in 1 st Cycle	Ministry of Education	Schools <i>Sport</i>	Ensuring regular, systematic guided physical activity in the 1 st cycle of Basic Education
OTL	Secretary of State of Youth and Sport	Youth <i>Sport</i>	Promoting direct contact between young people and nature
Time to Grow Up Campaign	NGOs	Youth <i>Health</i>	Campaign against maltreatment and child labour

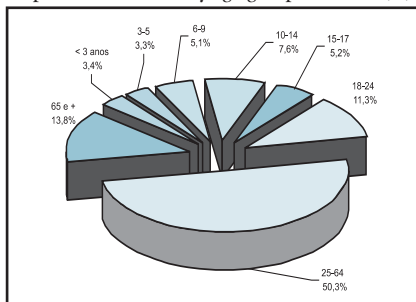
Appendix II

Statistical Indicators

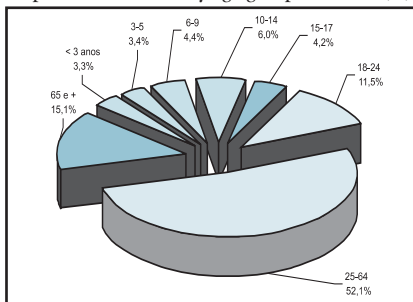
"The age structure of the population in 1997 was similar to the 1991 pattern, showing a slight increase of older people and thus reducing the relative weight of the younger population. This demographic ageing process is similar to the trends in European Union Countries".

Source: INE - Gabinete de Estudos

Population Structure by age group — 1991 (%)



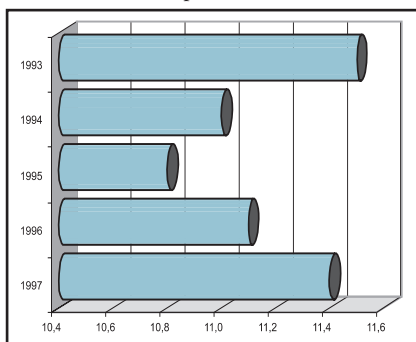
Population Structure by age group — 1997 (%)



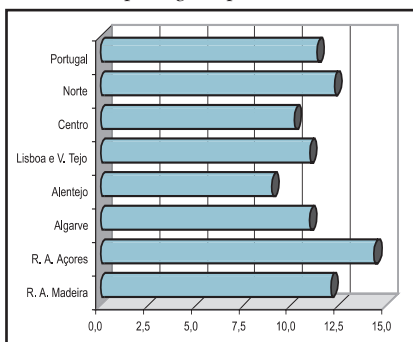
"Mortality rates remain stable between 11.5% in 1993 and 11.4% in 1997; however important mortality rates show a significant drop from 9 deaths per 1000 births in 1993 to 6 deaths per 1000 births in 1997".

Source: INE - Estatística Demográfica

Birth rates (per thousand) 1997

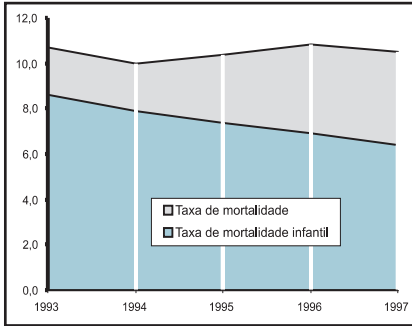


Birth rates per region (per thousand) 1997

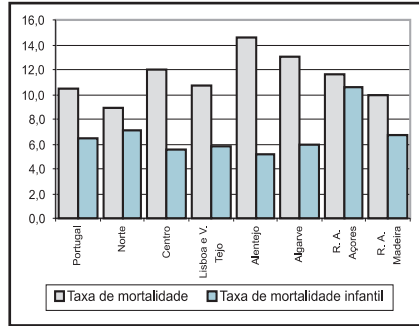


Health Indicators

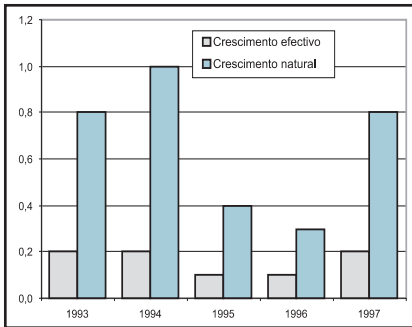
Mortality and Infant Mortality rates — 1997
(per thousand)



