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Selected bibliography on Brazilian early childhood education published in Portuguese: 1988-2005

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SELECTED BIBLIOGRAPHY
ON BRAZILIAN EARLY CHILDHOOD CARE AND EDUCATION PUBLISHED IN
PORTUGUESE: 1988-2005

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Early childhood care and education in Brazil is a field of knowledge and a sub sector of social policy which is under construction. Its recent history goes back to the 1970s, when it made its appearance on the agenda of the social movement through the "struggle for daycare". In Portuguese, the most frequent expression used to refer to the area is *educação infantil* - early childhood education - which we prefer to translate as early childhood care and education (ECCE), since the hegemonic conception is one of service, which includes both education and care. In 2004, ECCE served 8.4 million children (PNAD² 2004).

This bibliography covers a period in the history of ECCE in Brazil, which was a time of intense movement at the level of its legal regulation, of proposals for public policy and in redefining its identity. These issues mobilized the diverse sectors involved with Brazilian ECCE, including academic production. As Campos and Haddad (1992) point out, academic production was devoted particularly to themes related to the multiple spheres of ECCE policy, leaving thematic gaps that are only being filled recently.

The selection of works for this bibliography tried to locate the reader within the intense movement of the last 30 years. It sought to include references that take into account the three key moments that characterize contemporary Brazilian ECCE, this issue is treated as follows.

1. Periods. Although running the risk of being arbitrary, as is inherent to making time divisions, it does seem possible to highlight three great moments that mark the history of contemporary Brazilian ECCE.

The first period, from the end of the 1970s to the end of the 1980s, corresponds to the implantation of a mass ECCE model, in line with the canons of UNICEF and UNESCO³ for underdeveloped countries, which preached compensatory preschool education to compensate for "deficiencies" in the poor populations and supported in community resources, aimed at reducing state investment for its expansion. On the administrative level, this period was characterized by a superimposition of responsibilities from the social welfare, education, health and labor sectors.

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² Pesquisa Nacional por Amostra de Domicílios – PNAD (National household survey).

From this period, Brazilian ECCE acquired a legacy: the organization of a specific administrative structure inside the Ministry of Education-MEC, with a statute as a coordination body (The Coordination for Childhood Education/COEDI) linked to the Secretariat for Primary Education⁴; a spectacular expansion of enrollments between 1970 and 1988 (802%); the penetration of the so-called “non-formal” models, supported in improvised resources (physical space, teaching materials, workers), the creation of daycare centers and community preschools, their municipalization; recourse to “lay” educators, i.e. with training less than normal school or high school; holding back children 7 years and older in ECCE programs; the consolidation of three denominations/modalities of ECCE – daycare centers, preschool and literacy training classes (*classes de alfabetização*); the involvement of the new social movement in the field of ECCE; and the creation of an embryo of national expertise.

Despite the period falling outside the limits of this bibliography, some texts have been summarized which, although published later, studied this moment in an attempt to apprehend the roots of the problems of that time.

The second period began with the political opening after the military dictatorship, especially through activities developed by the social movements which mobilized around the constituent assembly: the *Movimento Criança Pró-constituente* (Pro Constitution Children’s Movement) and the women’s/feminist movements (Campos, Rosemberg, Ferreira, 1992). The activities of these movements in the context of the intense general political mobilization which characterized the process of the political opening (beginning in the 1980s), led the Constitution of 1988 to recognize the right to education complementary to the family for children from birth to 6 years old (Campos, Rosemberg, Ferreira, 1992) and to include daycare in this right. The recognition of the right to education for children from birth to 6 years of age provoked a lot of activity within the Ministry of Education in the field of ECCE, which now counted on support from a significant number of national specialists⁵. It was in this period that proposals for national ECCE policy were developed under the aegis of education, and distanced themselves from the earlier model which had been more closely linked to the social welfare sectors (Brazil/MEC/SEF/COEDI, 1994). The new concept of ECCE will equip the educator to care for children during this phase of life, and ECCE was characterized as a place of care and education. Debates were intense regarding the place of ECCE in the development of different versions of the new national law for education. The Law of Guidelines and Bases for National

³ Especially based on the recommendations of the Faure Commission (Rosemberg, 1999).

⁴ The terminology related to agencies and levels of education varied greatly during the period. The text will aim for concision and not heed the variations.

⁵ The support of the *Associação Nacional de Pós-graduação em Educação* (National Association for Graduate Research in Education -ANPED) should be highlighted due to its creation of the working group – “children from birth to 6 “(Rocha et al, 2001).

Education (*Lei de Diretrizes e Bases da Educação Nacional - LDB*) was finally approved in 1996 and for the first time recognized ECCE as a first stage of basic education, incorporated into the educational system.

Note in this period, the hegemony of a concept of ECCE (visible in the level of discourse and in proposals for regulations) which did not differentiate daycare from preschool in the standard of quality, in the training of the educators or in administrative responsibility. The educational agencies were considered the most appropriate for taking on the responsibility for regulation, oversight and the provision of ECCE. The expansion was less intense (on the order of 21% from 1988, the date of the earlier legislation and 1996), and maintained the same profile in the offer.

At the time (1991), the *Estatuto da Criança e do Adolescente* (Statute on Children and Adolescents – ECA) was also promulgated, inspired in the International Convention on the Rights of Children (promulgated by the United Nations in 1989) which had introduced the concept of child-citizen into the country :

“The child and adolescent enjoy all the fundamental rights of the human person, without prejudice to full protection under this law, guaranteeing them by law and by other means, all the opportunities and facilities, so that they may be granted physical, mental, moral, spiritual and social development in conditions of freedom and dignity” (ECA, art. 3).

Diverse texts, official documents and research/studies have been included in the bibliography which report these new activities resulting from the Constitution of 1988 and the activities of the social movements.

The third period begins with the approval of the implantation of the LDB in 1996. There were eight years between the promulgation of the Constitution and its regulation by the LDB; twelve years passed between the promulgation of the Constitution and the implantation of the regulations of the LDB. This was not just a long time, but in addition, it was marked by transformations in the hegemonic conception of the state and of social policies.

The Constitution of 1988 was approved in a social and political context in which the social democratic model of the social welfare state still had not been undermined by the new world economic order. The approval of the LDB and its implantation happened at another historical moment, when a new federal government had been elected (the administration of Fernando Henrique Cardoso) and the concepts of the state and of social policy had been altered as a result of the economic adjustment and of other social modifications, such as demographic changes.

In the specific area of ECCE policy, the 1990s witnessed another change: the important entry of the World Bank among the multilateral organizations that develop and disseminate educational policy

models, redefining priorities and strategies in light of the concept of a social safety net and the focus of social policy on the poor populations.

Brazilian ECCE experienced a complex moment after the promulgation of the LDB: on the one hand, the attempt to regulate existing services under the responsibility of the education sector; on the other, the reintroduction of the old concept of ECCE care which re-activated welfare models already known in the area (philanthropic daycare, home based daycare, etc). Moreover, important reforms to the Brazilian educational system were introduced during this period, and two laws approved – the reform of article 14 of the Constitution - the law called FUNDEF/Fund for the Maintenance and Development of Elementary School and Advancement of Teachers and the LDB - which had impact on ECCE.

One notable impact came from the LDB, which incorporated ECCE (daycare and preschools) into the educational system as the first stage of basic education, under municipal responsibility. Since the deadline decreed by the LDB to implement the new legal order coincided with municipal elections, implementing the task to be undertaken by the new municipal administration - which took office in January 2001 – to include daycare and preschool in the municipal education system took place in a confused climate, partly as a result of omissions by the MEC/COEDI, and partly as the result of older tensions among the social welfare and educational sectors (secretaries, technicians, teachers and unions).

The tensions observed at the time can be considered one of the determinants of the social movements rearticulating around ECCE: in 1999, the *Movimento Interforuns de Educação Infantil do Brasil* (Interforum Movement for Child Education in Brazil - MIEIB, 2001) was organized and it had national coverage.

The LDB has other consequences at the ECCE level: the elaboration, publication and dissemination, for the first time, of the *Referenciais Curriculares Nacionais para a Educação Infantil* (National Curricular References for ECCE-RCNEI) and the inclusion of ECCE in the *Plano Nacional de Educação* (National Education Plan – PNE), approved by the Federal Legislature in 2001. Also, in 1998 the National Council on Education, the state councils and the federal district council developed Guidelines for the Accreditation of Daycare Centers and Preschools. Up until the promulgation of the LDB, accreditation had not been obligatory. The new guidelines did not establish minimum standards, but pointed out a regulatory line which was instituted by the legislation related to the following issues: human resources, physical space, equipment and teaching materials, supervision/monitoring and authorization to function.

Various themes were prioritized in the publications from this period, such as training of teachers for ECCE and pedagogical/curricular proposals. Other themes, which had been absent until then, were dealt with, such as the issue of quality and perspectives of diversity (gender, race/ethnicity and inclusive education).

In 2005, Brazil participated in a project that was developed by UNESCO and the OECD (Organization for Economic Cooperation and Development) for a national assessment of ECCE: *Characterization of ECCE Policies and Services in the Country*. Despite our having information that the study has been concluded, the report in Portuguese has still not been published.

