

PORTUGALKey Contextual Data

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Sources are outlined at the end of each section. Full details of all sources are to be found in the references section at the end of the key contextual data profile. Individual statistical data used in tables are indicated by an asterisk*, both in the table and in the sources.

Early childhood education and care (ECEC)

ECEC system type and auspices

The system of early childhood education and care in Portugal is organised in two separate sectors. Pre-primary education for 3- to 6-year olds is anchored in legislation since 1986 as the first stage in the education system and comes under the auspices of the Ministry of Education (Ministério da Educação). The Ministry is responsible for the funding, supervision/inspection and the curricular framework for pre-primary education. Settings in the childcare sector for children below 3 years of age are not part of the education system. They come under the jurisdiction of the Ministry of Labour, Solidarity and Social Security (Ministério do Trabalho, Solidariedade e Segurança Social).

Sources: EFA 2015. Eurydice 2016.

General objectives and legislative framework

The rights of all persons to education are anchored in the Portuguese constitution, regardless of gender, race, language, religion, political-ideological views or sexual orientations.

The main goals of pre-primary education are: promoting the children's personal and social development, supporting integration into different social groups, fostering communicative competence and critical thinking and guaranteeing equality of opportunity. Additional key aspects are the children's well-being, their safety, identifying special needs and supporting parents in the educational process. Early childhood education is viewed as complementary to parental education and close cooperation with parents is strongly emphasised.

This close cooperation is anchored in the 1997 Law on Preschool Education (Lei Quadro da Educação Pré-Escolar 1997), which also defines pre-primary education as the first stage in the education system. The 1986 Basic Education Law (Lei de Bases do Sistema Educativo, 1986 with amendments up to 2009) defines the pre-primary stage as starting at age 3 up to school entry and states that this education should take place in kindergartens.

Goals for the childcare sector for under-threes emphasise supporting parents in combining their work and family duties. Infant-toddler centres adopt a social-educational and needs-oriented approach towards children and are responsible for providing a safe environment.

Sources: EFA 2015. Eurydice 2016.

ECEC entitlement and compulsory enrolment age

Enrolment in ECEC provision is not compulsory in Portugal. Since 2009, 5-year olds are entitled to pre-primary education of at least one year's duration. In 2016/17, this entitlement was extended to 4-year olds. Inclusion of 3-year olds is expected to follow in 2019.

Statutory primary school begins at age 6.



Sources: EFA 2015.

European Commission, EACEA, Eurydice, and Eurostat 2014.

European Commission, EACEA, and Eurydice 2016.

Eurydice 2016.

Main types of provision

Kindergartens (jardins de infância) for 3- to 6-year olds usually provide educational activities for approximately five hours daily, and also additional care activities and family support. Required opening hours are up to 17:30 for at least eight hours per day. Some settings have extended opening hours to better accommodate parental needs.

In order to reach children in rural or isolated areas, **mobile early childhood education** (*educação pré-escolar itinerante*) is provided for 3- to 5-year olds in a few cases, deploying early childhood educators in alternating locations.

Infant-toddler centres (*creches*) for children aged 4 months to 3 years decide on opening times themselves. In 2013, the majority were open from 7:00/8:00 until 18:00/20:00. On average, children spend eight hours daily in the centre.

Childminders (*amas*) also provide for children up to 3 years of age. The childminding occupation is governed by the Ministry of Labour, Solidarity and Social Security. Minimum qualifications include a compulsory education certificate and short-term units of training in support services for children and young people. This requirement was established through a new legal framework which came into force in 2015 (Decree-Law 115/2015).

Sources: Araújo, S. Barros 2017.

EFA 2015.

European Commission, EACEA, Eurydice, and Eurostat 2014.

Eurydice 2016.

Provider structures

In Portugal, a public and a private network of pre-primary settings complement one another. Private provision is both non-profit and for-profit.

In 2015, well over half of all kindergartens (61.6%) were publicly run. From a total number of 6,108 kindergartens, 3,760 were publicly owned. Of the 2,348 private kindergartens, 1,392 were private non-profit and 957 private for-profit.

Over half of age-eligible children (141.571, 53.5%) attended a public kindergarten and just below half (123,089, 46.5%) were enrolled in a privately run setting*.

All ECEC provision for under 3's is privately run (non-profit or for-profit). In 2015, there were 117,713 places in infant-toddler centres, representing an average coverage rate of 51.1% for age-eligible children. However, only 94,876 (80.6%) of these places were actually used. This can be explained by the marked demographic differences between the interior of the country (where there is an excess of places) and the large urban centres (where there is a lack of places).

Sources: EFA 2015.