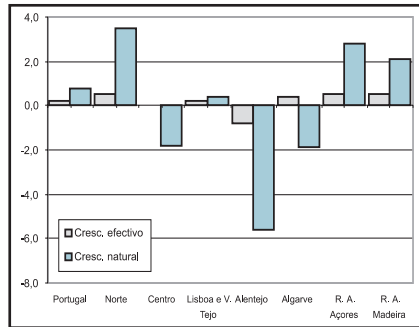
Mortality and Infant Mortality rates — by region
1997 (per thousand)



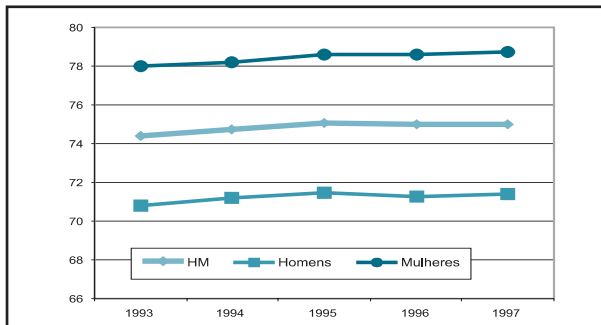
Real and Natural population growth — 1997
(%)



Real and Natural population growth —
by region - 1997 (%)



Life expectation at birth by sex (age)

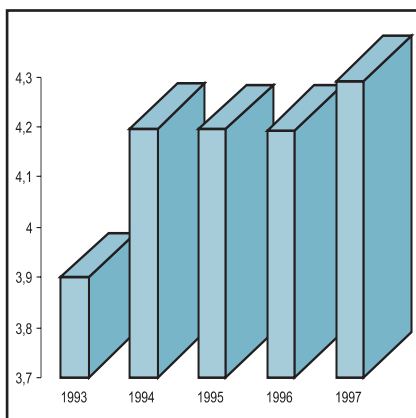


Source: INE

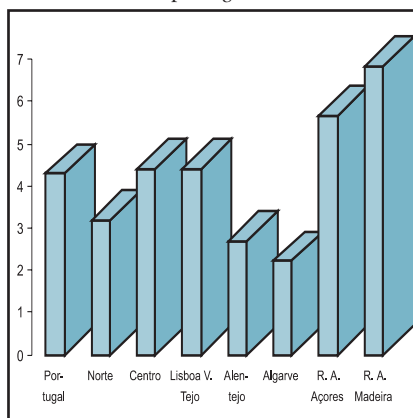
"Human resources in the health services in terms of doctors (total and pediatricians) per 100.000 inhabitants shown an improvement in health care provision."

Source: INE - Estatísticas da Saúde / Gabinete de Estudos, 1997

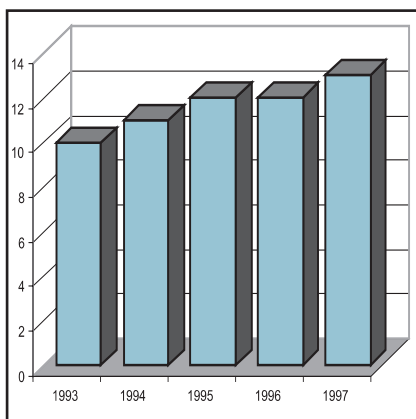
Number of hospital beds per 1000 inhabitants
1993 — 1997



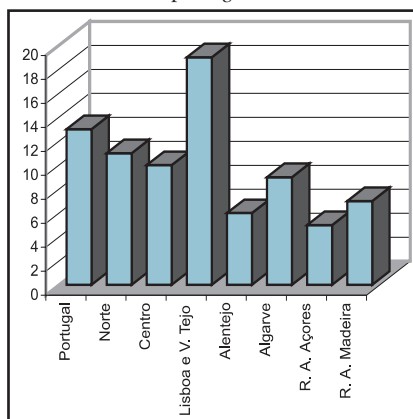
Number of hospital beds per 1000 inhabitants
per region



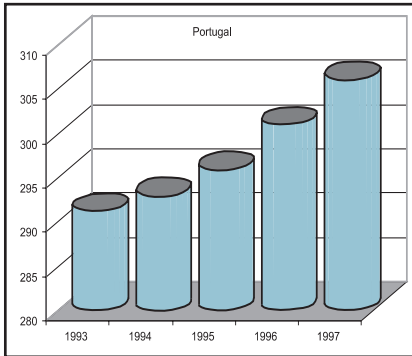
Number of pediatricians per 100000 inhabitants
1993 — 1997



