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**REPORT FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE  
COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE  
COMMITTEE OF THE REGIONS**

**Implementation of the Barcelona objectives  
concerning childcare facilities for pre-school-age children**

{COM(2008) 598}

## 1. THE BARCELONA TARGETS AND AVAILABILITY OF CHILDCARE SERVICES AT THE EU-LEVEL

The first part of this statistical annex focuses on the Barcelona targets and availability of childcare services across the EU Member States. Tables 1 and Graphs 1 and 2 provide harmonised figures on the situation in each country with regard to the Barcelona targets. This introductory text gives details of how the indicators were defined and the corresponding data collected and how they should be interpreted.

### a) Barcelona targets and the indicators developed

The importance of ensuring suitable childcare provision as an essential step towards achieving equal opportunities in employment between women and men is recognised explicitly in the European Employment Strategy, notably in the Guidelines for the employment policies of the Member States (Guideline 18 – promote a lifecycle approach to work, notably by means of “better reconciliation of work and private life and the provision of accessible and affordable childcare facilities”). In 2002, at the Barcelona summit, Member States adopted the following targets:

*Member States should remove disincentives to female labour force participation and strive, taking into account the demand for child care services and in line with the national patterns of childcare provision, to provide childcare by 2010 to:*

- *at least 90% of children between 3 years old and the mandatory school age and*
- *at least 33% of children under 3 years of age.*

In collaboration with the Member States (Employment Committee), since 2002 the European Commission has developed a methodology to collect data to measure progress towards these targets on a basis of a harmonised EU basis. The following indicators were agreed in 2004 by the Employment Committee and the EU Survey on Income and Living conditions (EU-SILC) was chosen to be the European statistical source for measuring them :

*Children cared for (by formal arrangements other than by the family) up to 30 hours a usual week / 30 hours or more a usual week as a proportion of all children in the same age group. Breakdown by:*

- *Children aged under 3 (0-2 years);*
- *Children aged between 3 years and the mandatory school age;*
- *Children aged between mandatory school age and 12 years in compulsory primary (or secondary) education.*

The third age group (school-going children) is not covered by the Barcelona targets. This statistical annex is therefore limited to the first two age groups.

### b) Definition of formal arrangements

The Employment Committee has also defined which childcare services are to be considered “formal arrangements” and, as such, to be counted towards the Barcelona targets. “Formal arrangements” means EU-SILC reply categories 1 to 4 (pre-school or equivalent, compulsory education, centre-based services outside school hours, a collective crèche or another day-care centre, including family day-care, professional certified childminders). Therefore, formal arrangements include all kinds of care

organised and/or controlled by a structure (whether public or private). Care provided by childminders without any structure between the carer and the parents (direct arrangements) has been excluded from the definition of “formal care” in order to take account only of childcare recognised as fulfilling certain quality criteria. As regards the 3 to compulsory schooling age group, it has to be noted that pre-school arrangements (that concern a large proportion of children) are included under the heading of formal arrangements.

### **c) Interpretation of coverage rates**

The coverage rates indicated below are calculated as the *number of children cared for by formal arrangements as a proportion of all children of the same age group*. They measure the actual use of existing childcare provision in the EU for the two age groups and not directly the provision by Member States for instance in terms of number of childcare places.

When interpreting the coverage rate's statistics provided below, account has to be taken of the fact that the use of childcare facilities does not directly answer the question of whether demand is fully met. The actual demand for childcare can be influenced by the level of unemployment, the use of informal arrangements inside the family or the possibilities offered by the maternity/parental leave system. In addition, some children do not use child care since the parent is on maternity/parental leave for a younger child. Therefore, for some countries, a relatively low coverage rate might indicate not a shortage but an alternative way of looking after young children for instance under the form of extended parental leave options. However, for most countries, the influence of parental leave systems on the coverage rate is quite limited, notably due to the limited period during which the leave replaces a significant share of the parent's income (less than six months in most countries).

