

LA INSPECCIÓN DEL CICLO PREPARATORIO EN PORTUGAL (DE 1967 A 1979)

THE INSPECTION OF THE PREPARATORY CYCLE IN PORTUGAL (1967 to 1979)

Sérgio Olim Gomes de Mendonça

Chairman of the General Assembly of the Trade Union of Inspectors of Education, Portugal (sergiomendon@hotmail.com)

Resumen

Este artículo es el resultado de una investigación y revisión bibliográfica que describe brevemente la creación, existencia y extinción de la Inspección del Ciclo Preparatorio en Portugal.

En 1967, con la creación de la Enseñanza Secundaria Preparatoria en Portugal, se creó también la Inspección del Ciclo Preparatorio de la Enseñanza Secundaria, integrada en la Dirección de Servicios del Ciclo Preparatorio, que dependía directamente del Ministro.

La Inspección se encargaba de proporcionar orientación pedagógica y supervisar el funcionamiento del ciclo preparatorio de la enseñanza secundaria que se puso en marcha en aquella época.

A partir de 1973, la Inspección del Ciclo Preparatorio se integró en la Dirección General de Educación Básica, donde permaneció hasta 1979. En dicha fecha se creó la Inspección General de Educación, resultante de la

fusión de los distintos servicios de inspección que se encontraban dispersos en las distintas direcciones generales.

La Inspección General de Educación se encargó principalmente del control de la enseñanza no superior, mientras que la orientación pedagógica pasó a formar parte de las competencias de los órganos ejecutivos del Ministerio de Educación.

Para llevar a cabo esta investigación y reflexión, además de la normativa legal y diversa bibliografía, se realizaron entrevistas no estructuradas a inspectores que trabajaban en la Inspección del Ciclo Preparatorio.

Palabras clave: Inspección, Inspector, Ciclo Preparatorio, Orientación Pedagógica, Enseñanza

Abstract

This article is the result of a research and bibliographical review that briefly describes the creation, existence and extinction of the Preparatory Cycle Inspectorate in Portugal.

In 1967, with the founding of the preparatory cycle of the secondary education in Portugal, the Inspection of the Preparatory Cycle was also established, it was integrated into the Directorate of Services of the Preparatory Cycle, which depended directly on the Minister.

The Inspectorate was responsible for the pedagogical guidance and control of the preparatory cycle of secondary education.

From 1973, the Preparatory Cycle Inspectorate was integrated into the General Directorate for Basic Education, where it remained until 1979. The General Education Inspectorate was established, as a result of the merger of the various inspection services that had been dispersed among the various general directorates.

The General Inspectorate of Education was mainly responsible for monitoring non-higher education, while pedagogical guidance became part of the competencies of the executive bodies of the Ministry of Education.

In order to carry out this research and reflection, in addition to the legal regulations and bibliographical sources, unstructured interviews were carried out with inspectors who worked in the Preparatory Cycle Inspectorate.

Keywords: Inspection, Inspector, Preparatory Cycle, Pedagogical Guidance, Teaching

INTRODUCTION

Still under the "Estado Novo", in 1964, due to international pressure, compulsory schooling in Portugal was increased to six years. In order to fulfil two more years of schooling, a number of pathways were created, including the 1st cycle of secondary education, the complementary cycle of technical education, the 5th and 6th grades and the TV-School.

Considering that there were inequalities in the training of high school and technical school teachers (university higher education) and teachers responsible for 5th and 6th grades (primary education, who attended training courses), and also the fact that pupils in rural areas were unable to attend high school or technical school, in 1967 preparatory secondary education was created by Decree-Law no. 47 480, 2nd January.

The legal document also established the Inspectorate for the Preparatory Cycle of Secondary Education, which was part of the Directorate of Preparatory Cycle Services, which depended directly on the Minister.

The Inspectorate was responsible for providing pedagogical guidance and monitoring the preparatory cycle of secondary education.

From 1973 onwards, the Preparatory Cycle Inspectorate was integrated into the General Directorate for Basic Education, where it remained until 1979. On 1979 the General Inspectorate of Education was established, resulting from the merger of the various inspection services that had been dispersed among the various general directorates.

The General Inspectorate of Education was mainly responsible for monitoring non-higher education, while pedagogical guidance became part of the competences of the executive bodies of the Ministry of Education.