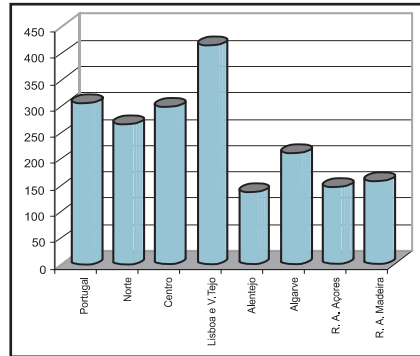
Number of pediatricians per 100000 inhabitants
per region



Number of doctors per 100000 inhabitants
1993 — 1997



Number of doctors per 100000 inhabitants
per region

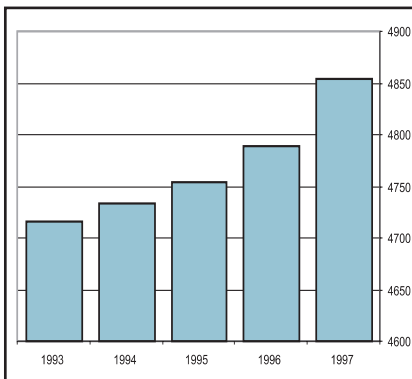


Employment Indicators

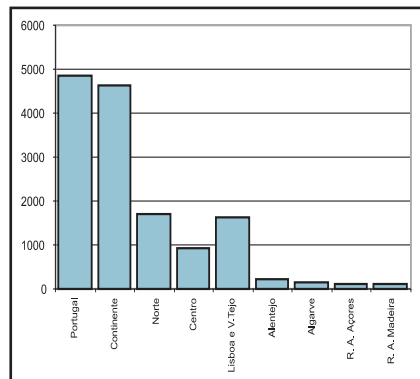
"More than half of the population (51% in 1997) works in the services sector; however "agriculture" still employs around 14% of the total population. 11% of the working population does not have any educational level certificate, and 8.2% has completed higher educational courses".

Source: INE - Inquérito ao Emprego

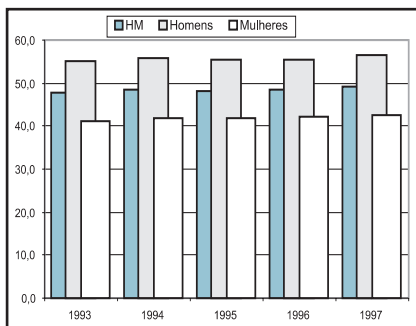
Active population (1000)
1993 — 1997



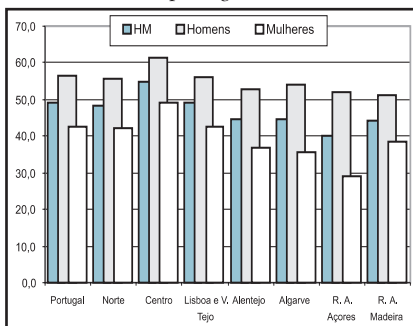
Active population, per region
(1000)



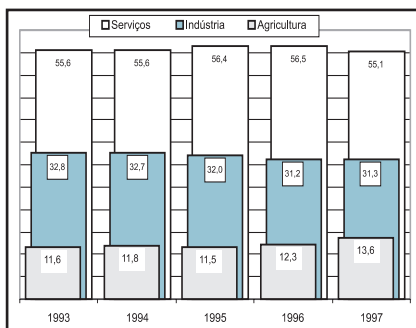
Activity rates by sex (%)
1993 — 1997



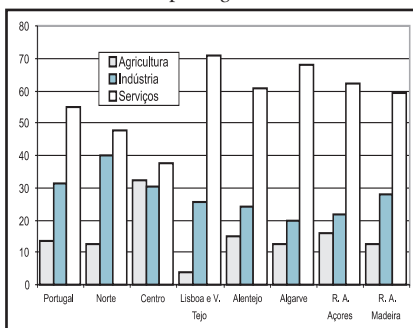
Activity rates by sex (%)
per region



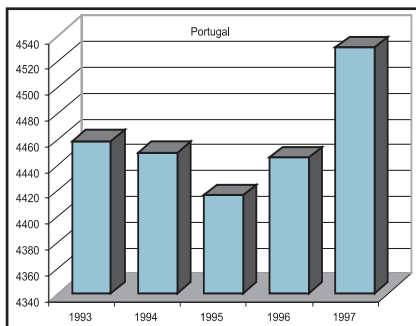
Population in employment by activity sector (%)
1993 — 1997