2. Academic production. Consonant with the expansion of Brazilian graduate programs (the main locus of research) and with the inclusion of ECCE on the public policy agenda, academic production on the subject grew intensely in the period under consideration. Rocha et al. (2001) report that between 1983 and 1996 (the period of the study) 290 theses and dissertations on ECCE were defended in master's and doctoral programs. The study shows that 1988 (the year the new Constitution was promulgated) was a landmark for the increase in production.

The same growth can be observed in articles published in specialized education periodicals, which included more and more articles on ECCE, even though in Brazil we do not have a journal specialized in ECCE and small children⁶. In 2006, the National Council for Scientific and Technological Development (*Conselho Nacional de Desenvolvimento Científico e Tecnológico - CNPq*), the largest national research agency, had registered 95 recognized research groups under the key word early childhood education (*educação infantil*). These research groups are linked to several areas of knowledge, with a predominance in education - the area of knowledge of 51 (53%) of the research groups.

The available bibliography reflects the predominance of the field of education, since the great majority of texts were produced in the academic context of education, even when their focus was historical, psychological or political. Some fields of knowledge practically ignore ECCE and early childhood: sociology, anthropology and architecture. The fields of health and economy have only recently become interested in the subject.

Bibliographic reviews point to the diversity of themes (as on the international scene), however they are concentrated around the political debate over ECCE. In the 1970s and 1980s, the main themes were the cognitive and affective aspects of child development, treated in the context of theories about cultural and maternal deprivation. Due to criticisms of this focus and the social mobilizations of the

⁶ There are three journals for the teacher, the journal *Criança*, published by the MEC and distributed to all teachers in the public ECCE system; *Avisa-lá*, published by an association and *Pátio*, by a publisher, both private.

1980s, this perspective disappeared from the Brazilian debate (Rocha et al., 2001; Campos & Haddad, 1992).

Beginning then, themes about ECCE policy and related issues began slowly to enter the agenda (legislation, organization, administration, financial resources/costs, personnel training, diagnostics of programs and curriculum proposals), pedagogy, history and less intensely, quality, listening to children, health, architecture and inclusive ECCE.

The bibliography consolidated here portrays this bias in Brazilian production in the selection of topics and the works referenced. The topics selected were official documents, bibliographies and sources, annals, special issues, early childhood history, legislation, policy, pedagogical/curricular proposals and teacher training.

We opted to include texts (research and essays) in the format of books and articles, as well as some official documents indispensable to understanding the debate (legislation, political documents and curricular references). We also chose to select texts that covered the period, avoiding a concentration in just the most recent period. In this sense, the bibliography performs the function of the “roadmap” of Brazilian ECCE in the 1988-2005 period. Thus, the abstracts follow, whenever possible, in chronological order (whether of the issue treated, or the date of publication of the texts).

1. OFFICIAL DOCUMENTS

1.1 Legislation

- 1988 Federal Constitution (*Constituição da República Federativa do Brasil*, October 5, 1988).
- Amendment to the Constitution (*Proposta de Emenda Constitucional-PEC 415*, 2005).
- Statute on Children and Adolescents - ECA (*Estatuto da Criança e do Adolescente*, Lei nº 8069, of July 13, 1990).
- Law of Guidelines and Bases for National Education (*Lei de Diretrizes e Bases da Educação Nacional - LDB*, Lei nº 9394, of December 20, 1996).
- National Plan for Education (*Plano Nacional de Educação –PNE*, Lei nº 10172, of January 9, 2001).

1.2 National Early Childhood Care and Education Policy Documents

- National Policy for Early Childhood Care and Education (Brasil, MEC/SEF⁷/COEDI, 1994).
- National Policy for Early Childhood Care and Education: for the right to education for children from birth to six year of age (Brasil, MEC/SEB⁷, 2005).

1.3 Norms, e pedagogical and curriculum proposals

- *Guidelines for the accreditation and functioning of early child education institutions* (Brasil, MEC/SEF, 1998).
- National Curricular Reference for Early Childhood Care and Education-RCNEI (Brasil, MEC / SEF⁷, 1998)
- National Curricular Guidelines for Early Childhood Care and Education (Brasil, Conselho Nacional de Educação, 1999).
- National Curricular Guidelines for Training Teachers in Early Childhood Care and for the Early Years of Primary Education, at the High School Level in the Normal Mode (Brasil, Conselho Nacional de Educação/CNE, 1999).

⁷ SEB: Secretaria de Educação Básica (Secretariat for Basic Education); SEF: Secretaria de Ensino Fundamental (Secretariat for Basic Education).

2) BIBLIOGRAPHIES AND SOURCES

2.1 CAMPOS, Maria M.; HADDAD, Lenira. Educação infantil: crescendo e aparecendo (Early childhood education: growing and appearing). *Cadernos de Pesquisa*, n. 80, p. 11-20, fev. 1992.

The text is a review of articles about ECCE published in the 20 years of the journal *Cadernos de Pesquisa* (1972-1992), one of the best known education journals in the country. An increase in the number of articles over the 20 years is noted, especially during the 1980s.

In the 1970s, the first articles dealt especially with cognitive aspects of the process of learning to read. There are articles that defend preschool as a tool capable of preventing school failure in the first years of attendance. The presuppositions that anchor the studies point out: a) that social and cultural influences play a relevant role in intellectual development; b) that the first years of life are fundamental for later development. In a certain sense these studies are related to the “cultural deprivation” current, with a focus on preschool education.

At first, daycare is linked to the theme of maternal deprivation. To this is added a concern with cognitive development; a concern with social and affective development. Daycare is meant to compensate for deficiencies resulting from deprivation of maternal care. With support from feminist theory and the resurgence of the women’s and social movements, the deprivation theory (“daycare as a lesser evil”) is criticized and the articles come to consider daycare and preschool together and to search for an institutional identity. The articles turn to “women on the periphery” (poor women) who are active in social movements and in community daycare centers. Academic production is located more on the plane of analyzing social policy and less in the fields of pedagogy and psychology. Criticism turns to theories of cultural deprivation and proposals for emergency programs which offer low quality. And at the beginning of the 1990s, articles with historical perspectives begin to be published.

In the authors’ opinion, there are lacunae in this trajectory of production: knowledge of modern practices of care and education, the quality of care, the curricula adopted and the training of educators, among others. These themes will appear in the 1990s.

2.2 ROCHA, Eloisa A. C., et al. *Educação infantil (1983-1996) [Early childhood education (1983-1996)]*. Brasília: MEC/INEP, 2001 (Estado do Conhecimento, v.2).

This is the most extensive bibliography about Brazilian ECCE. It covers the period 1983-1996. Its basis is surveying theses and dissertations on ECCE appearing in the files of the National Association for Graduate Research on Education (ANPED) and in articles published in eight collections in the most representative journals in education.

The text begins by presenting the trajectory of production in these areas and is complemented by bibliographical references accompanied by short abstracts. The introduction shows a considerable increase in writing on ECCE in Brazil in recent decades, especially in the thesis format (19 Ph.D dissertations and 270 master's theses defended between 1983 and 1996), dealing with a great variety of themes from a multiplicity of focuses.

The authors also note that Brazilian research has been organized into networks and has established international exchanges. Despite the advances observed, they note “however, the number of studies which end up limiting themselves just to denouncing the inadequacy of practices is still very large....” (p. 10). The omission of books and readings from the bibliographical review has meant losses for this important reference work.

2.3 ROSEMBERG, Fúlvia. O Estado dos dados para avaliar políticas de educação infantil (The state of data for evaluation of early childhood education policies) *Estudos em Avaliação Educacional*, n. 20, p.5-57, jul./dez. 1999.

The article reports on a study aimed at analyzing the sources of statistical information on ECCE available in Brazil. It analyzed in detail the studies by the *Instituto Brasileiro de Geografia e Estatística* (Brazilian Institute of Geography and Statistics - IBGE) – which since 1994 has been systematically collecting information on ECCE (birth to 6 years old) and those done by the MEC (which has been collecting information since 1930). It discusses the coverage of the sample, the concept of ECCE used in the study and the items researched for each collection instrument produced and applied from the 1970s until the end of the 1990s. It shows how fluctuations in the rates of coverage should be interpreted with caution as a result of methodological changes introduced in different studies.

2.4 UNESCO. *Fontes para a educação infantil (Sources on early childhood education)*. São Paulo: Cortez; UNESCO; Fundação ORSA, 2003.

In 2001 the seminar “Citizenship before Seven” was held. It was directed at journalists to discuss media coverage of ECCE in Brazil. The seminar approved a number of suggestions to improve coverage on the subject. A lack of systematization of sources that could support journalists’ work was noted and this book is meant to fill the gap. It is an important reference for this public and for non specialists. It presents information on the most relevant themes (statistical information, legislation, functioning, curricular guidelines and references, health, non discriminatory education, among others). It provides information about groups, researchers, NGOs and government agencies as well as suggesting agendas and systematizing a glossary.

3) ANNALS, SPECIAL ISSUES AND COLLECTIONS

3.1 ANNALS. Events were held in Brazil during the period under consideration (1988-2005), which systematized the state of the debate at a given moment by bringing together specialists, workers, activists and government officials. The texts of some of these events were published in annals. The thematic organization of the annals shows the focus of the debate at the time. Below is a selection of annals presented in chronological order.