### **d) Number of hours**

From the EU-SILC data, it is possible to calculate coverage rates by formal care arrangements. However, these coverage rates can differ, depending on the number of hours per week during which children are cared for. The indicators adopted by the Employment Committee are broken down into two main categories: 1 to 29 hours and 30 hours and more. It is important to draw this distinction, since care provided for less than 30 hours per week does not necessarily enable the parents to work full-time. Moreover, care provided only five hours per week should not be put on the same footing as care provided full-time (for instance, 40 hours per week). The figures in the tables and graphs below are therefore broken down by number of hours in order to have a detailed view on the situation.

**Table 1: Provision of childcare in European countries in 2006.**

Children cared for (by formal arrangements other than by the family) up to 30 hours / 30 hours or more per usual week as a proportion of all children in the same age group

| Member State | 0-2 years<br>(Up to 3 years) |                             |       | 3 years – mandatory<br>school age |                             |       | Admission<br>age to<br>mandatory<br>school<br><i>(pre-primary<br/>included)</i> |
|--------------|------------------------------|-----------------------------|-------|-----------------------------------|-----------------------------|-------|---|
|              | <i>1 – 29<br/>hours</i>      | <i>30 hours<br/>or more</i> | Total | <i>1 – 29<br/>hours</i>           | <i>30 hours<br/>or more</i> | Total |   |
| EU-25        | 14                           | 12                          | 26    | 44                                | 40                          | 84    | -   |
| BE           | 17                           | 23                          | 40    | 36                                | 62                          | 98    | 6   |
| BG           | :                            | :                           | :     | :                                 | :                           | :     | 7   |
| CZ           | 1                            | 1                           | 2     | 28                                | 39                          | 67    | 6   |
| DK           | 7                            | 66                          | 73    | 16                                | 80                          | 96    | 7   |
| DE           | 11                           | 7                           | 18    | 66                                | 27                          | 93    | 6   |
| EE           | 6                            | 12                          | 18    | 7                                 | 78                          | 85    | 7   |
| IE           | 13                           | 5                           | 18    | 80                                | 13                          | 93    | 6   |
| EL           | 2                            | 8                           | 10    | 41                                | 20                          | 61    | 6   |
| ES           | 20                           | 19                          | 39    | 47                                | 44                          | 91    | 6   |
| FR           | 14                           | 17                          | 31    | 52                                | 42                          | 94    | 6   |
| IT           | 10                           | 16                          | 26    | 24                                | 66                          | 90    | 6   |
| CY           | 7                            | 18                          | 25    | 50                                | 37                          | 87    | 6   |
| LV           | 2                            | 14                          | 16    | 4                                 | 56                          | 60    | 5   |
| LT           | 0                            | 4                           | 4     | 9                                 | 47                          | 56    | 7   |
| LU           | 14                           | 17                          | 31    | 42                                | 16                          | 58    | 4   |
| HU           | 2                            | 6                           | 8     | 21                                | 58                          | 79    | 6   |
| MT           | 5                            | 3                           | 8     | 32                                | 25                          | 57    | 5   |
| NL           | 41                           | 4                           | 45    | 82                                | 7                           | 89    | 5   |
| AT           | 3                            | 1                           | 4     | 55                                | 16                          | 71    | 6   |
| PL           | 0                            | 2                           | 2     | 7                                 | 21                          | 28    | 6   |
| PT           | 1                            | 32                          | 33    | 9                                 | 66                          | 75    | 6   |
| RO           | :                            | :                           | :     | :                                 | :                           | :     | 7   |
| SI           | 3                            | 26                          | 29    | 15                                | 66                          | 81    | 6   |

|    |    |    |    |    |    |    |   |
|----|----|----|----|----|----|----|---|
| SK | 1  | 4  | 5  | 10 | 63 | 73 | 6 |
| FI | 5  | 21 | 26 | 21 | 56 | 77 | 7 |
| SE | 17 | 27 | 44 | 34 | 58 | 92 | 7 |
| UK | 28 | 5  | 33 | 65 | 24 | 89 | 5 |

