
Portugal

VET in Europe – Country report

2012

Title: Portugal VET in Europe – Country Report 2012

Author: Direcção Geral do Emprego e das Relações de Trabalho

This country report is part of a series of reports on vocational education and training produced for each EU Member State plus Norway and Iceland by members of ReferNet, a network established by Cedefop (European Centre for the Development of Vocational Training).

The opinions expressed in this report are not necessarily those of Cedefop.

Please note that ReferNet reports are based on a common structure and are available at: <http://www.cedefop.europa.eu/EN/Information-services/vet-in-europe-country-reports.aspx>

The preparation of this report has been co-financed by the European Union.

Table of Contents

| | |
|---|-----------|
| CHAPTER 1 | 7 |
| 1. External factors influencing VET | 7 |
| 1.1. General context: the EU-IFM adjustment programme (2011-14)..... | 7 |
| 1.2. Key factors influencing VET..... | 8 |
| 1.2.1. Structure/development of the population | 8 |
| 1.2.1.1. Population and demographics | 8 |
| 1.2.1.2. Population and age structure | 9 |
| 1.2.1.3. Age - dependency ratio..... | 9 |
| 1.2.1.4. Immigration | 10 |
| 1.2.1.5. Structure/development of the labour force..... | 10 |
| 1.3. Economy structure | 11 |
| 1.4. The Portuguese labour market | 12 |
| 1.4.1. Employment protection legislation | 12 |
| 1.4.2. Unemployment benefit system..... | 12 |
| 1.4.3. Degree of regulation of access to occupations/professions..... | 13 |
| 1.5. Main features of welfare/employment policies relevant to VET | 13 |
| 1.5.1. Programa de relançamento do serviço público de emprego | 14 |
| 1.5.2. Programa Impulso Jovem | 14 |
| 1.6. Value of VET qualifications on the labour market – the labour market situation of the VET graduates | 15 |
| CHAPTER 2 | 18 |
| 2. Providing vocational education and training in a lifelong learning perspective | 18 |
| 2.1. Background and context | 18 |
| 2.2. Overview of the national education and training system..... | 19 |
| 2.2.1. Diagram of the Portuguese E&T system..... | 19 |
| 2.2.2. Governance of the E&T system | 21 |
| 2.2.3. Education and training system: from pre-primary education to higher education | 21 |
| 2.3. Government-regulated VET provision: IVET and CVET | 23 |
| 2.3.1. General features | 23 |
| 2.3.2. Initial vocational educational and training (IVET): types of courses, objectives and main features | 26 |
| 2.3.3. Continuous vocational education and training provision to adults (CVET): RVCC, types of courses, objectives and main features..... | 27 |
| 2.3.3.1. Lifelong learning and the recognition of prior learning | 27 |

| | |
|--|-----------|
| 2.3.3.2. Education & Training courses for adults: types of courses, objectives and main features | 28 |
| 2.4. Evaluation studies on VET provision: some conclusions | 29 |
| 2.4.1. Study on active employment policies | 29 |
| 2.4.2. Study on the RVCC mechanism (recognition, validation and certification of competences) | 30 |
| 2.4.3. Study on EFA (education and training courses for adults) and FMC (modular training courses) | 31 |
| 2.5. Highlights of data on VET: data on enrolments and on public expenditure | 31 |
| 2.6. Other forms of training | 32 |
| 2.7. Certification of VET provision: trainers and providers | 35 |
| 2.7.1. VET trainers: entry conditions and requirements of a certified profession | 35 |
| 2.7.2. VET provision: certification of private providers | 35 |
| CHAPTER 3 | 37 |
| 3. Shaping VET qualifications: from the anticipation of labour market needs to the qualification of learners | 37 |
| 3.1. Background and context | 37 |
| 3.2. Shaping VET qualifications at system level: the Quadro de Referência Estratégico Nacional (QREN) and the reform of the VET system | 37 |
| 3.3. Shaping VET qualifications at sector level: the study Análise prospetiva da evolução sectorial em Portugal | 39 |
| 3.4. Shaping VET qualifications at operational level: Catálogo Nacional de Qualificações (National Catalogue of Qualifications) | 39 |
| 3.4.1. Role of stakeholders | 40 |
| 3.4.2. Organisation of the CNQ | 41 |
| 3.4.3. Sistema de reconhecimento, validação e certificação de competências (RVCC) | 42 |
| 3.4.4. Forecasting instruments | 42 |
| CHAPTER 4 | 44 |
| 4. Promoting participation in vocational education and training | 44 |
| 4.1. Background and context | 44 |
| 4.2. Structures for promoting participation in VET: financial incentives for providers and enterprises | 44 |
| 4.2.1. Financial incentives for VET providers | 44 |
| 4.2.2. Financial incentives for enterprises | 48 |
| 4.3. Formal and non-formal guidance: on guidance services and awareness raising activities | 48 |

4.4. Regulatory instruments - Código do Trabalho (Labour Code) 49
ANNEXES - TABLES AND FIGURES 50
ACRONYMS 61
REFERENCES 62

LIST OF TABLES

| | |
|---|----|
| Table 1 Resident population in 2001 and 2011 | 8 |
| Table 2 Population age structure, 2001 and 2011 | 9 |
| Table 3 Educational attainment of the population | 15 |
| Table 4 Some indicators on the level of educational attainment (in %) | 18 |
| Table 5 Organisation of basic education | 22 |
| Table 6 Organisation of secondary education | 22 |
| Table 7 Financial execution in EUR (2010) | 45 |
| Table 8 Financial execution of VET for adults in EUR (2010) | 47 |
| IN ANNEX | |
| Table 1 Outline of available VET provision for young people | 51 |
| Table 2 Outline of available RVCC provision for adults | 54 |
| Table 3 Outline of available VET provision for adults | 55 |
| Tables 4a and 4b Young people and adults enrolled in E&T by level and modality | 58 |
| Table 5 Evolution of key indicators for FPC (CVET) 2005-2010 | 58 |
| Table 6 Typology of training provided in enterprises by economic activity | 59 |
| Table 7 Average no. of hours per participant and average cost of training course by economic activity | 59 |

LIST OF FIGURES

| | |
|---|----|
| Figure 1 Potential sustainability index | 9 |
| Figure 2 Strictness of employment protection legislation | 12 |
| Figure 3 Duration of unemployment benefits | 13 |
| Figure 4 Public cost and benefits for a man obtaining ISCED 5/6 (2008) | 16 |
| Figure 5 Inequality and level of educational attainment | 17 |
| Figure 6 Proportion of population aged +15 having attained, at least, 9th year of schooling | 19 |
| Figure 7 Diagram of the Portuguese E&T system | 20 |
| Figure 8 Distribution of upper secondary (ISCED 3) students by programme orientation | 26 |
| Figure 9 Public expenditure on active measures per type of measure (2000-2011)* | 30 |
| Figure 10 Participation in active measures per type of measure (2000-2011)* | 30 |
| Figure 11 Public expenditure in E&T per type of provision | 32 |
| Figure 12 Evolution of CVET (1993, 1999, 2005, 2010) | 33 |
| Figure 13 Typology of CVET training providers | 34 |
| Figure 14 Structural indicators | 38 |
| Figure 15 Descriptive diagram of a qualification in CNQ | 42 |
| Figure 16 No of trainees by gender | 45 |
| Figure 17 Expenditure approved by Management Authority (%) | 46 |
| Figure 18 No of adults per gender | 47 |
| Figure 19 Financial execution of VET for adults (%) | 47 |
| IN ANNEX | |
| Figure 1 Operationalisation of the recognition, validation and certification of competences | 60 |

CHAPTER 1

1. External factors influencing VET

1.1. General context: the EU-IFM adjustment programme (2011-14)

The financial crisis of 2007-08 has been considered as the key factor for the current global recession which triggered off the European sovereign-debt crises. In Portugal, the ever-rising interest rates and the weak growth prospects led to a deep recession with high unemployment. As a result of this critical situation, Portugal agreed a three-year adjustment programme with the European Union (EU), the European Central Bank (ECB) and the International Monetary Fund (IMF) on 3 May 2011. The in-depth structural reforms envisaged in this programme aim to support an orderly slowing down of external and internal imbalances and to raise potential growth. Thus, the objectives of the EU-FM Adjustment Programme include:

- structural reforms to boost potential growth, create jobs, and improve competitiveness;
- a fiscal consolidation strategy, supported by structural fiscal measures and better fiscal control over public-private-partnerships and state-owned enterprises, aimed at putting the gross public debt-to-GDP ratio on a firm downward path in the medium term and reducing the deficit below 3 % of GDP by 2014;
- a financial sector strategy based on recapitalisation and deleveraging, with efforts to safeguard the financial sector against disorderly deleveraging through market based mechanisms supported by backstop facilities.

In the Memorandum of Understanding section 4 focuses on Labour Market and Education it states:

The Government will continue action to tackle low education attainment and early school leaving and to improve the quality of secondary education and vocational education and training, with a view to increase efficiency in the education sector, raise the quality of human capital and facilitate labour market matching. To this purpose, the Government will:

- Set up an analysis, monitoring, assessment and reporting system in order to accurately evaluate the results and impacts of education and training policies, notably plans already implemented (notably concerning cost saving measures, vocational education and training and policies to improve school results and contain early school leaving). [Q4-2011]*
- [.....]*
- Present an action plan aimed at (i) ensuring the quality, attractiveness and labour market relevance of vocational education and training through partnerships with companies or other stakeholders; (ii) enhancing career guidance mechanisms for prospective students in vocational educational training. [Q1-2012]*

In order to comply with the adjustment programme 2011-14, the Portuguese authorities have been implementing a number of structural reforms in such key areas as fiscality, labour market and education, wage and working conditions, welfare policies.

In so far as Education and Training (E&T) is concerned, both national and international policy analysts tend to agree that the low education levels across the Portuguese workforce explain a substantial proportion of Portugal's productivity gap as compared to other countries. Regardless of the progress that has been achieved since the late 1970s, particularly on tertiary and post-tertiary education, the fact remains that 48% of 25-34 year olds (as against 81% for the OECD) have not attained upper secondary qualifications. In this context and in line with the view that education and training, particularly VET, are the most influential factors for countries to achieve prosperity and social cohesion in the long term, Portugal is challenged to further improve the education and training levels of the Portuguese population in the current EU-IMF programme. To that end, the Portuguese authorities were required to present an action plan addressing such issues as quality assurance, attractiveness and labour market relevance of VET, as well as career guidance mechanisms.

1.2. Key factors influencing VET

Improving Portugal's educational levels in the short and medium term depends on a number of factors that have informed the E&T system, one way or another, to the present day and will certainly shape the VET system in the near future. Among those factors, the following seem to be crucial both in understanding the present characteristics of the Portuguese VET system as well as in implementing new policies and in redesigning the system in the near future.

1.2.1. Structure/development of the population

1.2.1.1. Population and demographics

The final results of the *Censos 2011* (Census 2011), with reference to 21 March 2011, show that the resident population of Portugal was 10 562 178, of which 5 046 600 are men and 5 515 578 are women.

Table 1. Resident population in 2001 and 2011

| Portugal | 2001 | | 2011 | |
|---------------------|------------|------|------------|------|
| | No | % | No | % |
| Resident population | 10 356 117 | 100 | 10 562 178 | 100 |
| Men | 5 000 141 | 48,3 | 5 046 600 | 47,8 |
| Women | 5 355 976 | 51,7 | 5 515 578 | 52,2 |

Source: INE (2012). *Censos 2011*

According to the same source, the population growth of 2% (206 061) in ten years is the result of immigration (188 652). The share of young people declined from 16% in 2001 to 15% in 2011, whereas the elderly increased from 16% in 2001 to 19% in 2011. As a direct consequence of Portugal's demographic structure, the ageing index rose from 102 in 2001 to 128 in 2011. In the

period of 2001-11, the evolution of the population in the municipalities has reinforced the tendency of the last decade 1990s, i.e. the inland municipalities have lost population and the coastal municipalities have grown in population, particularly the municipalities in the greater Lisboa (484 hab/km2.) and Porto (1580 hab/km2).