3.1.1 MAGALHÃES, Antonio R.; GARCIA, Walter (eds.). *Infância e desenvolvimento: desafios e propostas (Early Childhood and Development: challenges and proposals)*. Brasília: IPEA, 1993.

This book, organized into 17 chapters, contains writings on Brazilian and Latin American proposals and experiences which have sought adequate routes “for a more just policy directed especially at children from birth to six years old.” These were presented at a 1990 seminar. The texts can be considered as a first report on the ideas and discussions on the theme immediately after the Constitution of 1988. The chapters deal with the following themes, among others: representations of children in Brazilian society, national programs and institutions for children from birth to 6 years old and financing and experiences in progress (eight Brazilian experiences, public and private, of national or local extension).

Moreover, the book transcribes the seminar’s recommendations: to make explicit and transparent the objectives, coverage and types of actions; take into consideration the legal determinants available; predominance of an educational focus; complementarity of action in all the administrative spheres; participation of organized civil society; democratization of information; transparency in the use of resources; rethinking costs of the programs in the light of the concept of the citizen child, and to expand the participation of the business sector.

3.1.2 Brasil/MEC/SEF/COEDI. *I Simpósio Nacional de Educação Infantil: Anais (First National Symposium on Early Childhood Education: Annals)*. Brasília: MEC/SEF/COEDI, 1994.

The First National Symposium on Early Childhood Care and Education (1994) took place in the context of activities developed around the National Conference on Education for All. With support from the MEC and several national and international organizations, nine panels; were organized: ECCE policy in the context of the policy on childhood and in the domain of the Brazilian state; financing; information systems; ECCE in the municipalities; pedagogical and curricular proposals; training for professionals; NGO activities; the quality issue.

The recommendations were: that policies should have the child as a target, conceived of as a citizen and the holder of rights; ECCE policies should be integrated into policies for families; formulating a daycare policy is urgent; policies should be integrated vertically and horizontally; expanded offer should not neglect quality; financing should be considered as a political tool of ECCE; an improved system of ECCE information is needed; professional training should contemplate the concept that ECCE is the first stage of basic education; it is necessary to rethink the ethics of the state-civil society relationship.

3.1.3 MACHADO, Maria L. A. (ed.). *Encontros e desencontros em educação infantil (Getting it right and wrong in early childhood care and education)*. São Paulo: Cortez, 2002.

In the early 2000s, the *Fórum Paulista* (São Paulo Forum) on ECCE organized three congresses. This book reproduces some of the presentations and panels at these congresses. Their realization coincides with the deadline for municipalities to incorporate the measures for incorporating daycare and preschools into the municipal educational administrations. The congresses were marked by the debate around issues resulting from this integration. The book organized the articles (more than 30) into three parts: public policy for child care and education: care/education in serving children from birth to 6 years old; ECCE professionals: training, activities and perspectives; ECCE in the day to day: revealing concepts of doing pedagogy. The book does not contain recommendations. However, among the articles published some emerging themes are found: design as a space for cultural production and experiences in including children with special needs.

3.1.4 MOVIMENTO INTERFÓRUMS DE EDUCAÇÃO INFANTIL DO BRASIL. *Educação infantil: construindo o presente (Early Childhood Care and Education: constructing the present)*. Campo Grande: UFMS, 2002.

An important social movement in defense of ECCE created in various Brazilian states, the *Movimento Interforuns de Educação Infantil do Brasil* (Interforum Movement for Child Education in Brazil - MIEIB) defends the following basic principles for ECCE: guaranteed access to vacancies in the public system; recognition of the constitutional right to ECCE without discrimination or distinction of adequate public resources; indissolubility of education and care; public policy that expands the vacancies with quality of care; the identification of ECCE as an intersectorial, interdisciplinary and multidimensional field. The collection brings together contributions to the debates from the 13 state ECCE forums, in addition to a presentation by the MIEIB. The subjects treated refer to ECCE policy, the implantation of legislation; identity and training of teachers; management and financing; pedagogical proposal and regulations.

3.1.5 SIMPÓSIO: *Educação Infantil: Construindo o presente: Anais (Early Childhood Care and Education: constructing the present: Annals)*. Brasília: UNESCO, 2003.

In 2002, the national Senate, in partnership with other national and international organizations, both public and private, organized the Symposium *EI: construindo o presente* (ECCE: constructing the present) which was part of the Education for All week in 2003.

The program (all of which is transcribed in the annals) included an opening presentation (a panorama of contemporary Brazilian ECCE) and six panels: the importance of education in the first years of life; reports on experiences of ECCE public programs; alternatives for financing; teacher training and careers; training ECCE teachers in the DF (Federal District); child development and pedagogical practices.

The Symposium approved a letter of commitment that treats three issues in six topics: financing, integration of programs into the educational systems and their subsequent regulation and the training of teachers for ECCE. The articles contained in these annals have not been summarized here, since they would fill the entire bibliography, but they all are of great relevance for their respective themes.

3.1.6 COELHO, Rita de C.; BARRETO, Angela M. R. F. (eds.). *Financiamento da educação infantil: perspectivas em debate (Financing Early Childhood Education: perspectives under discussion)*. Brasília: UNESCO, 2004.

The annals of the National Seminar on Financing ECCE which took place in the 2003 at the House of Representatives are organized around the themes: what does research show about the financing of federal policies and programs and ECCE; ECCE in financing basic education.

The last part of the book is devoted to analyzing the proposal to amend the Constitution related to financing ECCE, under consideration in the Congress. The debate about inclusion of daycare in the proposal to amend the Constitution (PEC 415) was the subject of a mobilization of activists in the ECCE area throughout the year 2005, because the federal government's proposal was to exclude ECCE from the new FUNDEB law (Fundo Nacional de Manutenção da Educação Básica e Desenvolvimento do magistério. National Fund for the Development of Basic Education and the Advancement of Professionals in Education). The FUNDEB law was approved at the end of 2005 and it no longer excluded daycare for children from birth to three years of age, which redounded in an important source of resources for ECCE.

3.2 SPECIAL ISSUES AND COLLECTIONS OF JOURNALS. In recent years, some specialized education journals have published special or thematic issues on ECCE. Some examples follow:

3.2.1 *Proposições*, vol. 10, n. 1, março 1999. The Study and Research Group on Education and Social and Cultural Differentiation of the University of Campinas organized this special issue on ECCE, which contains national and international articles. Some of the themes are innovative, such as breastfeeding, gender relations, culture and small children.

3.2.3 *Em Aberto*, vol. 18, n. 73, julho 2001. A special issue published by the *Instituto Nacional de Estudos e Pesquisas* (National Institute for Studies and Research - INEP) of the MEC, titled *Um bom começo, a creche* (*A good beginning: daycare*). Has several articles by researchers, public administration technicians and NGOs. Contains reports on experiences, reflections and analysis of the profession, toys, pedagogy, and pedagogical proposals. One of the articles (Regina Orth de Aragão) presents a rare title in the Brazilian bibliography about the approach of psychoanalysis in the field of ECCE (p. 70-77).

3.2.4 *Cadernos de Pesquisa*. One of the journals published by the Carlos Chagas Foundation (FCC) dedicated to education. Since its creation in 1972, it has paid special attention to ECCE, and the Carlos Chagas Foundation has a research group on ECCE (ECCE: history, policies and practices).

3.2.5 *Revista Brasileira de Educação*. Published by the *Associação Nacional de Pesquisas de Pós-Graduação em Educação* (National Association for Graduate Research in Education - ANPED), which has had a Working Group on Education for Children from birth to six years old since the 1980s.

3.3 COLLECTIONS. Some research groups have been publishing collections of articles on ECCE based on the research they do. We highlight some of them in the following:

3.3.1 ROSSETTI FERREIRA, M. Clotilde et al (eds.). *Os fazeres na Educação Infantil (Tasks in Child Education)*. São Paulo: Cortez, 2002.

Reports on several articles on practical experiences and knowledge produced in the context of the activities of the *Centro Brasileiro de Investigações sobre Desenvolvimento Humano e Educação Infantil*, (the Brazilian Center for Research on Human Development and Child Education - CINDEDI), a research group of the University of São Paulo.

3.3.2 KRAMER, Sonia et al. *Infância e Educação Infantil (Childhood and Child Education)*. Rio de Janeiro: Papyrus, 1999.

A collection of readings produced by and for ECCE teachers who attended the ECCE specialization program at the Catholic University in Rio de Janeiro – PUCRJ.

3.3.3 KAERCHER, Gladys; CRAIDY, Carmen (eds.). *Educação infantil: para que te quero? (Child Education: why would I want you?)*. Porto Alegre: Artmed, 2000.

Daily life in daycare centers and preschools in Rio Grande do Sul from reports of researchers with the *Grupo de Estudos em Educação Infantil da Universidade Federal do Rio Grande do Sul* (Study Group on Child Education of the Federal University of Rio Grande do Sul).

3.3.4 VASCONCELOS, Vera M. R. de (ed.). *Educação da infância, história e política (Education in childhood, history and politics)*. Rio de Janeiro: DP&A editora, 2005.