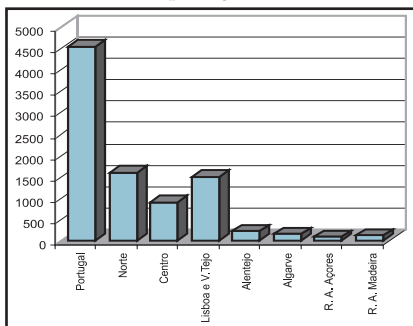
Population in employment by activity sector (%)
per region



Population in employment (1000)
1993 — 1997



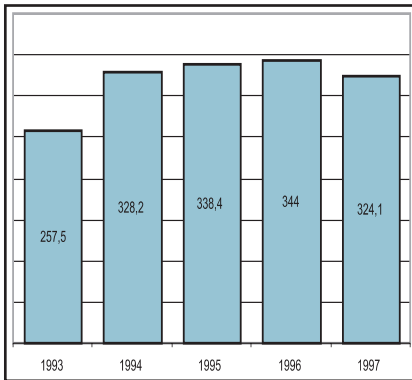
Population in employment (1000)
per region



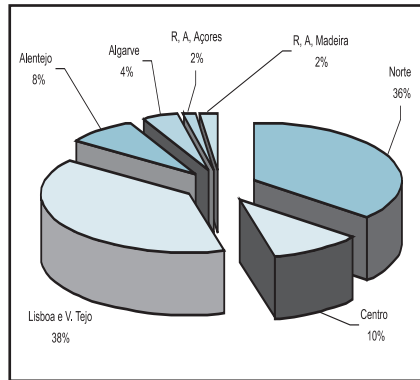
Between 1993 and 1994 unemployment increased significantly from 5.5% to 6.8%; from 1994 onwards, annual increases are much smaller and 1997 figures show a reduction from 7.2% to 6.7%."

Source: INE - Inquérito ao Emprego

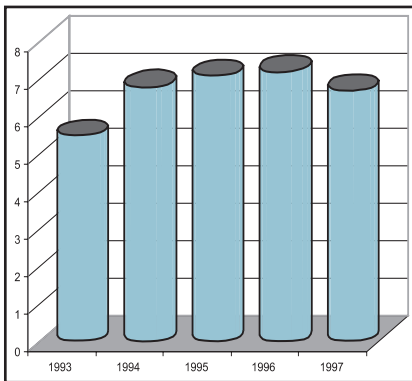
Unemployment figures (1000)



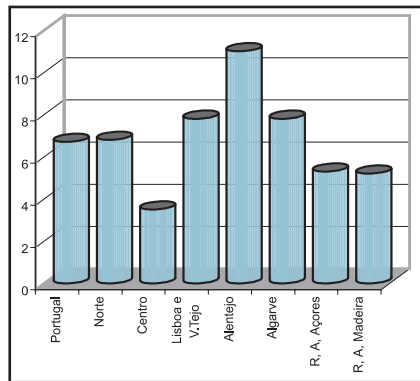
Unemployment figures per region



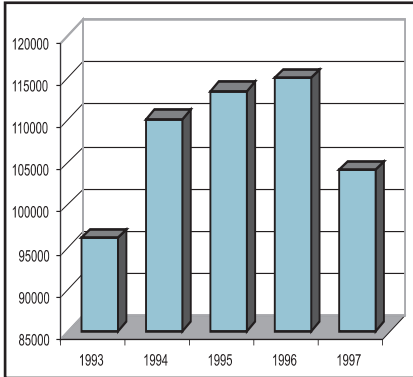
Unemployment rates 1993 — 1997 (%)



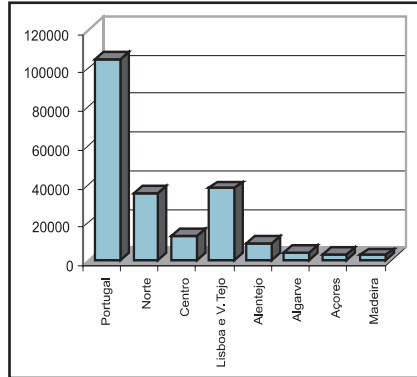
Unemployment rates per region (%)