1. HISTORICAL BACKGROUND

The Salazarist school, rather than educating children with the aim of transforming them into qualified and active citizens, tried to "mould" them according to the ideas of the regime. "The Estado Novo essentially wanted to destroy the ideas and practices begun in the First Republic and challenge the notions of social mobility in the name of order and established hierarchy, thus trying to minimise the emphasis that the Republic had placed on values such as equality and freedom." (Formosinho & Machado, 2000, p. 26)

Although under the Salazar regime, but as a result of international pressure, more specifically from the World Bank and the OECD (Organisation for Economic Cooperation and Development), Decree-Law no. 45 810, 9th July of 1964, established the extension of compulsory schooling to six years (Abreu & Roldão, 1989, p. 48). Solutions were created for the fulfilment of compulsory schooling of six years, namely with the attendance of the 1st cycle of high school education and the complementary cycle of technical education - taught by teachers with higher education, at university level; with the creation of the 5th and 6th classes, under the responsibility of primary teachers who had attended training courses - which in practice was what happened; and also the TV-School. It should be noted that these last two solutions were implemented outside the major urban centres, where there were no high schools or technical schools.

Later, Decree-Law no. 47 480, 2nd January of 1967, published the Statute of the Preparatory Cycle of Secondary Education, which attempted to unify technical education with high school education. This statute was published when the Minister of National Education was Galvão Telles, the main driving force behind the National Education Statute (published in July 1963), which expressed the intention of unifying elementary technical education and the 1st cycle of secondary education, although the statute maintained the complementary cycle of primary education (5th and 6th grades) in parallel. Galvão Telles was replaced by José Hermano Saraiva -

August 1968 to January 1970, who remained Minister for a very short time, having been removed due to the 1968 university crisis. In January 1970, Veiga Simão was declared as Minister of National Education.

The appearance of these legal documents met the country's internal needs, felt in the context of the shortage of qualified labour and the high illiteracy rate that existed. These factors inhibited the further development of the country itself in relation to the industrial development that was taking place and the evolution of the tertiary sector.

Although the Statute of the Preparatory Cycle of Secondary Education was published, the education of the population was not a priority of the Salazar regime.

When Veiga Simão became Minister in 1970, he defined the objectives of his mandate as: increasing compulsory schooling from 6 to 8 years; creating a "post-compulsory period" of a further 4 years of education - namely in multi-purpose schools; reforming higher education; reforming teacher training through the founding of higher training colleges and university departments of educational sciences. The dominant principle was "equal opportunities in education" (Stoer, 1982, p. 34).

During this period, there was a greater demand for education due to changes related to the greater value placed on school diplomas in relation to the need to train the salaried population (Grácio, 1988, p. 120).

Law no. 5/73, 25th of July 1973, better known as the "Veiga Simão Reform", with the aim of democratising education, sparked a desire among both teachers and students to create spaces for participation in school life, which led to an increasing desire to democratise society, an effect not desired by the current political system.

The "democratisation of education", which is based on a liberal and meritocratic conception of equal opportunities, should give the best access to higher levels of schooling, but it is limited to a policy of extending compulsory schooling and expanding the number of establishments, which

end up being closer to the people who seek them. However, given the constraints resulting from the political regime (Estado Novo), which did not provide for democratic participation, we can only refer to this law as having triggered the "(...) start of the educational mobilisation process of the 1970s (...), which took on greater expression from 25 April 1974. It was from this date that the participation of teachers and students in the educational process went beyond the mere functionality that the previous regime tolerated and extended to school structures." (Formosinho & Machado, 2000, p. 33).

The Portuguese Constitution, promulgated in 1976, tries to articulate conceptions of a democratic type of education with others of a socialist type. Democratic education basically means a meritocratic education system. Socialist education means, in Portugal's case, "literacy", i.e. education campaigns, and, in general, "opening up schools to the population". It also implies profound notions about democracy expressed mainly through the notion of "popular power" (Stoer, 1982, p. 35).

2. THE CREATION OF THE "PREPARATORY CYCLE OF SECONDARY EDUCATION"

Decree-Law no. 47 480, 2nd January of 1967, created the preparatory cycle of secondary education, which resulted from the unification of the 1st cycle of secondary education and the preparatory cycle of technical education, considering that compulsory schooling was extended to six years in 1964 (Carvalho, 2001, p. 801).

The justification for merging the two alternative routes to further studies was the early age of the students (10 or 11 years old - ages when aptitudes and tendencies have not yet manifested themselves or are at an early stage of maturation) to choose the route to continue their studies, in addition to the fact that there was a clear difference between the teaching methods and the "spirit", namely that in the case of high schools the

teaching had a more cultural character and in technical schools the teaching had a more practical character.