Contains eight articles, most of which were produced at the State University of Rio de Janeiro. This collection publishes studies of the history of childhood, childhood in the legislation, curricular proposals and ECCE policies in the 21st century. This last topic (article by Kappel et al.) is the most updated analysis of Brazilian ECCE policies in the search for care and education

4) EARLY CHILDHOOD: GENERAL

4.1 BRASIL/IBGE. *Pesquisa sobre padrões de vida: pequena infância (Studies on standards of living: early childhood)*. Rio de Janeiro: IBGE, 2000.

Under contract to the World Bank, the IBGE undertook the *Pesquisa sobre Padrões de Vida* (Study on Standards of Living - PPV) in the northeast and southeast regions. This was a multi-thematic survey with household samples, aiming to indicate and qualify determinants of social well being and levels of poverty.

The results were analyzed by teams of researchers, and the important report *Primeira Infância* (Early Childhood) was released. The report has six chapters on living conditions for children from birth to six years old, with a specific chapter on ECCE.

The chapter on “conditions for socialization” points out the relationship between poverty and early childhood; the reduction of the size of families and household units; the drop in fecundity rates; conditions that have a negative impact (poverty) as well as positive impacts on the indicators of well being of small children. It also identified intense differentiation in the living conditions of children from birth zero to three years of age, which result in an intensely differentiated socialization.

Differently than broadcast in the media, it shows that the great majority of small children live with their mothers. It notes that the rates of attending ECCE programs are nearly equivalent for boys and girls and for the northeast and southeast regions⁸. However, the differences are notable when considering: age (much lower rates for children from birth to 3); family income level (lower rates for

⁸ As a result of the low cost model of ECCE expansion in the 80's, as an emergency program for the poor regions (especially the Northeast), the rates of ECCE attendance are equivalent for the Northeast (the poorest region) and the Southeast (the wealthiest region). However, quality indicators (for example the level of teacher training) vary from one region to another. In Brazil, as in many countries of the northern hemisphere and Latin America, women have higher educational levels than men. In ECCE, attendance rates are equivalent for girls and boys.

those of lower income); levels of schooling and mother's employment, and color/race. The three final chapters deal with nutrition, morbidity and mortality. This is required reading for those who want to become informed about early childhood in Brazil.

4.2 SILVA, Aracy L. et al (eds.). *Crianças indígenas (Indigenous Children)*. São Paulo: Global, 2002.

This is the only collection of articles published on indigenous children in Brazil. It contains seven articles about children of different ages, from different indigenous peoples dealing with different themes: little shamans; games among the A'uwé-Xavante, Xavante environmental education, being a child among the Xicrin, adopted children among the Ixaiowá, among others. The two final texts merit a highlight - they are a reflection on academic production on childhood in anthropology: children, learning and socializing in the anthropology (by Clarice Cohn) and childhood in the texts about Brazilian indigenous societies (by Angela M. Nunes).

4.3 ROSEMBERG, Fúlvia; PINTO, Regina P. *Criança pequena e raça na PNAD 87 (Small children and race in the PNAD 87)*. São Paulo: FCC, 1997 (textos FCC, v.13).

This is a rare study that deals with living conditions of small children from the perspective of race relations. The study presents an analysis of data collected by the *Pesquisa Nacional por Amostra de Domicílio* (National Household Survey-PNAD) of 1987, making a cut between blacks and whites. The main living conditions in focus are: the type of family, family income, basic sanitation, daycare and preschool attendance.

It points out that there are no notable differences regarding the type of family organization of white and black children; that black children reside in households with lower income levels than white children; that basic sanitation conditions are worse in black households than in the households of white children, even when controlling for family income. Regarding attendance at daycare and preschool, the study describes an important phenomenon: black children were "out of place". That is, there was a significant number of black children over 7 years old and beyond who remained in daycare and preschool instead of attending elementary school.

The study contributed to the debate about racial discrimination in Brazil, helping to comprehend the racial differences in the infant mortality rate, and in proposing the hypothesis of "informal racial segregation" in urban space⁹.

4.4 CAVALLEIRO, Eliane. *Do silêncio do lar ao silêncio escolar (From silence at home to silence at school)*. São Paulo: Contexto, 2000.

⁹ Racial segregation in Brazil is not formalized, but in certain regions, states and neighborhoods -the poorest - have a high percentage of blacks in the same way that others - the wealthiest - show a high concentration of whites. Public daycare centers tend to have a higher percentage of black children than the percentage of blacks in the city they are located

This book is a version of a master's thesis that deals with racism, discrimination and racial prejudice in ECCE. The author observed a city preschool in São Paulo for six months with her attention focused on children, professionals and families. It identifies a numbers of expressions of racial prejudice against black children, omission (or silence) in the treatment of prejudice and racial discrimination on the part of the school. Interviews with the families of black children also bring up the difficulty of dealing with this issue with children. Some NGOs (for example the Centro de Estudos de Relações do Trabalho e Desigualdade - Center for Studies of Labor Relations and Inequality - CEERT) have been developing teaching activities against expressions of racism in the classroom and in ECCE. See also on the issue: DIAS, Lucimar Rosa. *Diversidade étnico-racial e educação infantil (Ethnic and racial diversity and child education)*. Campo Grande: UFMGS, 1997

4.5 ROSEMBERG, Fúlvia. *Infância e desigualdade social no Brasil (Childhood and social inequality in Brazil)*. In FREITAS, Marcos C. (ed.). *Infância brasileira (Brazilian childhood)*. Campinas: Autores Associados, 2006.

The article presents a picture of the situation of contemporary childhood in the context of the intense inequalities that make up Brazilian society. To the description of the living conditions of small children, the article counterposes the historical vision of the north about inequality and poverty in the south: from the colonial period, it takes the discourse of the Catholic Church, of travelers and scientists who recreated Brazil in the image of the north; of the contemporary period, showing the bias of the researchers and multilateral organizations who propose social policy to combat poverty. The main points to highlight are: persistent economic, social and racial inequalities among children from birth to 6 years old; insufficiency of policies for sanitation and education for social segments; childhood as a social segment that present the highest rate of inequality; improvement of the indicators related to childhood, but the persistence of inequality among the social segments.

The article then analyzes some of the reigning proposals about the elimination of inequality; showing the fallacy of many which continue to stigmatize the poor and poverty. It highlights the role of the multilateral organizations in stimulating social program “shows” and how such programs are deleterious to the improvement of living conditions of small children. It ends by proposing a decalogue of how the multilateral organizations should not proceed in their proposals to combat child poverty in the developing countries.

5) HISTORY

5.1 DEL PRIORE, Mary (ed.). *História das crianças no Brasil (The history of children in Brazil)*. São Paulo: Contexto, 2001. FREITAS, Marcos C. (ed.). *História Social da Infância no Brasil. (The Social History of Childhood in Brazil)*. São Paulo: Cortez, 1997.

We still do not have a work about small children in Brazilian history or about early childhood from an historical perspective. The two above referenced books are recent collections which treat childhood/children in different age ranges and periods of national history. The set of articles allows us to pick out passages that deal also with small children. For example, the few who came with the colonizers as their children, the practices of socialization in treating free children between the colonial period and the empire, the silence about slave children, the *roda dos expostos* (“wheel of the exposed” – a device for delivering unwanted children to refuge or care) and the orphanages, toys and games, policies and social and educational programs for poor children.

The research published in the books mentioned is based in official documents, reports from foreign travelers who were in Brazil, demographic data, specialized literature and iconography.

5.2 KUHLMANN JR., Moysés. Histórias da educação infantil brasileira (Histories of Brazilian early childhood education). *Revista Brasileira de Educação*, n. 14, p.5-18, maio/ago. 2000.

Despite being a 13 page article, the work is the most panoramic version of the history of Brazilian ECCE. It is, in reality, a reflection by the author about the trajectory of the Brazilian ECCE institutions. For the author, “daycare, maternal schools (“écoles maternelles”) and kindergartens were part of the set of model institutions for a civilized society, propagated from the central European countries during the period of the Empire.”

The text highlights the importance of scientific assistance (at the beginning of the 20th century) as the basis for the pedagogy of submission that marked the philosophy and practices of institutions for poor children. It also points out the slow process of expansion until the 1970s, picking up on experiences that were developed in various states of the country; experiences rooted in the new pedagogy in the 1930s and 1940s, especially in Rio de Janeiro and São Paulo and their diffusion to other regions of the country, especially the experience of the *Parques Infantis* of São Paulo. It next presents the federal programs destined to poor children beginning in the 1960s, during the military regime and the contemporary discussions of ECCE. Finally, the text focuses on the clashes that have oriented discussions about ECCE, family and institution; education and assistance, body and hygiene; games and toys, development, cognition and recreation.

See also: VIEIRA, Livia M. F. Mal necessário: creches no Departamento Nacional da Criança (A necessary evil: daycare in the National Department of Childhood). *Caderno de Pesquisa*, n. 67, p.3-

16, nov. 1988 and FARIA, Ana L. G. *Educação pré-escolar e Cultura (Preschool education and culture)*. Campinas: Editora Unicamp, 1999.