Source: Eurostat – EU-SILC 2006 - Provisional data for BE, DE, EL, FR, IE, LT, LU, LV, MT, NL, PL, PT, SE, SK and UK

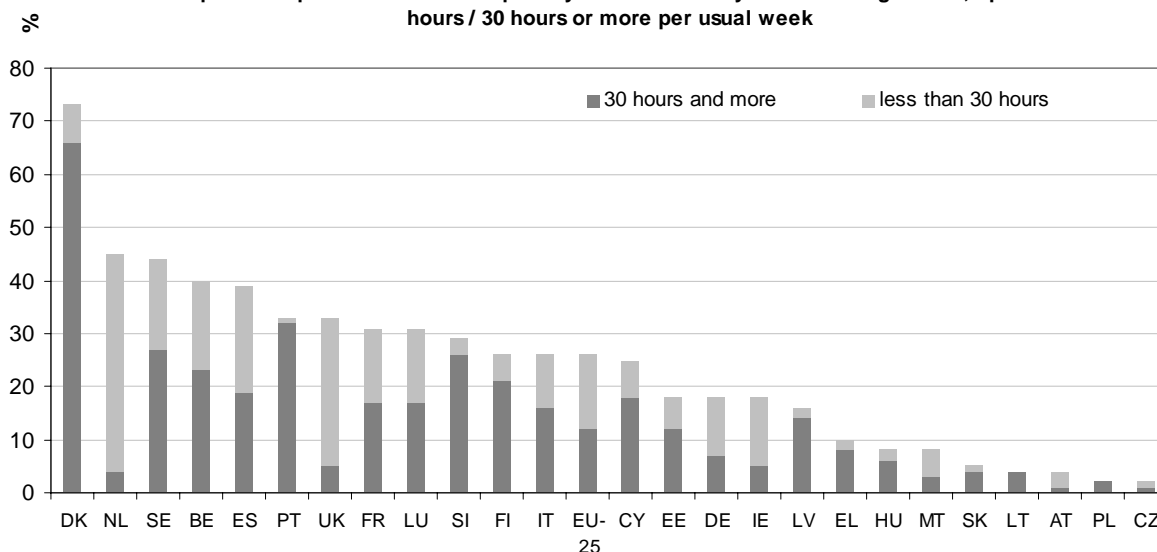
Notes: Child age is calculated at the date of the interview, except for IE and FI where age is calculated at 31 December 2005. Some countries, like BE, did not collect data for children 12 years old on the date of the interview; CY, LV, PT and SK: no information collected for children born between 31 December 2005 and the date of the interview; salary replacement for parental leave in SK: 55%; FR: care provided by '*assistantes maternelles*' directly paid by the parents, without any organised structure between them, is not included but will be in the future (reference year 2007) in order to give a better view of the total number of children covered by formal childcare structures.

Table 1 shows the proportion of all children in the two age groups defined in the Barcelona targets cared for under formal arrangements in 2006. These coverage rates are also broken down by the number of hours per week for which care is provided.

For instance, on average 26% of the children under 3 in the EU are cared for under formal arrangements (the target is 33%). In addition, 14% of the children under 3 use such formal arrangements for less than 30 hours a week. In the other age group (children aged between 3 and the compulsory schooling age), 84% of the children in the EU are cared for under formal arrangements (the target is 90%). Some 44% of the children in this age group use such arrangements for less than 30 hours a week.