The preparatory cycle of secondary education operated in some schools on an experimental basis in the 1967-1968 school year and was generalised in the 1968-1969 school year.

The "Portaria" no. 23 529, of 9th August 1968, transformed the unified secondary school course (created by "Portaria" no. 21 113, of 17th February 1965, which already corresponded to the merger of the 1st cycle of secondary school education and the preparatory cycle of professional technical education) into the preparatory cycle of secondary school education, with the same essence and regime as the preparatory cycle of direct secondary education.

On 9th September 1968, Decree no. 48 572 of the Directorate of Services for the Preparatory Cycle of Secondary Education published the "Statute of the Preparatory Cycle of Secondary Education", which regulated the entire procedures related to the preparatory cycle of secondary education.

The legal decree contains not only the aims (which include the Salazarist trilogy: "God, Homeland, Family", which dominated education during the Estado Novo period), but also the syllabus, enrolment, the operating and attendance regime, the teaching instruments, the management and administration of educational establishments, the teaching staff, among other aspects, which are extremely detailed, leaving no room for autonomy for schools and teachers.

Specifically, as far as the syllabus was concerned, the subjects on the syllabus were grouped into sets, with set A being called spiritual and national formation, which included Portuguese Language, History and Geography of Portugal and Morals and Religion; set B corresponded to scientific initiation, consisting of Maths and Natural Sciences; Set C corresponded to artistic training, with the subjects of Drawing and

Handicrafts; Set D, called musical and gymnastic activities, was made up of the subjects of Musical Education and Physical Education and finally Set E, foreign languages, where students would have to choose between English and French.

The statute also created the "preparatory cycle supplementary courses", with their own (shorter) syllabus, which operated at night until the 1990s.

3. THE CREATION OF THE PREPARATORY CYCLE INSPECTORATE (1967 TO 1973)

Article 25 of Decree-Law no. 47 480, 2nd January of 1967, which created the preparatory cycle of secondary education, demands that "the Preparatory Cycle Services Directorate will be created within the Ministry of National Education, comprising a department and an inspectorate, the former with administrative oversight functions and the latter with pedagogical guidance and supervision of teaching." It was also stipulated that the Directorate of Services would work under the immediate supervision of the Minister and the Inspectorate would extend its activities to the public schools where preparatory education would be given. However, the provision regarding the extension of the Inspectorate's powers to private schools was repealed by article 12 of Decree-Law 48 541, 23rd August of 1968.

Also in the law (number 3, article 25), the competences assigned to the Preparatory Cycle Inspectorate were defined, namely: to ensure the level of teaching and the efficiency of the schools' pedagogical activities; to stimulate the cultural and pedagogical updating of teachers; to promote the renewal of teaching methods and techniques within the spirit and aims of the cycle; to monitor compliance with legal provisions by preparatory schools.

Decree no. 48 572, 9th September of 1968, on the Directorate of Services for the Preparatory Cycle of Secondary Education, more specifically within the scope of the "Statute of the Preparatory Cycle of Secondary Education", sets out the functioning of the Directorate of Services for the Preparatory Cycle (Chapter VIII, articles 337 to 347), namely the Education Inspectorate.

The Preparatory Cycle Inspectorate, in terms of internal organisation, it should be noted that it comprised "a pedagogical council", a guidance, coordination and consultation body, and a "school guidance office", which was responsible for organising and coordinating school guidance services. The "pedagogical council" assisted the director of services for the preparatory cycle in matters of a pedagogical nature and was made up of the chief inspector and five other inspectors. The law stipulated that meetings of this body would be attended by the head of the department of the directorate of services, and that other participants could be called to these meetings.

The law details the competences assigned to the Preparatory Cycle Inspectorate (article 343). "b) To monitor the qualitative and quantitative evolution of the teaching of the cycle, in order to ensure the improvement of the respective structures"; "d) To monitor the fulfilment of legal provisions by public preparatory schools"; "i) To ensure relations with Ministry bodies whose special objective is to update the means and techniques of teaching and the superior orientation of non-school activities"; "j) Establishing plans for the professional training and updating and improvement of teachers"; "l) Pronouncing on the norms and prescriptions to be established regarding books and other teaching instruments to be used in preparatory schools"; and "n) Classifying the service of teachers on the staff and approving the classifications of provisional teachers proposed by the school board (...)".

Article 345 (number 1) of the law reinforces the duties to be carried out by inspectors, restating that they should exercise direct guidance and

inspection in schools, more specifically with regard to "methodological assistance and the improvement of pedagogy and school administration". According to paragraph 3 of the article, all disciplinary matters were the responsibility of "inspectors specially appointed for this purpose", i.e. disciplinary action was not carried out by any inspector.