1.2.1.2. Population and age structure

The 2011 Census revealed that the ageing of the Portuguese population is twofold: on the one hand, there was a rise of the population aged 65 years or over and, on the other hand, a decrease of young people. For example, figures in 2001 show that 16% of the population was aged 0-14 years and 16,4% was in the age group +65 years, while in 2011 14,09% was in the 0-14 years and 19% is +65 years.

Table 2. Population age structure, 2001 and 2011

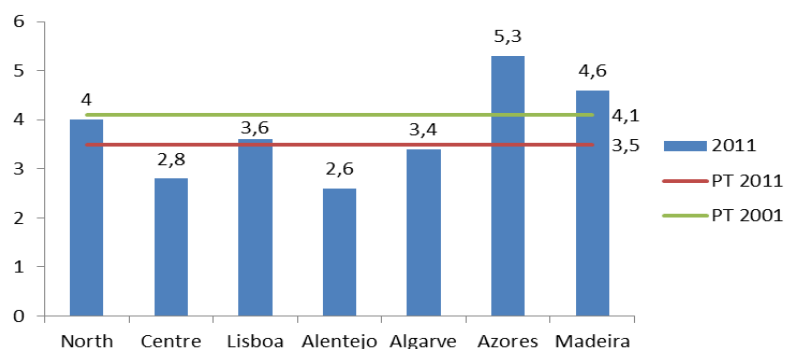
| Portugal | 2001 | | 2011 | |
|---------------|-----------|------|-----------|------|
| | No | % | No | % |
| Age structure | | | | |
| 0-14 years | 1 656 602 | 16 | 1 572 329 | 14,9 |
| 15-24 years | 1 479 587 | 14,3 | 1 147 315 | 10,9 |
| 25-64 years | 5 526 435 | 53,4 | 5 832 470 | 55,2 |
| 65 or more | 1 693 493 | 16,4 | 2 010 064 | 19 |

Source: INE (2012). *Censos 2011*

1.2.1.3. Age - dependency ratio

According to the 2011 Census, the total age dependency ratio was 51,6 as a result of the old age dependency ratio, which increased 21% in comparison with the previous decade. The young age dependency ratio, on the other hand, has decreased about 6%. These results highlight the declining proportion of young people and the growing proportion of the older population. In a decade, the number of individuals in active age vs. each aged individual was 4,1 in 2001 vs. 3,5 in 2011. The two autonomous regions (Madeira and Açores) showed the highest sustainability ratio: 5,3 for Azores and 4,6 for Madeira. Alentejo and the Centre of Portugal show the lowest ratios, respectively 2,6 and 2,8.

Figure 1 Potential sustainability index



Source: INE (2012). *Censos 2011*

The ageing of the population is, therefore, one of the most difficult challenges Portugal will face in the future, given the socioeconomic impact this phenomenon will have both on the sustainability of social policies (e.g. unemployment benefits and pensions, the National Health Service) and the changes it will bring to individuals and their lifestyles.

1.2.1.4. Immigration

In the annual report *Relatório de Imigração, Fronteiras e Asilo 2011* (Report on Immigration, frontiers and asylum 2011) published by *Serviço de Estrangeiros e Fronteiras (SEF)*, which is the Portuguese Immigration and Border Control Office, it is estimated that the total stock of foreign resident population in Portugal was 446 822 at the end of 2011, which represents a decrease of -1,90% in relation to the previous year. Almost half of this population (47,9%) comes from Portuguese speaking countries: Brazil (25,5%), Cape Vert (101%), Angola (4,9%) and Guinea-Bissau (4,2%). The other most relevant nationalities are Ukraine (11%) and Romania (9%). SEF estimates that this decline in the total stock of the resident population (-1,90%) may indicate a new tendency in the evolution of the immigration paradigm in Portugal, particularly when compared to the period 2001-10. Among the most relevant factors that may have contributed to this variation are: the acquisition of the Portuguese nationality by resident foreigners, shifts in the migration flows in some of the countries of origin and the present economic and financial crisis.

Integration of immigrants remains, however, a policy priority. The *II Plano Nacional para a integração de imigrantes 2010-13* (Second National Plan for the Integration of Immigrants 2010-13) entered into force in 2010 and it promotes diversity and protection of elderly, impoverished and unemployed immigrants.

1.2.1.5. Structure/development of the labour force

The financial and sovereign debt crisis has worsened the Portuguese unemployment rate, at 15,8% in the third quarter of 2012. This figure is +3,4 % higher than in the third quarter of 2011 [2011Q3] and +0,8% than the preceding quarter [2012Q2]. The total of unemployed population was 870 900, +26,3% than in 2011Q3 (181 300 individuals) and +5,3% than in 2012Q2 (44 000 individuals), out of which

- 55 800 aged 25-34 and 46 900 aged 45 and over;
- 69 700 qualified at ISCDE 3 and 68 300 qualified at ISCED levels 3-5.

The total number of inactive population (15 years old and over) was 12 600 (-0,4%t than in 2011Q3 and -0,3% than in the second quarter of 2012).

The increase of the unemployed population in the third quarter of 2012 was represented by the following groups: men, young people (15-24), qualified at ISCED level 5 in search of a new job for the last 12 months or longer.

The increase in unemployment has been stronger among individuals with lower or intermediate qualifications and it is fairly proportional across age groups. The cohort of the 15-34 year olds, however, have been somewhat more penalised than other age groups with the fall in the labour force coming from those under 35 and the low-skilled. Participation rates have decreased noticeably in the 15-24 year olds, partly due to a return to school, even if among those aged 25-34 participation rates have gone up marginally. According to OECD (2012a), population ageing alone cannot explain this situation; it rather suggests that emigration is growing. Despite the fact that updated statistical indicators are scarce, anecdotal evidence demonstrates that skilled and non-skilled workers are leaving Portugal both to Portuguese speaking countries, like Brazil or Angola, but also to EU countries.

1.3. Economy structure

Portugal has become a diversified and increasingly service-based economy since it joined the ex- European Community in 1986. The general feature of the Portuguese economy structure is the small and medium-sized enterprise (SME) with low productivity and non-tradable services. In the 1991-2000 decade, when the economy grew at rates above 3% per year on average, GDP per capita in Purchasing Power Standards (PPS) increased to 70% of the EU15 average in 2000. Deep-rooted structural problems have, however, caused a major loss of competitiveness of the Portuguese economy over the last decade. The Portuguese economy fell back in 2001-08, and contracted 2,5% in 2009, before growing 1,3% in 2010. However GDP fell again in 2011, as the government implemented austerity measures to comply with conditions of the EU-IMF financial rescue package. It is commonly accepted that the rigid labour market has been an obstacle to greater productivity and growth and Portugal has been increasingly overshadowed by lower-cost producers in Asia for foreign direct investment. Portugal's low competitiveness, low growth prospects, and high levels of public debt have made it vulnerable to bond market turbulence.

According to the study conducted by INE (2012) *Empresas em Portugal 2010* (Enterprises in Portugal 2010) the total number of enterprises was 1 168 964 (-4,5% than in 2009) of which 97,09% were non-financial enterprises, 68,6% were individual enterprises and 99,9% were micro, small and medium-sized enterprises with the average of 2,65 workers per enterprise. Out of the total, 1082 enterprises were large units which employed an average of 756,11 workers per enterprise and accounted for an increase of +1,9% in the sector.

In 2011, the estimated Portuguese total labour force was 5 513 000. The agricultural sector, forestry and fishing employed 10% of the total population, the industrial sector, construction, energy and water reached 27,5% while the services sector employed 62,5% of the population, thus confirming the service-oriented character of the Portuguese economy. On the other hand, export performance and market diversification have been traditionally low because of the small size of Portugal's economy. In 2011, the average of exports and imports over GDP was only 37% versus 43% for the average EU country (OECD, 2012b). Towards the end of 2011, the contraction of the economic activity accelerated due to a sharp fall in private internal demand and the partial reversal of exports.

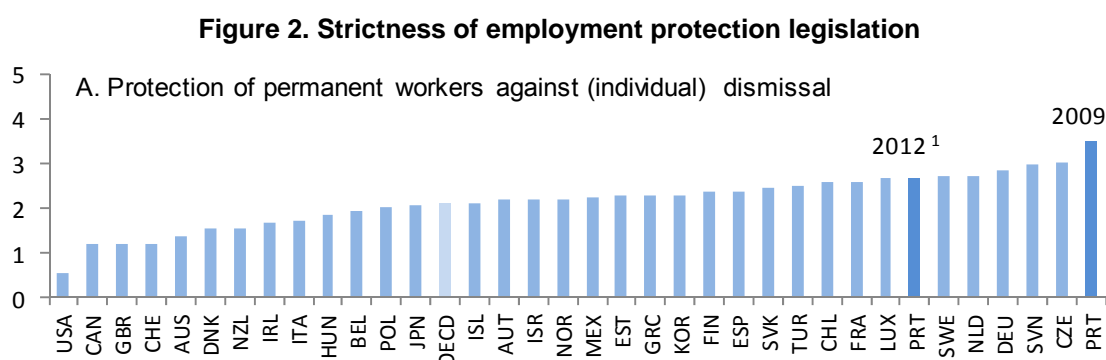
The competitiveness problem is the result of a number of variables which have obstructed an efficient use of resources and the dynamism of the economy. These variables include: inadequate price and wage developments, rigidity and inefficiencies in labour and product markets, weak enforcement of competition rules, a dysfunctional judicial system, malfunctioning of the housing and rental markets, and a lack of adequate human capital and of innovation.

1.4. The Portuguese labour market

In broad terms, the traditional Portuguese settings in employment protection legislation, unemployment benefits, active labour market policies and wage bargaining mechanisms have long been seen as the main factors in generating labour market rigidity and segmentation.

1.4.1. Employment protection legislation

This legislation has long raised concerns regarding the high protection of permanent workers against individual dismissal. This legislation is regarded as having reduced the sensitivity of wages to employment and as having damaged the performance and productivity growth of enterprises over the years. In 2009, the Portuguese authorities initiated the Labour Code reform which, despite reducing procedural inconveniences and notice periods for dismissals, still left Portugal with the highest protection for regular workers in the OECD and with one of the largest gaps in protection between open ended and temporary contracts (OECD 2012a).



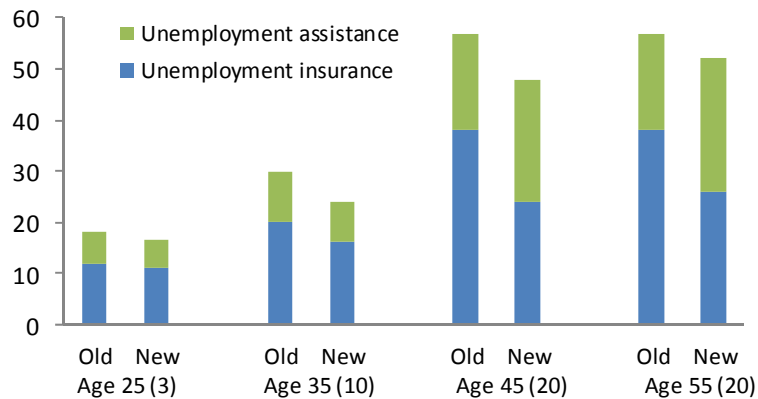
Source: OECD Economic Surveys- Portugal 2012

1.4.2. Unemployment benefit system

This legislation has been considered influential on the labour market performance and social equity. Benefit duration has been greatly dependent on age and it has led to high replacement rates for older workers and to rigid eligibility requirements of unemployment benefits to young workers. The 2012 reform of unemployment benefits expanded eligibility by lowering the minimum required contributory period for unemployment insurance (15 to 12 months) and by extending benefit entitlement to self-employed workers who meet certain requirements.

Figure 3. Duration of unemployment benefits

Comparison of old and new regimes at different ages, duration in months



Source: OECD Economic Surveys Portugal-2012.