Eurydice 2016. GEP/MTSSS 2017. *Pordata 2017.





Participation rates in regulated provision

Over the past decade, a significant increase in the participation rates of children can be observed in both age groups (4 months to under 3 years/3 years up to school entry). Whereas in 2005, only 7% of children under age 3 were enrolled in a centre-based setting, by 2015 this proportion had increased to over 47%. Similarly, although less pronounced, the participation rates in pre-primary settings rose from 79% in 2005 to just under 90% in 2015.

Table 1

Portugal: Participation rates according to duration of attendance in centre-based settings 2005-2015*

Year	Weekly attendance	0 to under 3 years in %	3 years up to school entry in % ⁺
2005	1 to 29 hours	2	30
	Over 30 hours	5	49
	No attendance	93	22
2010	1 to 29 hours	1	14
	Over 30 hours	8	66
	No attendance	91	21
2015	1 to 29 hours	4.3	6.4
	Over 30 hours	42.9	83.5
	No attendance	52.8	10.1

According to national statistics, a total of 264,660 children were enrolled in a kindergarten in 2015. 16,079 members of staff were employed in these settings, of which only 0.9% were male. The participation rate of children aged 3 and above in kindergartens has risen significantly since 2000: from 73.3% to 90.9% in 2015***.

Age-disaggregated statistics show that more than three-quarters of 3-year olds are enrolled in a kindergarten, just over 90% of 4-year olds and nearly all 5-year olds (see *Table 2*).

Table 2

Country: Number and enrolment in ECEC provision according to age-groups, 2015****

Age groups	Number	Enrolment ratio, in %
Under 2 years	No data	
2-year olds	No data	
3-year olds	75,291	78.7
4-year olds	89,857	90.3
5-year olds	92,571	96.5
6-year olds	6,941	6.9
3- to under 6-year olds	257,719	88.5
3- to under 7-year olds	264,660	67.7

[†]Own calculations based on Eurostat child population data from 2015

In 2013, 46.2% of children below age 3 were enrolled in an infant-toddler centre – considerably more than double the participation rate of 18.6% in the year 2000. However, regional disparities are considerable. Participation rates tend to be higher in the northern and central coastal regions and in large towns**.





Sources: *Eurostat 2017f.

****Eurostat 2017h, 2017i.

**Eurydice 2016.

***Pordata 2017.

Financing and costs for parents

The funding of ECEC (pre-primary) provision is the joint responsibility of the Ministry of Education, the Ministry of Labour, Solidarity and Social Security and the municipalities. State funding was guaranteed in 1997 and is anchored in legislation for the networks of public and private non-profit service providers. The educational programme in the public network is fully funded by the State. The private network receives government subsidies partly dependent on the level of parental earnings.

In 2012/13, private non-profit kindergartens received 101.81€ per child and month for the educational part of the programme and 62.68€ for family support services. The difference is covered by the service provider. Public kindergartens received 62.91€ for the family support part of the programme.

This means that up to five hours daily are free of charge. Additional costs for subsistence and extended hours of care have to be met by the parents.

No data are available on parental contributions for children's enrolment in an infant-toddler centre.

Sources: EFA 2015.

European Commission, EACEA, Eurydice, and Eurostat 2014.

Staff-child ratios

Staff-child ratios vary according to the children's age, group size and the spatial environment of the setting.

Under 1 year: 5 children per staff member (maximum group size 10)
1-year olds: 7 children per staff member (maximum group size 14)
2-year olds: 9 children per staff member (maximum group size 18)
3- to 5-year olds: 12.5 children per staff member (maximum group size 25)*

In mixed-age groups the maximum group size is 25 children. Up to two children with special educational needs may be integrated into a group in a mainstream setting.

Family day carers/childminders may take in up to four children aged 4 months to 3 years.

Sources: *European Commission, EACEA, Eurydice, and Eurostat 2014.

Eurydice 2016.

Curricular Frameworks

Curricular guidance published in 1997 and amended in 2016 (*Orientações Curriculares para a Educação Pré-Escolar*, OCEPE) provides the framework for the curriculum, pedagogy and organisation of learning in **kindergartens**. The following three areas are highlighted: 1) social and personal aspects, 2) expression and communication and 3) knowledge of the world. Practitioners are free to





choose the pedagogical approaches most appropriate to meeting the interests and needs of the children in their group. The Ministry of Education provides a number of brochures for supporting the staff's work with the curricular guidance.

At the time of writing, pedagogical guidelines are in preparation for work in **infant-toddler centres**. These will provide a link to the curricular guidance for pre-primary education. Each setting conducts its own pedagogical projects which provide a basis for planning and accompanying needs-oriented educational processes and include the motor, cognitive, personal, emotional and social development of the children. Nutrition, hygiene and safety aspects are also key aspects of the work with under-threes.