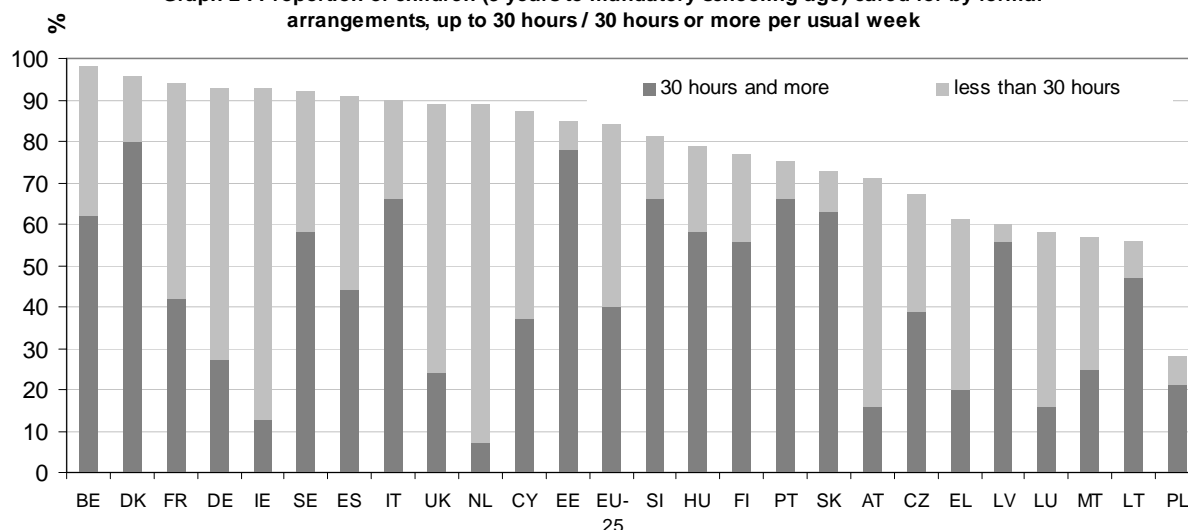
These figures are provided for all the Member States (except BG and RO for which they will be available from the reference year 2007) and show the **wide differences existing in the coverage rate across EU Member States**, including in the number of hours children are cared for.

**Graph 1 : Proportion of children up to 3 years cared for by formal arrangements, up to 30 hours / 30 hours or more per usual week**



Source: Eurostat, EU-SILC 2006, Provisional data

**Graph 2 : Proportion of children (3 years to mandatory schooling age) cared for by formal arrangements, up to 30 hours / 30 hours or more per usual week**



Source: Eurostat, EU-SILC 2006, Provisional data

Graph 1 shows **the proportion of all children under 3 cared for under formal arrangements in 2006**. The coverage rates are broken down by the number of hours during which care is provided (more or less than 30 hours per week). This graph shows the wide differences in the coverage rate across EU Member States. The distribution of children by number of hours also varies to a large extent across countries.

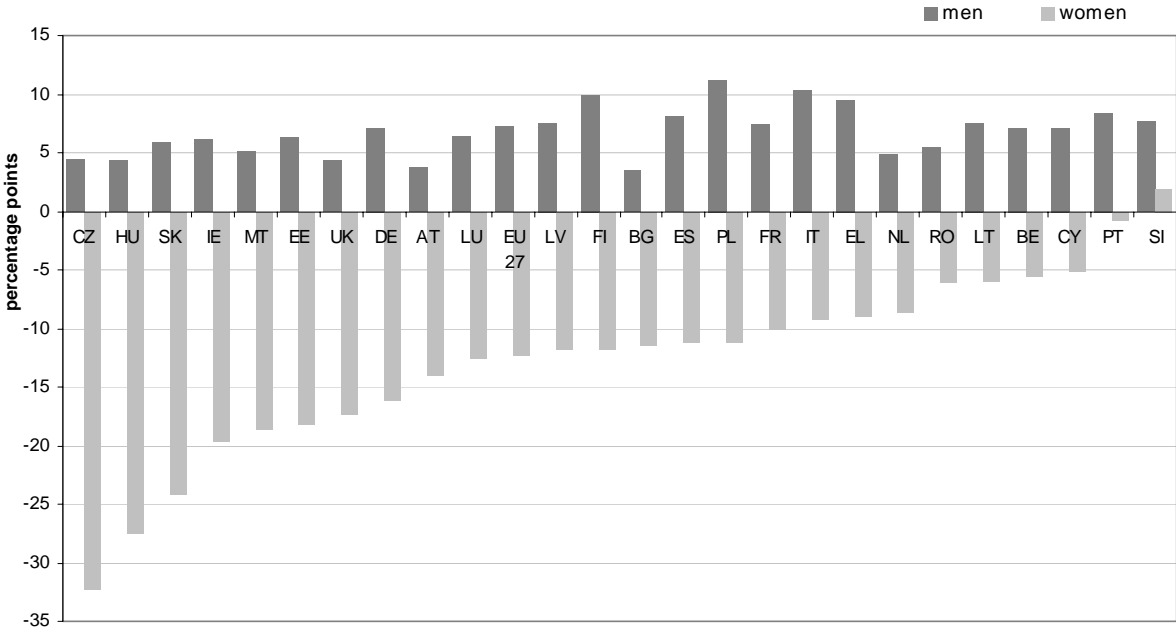
Graph 2 provides the same data for the other age group defined in the Barcelona targets (from 3 to mandatory schooling age).

