Family Policies and Pro-Natalist Concerns in Portugal
Brief overview and recent developments

Karin Wall

ICS-ULisboa | OFAP

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Family Policies and Pro-Natalist Concerns in Portugal

Aims

To present a brief overview of developments in family policies
• last decades and recent changes in times of crisis
• 3 policy measures: economic support, leaves, services

To map the emergence of pro-natalist concerns
Public Spending on Family Benefits (economic support and services) as % of GDP (1980 – 2011) Pt and Pt in comparison

Average OECD 33 countries: 2.2 (2011)

Suécia: 3,6
França: 3,0
Polónia: 1,4
Espanha: 1,3

Source: OCDE, Thévenon, Olivier (2012), Macro-level database on fertility and policies supporting families with children in European and OECD countries
Main Family Benefit (Abono de Família)

Number of Beneficiaries 2000-2013

Expenditure on all social security benefits and on main family benefit, 2000-2013 (Base year 2000)

Source: PORDATA (Update 10 April 2014)
Minimum income benefit (RSI)

Number of Beneficiaries RSI: total and number of families, 2009-2013

Expenditure on minimum income benefits, 2005-2013 (millions of euros)

Source: Social Security Statistics (Update 1 February 2014)

Source: 2005-2011: Pordata; 2012:
### Amounts of benefit (Abono de Família, RSI)

<table>
<thead>
<tr>
<th>Main Family Benefit Income level</th>
<th>During 1st year of child’s life</th>
<th>From age 1 onwards</th>
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</thead>
<tbody>
<tr>
<td>1st level</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>2010 *</td>
<td>2013</td>
</tr>
<tr>
<td></td>
<td>€174,72</td>
<td>€140,76</td>
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<tr>
<td></td>
<td>2010 *</td>
<td>2013</td>
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<td></td>
<td>€43,68</td>
<td>€35,19</td>
</tr>
</tbody>
</table>

* Until November 2010 when the 4th and 5th income levels were abolished and amounts of benefit decreased.

<table>
<thead>
<tr>
<th>Minimum income benefit</th>
<th>1st adult in household</th>
<th>2nd adult</th>
<th>for each child</th>
</tr>
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<tbody>
<tr>
<td></td>
<td>€189,52</td>
<td>€178,15</td>
<td>€132,66</td>
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</tbody>
</table>
Length of Parental Leave in months (paid >= 70%)
Paid Paternity Leave (number of days)

PORTUGAL in comparison

Coverage Rate: Creches, age 0-2 (%) and Pre-schools, age 3-6 (%), 2000-2012/3

UE 27: 30% 2011

UE 27: 86% 2013

(in 2013 46,2%)


Source: PORDATA (revised 08-08-2014).: European Commission (2013)
Pro-natalist concerns – 4 Periods

**Salazar dictatorship**: explicit and pro-natalist family policy promoting large families and the male-breadwinner/female homemaker model (Fertility rates: 3.20 in 1960, 3.00 in 1970)

**1980-90s**: implicit family policy with a strong focus on State support of full-time dual earner families and the reconciliation of work and family life: gradual building up of leaves, benefits and services to protect families with children. (Fertility: 2.13 in 1981, 1.63 in 1987 and 1.53 in 1992)


**2010-2013**: economic crisis – strong retrenchment, family policy moves into the shadow of social policy (PES – Social Emergency Programme). No explicit objectives for families or pro-natalist perspective until 2013. (Fertility: 1.35 2009, 1.39 2010, 1.35 2011, 1.28 2012, 1.21 2013)
Bagão Félix, Minister for Social Security and Work,
Interview to Diário do Minho, 28 June 2003

“a diminuição da natalidade é uma questão importante e é preciso estimular mais nascimentos, numa sociedade em que, felizmente, as pessoas vivem mais tempo. É um problema geracional. Por isso, todos os instrumentos, todas as vontades e todos os estímulos que possamos conseguir, ao nível da legislação e da responsabilidade social das empresas, devem ser implementados”

(...)

“O governante entende que o Estado pode e deve contribuir para conciliar aspectos familiares com responsabilidades educativas e profissionais. E deu o exemplo de uma articulação que pode existir entre os Ministérios da Educação e do Trabalho para se criar estímulos, alargando o horário dos infantários e das creches, para permitir um melhor ajustamento do horário dos pais; aumentando o abono de família, nomeadamente para as famílias mais pobres e com mais filhos; e aumentando as licenças parentais, entre outras medidas. No entanto, em relação ao alargamento das licenças parentais, o ministro foi mais comedido, uma vez que, «um aumento exagerado da licença de maternidade pode fomentar maior discriminação das mulheres jovens no acesso ao mercado de trabalho. É preciso um equilíbrio», afirmou”
“As políticas públicas não podem continuar alheias aos problemas da evolução dramática da natalidade. Precisamos de mais incentivos à recuperação da natalidade. E a Segurança Social deverá aqui desempenhar um papel, no contexto de uma política mais alargada para a família”, Prime Minister José Sócrates in Parliament, 27 Abril 2006

“Precisamos de políticas activas de promoção da natalidade e de protecção das nossas crianças, em que sejam dadas às famílias melhores condições para poderem criar os seus filhos”, President Cavaco Silva in his New Year Speech, 1 January de 2008

In April 2013, the Minister for Solidarity, Employment and Social Security underlines the need to create incentives for mothers in order to increase fertility: “Percebemos hoje que uma mulher que quer ser mãe pede-nos, mais do que dinheiro, sobretudo mais tempo para acompanhar os seus familiares…Queremos usar verbas europeias para suportar a empregabilidade parcial”, Minister Pedro Mota Soares, Parliamentary Commission on Work, April 2013
Some major highlights...