1.4.3. Degree of regulation of access to occupations/professions

The *Sistema de Regulação de Acesso a Profissões* (System for the regulation of access to professions) was materialised in *Decreto-Lei 92/2011, de 27 Julho* (Decree-law). The goal of the system is to simplify and eliminate barriers in acceding professions or occupations. This law determines the articulation between the system of regulation and the *Quadro Nacional de Qualificações* (National Qualifications Framework), hereinafter referred to as QNQ, in order to ensure that the necessary requirements of access to each profession are in line with the corresponding qualification specifications of the *Catálogo Nacional de Qualificações* (National Catalogue of Qualifications).

The professional certification is granted through i) either the successful completion of one of the available training programmes within the *Catálogo Nacional de Qualificações*, hereinafter referred to as CNQ, or ii) through the *Sistema de Reconhecimento, validação, certificação de competências* (System for the recognition, validation and certification of professional), hereinafter referred to as RVCC.

1.5. Main features of welfare/employment policies relevant to VET

Across Europe, and indeed elsewhere, VET has been increasingly moving to the forefront of strategic policy-making to meet the challenges posed by globalisation, particularly the current financial and economic crisis and its subsequent high levels of unemployment. In Portugal, the ongoing work on modernising VET does not start from scratch: the challenge is to bridge the gap between the traditional view (VET conceived to prepare people for technical, manual or crafts occupations) and the modernised view (VET conceived to respond to the skills challenge within the current national reforms of economic and welfare/employment policies).

In 2011-12 the EU-IMF Adjustment Programme provided a basis for Portuguese authorities to embark upon a journey of significant reforms (currently being legislated and/or implemented) to improve the performance of the labour market and thus boost growth.

Since 2008, Portugal has been increasingly losing jobs in different sectors, particularly in construction, manufacturing, the primary sector and even services. This contraction in employment has mostly affected young low-skilled workers, although workers with secondary and tertiary education have also been trapped in the unemployment net. Unsurprisingly, the level of inactivity has risen and large numbers are emigrating.

The Portuguese government has been tackling these high unemployment rates by launching active labour market programmes: *Programa de Relançamento do Serviço Público de Emprego* (a programme aimed at keeping jobseekers as close to the labour market as possible and to help enhance their employability) and *Plano Estratégico de Iniciativas à Empregabilidade Jovem e de Apoio às PME – Impulso Jovem* (a programme to promote both young people employability and support SMEs).

1.5.1. Programa de relançamento do serviço público de emprego

The goal of this programme is to keep jobseekers as close to the labour market as possible and to help enhance their employability by directing specific groups of subsidised unemployed (aged 45 and above or unemployed for six months or more) to training or occupational programmes. It is structured around a set of eight different strands with a particular emphasis on the improvement of job seekers' employability through specific measures, including:

- ❑ a scheme that requires net employment creation (*Estímulo 2012*). It is targeted at those unemployed for at least six months and employers must provide relevant training and receive for six months a subsidy of up to 60% of the salary;
- ❑ provision of job search training within two weeks of jobseeker registration, closer interaction with jobseekers and the use of profiling tools to identify those at greatest risk of long-term unemployment;
- ❑ assistance to unemployed young people in searching for posted vacancies; internships/placements in companies or vocational training programmes within the EU Youth Opportunities Initiative;
- ❑ implementation of approaches to improve job seeker's qualifications (*Modalidade de Intervenção Vida Ativa*) by shortening the duration between the public employment service registration and the start of part-time training programmes (either to acquire new competencies or to reinforce existing professional competencies).

1.5.2. Programa Impulso Jovem

This programme is financially supported by the European Social Fund. It is targeted at long-term unemployed (aged 18-30) and comprises three strands:

- ❑ internships in firms with the purpose of providing a work experience and training to young people (18-25) who have been unemployed for at least four months and young people (25-30) who have been unemployed for at least four months and got their qualification (level 2-7) less than three years ago;

- support to enterprises to contract job seekers (18-30) who have been unemployed for at least twelve months, by granting temporary cuts in employers' social contributions; support to promote the entrepreneurship of unemployed university graduates in order to facilitate the development of quality projects;
- support to economic development, in close cooperation with enterprises, by financing firms' expansion and the creation of jobs for young workers.

1.6. Value of VET qualifications on the labour market – the labour market situation of the VET graduates

The low education levels across the spectrum of the Portuguese population are one of the key factors that explain Portugal's productivity gap *vis-à-vis* its partner countries in the EU. Despite the improvements achieved in the past few decades, Portugal still has to walk a long road to overcome its structural deficit in qualifications in comparison with its partner countries in the EU. Education levels in the population at large and, particularly in the older cohorts of the labour force (even if the labour force is not a uniform phenomenon across Portugal), are still far below the European average and need to improve further to facilitate firms' expansion into more productive activities.

In 2011, the unemployment rate of 25-64 years old by educational attainment demonstrates that unemployment is higher (13,3%) for those with educational qualifications in lower secondary and less, in comparison with those who attained upper secondary qualifications (10,9%). The lowest percentage (8%) refers to those who hold tertiary qualifications.

Table 3. Educational attainment of the population

| | Population with at least upper secondary attainment (%) | | | Females with at least upper secondary attainment (%) | | Unemployment rate of 25-64 years old by educational attainment (%) | | |
|----------|---|------|------|--|-------------|--|-----------------|----------|
| | 20-24 years | | | 25-34 years | 55-64 years | Lower sec and less | Upper secondary | Tertiary |
| | 2006 | 2010 | 2011 | 2011 | 2011 | 2011 | 2011 | 2011 |
| EU 27 | 77,9 | 79 | 79,5 | 82,8 | 58,7 | 14,8 | 7,6 | 5 |
| Portugal | 49,6 | 58,7 | 64,4 | 61,7 | 17 | 13,3 | 10,9 | 8 |

Source: Eurostat

Progress in upper secondary attainment of 20-24 year olds has raised from 49,6% in 2006 to 64,4% in 2011 which seems to be the result of two different reasons: on the one hand, the steadily improvement in attainment over time and, on the other hand, policy measures aiming at bridging the educational gap, e.g. the implementation of a system for the recognition of prior learning.

Against the background evidence that unqualified workers have a negative impact on the pace of learning of the labour force (by determining its capacity to adapt to today's fast-changing technological world), there seemed to be room for a comprehensive framework for the development of E&T policy and qualification standards and thus the *Sistema Nacional de Qualificações* (National

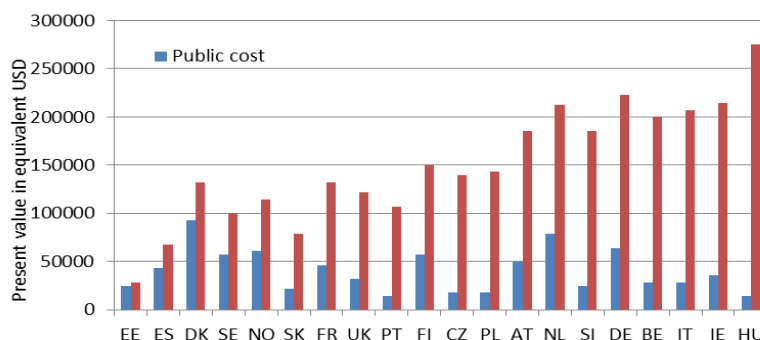
Qualification System) was established with the purpose to improve the quantity and quality of learning opportunities, ensuring equity of access to learning and improving the efficiency of the lifelong learning progress.

In Portugal, funding of VET comes from different sources and in different proportions: the largest proportion comes from government expenditure and from families' own income but EU funding has been instrumental, particularly in the period 2007-13. Over the last ten years, however, the efficiency of the VET system has emerged as a policy issue and, particularly so, in the context of the Portuguese Adjustment Programme. Unsurprisingly, it is a topic of debate for a large number of key stakeholders (e.g. policy makers, families, educational professionals, employers) who have different stakes in education but who are all of them, at the same time, tax payers and beneficiaries of the system.

In the attempt to further understand the complex relationship between VET and the financial return it brings to both individuals and society at large, leading organisations like the OECD have focused on the returns on investment in VET by exploring the issue under different variables.

In terms of the public monetary costs and the public monetary benefits of the Portuguese VET system over an individual's working life, OECD (2012b) demonstrates that public returns of upper secondary or post-secondary non-tertiary education (ISCED 3/4) are positive, clearly twice as large as the overall public costs, while the public returns of tertiary education (ISCED 5/6) are much higher, partly because individuals bear some of the cost of their education at university level.

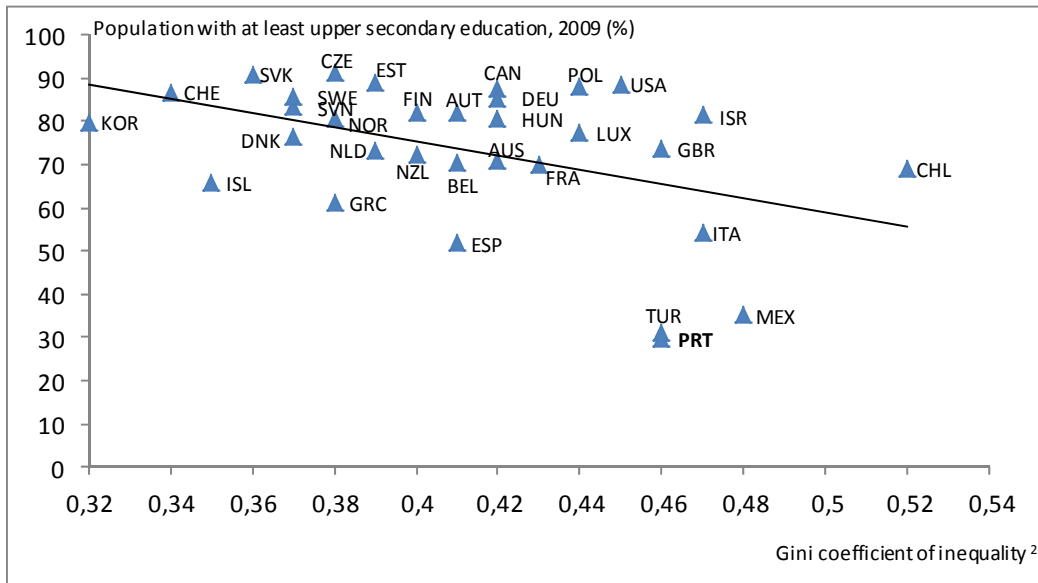
Figure 4. Public cost and benefits for a man obtaining ISCED 5/6 (2008)



Source: OECD 2012 – Education at a Glance 2012

A further aspect of the issue is the level educational attainment and individual income (OECD 2012b). In Portugal, the inequality of income is linked to the dispersion of educational attainment (reflecting that higher wages are directly related with higher education levels). This situation is significantly amplified by the fact that there is a higher premium earned for better education in Portugal than elsewhere due to a relative shortage of skills (OECD, 2010a). The reverse of this situation is the impact that the family background may have on the rate of young people dropping out of school and on the effective participation of (young) adults in tertiary education.

Figure 5. Inequality and level of educational attainment
Working age population



Source: OECD (2012. *Economic surveys-Portugal 2012*)

2. Providing vocational education and training in a lifelong learning perspective

2.1. Background and context

In Portugal, as elsewhere, the E&T system has been evolving responding both to endogenous as well as to exogenous factors and, even more so, ever since it joined the EU (ex-EEC) in mid-1980s. There seems to prevail, nevertheless, the view that the pace of modernisation of the Portuguese E&T system through 19th and the 20th century was rather slow in comparison with other countries in Europe. Some would perhaps reiterate this view and even argue that the trend remains in early 21st century by highlighting the results of Census 2011 that show, for example, that 22% of 18-24 year olds have left school at lower secondary level (9 years of schooling) (see table 4).