Total unemployment under 25 years of age (n°)



Total unemployment under 25 years of age by region — 1997 (n°)

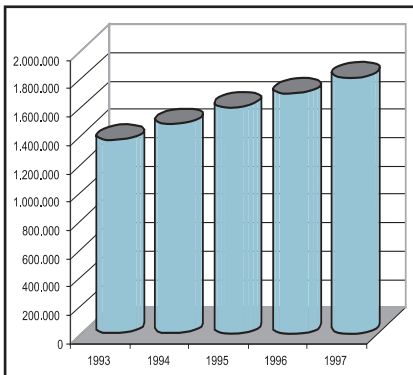


Economic Indicators

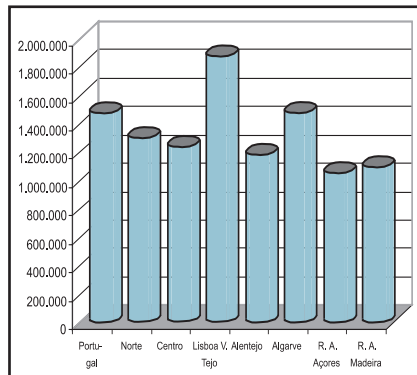
"In nominal terms GDP per capita increased 1.3% between 1993 and 1997. The Lisbon and Tagus Valley region in 1994 showed the highest regional increase."

Source: INE - Contas Regionais

GDP per capita (escudos)
1993 — 1997



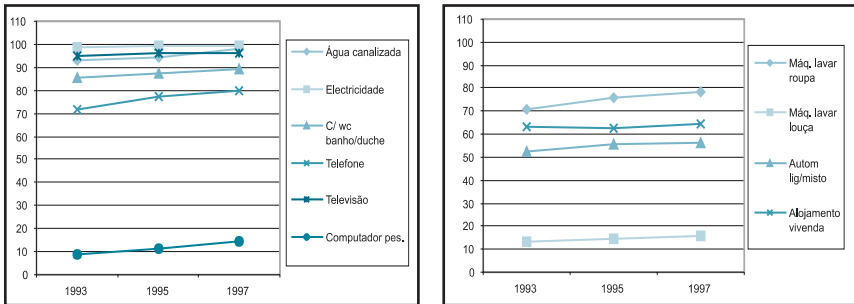
GDP per capita by region (escudos)



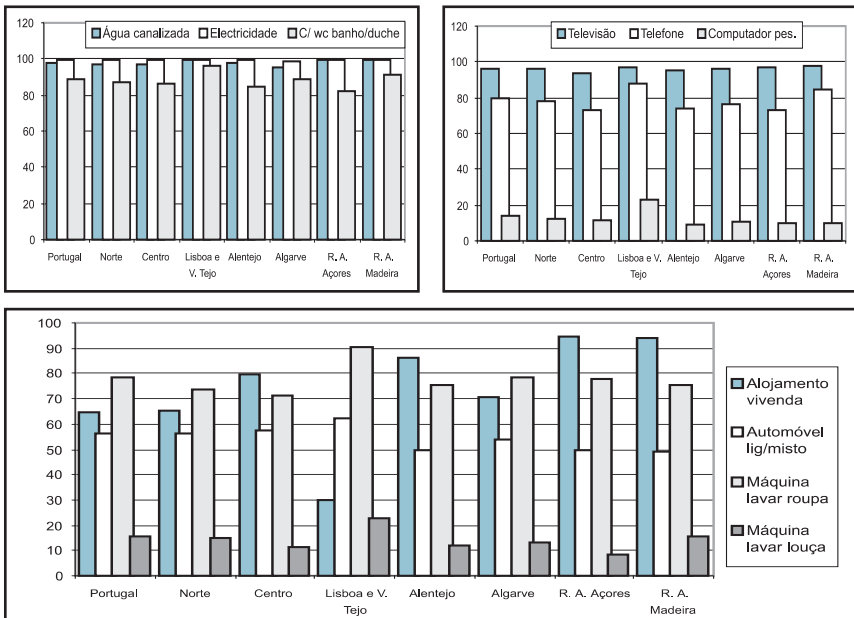
"The majority of Portuguese families (64.6% in 1997) live in detached houses. Basic housing living conditions have been improving and now houses have today electricity and water supplies as well as inside bathroom/toilet installations."