4. THE INSPECTION OF THE PREPARATORY CYCLE (1973 TO 1979)

With the internal organisation law of the Ministry of National Education, Decree-Law no. 408/71, 27th September 1971, the General Directorate for Basic Education was created as one of the "executive services" in the education sector, with the task of overseeing the organisation and operation of public establishments dedicated to basic education and their teaching staff (including pre-school education). These competences would be operationalised through pedagogical guidance and supervision, ensuring the quality and efficiency of teaching, promoting the renewal of the respective methods and techniques, the training, updating and grading of teaching staff, the consideration of pupils' school problems, including those relating to the "diminished", and disciplinary action as appropriate.

In the case of private establishments, pedagogical guidance was to be carried out in collaboration with the General Inspectorate of Private Education, which remained an executive service in the education sector, "independent" of the general directorates.

It should be noted that the Directorate of Services for the Preparatory Cycle of Secondary Education was only abolished with the Decree-Law 45/73, 12th February 1973.

Decree-Law 45/73 published the internal organisation law of the General Directorate for Basic Education, which comprised various bodies/services, including the "Inspection Services", containing the Primary

Education Inspection Services and the Preparatory Cycle Inspection Services (each service was headed by a senior inspector appointed by the general director).

Article 6 (number 1) of the law sets out the competences of the Inspection services, namely: "To encourage and guide pedagogical research in educational establishments"; "To ensure the quality of teaching"; "To guide the activities aimed at assessing students' knowledge and, in particular, the examination service"; "To oversee the classification of the teaching service of teachers and kindergarten teachers"; "To exercise such disciplinary action as may be appropriate with regard to students and teachers"; "To collaborate in the pedagogical guidance of teaching staff in official and private education" and "To collaborate in training and refresher courses for teaching staff, as well as in additional training courses for heads of educational establishments and teachers who are supervising internships or pedagogical experiments".

The work of the Preparatory Cycle Inspection services was closely linked to the Preparatory Education Services Directorate, considering the competences of the divisions belonging to the services directorate in question (Pedagogical Action Division and Educational Guidance Division). As an example, it should be noted that the Pedagogical Action Division was responsible for "Promoting and encouraging the realisation of actions aimed at the continuous training of preparatory cycle teachers" and "Promoting seminars and other meetings with teachers who supervise internships and pedagogical experiences and with the directors of educational establishments", while the Preparatory Cycle Inspectorate was responsible for "Collaborating in the training and updating of teaching staff, as well as in complementary training actions aimed at the directors of educational establishments and teachers who supervise internships or pedagogical experiences".

As for the number of inspectors provided for in the staff of the Directorate-General for Basic Education, there were 3 senior inspectors; 9 chief inspectors; 40 1st class guidance inspectors and 70 2nd class guidance inspectors. The posts of senior inspector, chief inspector and 1st class inspector-guidance could only be filled by teachers with a degree in basic or secondary education who had passed the State Exam. Second class inspectors were appointed from among teachers with a primary school diploma, who had shown exceptional merit and had passed a specialisation course.

Later, Decree-Law 337/78, 14th November 1978, created a further thirty 1st class inspector-guidance posts, considering the launch of kindergartens and the readjustment of the categories of teaching staff in primary, preparatory and secondary education. The new thirty posts were created also because it has not been considered the situation of the staff in the inspection careers (2nd class inspectors-guidance officers). These posts were filled by "choice" of the Minister of Education and Culture.

The "choice" to fill these thirty vacancies was made from among primary, preparatory or secondary school teachers, provided they "graduated from an appropriate higher education course and qualified for the State Examination", or from among 2nd class inspectors-guidance officers or teachers carrying out inspection and pedagogical duties (placed in these positions under Decree-Law 373/77, 5th September 1977), with at least three years of good and effective service in the category or position.

According to inspectors who worked in the Preparatory Cycle Inspectorate, the duties performed by the inspectors were, above all, "monitoring and coordination in the area of initial and continuing teacher training (...)", namely in the context of guiding the teaching practice of students on internships in education degrees. Because it was part of the Directorate-General for Basic Education, the inspectorate collaborated in

"issuing normative guidelines" and was responsible for checking and monitoring these guidelines.

The interviewees also said that the Inspectorate generally fulfilled all its competences, namely regarding the approval of school textbooks, monitoring teacher training, among other aspects, with the exception of the grading of teaching staff, considering that its intervention was restricted to the grading of students on work experience and other situations of appeal against the grading awarded.