## 2. OTHER STATISTICAL INFORMATION ON EMPLOYMENT AND CHILD CARE SERVICES

Graph 3 shows the impact of parenthood on the employment rate of women and men that is to say the difference (in percentage points) between the average employment rate of persons

aged 25 to 49 with at least one child under 12 minus the average employment rate of persons without any children under 12. The impact of parenthood on employment is negative for women, both as an EU average (-12.4 points) and in almost every country, whereas it is positive for men (+7.3 points on average). There are big differences between EU Member States and there is a link between the availability of childcare services and the impact of parenthood on the employment rates.

**Graph 3 : Employment impact of parenthood for women and men (aged 25-49) in 2007**  
 difference in percentage points in employment rates with presence of a child under 12 and without the presence of any children

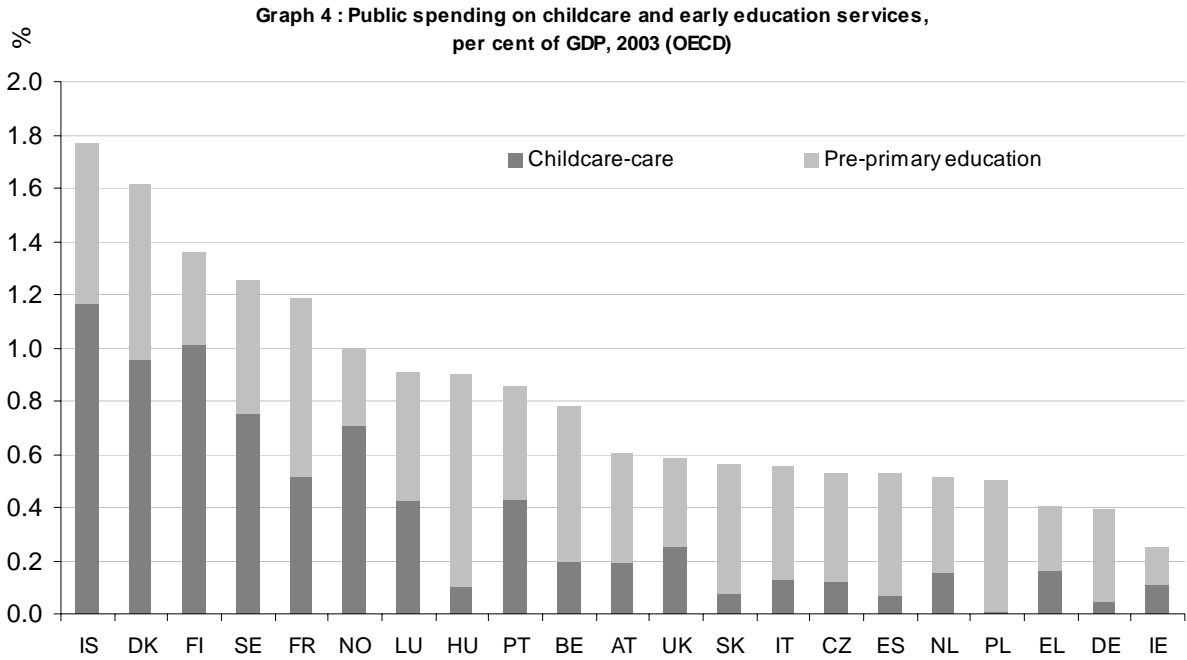


Source: Eurostat, EU-LFS 2007, Provisional data. SE, DK: no data available.