June 2006 - Proposal of Pronatalist measures discussed in the context of governmental DOCUMENT on the REFORM OF SOCIAL SECURITY (Documento de Trabalho Junho de 2006)

Report on Fertility in Portugal by Mission Group (CDS-PP, in 2007)

July 2007 – Announcement in Parliament of new measures to support families and fertility

Abril 2014: the PSD appoints a working group (coordinated by Professor Joaquim Azevedo) to draw up a report proposing new measures to increase fertility. Unicef report on children and the crisis. Resolution 87/2014 approved in parliament to reflect on measures to support families, strengthen the protection of children and promote fertility.
<table>
<thead>
<tr>
<th>Year</th>
<th>Leaves</th>
<th>Cash benefits</th>
<th>Day care services</th>
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<tbody>
<tr>
<td>2003/4</td>
<td>Well-paid maternity leave is extended from 4 to <strong>5 mths</strong></td>
<td><strong>2003/4</strong> Selectivity: more support for large and low income families (5 levels), <strong>13th month of benefit</strong> for 1st level</td>
<td><strong>2005</strong></td>
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<td>Part-time parental leave increases from 6 to 12 mths</td>
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<td>Programme PARES</td>
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<td>5 days well-paid <strong>paternity leave</strong> are compulsory</td>
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<td>Objectives: <strong>increasing places in creches</strong> by 50%</td>
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<tr>
<td>2009</td>
<td>“initial parental leave” replaces maternity leave: extended to <strong>6 mths</strong> on condition of <strong>gender sharing</strong></td>
<td><strong>2007/8</strong> introduction of a 6 mths <strong>pre-natal family benefit</strong></td>
<td>Primary school: <strong>8h full-time school day</strong> and 10h extra-curricular activities</td>
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<td>Paternity leave extended to <strong>20 working days</strong></td>
<td><strong>Increase in benefits:</strong> second (double) and third child (triple); lone parents; first 2 levels of income (25%); 13th month for all levels; student grants</td>
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<td><strong>Paid parental leave</strong> (3mths per parent at 25% earnings)</td>
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<td><strong>Maternity/paternity benefit for non eligible parents in low income families</strong> (&lt;80% × €419)</td>
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<tr>
<td>Leaves</td>
<td>Cash benefits</td>
<td>Day care services</td>
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<td><strong>No changes in entitlements</strong>&lt;br&gt;Minor cut-back in compensation.</td>
<td><strong>3 main changes</strong>&lt;br&gt;- Cut-backs: amounts of benefit and tax reliefs&lt;br&gt;- Increased selectivity (very poor families)&lt;br&gt;- Cut-backs in support for very poor families</td>
<td><strong>Objectives PES</strong>&lt;br&gt;Increasing places in creches. More children per classroom.&lt;br&gt;Reduced: extra-curricular activities 5 instead of 10h</td>
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<td><strong>1 main policy instrument</strong>&lt;br&gt;PES Social Emergency Programme (2011-14) to support extreme poverty:&lt;br&gt;- Support in kind (social canteens, food banks)&lt;br&gt;- Uprating unemployment benefits (5739 persons in unemployed couples)&lt;br&gt;- Reduced rates for gas and electricity…</td>
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Final Comments: Developments in Family Policies

Over time: starting out late, but gradual and steady increase (in public spending, cash benefits, leaves, services); articulation between pro-family, pro-egalitarian and pro-natalist objectives; more selectivity over time; pro-natalist concerns embedded in family policies; governmental bodies to oversee policies…

In times of crisis: this pathway interrupted (reversal in public spending; weaker safety net for very poor families with children; support in kind as an important source of support); pro-natalist concerns often detached from concerns with family policies; delegation to third sector institutions; no specific governmental body to oversee policies…

Impact on family and child well-being: increased risk of poverty for families and children. Children below 18 are the age group with the highest risk of poverty in Portugal (24.4%, up from 21.8% in 2011); growing risk of poverty for families with children, in particular unemployed lone parents (90.2%), large families (40.4%), lone parents (33%), couples with two children (19, 8%). Only couples with one child are below the risk of poverty (16%) for total population (18.7%).
Thank you

karin.wall@ics.ul.pt

OFAP – Observatório das famílias e das políticas de família

http://www.observatoriofamilias.ics.ul.pt