5.3 CAMPOS, Maria M. et al. *A expansão da rede de creches no município de São Paulo durante a década de 70 (The expansion of the network of daycare centers in São Paulo during the 1970s)*. São Paulo: FCC, 1988.

Reports on research developed by the research team on daycare of the Department of Educational Research (DPE) of the Carlos Chagas Foundation (FCC). The project, which was funded by the Ford Foundation, had two basic objectives: to create an archive of primary documents and to transcribe statements on the expansion of the daycare network in the city of São Paulo during the 1970s (volume 1); analysis of the material collected, describing and interpreting the process which produced this expansion (volume 2).

The first volume, which deals with the creation of an historical archive on young children/daycare in São Paulo (available at the Biblioteca Ana Maria Poppovic of the FCC), reports on the procedures to localize, organize and information on the documents and depositions.

The second volume has three chapters which focus on the struggle for daycare in São Paulo in light of the interventions of its main protagonists: the neighborhood movement (Maria Malta Campos); the feminist movement (Fúlvia Rosemberg) and the State, through the agency responsible for social assistance in the city (Lenira Haddad and Elza Corsi de Oliveira). For a history of preschool in the earlier epoch, refer to KISHIMOTO, Tizuko M. *A pré-escola em São Paulo (1870 a 1940) [Preschool in São Paulo (1870 to 1940)]*. São Paulo: Loyola, 1988.

5.4 SILVA, Walburga A. da. *Influência da pré-escola no processo de alfabetização: um estudo das tendências e alternativas da pré-escola pública de Aracaju, 1986-1991 (The influence of preschool on the literacy process: a study of the tendencies and alternatives of the public preschool in Aracaju, 1986-1991)*. Sergipe: UFS, 1991.

This is an extensive and detailed report on research in six preschools of Aracaju in the 1980s; an action-research study, where simultaneously with the evaluation of the preschool care offered in these state schools, the team did interventions with diverse strategies aimed at overcoming the deficiencies observed.

The author, who was a consultant to the Preschool Management Office of the State of Sergipe (northeast region), describes care for preschool children, focusing especially on one of the schools involved in the study, while calling on observations made in the others. The product is a living portrait of inadequacies, insensitivity and deficiencies in care and opportunities for overcoming them during the period.

The text begins by reporting on the background to the situation found at the beginning of the study. Extending preschool care to the states was initiated by the National Program for Preschool Education, implemented throughout the country by the MEC between 1981 and 1983. It points out the deficiencies in the National Program for Mass Preschool Education, which extended care without providing sufficient infrastructure. It reports that enrollments remained open year round because directors earned an additional fee per enrollment and that classrooms were overpopulated (40 to 100 children under the responsibility of a single teacher), since the mothers' monitoring program did not function.

After describing the trajectory of the action research project (observations in classrooms, pedagogical meetings at the schools; systematizing of the register and collecting the documentation; strategies for organizing the research team and for the socialization/dissemination of knowledge), the text described the school selected in two chapters: the organization of work in the school; the pedagogical action of the preschool.

The description in both chapters is paradigmatic of this type of care in Brazil. By describing the physical space it indicates: inadequacies in planning interior and exterior space, deterioration in conservation, dirty, inadequate bathrooms, leftovers from the "dollhouse", broken windows, etc.

The heading on work teams in preschool shows that this educational level also functions as a warehouse for teachers who are waiting for other work status: retirement, maternal leave, excess teachers in some schools. Preschool pedagogical work is treated in a chapter subdivided in three parts: the routine, the expression and knowledge; literacy in preschool.

The following aspects stand out among others: the systematic giving of classes in the Catholic religion in public schools; the systematic denial of the experiences lived by children and the formalism deriving from pedagogical practices; the orientation (contested in practice by some teachers) by the National Program for Preschool Education not to begin teaching reading.

5.5 ROSEMBERG, Fúlvia. Expansão da educação infantil e processos de exclusão (Expanding early childhood care and education and exclusion processes). *Cadernos de Pesquisa*, n.107, p.7-40, jul. 1999.

This work describes and analyzes the implantation of the ECCE mass model in Brazil during the military governments (end of the 1970s), strongly inspired in the multilateral organizations. The author's thesis is that the principle of community participation, which sustained the federal government's proposal, constituted an ideological production making it difficult to apprehend the numerous problems in the conceptualization and implantation of the program. Moreover, according to the author, this program, based in the tripod of using "vacant space in the community, local human resources with no specific educational training and available pedagogical materials (especially junk)",

marked the identity of Brazilian ECCE for decades. The article is developed in two parts: the Cold War, the Brazilian State and National Security and the development of the community; the origins of the mass ECCE model (UNICEF and UNESCO in the 1970s). This article was complemented by others which maintained the main line of analysis: the articulations between the Brazilian state and the multilateral organizations in the expansion of Brazilian ECCE and their deleterious impact on the production of new processes of social inequality, including racial and gender inequality.

6) LEGISLATION

6.1 CAMPOS, Maria M. et al. *A constituição de 1988 e a educação de crianças pequenas (The Constitution of 1988 and early childhood care and education)*. São Paulo: FDE, 1989.

The booklet is an analysis of the changes to the world of ECCE wrought by the Constitution of 1988. It was written right after the promulgation of the Constitution, highlighting the principles and articles that support the right of children from birth to 6 year of age to education in daycare centers and preschools and was intended to subsidize the writing of complementary legislation, to establish budget priorities and to expand care. It points out that for the first time a Brazilian constitution makes references to: a) specific rights for children that are not those circumscribed by the domain of Family Rights; b) the right of children from birth to six years of age to be cared for in daycare centers and preschools; and c) the duty of the state to provide this care.

The text points out the new rights to education for children from birth to six years of age, in each of the chapters of the Constitution, as follows:

- In Education, it highlights the inclusion of daycare and preschool as a right to education (article 208) and the competence and responsibility of the municipality for their implementation (articles 30,211 and 212).
- In Social Rights, it points out the rights of workers to an extension of the maternity leave up to 120 days, paternity leave and free care for children and dependents from birth to six years of age in daycare and preschools..
- In Social Security, it discusses the new concept of assistance which includes the principles of universality, in both selection and distribution.

In children's rights, it points to the philosophy of the new Constitution which reaffirms and broadens policies for the age groups that need specific care and special care because they are not totally autonomous and responsible for promoting their own development and seeking to have their needs met.

6.2 CURY, Carlos R. J. A educação infantil como direito (Early childhood education as a right in Brazil). In BRASIL/MEC/SEF/COEDI. *Subsídios para o financiamento e credenciamento de instituições de educação infantil. (Support for financing and accreditation of child education institutions.)* Brasília: MEC, 1998, p.9-16.

While reflecting on the evolution of social rights and their conversion into Positive Law (inscribed in the domain of laws), the author, supported in Bobbio, analyzes the position that childhood occupies in the different Brazilian constitutions and national education laws. The philosophical emphasis of the earlier legislation (the Constitution and the LDB) was to locate childhood under the aegis of protection and assistance. The Constitution of 1988 locates childhood under the aegis of Law. It breaks with the concept that ECCE is an anticipation of the first cycle of basic education. It also breaks with the idea that ECCE has a function of fulfilling a lack. In turn, the LDB of 1996 includes ECCE for the first time in the realm of basic education.

6.3 CAMPOS, Maria M. As políticas de EI no contexto da nova legislação educacional brasileira (ECCE policies in the context of the new Brazilian education legislation). *Educação em Debate*, nº 1, p.21-36, 1998.

The text proposes to discuss tensions in the implantation of the new legislation (LDB 1996) in ECCE. It begins by pointing to the more general conditions in Brazilian society which make it difficult to implement laws: the option for broad directives; the lack of operational mechanisms to guarantee the application of the laws; the economic adjustment policies and the resultant reduction in economic growth and social spending.

The tensions pointed to are :

- Segmentation vs. integration, i.e. the search for the incorporation of ECCE into the education administration has allowed for the segmentation of the age groups 0 to 3 and 4 to 6 and the school days into part time and full time.
- Universalistic policies vs. policies focused on poverty, the first observed more in preschool and the second in daycare.
- Teachers with higher education vs. educators with low schooling, maintaining community personnel with no specific training.
- Disputes over resources which has meant stagnation of expansion of offer.
- Inclusion of children 6 year old in primary school instead of remaining in ECCE.

6.4 CRAIDY, Carmen. Educação infantil: legislação e políticas (Early childhood education: legislation and politics). In CRAIDY, C. & KAERCHER, G. E. S. (eds.). *Educação infantil: para que te quero?* (*Child Education: why would I want you?*). Porto Alegre: Artmed, 2003, p.15-23.

Presents the new legal regulations for ECCE from the Law of Guidelines and Bases for National Education (LDB - Law 9.394/96). She briefly describes the process of developing a national law and the antecedents of this law inscribed in the Constitution of 1988. Regarding ECCE in the LDB, she highlights:

- Its definition as a first stage of basic education.
- That the finality is the integral development of the child up to 6 years of age (physical, psychological, intellectual and social), complementing the activities of the family and society.
- That ECCE institutions should develop a pedagogical plan.
- That the minimum training of ECCE teachers is high school, “normal” modality.
- That daycare centers and preschools should become part of educational systems.
- That six year old children can attend primary school.