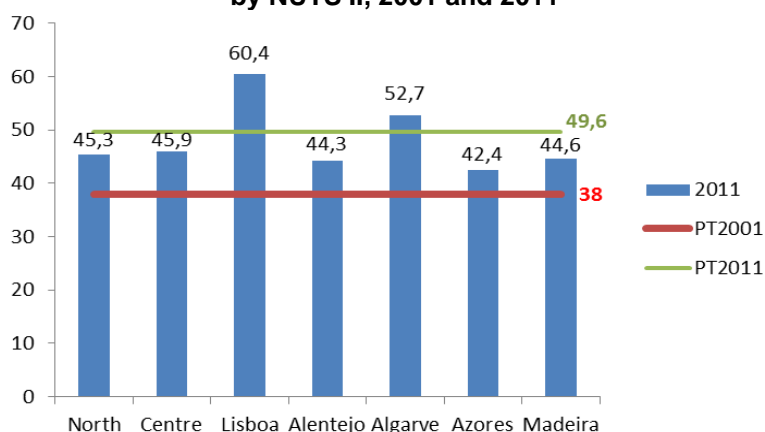
Table 4. Some indicators on the level of educational attainment (in %)

| Indicators | 2001 | 2011 |
|--|-------|-------|
| Illiteracy rate | 9,03 | 5,23 |
| Children aged 3-5 years at Ensino Pré-Escolar (pre-primary education) | 52,28 | 73,49 |
| Population aged 15 years or over who have not completed any education level | 18,03 | 10,39 |
| 18-24 years of age who completed the 3th cycle of basic education (9th year of schooling) and have left school | 33,37 | 22,08 |
| 20-24 years of age who completed secondary education | 44,04 | 60,8 |
| Population aged 30-34 years who completed higher education | 14,22 | 28,62 |
| Population aged 15 years or over who completed the 3rd cycle of basic education (9th year of schooling) | 37,95 | 49,6 |
| Population aged 18 years or over who completed secondary education | 22,67 | 31,69 |

Source: INE (2012)

Others, on the contrary, would say that E&T has been significantly improving in education in general and would underline the fact that, for the first time ever, 50% of the population aged 15 years old or over attained the level of lower secondary (9 years of schooling) whereas they were just 38% in 2001 (see figure 6).

Figure 6. Proportion of population aged +15 having attained, at least, 9th year of schooling by NUTS II, 2001 and 2011



Source: INE (2012). *Censos 2011*

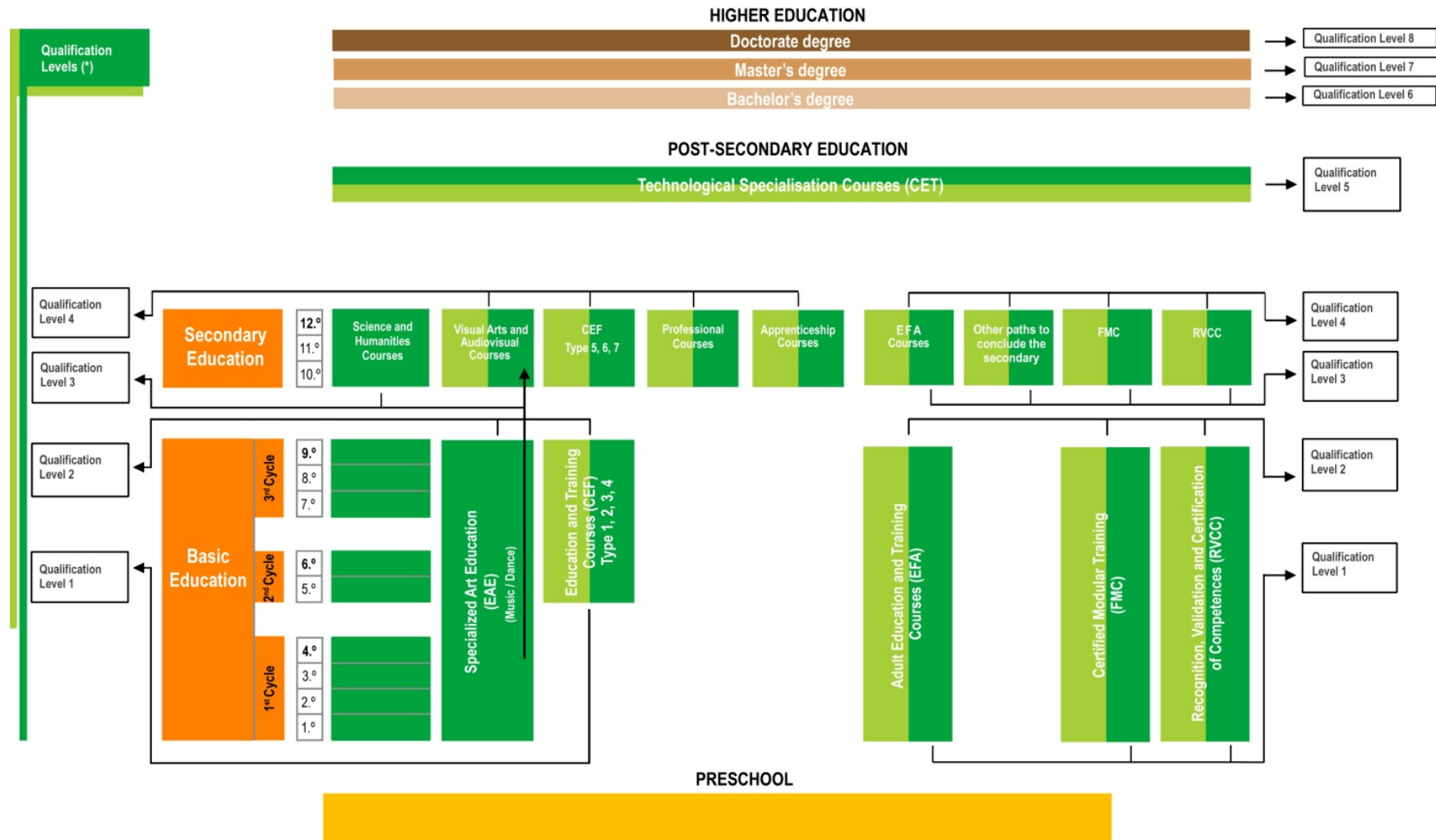
2.2. Overview of the national education and training system

2.2.1. Diagram of the Portuguese E&T system

The structure of the Portuguese E&T system (see figure 7) is the present organisation for the provision of education and training from pre-school to higher education (see the Annexes for detailed information on VET provision).

In the near future, the structural reforms Portugal agreed to take forward within the context of the EU-IFM Adjustment Programme (see Chapter 1) will certainly influence the on-going modernisation of the E&T system

Figure 7. Diagram of the Portuguese E&T system



Educational certification: ■
 Vocational certification: ■
 VET certification (vocational + educational): ■ ■
 (*) According to the National Qualifications Framework (Order no. 782/2009 of July 23)

Source: National Agency for Qualification
2011-09

2.2.2. Governance of the E&T system

Central government has overall responsibility for the E&T system in Portugal, whereby *Ministério da Educação e Ciência* (MEC - Ministry of Education and Science) is traditionally responsible for the educational sector (pre-primary education, basic education, secondary education, school based training and higher education) and *Ministério da Economia e Emprego* (MEE - Ministry of Economy and Employment), particularly the *Instituto para o Emprego e Formação Profissional* (Institute for Employment and Training), hereinafter referred to as IEFP, is traditionally responsible for training- CVET, apprenticeship and Active Labour Market Policies (ALMPs). The two Ministries share the responsibility for *Agência Nacional de Qualificação e Ensino Profissional* (the National Agency for Qualifications and VET) hereinafter referred to as ANQEP. Overall responsibility for the E&T services lies with central departments of both Ministries that are the key bodies in implementing policy. Non-higher education regional authorities and VET regional authorities (respectively, under the coordination of the MEC and MEE) are responsible for the implementation of policies at local level.

The main stakeholders for VET are a) internal stakeholders: ANQEP and IEFP, schools and IEFP training centers, certified VET providers, learners, teachers/trainers and b) external stakeholders: social partners, including confederations of both employers' associations and trade unions that participate in the VET advisory bodies.

Higher education (Universities and Polytechnic Institutes) are autonomous institutions.

At each level of the E&T system a number of advisory bodies, including social partners, deliver views and recommendations, i.e.

- Conselho Nacional de Educação* (National Educational Council covering the whole spectrum of E&T);
- Conselho das Escolas* (School Council specifically focused on basic and secondary education);
- Conselho Coordenador do Ensino Superior* (Coordinating Council for Higher Education);
- Conselho Nacional de Formação Profissional* (National Council for Professional Training);
- Conselho Geral da Agência Nacional de Qualificação e Ensino Profissional* (General Council of the National Agency for Qualifications and VET).

2.2.3. Education and training system: from pre-primary education to higher education

Pre-primary education

Pre-primary education is suitable for children who have not reached compulsory school age (3-5). The universality of pre-school education for children aged 5 was established under *Lei 85/2009, 27 August* (Law) although attendance is not compulsory. Pre-school education is provided at schools by the State, private/cooperative organisations, private social solidarity institutions and

non-profit institutions. Public pre-schools are fully financed by the state that also covers the costs of the educational component provided by private, social and non-profit organisations. Fees are paid in private nursery schools.

Compulsory education: basic and secondary education

In 2009, it became mandatory to attend school between the age of 6 and 18 years, thus extending compulsory education to 12 years of schooling. In line with these policy changes and as of 2012, compulsory education comprises two stages: basic education, subdivided into three sequential cycles (1st - 9th year) and secondary education (10th - 12th year). Compulsory education is provided in state schools which are publicly-funded but also in private schools (independent private and government dependent private).

- **basic education** is organised into 3 cycles. These cycles are organised sequentially allowing school children to move through a predictable sequence of developmental stages.

Table 5. Organisation of basic education

| Cycles | Years of schooling | Age level | ISCED level | National Qualification level |
|-----------|--------------------|-----------|-------------|------------------------------|
| 1st cycle | 1st - 4th | 6 - 10 | 1 | - |
| 2nd cycle | 5th - 6th | 10 - 12 | 1 | 1 |
| 3rd cycle | 7th - 9th | 12 - 15 | 2 | 2 |

- **secondary education** is characterised by subject specialisation and is organised in different paths, either leading to further studies or vocational qualifications. Permeability has been ensured between general/academic paths (leading to further studies) and VET paths (leading to the labour market). Qualifications are provided within the QNQ.

Table 6. Organisation of secondary education

| Type of path | Years of schooling | Age | ISCED level | National Qualification level |
|--|--------------------|-------|-------------|------------------------------|
| 1. Science and Humanities courses 2. Technological courses 3. Specialised Art courses 4. VET courses 5. E&T courses 6. Apprenticeship courses | 10-12 | 16-18 | 3 | 4 |

1. Cursos científico-humanísticos (Science and Humanities courses) leading to higher education ;
2. Cursos tecnológicos (Technological courses) leading to the labour market but allowing for further education, either specialized technological courses or higher education;
3. Cursos artísticos especializados (Specialized Art courses) leading to the labour market or further education or higher education;
4. Cursos profissionais (VET courses organized in modules) leading to the labour market and further education or higher education;
5. Cursos de educação e formação (E&T courses) leading to the labour market and further education or higher education;
6. Cursos de aprendizagem (Apprenticeship courses) leading to the labour market and further education or higher education.

The successful completion of any of the courses at secondary level requires learners to be assessed at school level (internal summative assessment) and those who intend to enrol in higher education have to take national exams in specific disciplines (external summative evaluation).

Learners who have successfully completed secondary school are entitled to a secondary school diploma while learners in technological, specialised art courses and VET courses are entitled to double certification, both educational and occupational.

Post-secondary non-tertiary education

Technological specialisation courses (CET) prepare learners over 18 years old to a scientific or technologic specialisation in a specific training area. They last approximately one year (between 360 and 720 hours); award a level 5 of QNQ and a diploma of technological specialisation.