5. THE EXTINCTION OF THE PREPARATORY CYCLE INSPECTORATE (1979)

On the 31st December 1979, Decree-Law no. 540/79 was published, creating the General Education Inspectorate of the Ministry of Education - IGE, a body with administrative autonomy.

With this change, the inspection services that were then spread across the various General Directorates were merged into a single inspection service - the IGE. With the exception of the General Inspection of Private Education, which was not integrated into any General Directorate, all the other inspection services were integrated into the General Directorates, namely the Primary Education Inspection and the Preparatory Cycle Inspection were integrated into the General Directorate for Basic Education; the Secondary Education Inspection into the General Directorate for Secondary Education and the Financial Administrative Inspection into the General Directorate for Personnel.

The IGE was in charge of "pedagogical", administrative-financial and disciplinary control in the non-higher education subsystem, and was specifically responsible for "Checking and ensuring compliance with legal provisions and guidelines defined by the government"; "Guaranteeing the Ministry of Education's design and implementation services up-to-date information on the situation in the subsystem"; "Informing the competent

implementing and monitoring bodies and services of the deficiencies and anomalies found, proposing the measures it deems appropriate for their swift overcoming"; "Supervising the classification of the service of non-student staff" and "Exercising the disciplinary action that proves indispensable or is determined to it. "

Thus, we can see that there has been a major change in terms of the competences of the Inspectorate from the Preparatory Cycle to the IGE, in other words, we have gone from an Inspectorate with a more guiding nature and with a strong focus on training and monitoring teachers (in internships, for teachers at the start of their careers and in continuous training) to a more supervisory Inspectorate, with a strong focus on checking the rules.

The regulations also state that until then there had been some confusion between the "executive" and control functions at the level of the general directorates, with the "executive" functions, which included support for teaching through pedagogical guidance, being carried out by the general directorates and the control functions by the new IGE.

The inspectors of the Preparatory Cycle Inspectorate thus joined the IGE and no longer belonged to the General Directorate for Basic Education, although it was stipulated that the IGE would remain in "establishment statute" for two years after the publication of the law.

In conclusion, it should be noted that the inspectors interviewed said that it was "very difficult" for the preparatory cycle inspectors to take on a "supervisory role" when they joined the IGE, because they were more used to more formative functions. However, they consider the actions of the IGE and inspectors more impartial, as they are more distant from the departments that issue guidelines to schools.

CONCLUSION

In 1967, the preparatory cycle of secondary education was created by Decree-Law no. 47 480, 2nd January.

The decree also created the Preparatory Cycle Services Directorate, which was directly attached to the Minister and included the Preparatory Cycle Inspectorate, which was responsible for the pedagogical guidance and supervision of this level of education.

In 1968, more specifically on the 9th September, the "Estatuto do Ciclo Preparatório do Ensino Secundário" (Statute of the Preparatory Cycle of Secondary Education) was published, stipulating in great detail the entire functioning of this level of education, as well as the competences assigned to the Inspectorate associated with it.

The inspectors' work was not only linked to the initial and ongoing training of teachers, within the scope of pedagogical guidance and teaching practice (internships), but also to the supervision of what was stipulated in the Statute and in the guidelines issued by the directorate of services for schools.

As a result of the new organisational structure of the Ministry of National Education in 1971, the new organisational structure of the General Directorate for Basic Education was published in 1973, with the inspection services no longer reporting directly to the Minister but to the General Director.

In 1979, with the creation of the General Education Inspectorate - IGE, all the inspectorates that had been spread across the various general directorates, including the preparatory cycle, were brought together. The law states that the Education Inspectorate is only responsible for the pedagogical, administrative-financial and disciplinary control of the non-higher education subsystem.

It turns out that pedagogical guidance is no longer one of the inspectorate's competences but is passed on to other services within the Ministry of Education. The Inspectorate is now only responsible for

monitoring the subsystem, in the context of verifying compliance, and is responsible for informing the Ministry's design and implementation services of the situation in educational establishments, as well as overseeing the classification of service of non-teaching staff.

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NORMATIVA

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Decreto-Lei n.º 47 480, de 2 de janeiro de 1967
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Decreto-Lei n.º 408/71, de 27 de setembro
Decreto-Lei n.º 45/73, de 12 de fevereiro
Decreto-Lei n.º 373/77, de 5 de setembro
Decreto-Lei n.º 337/78, de 14 de novembro
Decreto-Lei n.º 540/79, de 31 de dezembro