7) POLICY

7.1 DIDONET, Vital. Balanço crítico da educação pré-escolar nos anos 80 e perspectivas para a década de 90 (Critical balance of preschool education in the 1980s and perspectives for the 1990s) . *Em Aberto*, v. 10, n.50-51, p. 19-33, abr./set. 1991.

As the title indicates, this article analyzes advances in preschool education (at times merging daycare and preschool) during the 1980s in Brazil and makes projections about the future. Highlights: quantitative expansion (assessed by growth in enrollments, teaching positions and the number of establishments); the formulation of pedagogical proposals; the legal recognition of child education as a right of children from birth.

The text stresses the place of preschool education in the realm of educational policy via: analysis of the intentions of the *Planos Setoriais de Educação, Cultura e Desporto* (Sectoral Plans for Education, Culture and Sports - *PSECD*) during the 1980s; the development and implantation of the *Programa Nacional de Educação Pré-Escolar* (National Program for Preschool Education) by the MEC (1981) and the 1986 launch of the *Programa Primeiro a Criança* (Children First Program). The topic on legislation is a detailed description of the Pro Constitution Children’s movement, which resulted in recognizing the right to education in daycare and preschools for children from birth to 6 years old.

Among the issues in debate at the end of the 1980s, it singles out the controversy over quantity and quality and issues related to the objectives, functioning and methodology of preschools, as well as prerequisites for professional training.

7.2 BRASIL/MEC/SEF/COEDI. *Política Nacional de Educação Infantil (National Early Childhood Education Policy)*. Brasília: MEC/SEF/COEDI, 1994.

Publication of guidelines for ECCE by the MEC in 1994 developed after the Constitution of 1988, incorporating its orientations. The introduction to the publication is signed by the then Minister of Education, Murilo de Avelar Hingel. In the introduction, it again takes up the legislation which deals with this matter, especially the Constitution of 1988 and the Statute on Children and Adolescents (ECA). Then it does a rapid description of the state of child education in the country during the 1990s to then establish the general guidelines that should orient child education policy (pedagogical guidelines and those for a human resources policy).

The guidelines are presented in seven points that conceive of child education as the first stage of basic education; integration under the expression daycare and preschool, which are distinguished only by the age group of the population served; their action as complementary to the family, integrating education and care; they emphasize educational action through the specificity of the curriculum, of professional training; and regulations regarding care for children with special needs.

The document establishes three goals for child education policy: expansion of coverage, strengthening the new concept and promotion of improved quality. The text ends by enumerating and describing the seven priority activities: defining the goals and strategies for expanding vacancies and improving quality; efficiency and equalization in financing; incentives for the elaboration, implementation and evaluation of pedagogical proposals; training of professionals; integration of activities; creation of an information system; encouraging the production and dissemination of knowledge.

7.3 CAMPOS, Maria M.; ROSEMBERG, Fúlvia; FERREIRA; Isabel M. *Creches e pré-escolas no Brasil (Daycare and preschools in Brazil)*. São Paulo: Cortez/FCC, 1993.

First it analyzes measures adopted by the Constitution of 1988 with respect to small children. It highlights the recognition of daycare and preschool care as the rights of children and their inclusion in the chapter dedicated to education. Following this, it presents a diagnosis of child care in Brazil. With respect to the institutional picture, it shows the superimposition and multiplicity of programs, as well as the competence acquired by technicians in the federal, state and municipal administrations. With respect to ECCE coverage, it stresses the imprecision of the data obtained, the greater percentage of

absolute poverty among children from birth to 6 years old, and the significant increase in vacancies in daycare and preschool, especially in the municipal systems.

Finally, it makes suggestions for a national educational policy for children from birth to 6 years old, taking into account the consequences of new constitutional provisions. It considers care and education to be the objectives of this educational service. With respect to administrative organization, it discusses attributions at the municipal, state and federal levels. It identifies defining priorities, the role of agreements, and defining minimum national criteria for the functioning of daycare and preschools as the main problems to be faced.

7.4 CAMPOS, Maria M.; ROSEMBERG, Fúlvia. *Cr terios para um atendimento em creches que respeite os direitos fundamentais das crian as (Criteria for care in daycare centers that respects children's basic rights)*. Bras lia: MEC/SEF/COEDI, 1995/1997.

Short text that proposes simple criteria, but with impact on the quality of daycare on two levels: in daycare policy and in care at daycare centers for children and their families. The proposal was developed based on critical analysis of observation of care in Brazilian daycare centers during the 1990s. The criteria for quality are presented as principles that respect children, professionals and families.

The booklet, accompanied by a video, had and is still having, a large national impact. It was broadly disseminated by the MEC in the 1990s and republished during the present administration (2005).

7.5 BRASIL/MEC/SEF. *Pol ticas de Melhoria da Qualidade da Educa o: um balan o institucional*. (Policies to Improve the Quality of Education: an institutional balance). Bras lia: MEC/SEF, 2002.

The text reports the actions taken by the MEC during the two administrations of Fernando Henrique Cardoso (FHC). The book is composed of several chapters, one of which is devoted to ECCE. Despite its official voice, it is a good guide to the activities developed between 1995 and 2002 by the MEC in the area of ECCE. It begins with a balance of ECCE before the FHC era. Then it relates the routes taken beginning in 1995 in four main lines coming from the document National Policy for Childhood Education (1994), to wit: incentives to developing pedagogical and curricular proposals; incentive to train teachers who work in daycare and preschool; support for the municipal educational system to take on the responsibilities for ECCE; the creation of an ECCE information system.

The document reaffirms the concept of small children “as citizens subjects of rights, social and historical beings, inserted in a culture”, a conception in rupture with the model from the 1970s and 1980s which conceived of the child from the point of view of its needs (what the child is not). The

document also expressed the conception of the MEC about ECCE, understood as a first stage of basic education that integrated education and care in its actions. The activities reported are summarized below:

- Research on the pedagogical proposal (1998).
- Development of the National Curricular Reference for ECCE (1999).
- Teacher training references (1999).
- National curricular guidelines for training educators for ECCE and the initial years of basic education, at the high school level in the normal mode (1999).
- Parameters for action (disseminations of the national level references, continuing education).
- Strengthening the *Revista Criança (Children Magazine)* (distributed to ECCE teachers) and including materials on daycare beginning with number 23.
- Creation of an award for Quality in Child Education.¹⁰
- Producing subsidies for accreditation and functioning of ECCE institutions (1997).
- National Child Education Census (2000).¹¹
- Committee for early childhood, created by presidential decree in 2000.

7.6 BARRETO, Angela M. R. F. A Educação infantil no contexto das políticas públicas (Early childhood education in the context of public policy). *Revista Brasileira de Educação*, n. 24, p. 53-65, nov./dez. 2003.

The article summarizes two earlier works by the author who held the position of General Coordinator for Child Education in the MEC in the 1990s. Both texts discuss the inclusion of ECCE during the second administration of the government of FHC, with a basis in the analysis of documents, and a special emphasis on budget and educational management issues. It shows how the proposals were guided by three perspectives: the small child as a citizen; early childhood as a vulnerable phase due to economic and social dependence; women's rights and equality of opportunity.

Note advances on the levels: of legislation (recognition of children's rights and education via daycare and preschool); of governmental management, with political and administrative

¹⁰ The MEC, in partnership with private foundations and agencies from city and state education departments, instituted the Teachers of Brazil Award as a contest to recognize teachers who develop relevant ECCE and elementary education teaching experiences. In 2005, more than one thousand projects were enrolled.

¹¹ In 2000, the National Census of Early Childhood Education was taken. Every year since the 1930s, the MEC has taken the School Census, which until 1999 only included daycare and preschools which were accredited or part of a school. Thus the set of information on ECCE does not corresponded to the reality of care, since many daycare centers (especially) and preschools were not registered with the educational authorities. The main goal of the ECCE Census was to expand the register of institutions. Moreover, it included several (new) questions on financing, the institutional situation, the condition of equipment and available teaching materials. Unfortunately, the ECCE Census had serious methodological problems in its planning (detected at the time by the MIEIB), and thus only partial and provisional results were disseminated.

decentralization and an emphasis on social participation; of the living conditions of the children, with improvements in the infant mortality rates. In counterpart, note: the “timid place” occupied by children 0 to 6 in public policy; deficiencies in the training of human resources, including those at the administrative level; insufficient financial resources in the three spheres of government, but, especially the absence of financial assistance by the federal government; proposed vertical integration (of the different spheres of government) and horizontal (various sectors) to correct the insufficiencies in care for children from birth to 6 years old. Thus, it points out that the *Plano Plurianual (Multi-year Plan) 2000-2003* and ECCE do not have the same status as programs, differently than at other levels of education. Note also the fragmentation of activities, with precarious articulation among the different areas, despite the efforts made (for example the creation of the Committee on ECCE in 2000).

7.7 BRASIL/MEC/SEB. *Política Nacional de Educação Infantil; pelo direito das crianças de zero a seis anos à Educação (National Early Childhood Education Policy: for the right to education of children from birth to six years old)*. Brasília: MEC, 2005.