Higher education: universities and polytechnics

Higher education is structured according to the Bologna principles and is organised into university and polytechnic education. Pre-conditions to enter higher education include: successful completion of a secondary level course or a similar qualification level, admission exams and specific requirements concerning the area of study. Candidates over 23 years of age who do not comply with the above conditions may take specific entrance exams to demonstrate they have the competences to enrol in the selected field of study.

University and polytechnic institutions grant 1st cycle degree (*Licenciatura*) and 2nd cycle degree (Master) whereas PhD degrees are granted by universities alone. This level of education is both funded by the state and by students' fees.

2.3. Government-regulated VET provision: IVET and CVET

2.3.1. General features

In Portugal, the establishment of the modern technical education took place in the mid-1940s. Technical education matured through the decade 1960-70 but it was discontinued in the post-1974 revolutionary period because of the social stigmatisation it had accumulated over the decade. Concurrently, though, IEFP was created to participate in the conception of employment and training policies in the late 1970s.

It was not until the late 1980s that Portuguese authorities began to repave the way to recuperate VET into the mainstream education system by setting up *Escolas Profissionais* (IVET schools), based on public-private partnerships and co-financed by European funds as established in *Decreto-Lei 26/89, 21 January* (Decree-Law). A decade later, these schools would legally become government-dependent private schools but the legislator explicitly stated that the state might, at some point and taking into account local needs, create state VET schools too.

The turning point, however, would come about in the 21st century, when VET was embedded in the E&T system and learners at secondary school level were offered a choice between a general/academic path (leading to higher education) and a VET path (leading to the labour market, further or higher education).

The adoption of lifelong learning as a policy principle in the late 1990s constituted the defining moment for E&T policies both at European level and in the Member States, namely in Portugal where it took some time before it percolated the existing E&T systems. By 2000, it was framing a set of policies developed to tackle the traditional underperformance of Portugal's educational attainment a) by creating a system of recognition of prior learning, b) by developing measures to combat the high dropout rates at lower secondary level and c) by further developing adult education policies under the supervision of ANEFA (National agency for adult education and training) that was set up under the joint responsibility of the Ministry of Labour and the Ministry of Education. This was a centralised E&T service that has expanded over the years and is presently named ANQEP. Its mission is to coordinate the implementation of E&T policies for young people and adults and to ensure the development and management of the Portuguese system of recognition, validation and certification of competences.

The traditional gap between education and training is in the process of being bridged since 2000. In 2007, Decreto-Lei 396/2007, 31 December (Decree-Law) established the *Sistema Nacional de Qualificações* (hereinafter referred to as SNQ) which constitutes a milestone in tackling the longstanding low level of qualification of the Portuguese population, the high dropout rate of school and early school-leaving as well as the improvement of VET. The overall policy goal for setting up this system was, therefore, to improve the competences and raise the qualifications of the population with the purpose of improving the capacity of Portugal to adapt to the ongoing economic restructuring in a sustained way.

The SNQ framework is based on an organic relationship between vocational education and training within the school system (IVET) and vocational education and training in the labour market (CVET). It establishes common objectives and instruments, and adopts a governance model based on a) a network of state and private schools, IEFP training centres, and certified private VET providers; b) sector councils and c) participation of social partners (see Boxes 1 and 2).

Box 1. System of National Qualifications: Policy objectives

The set of policy objectives, as set in the decree-law, unveil the issues that constitute the significant challenges Portugal is facing with regard to the level of E&T attainment.

These objectives are:

- to make secondary education attainment the minimal qualification of the population;
- to raise the basic training of active population in order to enable their educational and professional development;
- to ensure the provision of IVET courses leading to double certification, both educational and occupational;
- to organise IVET and CVET provision in line with the present needs of enterprises and labour market as well as with the emerging economic sectors;
- to provide a variety of VET courses in a lifelong perspective leading to competence -based qualifications;
- to reinforce and consolidate the mechanism of recognition, validation and certification of competences;
- to develop the qualification and socio- professional integration of particularly vulnerable groups.

Box 2. System of National Qualifications: instruments to support implementation

The instruments, which have been developed over the years, are complementary tools and sustain the implementation of the policy. They are reference frameworks used to help policy developers, learners, teachers/trainers, employers and society at large in understanding how the system functions and, more importantly, its benefits.

- *Quadro Nacional de Qualificações (QNQ)*: the national qualification framework, designed in line with EQF, is organised in eight levels of qualification and a set of descriptors specifying the learning outcomes of the different qualification levels;
- *Catálogo Nacional de Qualificações (CNQ)*: a strategic tool to manage and regulate non- higher E&T and designed in line with QNQ. Presently, it covers 262 vocational qualifications in 39 areas of education and training. The purpose of this dynamic tool is a) to develop key competences which are critical to the competitiveness and modernisation of Portuguese economy and enterprises; b) to facilitate the design of learning paths that will ensure educational and training progression and c) to enable the recognition, validation and certification of prior competences;
- *Sistema nacional de reconhecimento, validação e certificação de competências (RVCC)*: a mechanism for the recognition, validation and certification of competences;
- *Caderneta individual de competências*: a document to register the learner's acquisition of competences throughout life, those within the CNQ as well as any other completed training programme.

2.3.2. Initial vocational educational and training (IVET): types of courses, objectives and main features

The present architecture of IVET is, therefore, framed by the policy objectives and instruments mentioned above. Although some of the types of IVET have been in place for years (e.g. apprenticeship path), it is a fact that the recent instruments have helped modernising the system and giving it internal coherence. An analysis of the VET provision available reveals the key principles that underlie IVET provision (see Box 3).

Box 3. VET provision: key principles

Competitive diversity of VET: diversification of offer/range of courses, accessibility and closeness of links with employers, organisation of provision;

Flexibility: in type and duration of courses;

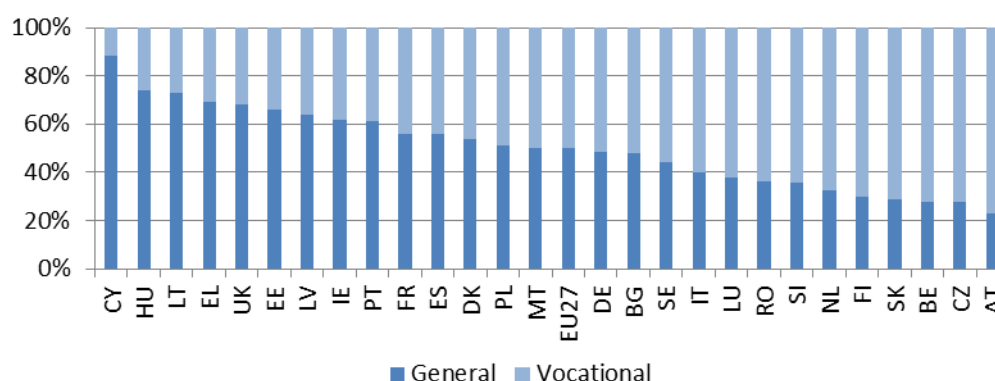
Compatibility: between EQF and QNQ, education attainment and training qualification;

Permeability: smoothing access for VET and HE through diversified entry routes;

Transparency: of qualifications to learners and employers.

A special reference should be made about the process of E&T certification, particularly about what is called double certification (both educational and occupational) because this mechanism is an important instrument a) to promote the parity of esteem between general education and VET; b) to open pathways, either at educational and training levels and, thus, to make VET more attractive for learners. Figure 8, for example, shows that the distribution of Portuguese students by programme orientation is still higher in general education than in vocational education but this proportion has been decreasing in the last ten years (it was above 50% in 2010).

Figure 8. Distribution of upper secondary (ISCED 3) students by programme orientation (general or vocational). %. (2010)



Source: Eurostat, 2012

The outline of IVET provision to young people (see table 7) attempts to illustrate how the policy principles, objectives and instruments have been embodied in the present architecture of IVET, particularly by focusing on the objectives of courses, typology of provision and providers, organisation/design of courses and certification levels, including progression opportunities. Through these main features of the IVET provision, it seems clear the implementers made an effort to translate the adopted policies into a variety of courses with the purpose of helping learners overcome those barriers that can hinder the upgrading of their educational background while providing them with competences they need as prospective job seekers or learners in further studies. In other words, it seems that policy-makers regard IVET as a key instrument to promote young people's employability and at the same time they see this subsystem as a crucial instrument to promote equity policies in order to keep the balance between the individual goals in life and societal needs (see annex - table 1).

In July 2012, in preparation for the academic year 2012-13 and in line with the stated policy goals for education in the period 2011-15 (i.e. to raise educational quality and improve educational success), the government took action and partially revised previous legislation concerning the organisation and management of basic and secondary education in *Decreto-Lei 139/2012, 5 July* (Decree-Law). In general, the organisation and requirements as well as the main features of the existing IVET courses were kept but a new policy initiative was created at the level of the 2nd cycle and the 3rd cycle in basic education.

The target group for these courses is +13 year olds in risk of dropping out of school. The objective is to offer young people *Cursos de Educação e Formação*, (hereinafter referred to as CEF) which cover both basic education and initial vocational training while raising young people's awareness to the labour market and simultaneously allowing for further learning. The educational services at regional level are piloting the initiative during the academic year 2012-13 and it will be expanded further if the evaluation, to be conducted at the end of the academic year, demonstrates its value. Regional authorities are bringing together schools (State and private) and enterprises, institutions and organisations in a concerted effort to accomplish two goals: to offer young people the opportunity to learn about the local labour market and to stimulate the social responsibility of enterprises. In order to ensure that +13 olds' needs are taken into account vocational guidance is available to help the prospective candidates to make meaningful choices on learning and work.

2.3.3. Continuous vocational education and training provision to adults (CVET): RVCC, types of courses, objectives and main features

2.3.3.1. Lifelong learning and the recognition of prior learning

Census 2011 demonstrates that Portugal has significantly improved the educational attainment of its population (Chapter 1). The improvement seems to be the result of a number of variables, e.g. at the one end of the spectrum, the age variable and, at the other end, the specific policies that have been put in place in the last decades. The age argument can be supported, for example, by the illiteracy rate that has decreased about 4% in the period 2001-11 and reached 5,23% in 2011 (79% are aged people +65) whereas the case for the policy argument can be made

on the basis of the proportion of the population +23 years of age who completed higher education in 2001 was 8,81 in 2001 against 15,11% in 2011.

In so far as adults are concerned, these two variables are significant in the sense that both determined the choices made to bridge the educational gap and the emergence of new societal needs. Thus, in the wake of the publication of the Memorandum on Lifelong Learning (European Commission, 2000) and in the dawn of the Lisbon Strategy (2000-10), the Portuguese authorities attempted to create a new paradigm of adult education at a time when globalisation was rapidly spreading and the labour market was becoming more demanding in terms of qualifications. Two types of measures were taken: *Cursos de Educação e Formação para Adultos*, hereinafter referred to as EFA (E&T courses for adults) and RVCC. These initiatives have evolved over the years and they have become important pillars of the E&T system.

RVCC mechanism (Recognition, validation and certification of competences): objectives and main features

Today, this mechanism is designed in two different paths (a school and a VET path) and it is based on the principle of lifelong learning, thus assuming a number of corollaries, e.g:

- schooling is the foundation stage in an individual's lifelong learning journey;
- individuals accumulate knowledge and competences throughout life and in a variety of contexts;
- today's fast and ever-changing world requires individuals to constantly upgrade their knowledge and skills;
- individuals have both the right to further develop their potential for learning as members of their societies and the obligation to contribute to their development.

In the Portuguese context, however, and in addition to what might be the mainstream conception of schemes to recognise, validate and certify prior learning, the launching of the RVCC mechanism was regarded as a breakthrough in lifting up the educational level of the Portuguese population (see annex - table 2).

2.3.3.2. Education & Training courses for adults: types of courses, objectives and main features

The E&T provision available for adults includes both courses traditionally offered (e.g. recurrent education courses) and more recent courses (EFA and FMC courses) that are briefly introduced below:

Cursos de Educação e Formação para adultos (EFA): these education and training courses have been provided to adults since 2000. They have always been regarded as a key tool to decrease the traditionally high levels of educational and professional non-attainment of the Portuguese population. The earlier architecture of these courses was the creation of flexible training paths (a combination of a foundation education course and training) defined according to the recognition and

validation of a candidate's prior competences. EFA courses have evolved through the decade to a more diversified offer.