The indicator is calculated as the average employment rate for persons with at least one child under 12 minus the average employment rate of persons without any children under 12.

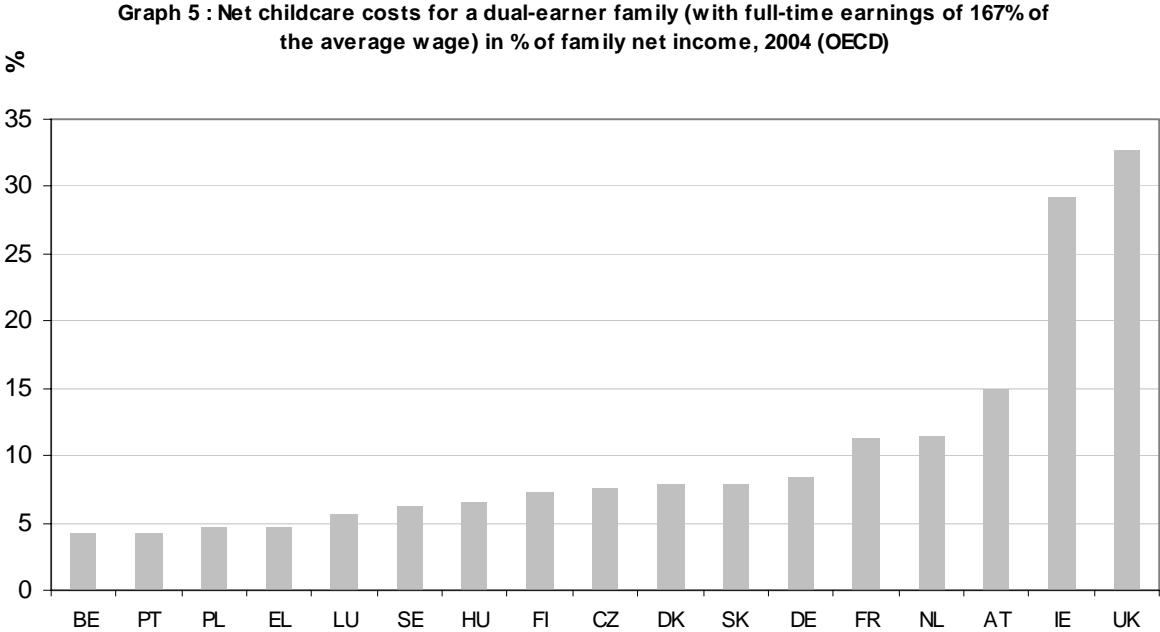


Graph 4 shows public spending on childcare and early education services as a percentage of GDP in 2003. These are OECD estimates (Source: Social Expenditure Database) and therefore do not cover all EU Member States. This graph shows the differences across EU Member States in the share of GDP allocated to childcare and early education services.



Source: OECD (2007), Social Expenditure database 1980-2003

Graph 5 shows the estimated net childcare costs for a dual-earner family, as a percentage of net family income, in 2004. Net childcare costs are calculated as childcare fees (for two children aged 2 and 3) minus tax reductions, childcare benefits/rebates and other benefits. These data were calculated by the OECD and therefore do not cover all EU Member States. This graph shows the differences across EU Member States in the net costs of childcare services for parents.