This is the most recent ECCE policy document written by the MEC. It updates the document from 1994, incorporating what was instituted by the new legislation (LDB, 1996 and PNE, 2001). The text is introduced by a brief report on the MEC’s ECCE activities, rehashing earlier documents. It reaffirms the concept of the small child (“the child capable of establishing multiple relationships, a subject with rights, a social historical being, producer of culture and inserted in it”, p.8) and of an ECCE that involves the “two indissoluble aspects: education and care.” The heart of the document is composed of four topics: national policy guidelines for ECCE, objective, goals and strategies.

The Guidelines are comprised of 16 topics which reaffirm: the responsibility of the education sector for early childhood education, the indissolubility of education and care; activities which are differentiated and complementary to those of the family; the duty of the state; the right of children and the option of the family for free care; including children with special educational needs; quality must be guaranteed; the pedagogical process should consider children in their totality; observing the specificities and their way of playing; the institutions should implement and evaluate the pedagogical proposals elaborated based on the National Curricular References for ECCE with the participation of professionals; the pedagogical proposals should make the guidelines, methodology and evaluation explicit; ECCE workers exercise a social and educational role and should have specialized qualifications; ECCE teachers are equivalent to teachers at the other levels of teaching; the firing of teachers in the public system is by means of competitions and in both the systems the admission process should guarantee minimum training; ECCE policies should contribute to policies for childhood; educational policies for other levels of instruction should articulate with policies for health, social

welfare, justice, human rights, culture and diversity and the organization of civil society. The goals refer to the expansion of care by 50% for children from birth to 3 years old and 80% from 4 to 6 by the year 2010; this offer to be consistent with standards of quality; availability of resources; educational training compatible with the law for all employees working with ECE.

7.8 ROSEMBERG, Fúlvia. Panorana da Educação Infantil brasileira contemporânea (Panorama of contemporary Brazilian early childhood education). In *Simpósio Educação Infantil: Construindo o presente (Symposium on Childhood Education: constructing the present)*. Brasília: UNESCO, 2002, p.33-82.

The article is a summary version of a report written at the end of the 1990s for the Interamerican Development Bank. It updates to a certain extent the earlier study done in collaboration with Maria M. Campos and Isabel M. Ferreira (1993, in this bibliography). In the introduction, a proposal is made to divide contemporary Brazilian ECCE into periods: the implantation of a mass model (between 1970-1980); the period of political opening after the military dictatorship with the innovations of legislation, mobilization of the social movements and constitution of an ECCE model that recognized the rights of small children to education; beginning in 1996 with the approval and implantation of the new educational law that considers ECCE as the first stage of basic education, under the responsibility of the education administration. The article continues by highlighting the following themes:

- Concepts of ECCE where ambiguities can be perceived in the use of terminology in the country, despite the legislation having conceived of daycare and preschool as well as ECE.
- The state of the data, analyzing the sources of statistical information.
- Based on the macro data from the decade (1992-1999) how many and how the children from birth to 6 years old are living in Brazil, with emphasis on the fact that this age segment has the highest rates of poverty and indigence.
- Rates of ECCE coverage in synchronic and diachronic perspectives, showing: regional differences in attendance, as well as those related to children's age, parental income and schooling (lower attendance when income and schooling are lower); expansion of the offer, especially for children from 4 to 6 years old. "The ECCE policies of the 1980s and 1990s were not sufficient to modify the two major axes of discrimination and availability: the child's age and the family income level".
- From the point of view of supply, the text emphasizes: increasing institutionalization and regulation of the ECCE supply inserted into the educational sector; budget resources incompatible with institutionalization; growing predominance of the municipal level; predominance of enrollments for children with ages close to obligatory schooling; predominance of the part time day and unsatisfactory quality of supply.

8) PEDAGOGICAL/CURRICULAR PROPOSALS

8.1 BRASIL/MEC/SEF/COEDI. Ministério da Educação e do Desporto. *Propostas pedagógicas e currículo em educação infantil: um diagnóstico e a construção de uma metodologia de análise (Early childhood education pedagogical proposals and an educational curriculum: a diagnosis and the construction of a methodology for analysis)*. Brasília: MEC/SEF, 1996. 114p.

The debate around the ECCE curriculum began at the end of the 1970s in Brazil for preschool and by the 1980s it included daycare. The need to elaborate and implement an ECCE curriculum was a topic included in proposed National Policy for ECCE in 1994.

The text tells of a national study coordinated by the MEC to fulfill the above guidelines. It involved collecting and analyzing 45 experiences, 25 at the state level and 20 at the municipal level with pedagogical and/or curricular ECCE proposals available in or implemented by the public system. The results offer a discouraging picture on the debate and practices during the 1990s. From this set of proposals, only 5 referred to daycare, the others were exclusively concerned with preschools. The main conclusions: a great diversity in written documents, both in nature and form, and a good number of them are subsidies for educators doing their work with children. They are written in affected language, which makes interlocution with the users difficult, despite reiterating the discourse on participation. The proposals seem stuck to the administrative management that produced them and were not, as a rule, supported in diagnostics or analyses of a situation. They presupposed either a broad conception of the child as a citizen or a more restrictive one as only a psychological being. The dominant theoretical reference was constructivism employed as a “magic word”. Moreover, the lack of resources for implanting ECCE can be seen as well as the lack of definition of the legal instances; lack of an encounter between the theoretical basis and guidance for practice; lack of coincidence between team discourse and educators’ practices. The study does not analyze the philosophical concepts underlying the proposals.

8.2 BRASIL/MEC/SEF/COEDI. *Referencial Curricular Nacional para a Educação Infantil (National Curricular References for Early Childhood Care and Education)*. Brasília: MEC/SEF/COEDI, 1998.

In 1997-1998, a team of specialists from the MEC, with support in the national and international literature and later consultation with 230 specialists, developed the National Curricular Reference for Child Education (RCNEI). Until then there had been no equivalent document in the country.

The document is presented in three volumes: an introductory part where children, education, ECCE institutions and teachers are conceptualized. The second volume “Personal and Social Training” systematizes the line of work that aims to create identity and autonomy in the different constructions of

language and knowledge. The items are: movement, music, visual arts, oral and written language, nature and society and mathematics.

The document considers the concept of child to be a social construction, recognizes the specificity of children from birth to 6 years old (affective, emotional, social and cognitive) and establishes the following principles for guiding curriculum proposals: respect for the children's dignity and rights, consideration of their individual differences and diversity; the child's right to play; access for children to cultural goods, broadening the development of their abilities; socialization via participation and inclusion in diverse social practices; attention to care related to survival and development of identity.

The document postulates that the functions of education and care are indissoluble, that the exercise of these functions should be related to quality standards, that this quality be included in the concept of child development in the diverse social contexts. For the reference "to educate means (...) providing situations of care, games and learning oriented in an integrated way and which can contribute to developing the children's capacities for interpersonal relationships (...) and access to broader knowledge of the social and cultural reality" (p. 23).

The document was presented with a letter from the Minister of Education and a copy was distributed to each of the ECCE teachers. It was also the subject of criticism by specialists in the areas. See further along CERISARA (2000) and BUJES (2000).

8.3 BRASIL/Conselho Nacional de Educação. *Diretrizes Curriculares Nacionais para a Educação Infantil* (National Curricular Guidelines for Early Childhood Education). Brasília: CNE, 1999.

After the RCNEI were elaborated, the National Council on Education established the National Curricular Guidelines (*Diretrizes Curriculares Nacionais para a EI / DCN*) for ECCE (1999). The document, which has the force of law, established eight guidelines to orient the pedagogical proposals for daycare and preschool. The bases of ECCE should take into account:

- Esthetic, political and ethical principles;
- Respect the diverse identities of the children and their families (gender, race/ethnicity, religion, etc.);
- Defend the diversity of identity of the professionals;
- Consider the physical, emotional, affective, cognitive-linguistic and social aspects of the children;
- Seek integration between the diverse areas of knowledge in spontaneous and directed activities;
- Organize evaluation strategies that do not have the aim of approving or rejecting the children, but guiding the actions directed to them.

8.4 CERISARA, Ana B. O Referencial Curricular Nacional para a Educação Infantil no contexto das reformas (The National Curricular Reference for Early Childhood Education in the context of reforms). *Educação e Sociedade*, v. 23, n. 80, p. 329-348, set. 2002.

The first version of the RCNEI for ECCE was sent by the MEC to 700 specialists who were to contribute with their criticisms to the final version. Of these, 230 responded to the request of the MEC and sent their opinion reports. Of the 230, 26 were analyzed in depth by a group of researchers affiliated to the ANPEd (the National Association for Graduate Research on Education). This analysis was the subject of Cerisara's article.

The criticisms were directed initially at the formal organization of the documents, its (excessive) length and affected language. The concept of the child was criticized as idealized, abstract and reductionist. Moreover, the concept of education, which in the view of many was school bound, was criticized: the curricular axis, which in the present version is called education, in the original version was called teaching. Comparing the first version of the RCNEI with the published version, Cerisara considers that there were important modifications, such as, the centrality of play in the pedagogical proposal.

The article ends by pointing to a comparison of the opinions among themselves which shows the field of knowledge about ECCE to have solidified in Brazil, bringing a diversity of views to the theme.