Formações Modulares Certificadas (FMC): as from 2008, the FMC (VET modular courses) have also been available. They allow learners to embark upon a flexible, gradual and credit-based training by taking individual units as described in the reference frameworks of the CNQ. (See description of EFA and FMC courses as well as other available provision to adults in annex - table 3).

2.4. Evaluation studies on VET provision: some conclusions

In general, evaluation studies play an important role in identifying policy and organisational issues and they are expected to help policy makers in the review exercise they may need or wish to embark upon. In any event, evaluation studies serve an immediate objective, that is, they provide information which is useful to understand, for example, whether certain measures are delivering what they were expected to deliver, when they first were set up, or not.

In line with this premise, a summary of a few evaluation studies on VET, which were commissioned by the Portuguese authorities and conducted in early 2012, is offered below.

2.4.1. Study on active employment policies

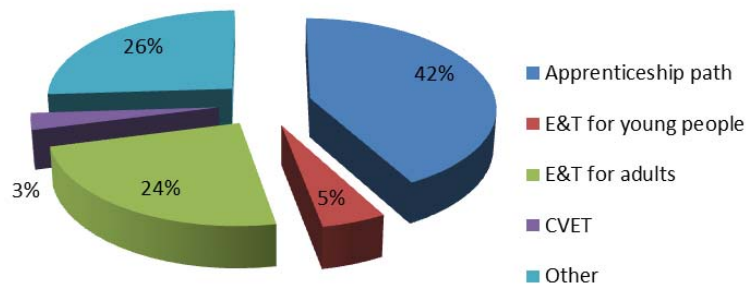
Costa Dias and Varejão (2012) evaluated the impact of employment and training policies on participants' employability (2004-11). Only the conclusions concerning the training policies are given below, excluding at this instance the active policies of the labour market.

- ✓ participation in training courses: 1,3 million participations in training (delivered by IEFPP training centres at the cost of EUR 2 million);
- ✓ course participation: 29% in continuous training and modular training, 17% in of courses of education and training for adults and 15% apprenticeship courses. As a result of the different duration of the courses, the highest cost was for the apprenticeship courses (42%) and for the education and training courses for adults (24%). These two categories reached 2/3 of the total expense (see figures 9 and 10);
- ✓ duration of courses: 505,4 days (in the education and training courses for young people), 445,3 days (in education and training courses for adults) and 404,9 days (in apprenticeship courses);
- ✓ employability: positive effects (i.e. likelihood of participants getting a job within 3 years after the beginning of a training course) in continuous and modular training.

(Note: authors recommend that conclusions on this topic need careful interpretation because the estimated effects need to take into account the course duration and that was not possible within the timeline of the study)

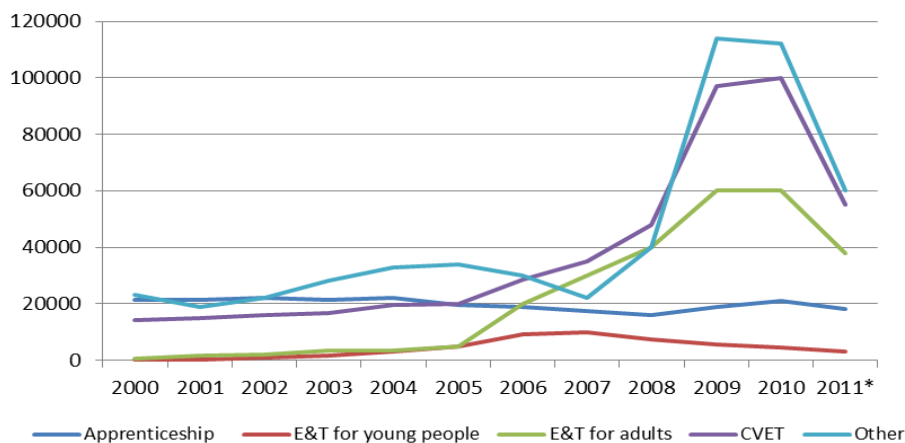
Figure 9. Public expenditure on active measures per type of measure (2000-2011)*

Training measures



Source: IEFPP (* data until August 2011).

Figure 10. Participation in active measures per type of measure (2000-2011)*



Source: IEFPP (* data until August 2011).

2.4.2. Study on the RVCC mechanism (recognition, validation and certification of competences)

Lima et al. (2012) conducted a study on RVCC covering the period 2007-11. Its main objective was to evaluate the impact of RVCC on the labour market. It came to a significant number of conclusions, some of which are:

- ✓ participants in the RVCC scheme were on average 38 years old, except for those at basic education level who were on average 45 years old;
- ✓ the 38 years old participants entered the labour market at a young age which explains their low education attainment;

- ✓ employees participating in RVCC came originally from those industries with a low technological level or from the sector of services requiring lower level of knowledge;
- ✓ the percentage of unemployed individuals who enrolled in RVCC increased between 2007-11 (they were 10% men and 20% women while by the end of 2010 both percentages reached 40%);
- ✓ employability improved for men in RVCC (professional) or when RVCC (education) was complemented with certified modular training ;
- ✓ the impact of RVCC on salaries is almost inexistent, except when it is associated with a higher level of education or if RVCC is complemented with a certified modular training.

2.4.3. Study on EFA (education and training courses for adults) and FMC (modular training courses)

Lima et al. (2012), in a study commissioned by ANQEP on the evaluation of EFA and FMC courses, identified some key issues on the impact of these courses on participants' employability and salaries, such as

- ✓ the average age of male participants in EFA was 33 years and they had a professional experience of 12 years, while the average age of FMC participants was 39 years and they had a professional experience of 16 years. This implies that FMC participants have joined the labour market earlier and their level of educational attainment is lower. The situation is similar to women but they are older in EFA courses (35 years of age), which indicates a larger professional experience (13 years);
- ✓ EFA courses are associated with an increase of probability to move from unemployment to employment; while FMC courses decrease the duration of unemployment but, in comparison with EFA courses, the effect is weaker because these courses are less structured than EFA courses and also because of its design (autonomous training units between 25 and the maximum of 600 hours);
- ✓ it is also demonstrated there is a positive relation between the evolution of salaries and the completion of EFA courses. The impact is higher when the course includes training in technical areas, in comparison with social sciences and services sector. In so far as FMC courses are concerned, results go in the same direction, except that the modular approach is unable to meet the need for competences of those individuals who are in a less advantageous situation in the labour market.

2.5. Highlights of data on VET: data on enrolments and on public expenditure

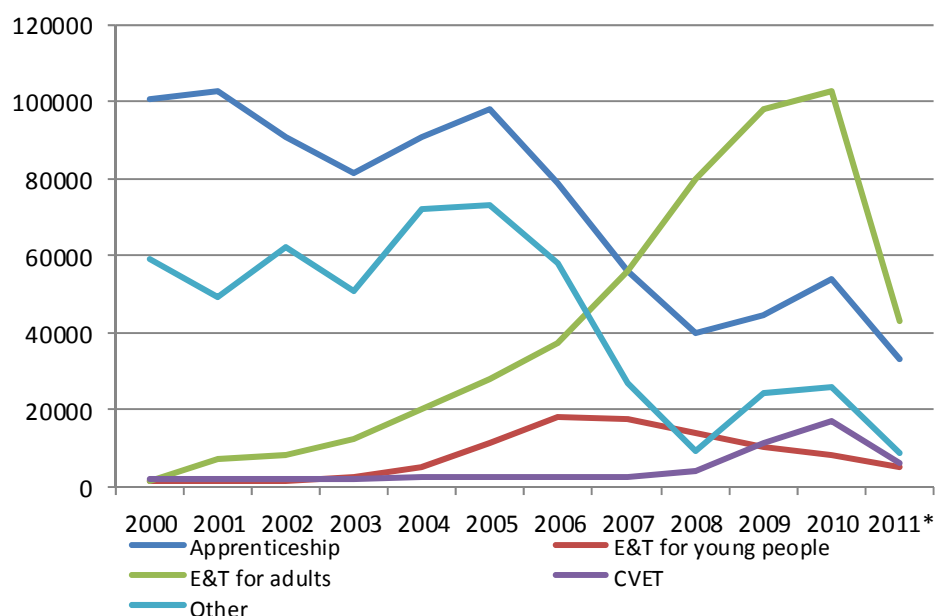
The Ministry of Education and Science published a report on education statistics for the academic year 2010-11. The data describe a wide range of characteristics of the Portuguese E&T, including young people and adults' enrolment. Highlights of these data are presented below in total numbers of enrolment and in percentage of distribution by level and modality of E&T for young people and adults (see annex - tables 4a and 4b).

In so far as young people are concerned, the most interesting figure is the total number of 131 248 young people enrolled in VET paths (VET courses, apprenticeship and CEF courses) compared to the total number of 211 233 those enrolled in general secondary education.

Table 4b displays adults' enrolment in the different modalities available. Unsurprisingly, the most relevant figure is 47 945 adults enrolled in RVCC (23,80% of the total population of enrolled adults in E&T activities). It is also relevant to highlight the fact that 52,10% of the adult population is enrolled at basic education level which underlines the analysis on the low level of educational attainment of the Portuguese population.

Figure 11 displays public expenditure in E&T provision between 2000 and 2011. The most relevant information is that funding for E&T for adults grew substantially between 2005 and 2010 and then fell abruptly to the level of 2005 by 2011. It is also worthwhile noting that funding for apprenticeship had been declining since 2001 and reached its minimal level in 2011. Possible explanations for these variations may be the fact that a) for the former, public policies and funding were addressed to this cohort of the population in a very decisive way and b) for the latter, there was a reorientation of public funding.

Figure 11. Public expenditure in E&T per type of provision



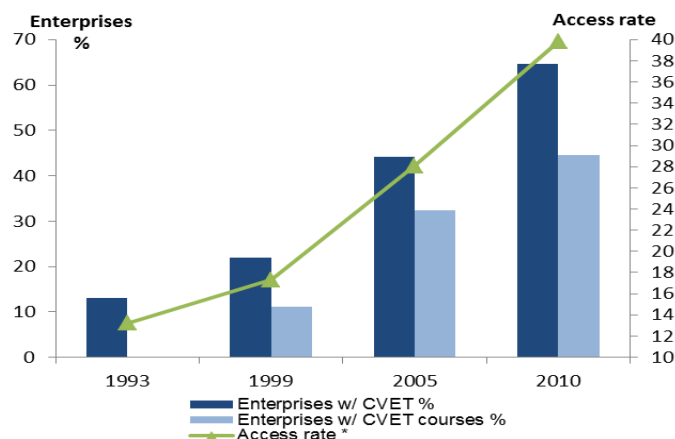
Source: IEFP (2011)

2.6. Other forms of training

In Portugal, CVET lies within the remit of enterprises and it covers a wide range of training schemes, e.g. training courses, on the job training, conferences, workshops, self-learning. The last survey on the topic was held in 2010 within the statistical exercise that EU Member States take every 5 years.

According to the last survey, 44,5% of the Portuguese enterprises engaged in training which represented an increase of over 10% in comparison with 2005 (32,3%). This is a significant result taking into account that the total of enterprises that provided training includes small enterprises with over 10 employees (see figure 12).

Figure 12. Evolution of CVET (1993, 1999, 2005, 2010)



Source: MEE /GEP (2012). *Estatísticas em síntese – Inquérito à Formação Profissional Contínua*

In terms of the typology of training provision, it is relevant to note that training courses are predominant in 44,5% of the enterprises; these courses are either provided externally (37,9%) or internally (20,9%). On-the-job training had a remarkable percentage: 41% of enterprises offered this type of training while conferences, seminars and workshops had a modest increase of 5,5% in relation to 2005 (see annex - table 5).