Sources: European Commission, EACEA, and Eurydice 2016.

Eurydice 2016.

Inclusion agenda

Children with special educational needs and disabilities

Since legislation passed in 2009, the support of children from birth to 6 years with special educational needs and disabilities is guaranteed through the National Early Childhood Intervention System (Sistema Nacional de Intervenção Precoce na Infância - SNIPI). Centrepiece of this legislation is the individualised support of all children with special educational needs and their families. The appropriate staff qualifications are also discussed. This system, under the joint coordination of the Ministry of Labour, Solidarity and Social Security, the Ministry of Health and the Ministry of Education, provides services to children from birth up to 6 years of age through local resource units, in cooperation with families and professionals working in infant-toddler centres or pre-primary settings. An individual educational plan is compiled for each child with disabilities (Plano Educativo Individual, IEP), which includes the planned measures and evaluative aspects. These children generally are given priority when seeking a place in a kindergarten.

There are also special education services governed by the Ministry of Education that are provided by mainstream public kindergartens and schools.

A social emergency programme (*Programa de Emergência Social*) was set up in 2011 in the context of the economic crisis. This programme was operating until 2015 and its primary aim was to support disadvantaged families.

Children with a background of migration

In 2016, only 3.8% of the total population had a non-Portuguese background. Almost three-quarters of these persons (72.9%) came from countries outside the European Union. Within the population under 5 years of age, 2.6% had a non-Portuguese background, with 76.2% coming from a country outside the EU28**.

In 2015, 21% of persons with a non-Portuguese background and a status as long-term residents came from Brazil. 10% of non-Portuguese nationals came from Cape Verde, 9.3% from Ukraine, 8% from Romania and 5.4% from China*.

Recently, guidance was introduced for Portuguese as an additional language in pre-primary education. An agreement has been made with Romania to provide language and cultural activities in Romanian so that these children can identify more with their heritage culture.





Sources: Araújo, S. Barros 2017.

EPIC 2016.

European Commission, EACEA, and Eurydice 2016.

Eurydice 2016. **Eurostat 2017g. *INE 2017, 7.

Serrano, A.M. and J. Boavida 2011.

Monitoring - Evaluation - Research

Overall responsibility for evaluations in the Portuguese education system lies with the General Inspectorate for Education and Science (Inspeção-Geral da Educação e Ciência, IGEC), the Directorate General for Education and Science Statistics (Direção-Geral de Estatísticas da Educação e Ciência, DGEEC) and the Institute for Educational Assessment (Instituto de Avaliação Educacional, IAVE). IGEC provides supervision, audits and inspection in the entire education system and also makes recommendations for quality improvement.

The Ministry of Education issues guidelines for assessment in the **pre-primary sector** and funds an external evaluation study which provides indications of the effects of the curricular guidance on children's learning and the educational programmes in kindergartens. The Institute for Social Security (*Instituto da Segurança Social*) is responsible for assessments in **infant-toddler centres.**

External evaluations and self-assessment procedures take place both in kindergartens and in infant-toddler centres. Quality assurance measures include the overall quality of the setting, the quality of the staff, curriculum implementation (in kindergartens only), the general facilities, compliance with safety regulations, and the children's achievements. Self-evaluation procedures in kindergartens include, for example, workplace satisfaction, teamwork, or the availability of material resources. Checklists are the main form of assessment in infant-toddler centres, whereas in kindergartens questionnaires or self-reflective reports may also be used.

Kindergartens are usually assessed once a year and the inspection reports are made public. In infant-toddler centres the frequency of external evaluations depends on the results of the previous assessment.

Curricular guidelines now encourage a formative approach towards child-related assessments in kindergartens. They are seen as an integral part of the programme and as an ongoing process. The instruments used are chosen with the aim of observing, noting and assessing the children's progress in the required curricular areas. This enables the practitioners to plan activities according to the individual needs of the children. These assessments take place at the same time as assessments in the first year of school, which helps to improve coordination between the kindergarten educators and school teachers. At the end of their time in kindergarten, staff assess the learning and developmental progress of each child and compile an individual report which is passed on to the parents and to the primary school.

There are no official requirements regarding assessment for children below 3 years of age. At the same time, staff make observations of each child and discuss these with the parents.

Sources: EFA 2015.

Eurydice 2016. OECD 2015.