Source: INE - Indicadores de Conforto

Comfort indicators 1993 — 1997 (%)



Comfort indicators by region — 1997 (%)



Ministry of Education
Department of Basic Education

**Early
Childhood Education
and Care Policy
in Portugal**

OECD Country Note

OECD
Organization for Economic Co-operation and Development
Directorate for Education, Employment, Labour and Social Affairs

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Chapter I

Introduction

Purposes of the Thematic Review

1. This Country Note for Portugal is an output of the OECD *Thematic Review of Early Childhood Education and Care Policy*, a project launched by the OECD's Education Committee in March 1998. The impetus for the project came from the 1996 Ministerial meeting on *Making Lifelong Learning a Reality for All*. In their communiqué, the Education Ministers assigned a high priority to the goal of improving access and quality in early childhood education, in partnership with families, with the aim of strengthening the foundations of lifelong learning (OECD, 1996). The goal of the review is to provide cross-national information to improve policy-making in early childhood education and care in all OECD countries.¹

2. Portugal is one of 12 countries participating in the review between 1998 and 2000. The others are Australia, Belgium, Czech Republic, Denmark, Finland, Italy, the Netherlands, Norway, Sweden, the United Kingdom and the United States. These countries provide a diverse range of social, economic and political contexts, as well as varied policy approaches toward the education and care of young children.

3. The scope of the review covers children from birth to compulsory school age, as well as the transition to primary schooling. In order to examine thoroughly what children experience in the first years of life, the review has adopted a broad, holistic approach to study early childhood policy and provision. To that end, consideration has been given to the roles of families, communities and other environmental influences on children's early learning and development. In particular, the review is investigating concerns about *quality*, *access* and *equity* with an emphasis on policy development in the following areas: regulations; staffing; programme content and implementation; family engagement and support; funding and financing.

¹ A detailed description of the review's objectives, analytical framework, and methodology is provided in OECD (1998).

4. As part of the review process, each country hosts a review team for an intensive case study visit. After each country visit, the OECD produces a short Country Note that draws together background materials and the review team's observations. The present report for Portugal will be one input into the final OECD Comparative Report that will provide a review and analysis of early childhood education and care (ECEC) policy in all 12 countries participating in the review.

Portugal's participation in the Review

5. Portugal was the fourth country to be visited in the review. Prior to the visit, a Background Report on ECEC policy in Portugal was prepared by the Departamento da Educação Básica, Ministério da Educação (Portuguese Background Report, 1999). Guided by a common framework that has been accepted by all participating countries, the Background Report provides a concise overview of the country context, major issues and concerns, distinctive ECEC policies and provision, innovative approaches, and available evaluation data. The Background Reports are an important output of the review process, because they provide a state-of-the-art overview and analysis of policy and provision in each participating country.

6. After analysis of the Background Report and other documents, a review team composed of OECD Secretariat members and experts with diverse analytic and policy backgrounds (see Appendix 1) visited Portugal from 26 April to 5 May 1999. The 10-day visit was coordinated by the Departamento da Educação Básica, Ministério da Educação (hereafter, Ministry of Education). In the course of the visit, the team met with many of the major actors involved in ECEC policy and practices and had the opportunity to observe a number of examples of early childhood programmes for 0-6 year olds. Discussions revolved around six main issues:

- the ECEC context, major policy concerns, and policy responses to address these concerns;

- the roles of national government, decentralised authorities, NGOs and other social partners, and the institutional resources devoted to planning and implementation at each level;
- feasible policy options that are suited to the Portuguese context;
- the impact, coherence and effectiveness of different approaches;
- innovative policies and practices, and their potential for replication;
- types of data and instruments that exist, or should be developed, in support of ECEC policy-making, research and evaluation.

Structure of the Report

7. The Country Note presents the review team's analyses of key policy issues related to ECEC in Portugal. It draws upon information provided in the Background Report, formal and informal discussions, literature surveys and the observations of the review team. Following this introduction, *Chapter II* provides an overview of the context in which policy making for children takes place by describing some demographic, economic, employment, social, government features in Portugal. In addition, the main elements of family policy, health policy, and equality of opportunity for women policy are discussed as they relate to child and family well being. *Chapter III* includes an overview of the main forms of ECEC in Portugal, as well as the key features of curriculum, staffing, research, and responsibility for ECEC. *Chapter IV* outlines the key issues related to policy and practice in ECEC that were identified by the reviewers in the course of the review visit. In the final chapter, *Chapter V*, we offer some concluding remarks that policy makers in Portugal may wish to consider in their discussions of early childhood policy and provision.