8.5 BUJES, Maria I. E. O fio e a trama: as crianças nas malhas do poder (The warp and woof: children in the weavings of power). *Educação e Realidade*, v. 25, n.1, p.25-44, jan./jun. 2000.

The text is an analysis of the RCNEI. The novelty of this analysis is that its theoretical basis is supported in Michel Foucault, a theoretician little referenced in ECCE studies in Brazil.

The author locates the origin of ECCE as an expression of the need for state regulation and control of families at the beginning of the modern era. In this context, knowledge was developed which had "two complementary effects: describing developmental processes (...) and serving as a reference so that these processes be observed and evaluated. Therefore, "the knowledge about childhood is connected to regulating the conduct of the child subjects". In this interpretative context, the RCNEI is located: a document that produces and transmitted a truth about what it is to be a child, a concept of social destiny and a proposal for how to conduct pedagogical practice to achieve the objective. The study states three themes: the issues of quality, of citizenship and of the development of reasoning, situating the debate in the realm of what Foucault calls discipline. That is, the disciplined practice of the reorganization and social control of the production of child subjectivities.

8.6 ROCHA, Eloisa A. C. A pedagogia e a educação infantil (Pedagogy and early childhood education). *Revista Brasileira de Educação*, n. 16, p. 27-34, jan./fev./mar./abr. 2001.

The author, from the time of her doctorate, has sought to systematize what is specific to the pedagogy of child education, characterizing such pedagogy as the science that allows us to lay the basis for pedagogical practice in daycare and preschool beyond psychology. She defends, therefore, two complementary hypotheses: pedagogy as a science of education; the specificity of child pedagogy. Thus, for the author, “the object of the field of pedagogy defines itself (...) as the pedagogical act in a determined situation, in the case of ECCE this object defines itself by the context of educational-pedagogical relationships and not by the analysis of each of the determining factors of the education of the child in an isolated form” (p. 4). Regarding the specificity of pedagogy for childhood, the author emphasizes that ECCE differentiates itself from the school in the contemporary western context: while the school “is a space for dominating basic knowledge”, ECCE performs the function of being complementary to the education of the family.

Therefore, the author differentiates the school institutions and those of ECCE by the social function they perform. In this sense, didactics is not adequate to analyze non school educational institutions, since in these spaces something beyond the relationship of teaching and learning is sought. The objective of child pedagogy is the children themselves: their process of being created as human beings in different social contexts, their culture, their intellectual capabilities, these esthetic, expressive and emotional creatures.” From this perspective, a curricular proposal would not make sense, but only a pedagogical proposal for ECCE.

9) TEACHERS TRAINING

9.1 BRASIL/MEC/SEF/COEDI. Por uma política de formação do profissional de educação infantil (Toward a policy for professional training in early childhood education). Brasília: MEC/SEF, 1994.

This text contains seven articles transcribing the communications of Brazilian specialists who were brought together by the MEC in 1994 to provide subsidies to develop proposals for ECCE teacher training. The Technical Meeting on Policies for Training Professionals in ECCE followed the publication of the National ECCE Policy in 1994 and preceded the voting on the LDB which insisted that ECCE be the first stage of basic education. Therefore, the communications which were presented, the debate which took place, and the subsidies proposed are of historical interest insofar as they summarize the reflections of the period, before there was legislation which determined the modality and obligatory nature of professional training for the ECCE professional.

The texts deal with the need for a policy regarding professional training as a result of accumulated knowledge and the national lack; the presuppositions for a curriculum for ECCE professional training; how the ECCE professional profile is based in functions of education and care; how one can shape the training of ECCE professionals in programs already instituted for teacher training; the support of supplementary programs (concentrated and of short duration) for emergency training of educators with no training who are already acting in daycare and preschools; how to operate the training of ECCE professional in higher education.

9.2 CAMPOS, Maria M. A formação de professores para crianças de 0 a 10 anos: modelos em debate (Teacher training for children from birth to ten years old: models in debate). *Educação e Sociedade*, v. 20, n. 68 nº especial, p.126-42, dez. 1999.

In the context of a special issue of the journal on training professionals in education, the article discusses the issues involved in defining a new profile for ECCE teacher and the first four grades of elementary school. This is because the LDB (1996) defended the same type of training for teachers who are active in ECCE and in the first four grades of elementary school

Supported in authors such as Chartier and Popkewitz, the author detects three hierarchical corps of teaching professionals: the teacher of first through fourth grade, trained in a normal program at the high school level (middle), the training shared by preschool teachers; specialized teachers trained in higher education programs who teach specific subjects starting with the fifth grade “with prior training that prioritizes content, participating generally in the more politicized and combative unions” (p. 135); and a third level, unknown in developed countries “that of lay educators, poorly paid, often with no formal connection to the job”, who are active particularly in day care and single classroom rural schools in the poorer regions.

Then it highlights the training models under discussion; the weight to be attributed to practical and theoretical training; the importance attributed to knowledge of the processes and knowledge of the students; the level of education at which training should be offered; specialization by age range of students, and training to work with parents and the community.

In the end, the article emphasizes the importance of thinking of solutions for the periods of transition in route to achieving the new standards disseminated by the legislation.

9.3 KRAMER, Sonia (ed). *Formação de profissionais de educação infantil no Estado do Rio de Janeiro (Training Professionals in Early Childhood Care and Education in Rio de Janeiro)*. Rio de Janeiro: Ravil Editora, 2001.

This is a report on the extensive research undertaken on ECCE teachers training in the state of Rio de Janeiro between 1999 and 2000 . It is probably the most extensive study on the issue available

in Brazil. An extensive questionnaire was developed which was responded to by 54 (more than 50%) of the municipalities in the state. The report contains information on context, such as: ECCE coverage, inclusion of ECCE in the municipal administrations and pedagogical accompaniment of the ECCE institutions, among others.

The nucleus of the research has to do with the ECCE professional: career entry for professionals, minimum training required and salary, among other items. Regarding professional training properly speaking the researched the institutions involved in training (mainly the city departments of education); training participants (mostly teachers, aides attend less frequently); themes treated in training (mainly pedagogical-didactic aspects, followed by aspects related to art and culture); the type of training, with a predominance of lectures and workshops.

In conclusion: they noted great diversity regarding training in the different municipalities, with a predominance of sporadic or isolated activities which tended not to make a contribution. Training activities were carried out in partnerships with private groups and small participations from universities or colleges. Few training projects offered professional qualification. Slight participation of directors in planning the programs was noted and a more credit hours were available for ECCE teachers than for aides. In addition to the research results, the book contains reflective chapters written by researchers and ECCE activists in the State; with an important bibliography.

9.4 GENDER AND ECCE TEACHERS. Three texts based on dissertations/theses that deal with the ECCE professionals from the perspective of gender relations. In Brazil, almost all ECCE professionals (in preschool and daycare) are women. The studies reflect on how the gender condition permeates the profession and how the profession permeates the experience/identity of gender.

9.4.1 CERISARA, Ana B. *Professoras de educação infantil: entre o feminino e o profissional (Early childhood care and education teachers: between the feminine and the professional)*. São Paulo: Cortez, 2000.

The book is a condensed version of her doctoral dissertation. Supported in contemporary feminist theories, the author interviewed ECCE teachers and teachers' aides in Santa Catarina (the south of Brazil). Comprehends the process of professional choice and the option to work in ECCE, the tension between domestic and professional work, the tension between professional competence and maternalism, the home, daycare and school (also as representatives of tension) and the hierarchies in the daycare system, among teachers and aides.

9.4.2 SAPAROLLI, Eliana C. L. Educação Infantil e gênero: a participação dos homens como educadores infantis (Early childhood education and gender: men's participation as child educators). *Psicologia da Educação*, n. 6, p. 107-25, jun. 1998.

Also summarizes an innovative master's thesis: men who work in daycare in the city of São Paulo (state capital, southeast region). After an exhaustive survey, she identifies the reduced number of men working in daycare, especially in a new program implemented in the city in the 1990s. The theory of the Catalonian feminist Maria Jesús Izquierdo on gender provide the bases for interpreting the answers of men and women who work in daycare to the questionnaire that was applied to them. She found little differences in their responses. The results show greater differences in the responses of the educators who work in different daycare networks than between men and women (as a result of the difference in educational training). A notable difference between men and women has to do with family difficulties in exercising the profession: 60% of men and 6% of women reported this problem. She concludes affirming that the profession of child educator is a feminine gendered profession, not because there are more women than men working there, but because it is associated to the production of life, an activity related to the feminine gender (and not sex).

9.4.3 MONTENEGRO, Thereza. *O cuidado e a formação moral na educação infantil (Care and moral formation in early childhood education)*. São Paulo: EDUC, 2001.

The complete text of a doctoral dissertation on the training of professionals active in daycare. This is a study that focuses on care at various levels: as it has been employed in texts on ECCE in Brazil; how it has been treated by philosophy (separation or integration between affectivity and cognition), by nursing and by feminist theories, with special attention to Gillighan and Noddings. In retracing their theoretical routes, she develops the thesis that training for caring for others in public space, in this case for small children in daycare, should be located on the plane of moral formation, such as has been developed by Puig in Catalonia.