Source: OECD (2007), *Babies and Bosses*, calculations based on OECD (2007), *Benefits and Wages*.

The average wage is understood as the earnings of an average worker (see OECD (2007), *Taxing wages, 2005-06*)

Net childcare costs are calculated as childcare fees minus tax reductions, childcare benefits/rebates and other benefits. For detailed definitions, see OECD (2007), *Babies and Bosses* and OECD (2007), *Benefits and Wages*.

**Table 2: Qualifications of certified childcare workers and main place of work**

|                | Main type of staff  | Initial training requirements   | Age          | Main place of work  | Continuous training  | Child/staff ratio                           |
|----------------|---|---|--------------|---|--|---|
| Austria        | <i>Erzieherinnen, Kindergartenpädagoginnen</i>                              | Five-year vocational secondary  | 0-5          | <i>Krippen</i> and <i>Hort</i> , Kindergarten                               | Funding by provinces; 3-5 days per year                              | 8.7   |
| Belgium        | <i>Kinderverzorgster/Puéricultrice</i>                                      | Three-year post-16 vocational secondary   | 0-3          | <i>Kinderdagverblijf/Crèches</i> (or assistant in <i>école maternelle</i> ) |  | 7.0   |
| Czech Republic | <i>Dětská sestra</i>  | Four-year secondary nursing school  | 0-3          | Crèche  | Voluntary – offered by regional centres                              |   |
| Denmark        | <i>Paedagog</i>   | Three- to five-year vocational, or tertiary education (depending on prior experience) | 0-5          | Educational, social care, special needs institutions (including day care)   | Funding decentralised to municipalities                              | 3.3 (0-2 years), 7.2 (3-5 years)            |
| Finland        | <i>Sosionomi</i> (social pedagogues), <i>Lähihoitaja</i> (practical nurses) | Three-year secondary vocational   | 0-6          | <i>Päiväkoti</i> (children's day care centre), <i>Avoim päiväkot</i>        | Municipalities have to provide 3-10 days of annual training          | 4.0 (0-3 years), 7.0 (3+ years)             |
| France         | <i>Puéricultrices Éducateurs de jeunes enfants</i>                          | Nurse/mid-wife + one-year specialisation 27-month post-Bac in training centre         | 0-3<br>0-6   | <i>Crèches/assistant in école maternelle</i>                                |  | 5.0 (0-2 years), 8.0 (2-3 years)            |
| Germany        | <i>Kinderpflegerinnen</i>   | Two-year secondary vocational training  | 0-6          | <i>Kindergarten</i>   |  |   |
| Hungary        | <i>Gondozó</i> (childcare worker)   | Three-year post-secondary vocational training or specialist certificate               | 0-3          | <i>Bölcsöde</i> (for children < three)                                      |  | 6.0   |
| Ireland        | Childcarer/child minder   | Wide variation  | 0-6          | Childcare centres   |  | 3.0 (> 1), 6.0 (2-3 years)                  |
| Italy          | <i>Educatrice</i>   | Secondary vocational diploma  | 0-3          | <i>Asili nido</i>   | Municipality or director/inspector decides                           | 7   |
| Netherlands    | <i>Leidster kinder-centra</i>   | Two-year post-18 training   | 0-4          | <i>Kinderopvang</i>   | Funding decentralised to municipalities                              | 4 (1 year), 5 (2 years), 6 (3 years)        |
| Portugal       | <i>Educadora de infância</i>  | Four-year university or polytechnic   | 0-6          | Crèches, ATL  | Offered by regional teacher centres and universities to all teachers | 11  |
| Sweden         | <i>Barnskötare</i>  | Two-year post-16 secondary  | 0-7          | <i>Oppen Förskola, Fritidshem</i>   | Funding decentralised to municipalities                              | 5.5   |
| United Kingdom | Trained nursery teacher, Nursery nurse                                      | Two-year post-16 secondary  | 3-11,<br>0-5 | Nurseries (or pre-school assistant)   | Limited for day-care workers   | 3 (> 2 years), 4 (2-3 years), 8 (3-5 years) |