In 2010, out of the total of enterprises providing training, 64,6 % of enterprises provided continuous professional training:

- a)** the three most performing activities were i) the financial and insurance enterprises (92,4%), ii) electricity, gas, water supply, sewage and waste management (79,4%) and iii) information and communication activities;
- b)** the least performing sectors were: i) accommodation and food services (52,1%), ii) manufacturing industries (62,1%) and construction (67%).

The most provided training falls within the category of training courses (44,5%) and on-the-job training (41,1%). (See annex - table 6)

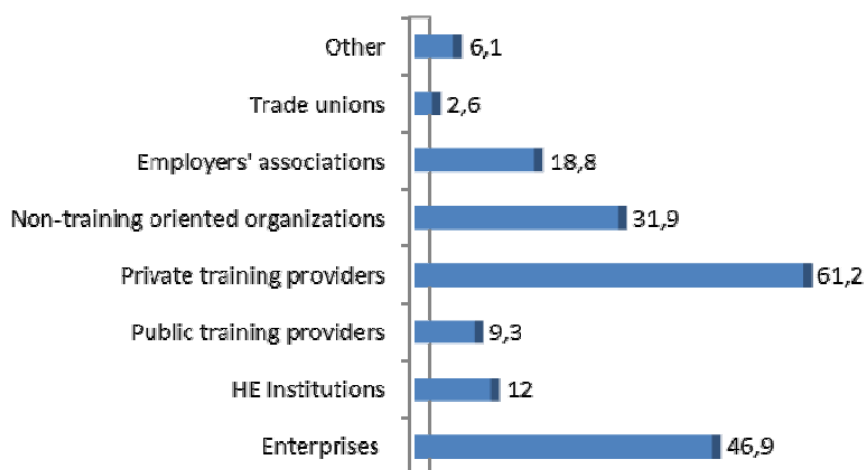
In the period 2005-10, data reveal that other important changes have taken place, such as:

- ↳ The duration of the courses has increased from an average of 26,4 hours per participant in 2005 to 42,5 hours in 2010;
- ↳ The average cost of courses per participant rose from 288,2€ per participant in 2005 to 391,4€ (+ 35,8) in 2010

Further analysis of data demonstrates that the highest percentage was reached by the economic activities under the aggregated set of real estate, consultancy, administration, arts, other (53,5 hours) and the lowest percentage (30,6 hours) was in electricity, gas and water management. An interesting piece of information we may take out of data on the cost of the courses is that the lowest cost (EUR187,6) is in the aggregated set mentioned above, which might explain the reason why the duration of those activities reached the highest percentage. The highest cost (EUR 1 668, 7) was in information and communication activities which ranked below average in the duration of courses (see annex - table 7).

In analysing the data concerning the training providers, it is significant that almost 50% of enterprises said that they themselves organised the training provided, i.e. both the design and the management of the courses. As for all the other courses, they were mainly organised by private providers (61,2%) whereas trade unions (2,6%) and public organisations (9,3%) had a very low representation as shown below:

Figure 13. Typology of CVET training providers



Source: MEE/GEP (2012). *Estatísticas em Síntese: Inquérito à Formação Profissional Contínua*.

Unsurprisingly, the content of the training courses focused on technical, practical or specialised competences (64,4%) and on teamwork competences (41,3%), immediately followed by management (37,2%).

The last piece of information conveyed by the survey is the justification given by enterprises for not providing training, as stated by 35,4% of the surveyed enterprises:

- ↳ employees' qualifications were adequate to the needs of the enterprise (73,6%);
- ↳ recruitment policy of the enterprise, i.e. the enterprise recruited employees with the required competences for the job (59,1%).

This survey involved 6 526 enterprises with +10 employees and the rate of responses was 59,6% of the total.

2.7. Certification of VET provision: trainers and providers

Certification of individual VET trainers and of VET providers is mandatory in the Portuguese VET system and it constitutes one of the foundation stones among others (e.g. the external evaluation studies) of the mechanism to ensure quality of delivery by VET trainers, particularly in the government-regulated VET provision, and of VET provision in the case of private providers.

2.7.1. VET trainers: entry conditions and requirements of a certified profession

A VET trainer is defined as someone who performs in many different contexts, modalities and levels of learning by using different strategies, methods, techniques and instruments of assessment/evaluation. Trainers are expected to establish a diversified and effective pedagogical relationship with various groups or individuals in order to facilitate their acquisition of knowledge and competences as well as the development of attitudes and behaviours adequate to their professional performance, bearing in mind both present and future labour market needs.

The profession is regulated at two levels:

- a. at the level of the Ministry of Economy and Employment through *Portaria 214/2011, 30 May (Ordinance)* that establishes the basic conditions to accede the profession of VET trainer as well as the requirements to get the mandatory pedagogical certificate. Basic conditions include: either a higher education degree or the professional experience of a minimum of five years (in case these professionals are responsible for more practical training) and a pedagogical certificate. This certification is granted upon:
 - ✓ completion of a course of initial pedagogical training;
 - ✓ recognition, validation and certification of pedagogical competences acquired through prior experience;
 - ✓ equivalence of degrees, i.e. recognition of diplomas or certificates of higher education equipping the respective holders with pedagogical competences in line with those defined in the reference profile.
- b. at the level of the Ministry of Education through the legal requirements to enter the teaching profession (a higher education degree in teaching).

In addition to these general requirements, individual candidates must have a sound knowledge of the *Sistema Nacional de Qualificações* (National system of qualifications), particularly of the different VET paths available.

2.7.2. VET provision: certification of private providers

The certification of VET providers is legally framed by *Portaria 851/2010, 6 September* (Ordinance). The certification of a VET provider is the overall recognition of its capacity to develop the different phases of the training cycle in a specific area or areas of education and training (described in the national classification of the education and training areas).

The validation of the VET provider's specialised performance requires an evaluation of the existing conditions (resources and practices) in relation to the certification reference framework and a technical assessment of such dimensions as the correlation between training objectives and training content, trainers' professional competences and minimal requirements for buildings and equipment needed for the specific types of training.

3. Shaping VET qualifications: from the anticipation of labour market needs to the qualification of learners

3.1. Background and context

As described before (see Chapter 2, point 2.2.2.), VET was not in supply (nor in demand) for some decades in Portugal. Gradually, it has been recuperating its status and visibility: this new stage of development started in the late 1980s, then it became a policy concern in late 1990s and, finally, it came to the forefront of policy making in the early years of 21st century. Since 2007, one can say, it is in the eye of the storm. Concurrently, the traditional environment of defining E&T policies in Portugal (forecasting has not been part of the process of decision-making in education) has been changing and some institutional alterations were made to ensure a stronger articulation between demand for and supply of skills.

To illustrate how the shaping of VET qualifications has been approached since 2007, a brief description of the process is given below at different levels: at the system level, at the level of sectors and at the operational level.

3.2. Shaping VET qualifications at system level: the *Quadro de Referência Estratégico Nacional (QREN)* and the reform of the VET system

The *Quadro de Referência Estratégico Nacional* (National Strategic Reference Framework), which constitutes the framing for the application of the Community's policy for economic and social cohesion in Portugal (2007-13), identified the qualification of the Portuguese people as its main strategic aim. The preparatory work for the operationalisation of the QREN included: a) an ex-ante evaluation and b) preparatory studies that examined different areas and focused on different scales, contributing to a deep examination of those issues that were considered as of decisive importance for Portugal's social, economic, environmental and territorial landscape and for its natural and desirable development.

The result was the launching of *Programa Operacional Potencial Humano (2007-13)* (an operational programme for human potential) which brought together a set of interventions with the purpose of a) promoting school and professional qualifications among the Portuguese population; b) fostering employment and social inclusion and c) enhancing gender equality and full citizenship. This policy agenda identified the following main areas of intervention: initial qualifications, adaptability and lifelong learning, management and professional improvement, advanced competitiveness training, support for entrepreneurship and transition to working life, citizenship, social inclusion and development and the promotion of gender equality.

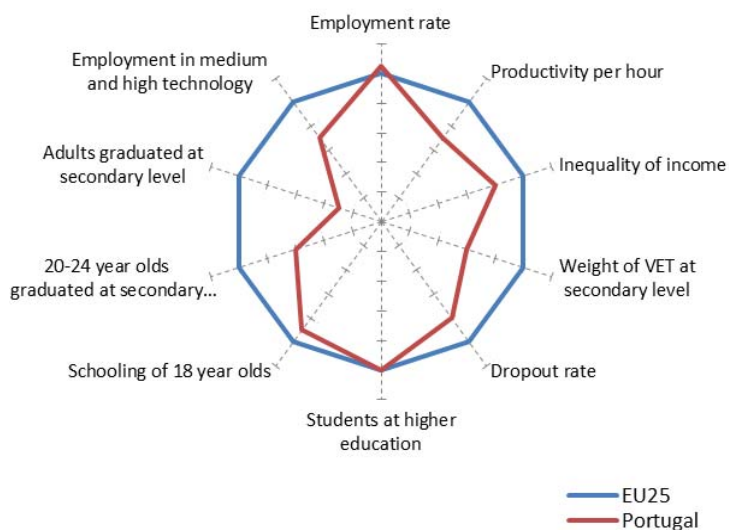
It is against this context that the reform of VET has been taking place and is expected to continue taking into account the further recommendations delivered in the process of implementation of the EU/IFM adjustment programme.

Reforma do Sistema de Formação Profissional (Reform of the VET system)

Improving the match between the labour market demands and the provision of VET is an ongoing topic of argument. Some would say that it is impossible to identify the future needs of the labour market and, consequently, it is not possible to plan VET provision accordingly. Others would argue that is neither possible nor desirable because the world we are living in is no longer predictable and, therefore, we are unable today to provide for the skills the enterprises will need in the future.

This debate, however, has not hindered forward looking studies prior to key decision making as the case was with the operational programme mentioned above. The diagnosis put forward by those studies (which based their projections on national, European and international data sources), identified the main characteristics of the Portuguese economic and development paradigm in the course of a transition phase that has been induced by globalisation and the enlargement of the EU. Employment, investment and productivity were cross-referenced with a number of variables (rate of school dropout, weight of VET at secondary level, school attainment of 18 year olds, number of individuals aged 20-24 having attained secondary education, number of individuals in higher education and number of adults having attained secondary education) and analysed in comparison with EU and OECD average performances (see figure 14).

Figure 14. Structural indicators



Source: Adapted from: Observatório do QREN (2008). *Programa Operacional Potencial Humano 2007- 2013*.

The analysis revealed that the difference of educational attainment between generations was very significant, and, even if progress had been achieved with the younger generation, the effort had not been enough to change the overall attainment of the population. The thorough analysis

identified, therefore, a serious deficit in both demand for and supply of qualifications, particularly in the supply of vocational education and training. Consequently, a qualification strategy was designed

- to promote the attainment of upper secondary education (considered as the basis to develop a knowledge-based economy) by both young people and adults;
- to expand IVET paths and provide flexible paths to adults leading to the acquisition of certified competences.

These priorities were operationalised by reviewing the E&T system which led to the design of a new architecture of IVET and CVET and the development of new instruments: *Catálogo de Qualificações*, *Caderneta individual de competências* and the updating of the *Sistema Nacional para o Reconhecimento, Validação e certificação de Competências* (see Chapter 2).

3.3. Shaping VET qualifications at sector level: the study *Análise prospetiva da evolução sectorial em Portugal*

Pedroso et al. (2011), in a forward-looking analysis of the evolution of sectors in Portugal, approached the issue of matching VET provision and labour market needs. The study comprises two parts: the first part reviews the available forward looking literature on the economic activity in Portugal; in the second part, it investigates the relation between VET provision and employment by comparing the available data (reference year 2008) with those of the previous decade.