Acknowledgements

8. This OECD Country Note represents the views of the OECD team after an intense ten-day visit, aided by a comprehensive and thorough Background Report prepared by the Ministry of Education in Portugal. It was a very bold enterprise for five non-Portuguese speakers to attempt to make comment on the country's educational and care provision for their youngest children. We should state at the beginning of this report that we wish to avoid being banal, critical or patronising and trust those who mistakenly see any of this in what we say, will understand that this is not our intention. Our reflective comment is offered in a spirit of professional dialogue, basing our judgements on our discussions and observations, but we are well aware that we are outsiders looking in and that our own perspectives shape our impressions.

9. The OECD team would like to stress the approachability of the people we met at all levels within the system and their willingness to engage in a critical debate. We especially commend the warmth of their welcome, the professional manner in which the visit was organised by our hosts, the open access we enjoyed to all levels of the system and the richness and variety of the programme. The range of opportunity the team enjoyed can be judged by the statistic that in total, we interviewed 59 people from *all* levels of the system (a full list of the OECD team's itinerary can be found in Appendix 3). These interviews ranged from an IPSS-supported nanny working in her own apartment in a Lisbon public housing block caring for four under three year olds, to the Minister of Education in his departmental headquarters. Team members were able to see the roots, trunk and branches of the Portuguese early childhood system in operation. We gained evidence across the wide range of providers and sectors at local, regional and national levels, and were able to canvas opinions from a variety of stakeholders, decision-makers, and clients. Documentation was readily available and the Background Report gave a substantial overview of the current situation. The National Co-

ordinator, the Working Group, and the Steering Committee who contributed to the project are to be congratulated on their ability to make accessible to outsiders a system going through a radical reorganisation during a period of social and economic changes.

10. The facts and opinions expressed in the Country Note are the sole responsibility of the review team. While we have received every help from the Ministry of Education and from many researchers and practitioners in Portugal, they have no part in any shortcomings, which this document may present. To mitigate the potential for misunderstanding or error, it is assumed that the Country Note will be read in conjunction with the Background Report prepared by Portugal, as the two documents are intended to complement one another.

Terminology

11. All Portuguese terms are explained throughout the text. The predominant form of non-parental ECEC for children below compulsory school age is the *jardim de infância*, which means literally "children's garden" or kindergarten; these pre-school institutions for children from three to six vary considerably in terms of ownership, management, funding, and programme approach. The Ministry of Education and the Ministry of Labour and Solidarity share the responsibility for the jardim and for the well being of young children from three to six. With the new *Framework Law for Pre-school Education*, the Ministry of Education has the responsibility for overseeing the pedagogical content of all state-funded pre-schools (public, private non-profit, and others). The Ministry of Labour and Solidarity is responsible for family support and for supplementing educational contexts with extended day cover for the three, four, and five year olds while their parents finish work. Itinerant child education is available to children in some rural areas with insufficient child populations to open a *jardim*. Responsibility

for the provision for birth to three year olds in centre-based and home-based *creches* (infant-toddler centres and family day care) and for the *Actividades de Tempos Livres* or ATL (centres for out-of-school activities and care) rests with the Ministry of Labour and Solidarity, which provides funds for a number of collaborating bodies. The age for compulsory school attendance and the first year of the first cycle of *Ensino Básico* (basic education) in Portugal is six years old. The currency of Portugal is the Portuguese Escudo (PTE). In August 1999, 100 PTE = 0.52 USD = 0.50 EUR.

Chapter II

Contextual Issues Shaping ECEC in Portugal

12. Portugal is a democratic country and its people's rights are enshrined in the Portuguese Constitution of the Republic of 1976. Democracy, hard fought for but attained with little bloodshed, is an achievement won within fairly recent memory. Its historical proximity is central to an understanding of Portugal, its people and its institutions.