Source: OECD, *Babies and Bosses* - 2007

**Table 3: Qualifications of pre-school teachers, main place of work and child/teacher ratio**

|                | Main type of staff  | Initial training requirements  | Age   | Main place of work  | Continuous training  | Child/teacher ratio (% male) |
|----------------|---|--|-------|---|--|------------------------------|
| Austria        | <i>Erzieherinnen, Kindergartenpädagoginnen</i>            | Five-year vocational secondary   | 0-5   | <i>Krippen and Hort, Kindergarten</i>                                     | Provincial funding: 3-5 days per year                                | 17.0 (0.8%)                  |
| Belgium        | <i>Kleuteronderwijzer(es)/ Institutrice de maternelle</i> | Three-year pedagogical – tertiary  | 2.5-6 | <i>Kleuterschool/École maternelle</i>                                     | Funding decentralised to schools                                     | 16.1 (1.6%)                  |
| Czech Republic | <i>Ucitel materske skoly</i>                              | Four-year secondary pedagogical or three-year tertiary                               | 3-6   | <i>Materská skola</i>   |  | 13.4 (0.3%)                  |
| Denmark        | <i>Paedagog</i>   | Three- to five-year vocational or tertiary education (depending on prior experience) | 0-10  | Educational, social care, special needs institutions (including day care) | Funding decentralised to municipalities                              | 6.6 (16% – 2001 data)        |
| Finland        | <i>Lastentarhanopettaja</i> (kindergarten teachers)       | 3-4-5-year university or 3- to 5-year polytechnic                                    | 0-7   | <i>6-vuotiaiden esiopetus</i> (pre-school class as well as kindergarten)  | Funding decentralised to municipalities                              | 12.5 (3.1%)                  |
| France         | <i>Professeurs d'école</i>                                | Four-year university education + vocational training                                 | 2-6   | <i>École maternelle</i>   |  | 19.3 (19%)                   |
| Germany        | <i>Erzieherinnen</i>                                      | Three-year secondary vocational training + one year internship                       | 0-6   | <i>Kindergarten</i>   |  | 13.9 (1.7%)                  |
| Greece         |   |  |       |   |  | 12.5 (0.6%)                  |
| Hungary        | <i>Pedagogue</i>  | Three-year tertiary degree   | 0-7   | <i>Óvoda</i> (kindergarten for children 3-7)                              |  | 10.7 (0.2%)                  |
| Ireland        | Teacher   | Three-year tertiary degree   | 4-12  | Schools   |  | 13.9 (7.7%)                  |
| Italy          | <i>Insegnante di scuola materna</i>                       | Four-year tertiary degree  | 3-6   | <i>Scuola materna</i>   | Municipality or director/inspector decides                           | 12.4 (0.4%)                  |
| Luxembourg     |   |  |       |   |  | (1.7%)                       |
| Netherlands    | <i>Leraar basisonderwijs</i>                              | Three-year vocational higher education   | 4-12  | <i>Basischool</i>   | Funding decentralised to municipalities                              |                              |
| Portugal       | <i>Educadora de infância</i>                              | Four-year university or polytechnic  | 0-6   | <i>Jardim de infância</i>   | Offered by regional teacher centres and universities to all teachers | 15.4 (1.8%)                  |
| Spain          |   |  |       |   |  | 14.1 (8.7%)                  |
| Sweden         | <i>Förskollärare, Fritidspedagog</i>                      | Three-year university  | 0-7   | <i>Förskoleclass, Förskola</i>  | Funding decentralised to municipalities                              | 11.2                         |
| United Kingdom | Public school teacher, Head Start teacher                 | Four-year university, CDA = one-year voc. tertiary                                   | 3-5   |   | Most authorities require a certain number of hours per year          | 14.5 (8.4%)                  |

Source: OECD, *Babies and Bosses* – 2007