Parental leave arrangements

Two options exist for maternity leave, which since 2009 is termed **Initial Parental Leave** (*licença parental inicial*), 42 days of which are obligatory for the mother after the birth: 1) either 120 days







fully paid, or 2) 150 days paid at 80% of previous earnings. Option 2) can be taken if both parents share the remaining time following the 42 compulsory days. Payment is based on average earnings during the first six months within the eight months previous to the Initial Parental Leave and on having paid the relevant social insurance contributions. If both parents take this leave, 30 additional days are granted. If the father takes at least 30 consecutive days of leave, the parents can also share 180 days at 83% of earnings. Leave times may not be taken simultaneously and there is no provision for working during these times.

Since 2009, fathers are entitled to 25 days of fully paid **Fathers-only Parental Leave** (*licença parental exclusiva do pai*). Since April 2017, 20 days are obligatory and must be taken during the first month after birth.

Additional Parental Leave (*licença parental complementar*) comprises an individual entitlement of three months for each parent. This can be taken up to the child's sixth birthday and also in different time blocks. If the three months are taken immediately following the Initial Parental Leave period, 25% of average earnings are paid. Additional Parental Leave is unpaid if both parents take leave simultaneously.

Up to 2014, a slight decline could be observed in the take up of the non-compulsory Initial Parental Leave. In 2016, the shared leave option was chosen by 31% of eligible mothers and fathers. 68.9% chose the longer option with payment at 83% of previous earnings.

Since 2002, the number of fathers making use of Fathers-only Parental Leave has been steadily increasing. In 2016, an estimated 62.7% of eligible fathers made use of the non-compulsory days. Additional Parental Leave tends to be used mainly by mothers, but the take up rate is relatively low (approx. 7% of all eligible parents in 2016).

Source: Wall, K. and M. Leitão 2017.

Historical highlights and shifts

1882	Opening of the first official kindergarten working according to Froebel's principles of pedagogy
1950 onwards	The first – mostly Catholic – training institutions are established for staff wishing to work professionally with young children
Up to the 1970s	Early childhood education continues to be viewed primarily as a private family matter
1973	Comprehensive reform of the education system
1978	First kindergarten opened under the auspices of the Ministry of Education
1997	The Framework Law establishes kindergartens as an official part of the education system
	Definition of the legal framework for the development and expansion of the na-
	tional network of pre-school education
	Publication of the Curricular Guidelines for Pre-School Education
2006	Creation of the PARES programme that allowed for the expansion of the national
	network of infant-toddler centres
2008	Definition of specialised support (special education) in public and private kindergar-
	tens
2009	5-year olds are entitled to a place in kindergarten for at least one year
2011	Publication of guidelines by the Ministry of Education on assessment and evaluation
	in pre-school education
2015	Revision of the Framework Plan, development of guidelines for work with children up
	to age 3 (these guidelines have not yet been officially issued)
2016	Publication of the revised and updated version of the Curricular Guidelines for Pre-
	School Education
2016/2017	Entitlement is extended to include 4-year olds





Eurydice 2015.

Oberhuemer, P., I. Schreyer, and M.J. Neuman 2010.

Current challenges for the system of Early Childhood Education and Care in Portugal

Country expert assessment by Sara Barros Araújo

The need to reinforce the specific professionalism and identity of ECEC

This first challenge is related to the struggle against a colonisation by methodologies of a transmissive nature that are particularly used in primary education, in a process of pervasive 'schoolification' that can be observed very early in children's experiences. This brings with it the need to rethink several aspects at the level of educational policies, particularly those that regulate the initial teacher education/training of Early Childhood Teachers. Indeed, a considerable critique has emerged regarding the sequential model introduced by the Bologna Process at the level of Early Childhood Teachers' pre-service education, characterised by a disciplinary logic and a lack of units of pedagogical practice (practica) throughout the first three years of studies, two things that are likely to compromise professional learning and the specific identity of ECEC professionalism.

The challenge to address the qualification of infant-toddler contexts

The last 10 years constituted a period of public investment in the expansion of the network for the 0-3 sector. The launching of the PARES programme, in 2006, provided a framework for the creation of new facilities and an increase in the coverage rate (from 25% in 2006 to 51.1% in 2015). In the near future, improving these services will need to be prioritised. This encompasses several challenges, namely: a specific focus on infant-toddler pedagogy at the level of pre-service and inservice education/training of professionals; the urgent launching of pedagogical guidelines for the 0-3 sector; the revision of the highly bureaucratic quality monitoring system that is currently in place; the integration of the 0-3 sector into the education system; and a transferral of governance from the Ministry of Work, Solidarity and Social Security to the Ministry of Education.