13. Traditionally, Portugal has more often faced outwards towards the Atlantic and the world, rather than inwards towards continental Europe. The 1998 Lisbon Expo celebrated the astonishing period of Portuguese discovery and exploration during the 15th and 16th centuries. The reawakening of this curiosity about the world has been a feature of Portugal as it emerged from the more introspective period of the dictatorship. Today, as a committed member of the European Union, it sees itself as an integral part of a powerful economic and political global partnership, eager to re-establish its position as a major contributor to world progress. Education, the Prime Minister reaffirmed in May 1999, was the main priority for his government and the means by which Portugal's resurgence would be achieved. Within education, he saw the pre-school years as those of greatest significance to the fulfilment of Portugal's potential.

14. Despite its extensive former colonies, Portugal is not generally conceived as a multiracial, multilingual, multiethnic society in the way that other colonial powers such as France and the United Kingdom are. Unlike most other European countries, there has been little economic immigration, though after 1974, there was strong immigration of African people from ex-colonies, who are now considered part of the Portuguese population. In addition, the relatively large, indigenous "travelling people" are a minority group.

Yet, even when the more distant the autonomous archipelagos of the Açores and Madeira are included, the population, with the notable exception of Lisbon, is more than 99% Portuguese-speaking and more than 95% Catholic. Portugal's boundaries are stable and as a nation-state has been established since the 12th Century. This gives a strong sense of national identity. Although committed in its constitution to equality and pluralism, the reality is that Portugal does not have a serious separatist movement or as heterogeneous a population, as many other European countries, and its concept of its nationality can be seen to be relatively unified and homogeneous. The emigration of previous years is slowing down. Families, many of whose younger members may have been born abroad, are returning; though their views may have been changed by their experiences, they see themselves as Portuguese.

Demographic factors

15. There appear to be some differences in how the educational, social and health administrations collect data. The boundaries of their administrative areas do not always coincide. This can make statistical comparisons between and within, regions difficult in some areas of policy, particularly, when data on provision of care and education of young children crosses all these departments. The demographic data (and the economic data which follows) for this analysis comes from four main sources: the Portugal Background Report prepared for this OECD Thematic Review, UNICEF's *The state of the Worlds Children* (1999), the IEA Pre-primary study (Olmsted and Weikart, 1995) and from the Portuguese section of *Eurydice* (1998), the information network on education in Europe.

16. In common with most European Union countries, Portugal has an ageing population, an extending life expectancy, and a falling birth rate. But none of these indicators of social and economic change are as pronounced as in other European Union countries and there are

substantial regional differences. The proportion of those over 65 years of age, 15.1% in a total population of nearly 10 million, has increased only slightly since 1991 compared, for example, with the much larger and still increasing proportion of senior citizens in the populations of Germany or the United Kingdom, which on current data are predicted to have over a quarter of their population older than 80 years by 2025. From 1960 to 1990, Portuguese life expectancy grew by 11 years for women and by 10 years for men. On the other hand, whilst national infant mortality rates are still falling (from 9 per thousand in 1993 to 6 per thousand in 1997), the birth rate has slowed its decline (in 1993, 11.1 per 1000, falling to 10.81 in 1995), and begun to climb back to earlier levels (11.3 per thousand in 1996). UNESCO's under five years infant world mortality ranking (159 out of 188) in 1999 puts Portugal just below Belgium, Canada and Ireland, on a par with Greece and Cuba and slightly above Cyprus and Malta. Portugal has a lower female fertility rate (1.5 children per woman in 1997), than Ireland (1.8 children per woman), but has a higher rate than Germany (1.3pw), Italy (1.2pw), Greece (1.4pw) or Spain (1.2pw). In 1996, there were 555,000 under fives in Portugal comprising about 6.7% of the total population, comparable in number to Belgium and the Czech Republic.

17. These demographic changes are not uniform across the country. Birth rates in the Açores (14.4 per thousand), Madeira (12.1 per thousand), and in the Norte region (12.3 per thousand), formerly the highest areas of emigration, are relatively high compared to those in rural Alentejo, (8.5 per thousand). The general ageing of the country is more marked in the rural interior of the country as the younger workers migrate towards the towns on the coast where most work is located. In the last ten years, emigration abroad has fallen as workers can increasingly find work without having to migrate to France, Germany or Luxembourg, but migration within Portugal has increased. During the mid-1980s nearly a third of the population lived abroad. Many of these returning emigrants bring with them a more developed perception of the provision a modern, democratic state should make for supporting young children and families. This vision is shared by many returned intellectuals, forced abroad during the dictatorship years, and by university graduates who,