The challenge to de-escalate a highly bureaucratic system

In the Portuguese context, the ECEC system is influenced overall by a technocratic culture. This macrosystemic tendency has a severe effect at the level of daily life in pre-primary provision and infant-toddler centres. Indeed, a part of working hours has to be dedicated to paperwork, which is perceived as negatively affecting the pedagogical component of these services. Measures should be considered in order to reduce this bureaucratic overload so that ECEC professionals can focus more on education and care processes.

Demographic data

Total population

In 2016, the population in Portugal totalled 10,341,330. Since 1995 (10,008,659) the overall total has been increasing slightly, although since 2005 (10,494,672) a slight decline can be observed.







Children under 6 years of age

In 2016, children under age 3 accounted for 2.4% and children under 6 years of age for 5.2% of the total population. Since 2005, these percentage rates have been lower than the EU average, whereas in 1995 they were slightly above.

Table 3
Portugal: Children under 6 years of age, 2016

Age of children	Number of children
Under age 1	85,527
1-year olds	82,422
2-year olds	82,848
Under age 3 total	250,797
3-year olds	89,778
4-year olds	95,790
5-year olds	99,557
Total 3- to under 6-year olds	285,125
Total 0- to under 6-year olds	535,922

Table 4
Portugal: Children under 6 years of age – share in total population compared with EU average, 1995 to 2016, in %

Age	1995	Ø EU15 ¹	2005	Ø EU25	2016	Ø EU28
Under 3-year olds	3.4	3.3	2.8	3.1	2.4	3.0
3- to under 6-year olds	3.6	3.5	2.9	3.1	2.8	3.1
0- to under 6-year olds	7.0	6.9	5.7	6.2	5.2	6.2

^{*} own calculations, deviations due to roundings

Source: Eurostat 2017a.

Single households with children under age 6

In 2015, 74.3% of households with children under age 6 were couple households. Single parent households accounted for 3.4%, whereby these were almost exclusively single mother households (2.9%).

Table 5
Portugal: Households with children under age 6, 2015

Household type	Total households	Total households in per cent ⁺	
Households – total	1,004,700		
Couple households	746,400	74.3	
Other types of households	224,500	22.3	
Single households, total	33,800	3.4	
Single households, women	29,100	2.9	
Single households, men	4,700	0.5	

^{*}Own calculations

¹ The 1995 data are for the EU15 countries at the time (AT, BE, DK, DE, IE, EL, ES, F, FI, IT, LU, NL, PT, SE, UK); the 2005 data (EU25) also include CY, CZ, EE, HU, LV, LT, MT, PL, SI, SK. Data for 2014 include the additional EU28 countries BG, RO und HR.



Portugal – Key Contextual Data 2017





Employment rates of parents with children under age 6

In 2015, the employment rate of men (aged 15 to 64) in Portugal was 66.9% and that of women 61.1%.

Of the women with children under 6 years of age, 75.6 % were employed in 2015, whereas 88.4% of men with children of the same age were in the labour market. Although the employment rates of men in Portugal were slightly above the EU28 average in 2015, the maternal employment rate was near the highest of all EU countries.

Table 6
Portugal: Employment rates of parents with children under age 6 compared with other EU states, 2005-2015

	Year	Mothers in per cent	Fathers in per cent
	2005	73.0	91.1
Portugal	2010	69.6	86.7
	2015	75.6	88.4
	EU15 – 2005	77.3	93.5
European Union	EU27 – 2010	75.2	92.7
	EU28 - 2015	61.0	87.3
	2005	Slovenia – 76.8	Cyprus – 95.3
Highest rate of employment	2010	Slovenia – 76.7	Netherlands – 93.5
	2015	Sweden – 78.9	Malta/Czech Republic – 93.0
	2005	Malta – 29.3	Bulgaria – 72.4
Lowest rate of employment	2010	Hungary – 32.7	Latvia – 74.8
	2015	Hungary – 38.8	Bulgaria – 77.3

Sources: Eurostat 2017b.

Oberhuemer, P., I. Schreyer, and M.J. Neuman 2010.

Children at risk of poverty or social exclusion²

In 2015, 24.8% of children under age 6 in Portugal were at risk of poverty or social exclusion. This corresponds with the EU28 average (= 24.7%) for this age group. The proportion of persons at risk of poverty or social exclusion within the overall population totalled 26.6%.

Source: Eurostat 2017d.





² 'At risk of poverty or social exclusion' refers to the situation of people either at risk of poverty (threshold set at 60 % of the national median equivalised disposable income after social transfers), or severely materially deprived or living in a household with a very low work intensity.

⁽http://ec.europa.eu/eurostat/tgm/table.do?tab=table&init=1&language=en&pcode=tsdsc100&plugin=1)

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