One of the main conclusion of the study is that there is a significant mismatch between training supply and labour market demand: a) an over-supply of courses leading to professions such as medium skilled technicians for informatics and for commerce (with 66% of VET learners) for a low demand on the labour market, and b) a high demand for qualified workers in such areas as food services, construction and industrial production which rank low in VET provision. To tackle the issues identified by the analysis, further action is recommended, e.g. development of strategies to support VET providers in redirecting/ updating their supply towards the more demanded areas in the labour market, and to further analyse those sectors where there are discrepancies between individuals' competences and the jobs they are performing.

3.4 Shaping VET qualifications at operational level: *Catálogo Nacional de Qualificações (National Catalogue of Qualifications)*

The first version of the CNQ was adopted in 2008 and it was designed to serve as:

- a management instrument for qualifications at non higher E&T level;
- a tool to regulate VET provision leading to double certification that seeks public funds;
- a comprehensive tool comprising qualification reference frameworks specifically addressed to training conducive to double certification and processes of recognition, validation and certification of competences.

Its main objectives are :

- to create qualifications and key competences needed for the competitiveness and modernisation of the Portuguese economy and for the personal and social development of individuals;
- to contribute to the development of a qualification framework that is transparent and flexible in order to facilitate the comparability of qualifications at national and international level;
- to promote flexibility in attaining qualifications and in creating an individualised path in a lifelong perspective;
- to facilitate the recognition of competences despite the entry path;
- to contribute to ensure the quality of the *Sistema Nacional de Qualificações*;
- to improve the efficiency of public funding for training;
- to contribute to inform and orient in the field of qualifications.

In this context, the type of stakeholders involved, as well as the role each one of them plays in this process, is crucial in creating and updating qualifications.

3.4.1. Role of stakeholders

The mission of the ANQEP is to coordinate the implementation of the E&T policies (of both the young and adult population) at national level as well as to ensure the development and management of the RVCC system. Within its remit, ANQEP established 16 sector councils comprising representatives of Ministries responsible for the respective sector areas, social partners, enterprises, representatives of VET providers (e.g. state schools, IEFP training centres, certified VET providers), regulating authorities, and experts. Their role is to identify, on a on-going basis, the need to update the CNQ and to cooperate with ANQEP in implementing the necessary changes, in particular, by

- identifying the qualifications and competences needed to accommodate the changes and evolution of the different sectors;
- putting forward proposals to update the CNQ;
- analysing and giving their view on proposals made by other stakeholders;
- supporting the design of qualifications;
- facilitating the articulation with the relevant authorities in each sector through networking in order to maximise the development of innovative solutions in the field of competences and qualifications;
- identifying technical and methodological competences to support the ANQEP in the process of updating and developing the CNQ, in particular in creating the professional profiles/competences frameworks, training and RVCC frameworks.

Other stakeholders may take part in this process, including making proposals to update the CNQ, by acceding the official site of ANQEP and submitting an application to the respective council. If accepted, this is to be followed by a 3-stage process leading to the publication of the new qualification in the *Boletim do Trabalho e Emprego* (the official bulletin for Labour and Employment). Finally, it will be integrated into the Catalogue and made available online.

For qualifications to be integrated into the CNQ, a number of pre-conditions need to be fulfilled, i.e. each new qualification is required

- to be strategically relevant for the different sectors in the economic, social and cultural activities;
- to match the need for competences needed to perform one or more professions in a specific activity sector;
- to be linked to one of the areas of E&T and a specific level (2,4 or 5 of QNQ);
- to be associated with professional profiles which are clearly different from those already considered in the Catalogue;
- to adopt a logic of further development of competences associated to level 4 and a logic of further specialisation in level 5;
- to endure the relationship between qualifications as provided by the different E&T paths as well as those granting double certification.

3.4.2. Organisation of the CNQ

The qualifications in the CNQ are organised under two axes: a vertical axis (certification levels) and a horizontal axis (training areas). To date, the CNQ covers 39 areas of education and training (in line with the national classification of E&T areas) and it describes 261 professional qualifications. The qualification levels are described in terms of education and training attainment where

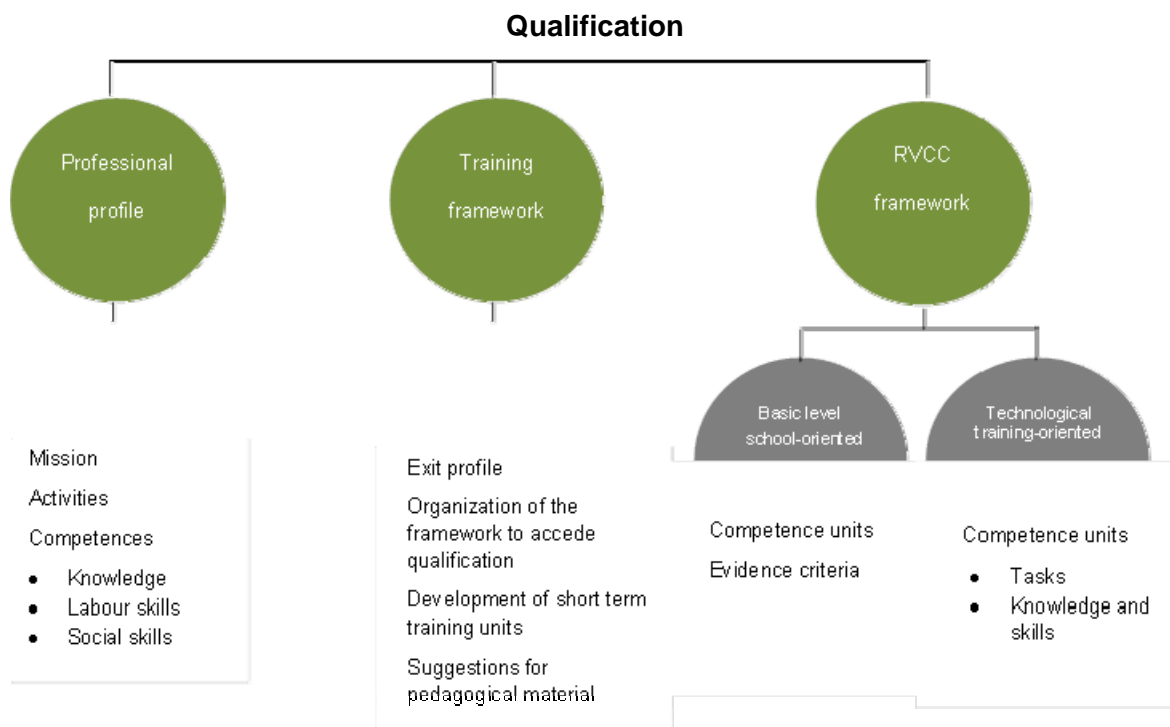
- ✓ 9-year schooling (3rd cycle of basic education level) corresponds to level 2 of QNQ;
- ✓ 12-year schooling (upper secondary education) corresponds to either level 3 or 4 of QNQ.

The CNQ describes each one of the listed qualifications in reference to:

- ❑ the professional profile, i.e. the activities associated with the profession, as well as the knowledge and skills (professional, personal and social) needed to perform those activities;
- ❑ the training framework, i.e., the content as well as the information needed to organise provision according to the framework of competences leading to double certification. This provision is organised into two components: one is a foundation course (school-oriented) and the other one are modules (from 25 to 50 hours), thus allowing for flexible qualification paths and permeability between education and training;

- the framework for the recognition, validation and certification of acquired competences, i.e. the set of competences, organised in coherent units and acquired in different contexts, to be demonstrated. It leads to a educational certificate (at the level of basic or secondary education) and/or occupational certificate (at level 2 or 3 QNQ) (see figure 15).

Figure 15. Descriptive diagram of a qualification in CNQ



Source: Adapted from ANQEP (2012). *Catálogo Nacional de Qualificações- folheto*.

3.4.3. Sistema de reconhecimento, validação e certificação de competências (RVCC)

As mentioned earlier (see Chapter 2) the System RVCC is a mechanism to recognise, validate and certify competences acquired either formally or informally leading to a double certification (basic or secondary education and level 2 or 3 of QNQ) as well as to guide a candidate in a qualification path according to his/her needs. Methodologically, a RVCC process (either in the field of education or in the field of training) is organised as illustrated in annex - Figure 1.

3.4.4. Forecasting instruments

In addition to the studies mentioned above and the role the sector councils are playing in forecasting future needs in skills, other instruments are in place that contribute to the development of an integrated system to anticipate the demand for and the supply of skills, i.e.

a) *Sistema de Informação e Gestão da Oferta Educativa e Formativa* (online information and management system of the education and training offer) is a key instrument for managing and monitoring demand, processes and results in a decentralised way;

b) *Observatório do Emprego e Formação Profissional* (employment and vocational training observatory) is a tri-partite body mandated to monitor the labour market and evaluate employment policies, such as mismatches between demand for and supply of employment, and the evolution of professional qualifications.

4. Promoting participation in vocational education and training

4.1. Background and context

The strategic aim to qualify the Portuguese population in the period 2007-13, as stated in the QREN, is being developed through the *Programa Operacional Potencial Humano* (the operational agenda for human potential), financially supported by the Structural Funds and the Cohesion Fund (in a total of 6 100 EUR Million) and Portugal (in about 2 700 EUR Million). There are 10 priority areas of intervention in this programme, among which two priority areas directly related with E&T: priority area no 1 (initial qualifications) and priority area no 2 (adaptability and lifelong learning). According to the initial planning, 2 600 EUR Million will be invested in initial qualifications and 3 200 EUR Million in adaptability and lifelong learning, which represents 70% of the total budget. The benchmarked population to participate in the programme was identified as follows:

- 135 000 young individuals/year in courses of double certification,
- 15 000 adults/year in certified modular courses and 32 000 in E&T courses,
- 1,5 million adults in RVCC (until 2013),
- 35 000 SMEs in training actions.

Eligibility for funding depends on the type of action but, in general terms, public calls are addressed to the institutions responsible either for the implementation of the policies (e.g. IEFP, ANQEP, Institute for Tourism) or directly for the providers such as IEFP training centres, State and private VET schools, technological schools, public E&T establishments, certified training organisations. This constitutes a direct financial incentive for institutions and indirectly the main financial incentive for individuals who do not pay any fees.

Monitoring reports of the implementation process are due to be delivered every year and they constitute therefore a source of information to assess the progress of each one of the areas under development and of the programme as a whole. The progress report on 2010 was the source for point 4.1.

4.2. Structures for promoting participation in VET: financial incentives for providers and enterprises

4.2.1. Financial incentives for VET providers

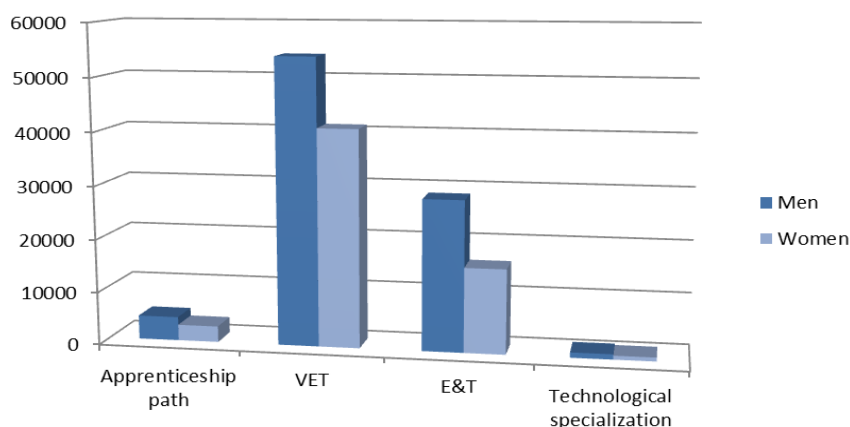
This information was approved in June 2011 and it is the latest yearly report available to date. Here, the relevant information on financial incentives is presented under the two priority areas concerning VET and covers the number of beneficiaries and the financial support.

Priority area no 1 - focuses on initial VET and its goal is to lift young people's qualifications by promoting their employability and adjusting their qualifications to the demands of the labour market. The specific objectives for this priority area are:

- to combat school failure and early school leaving;
- to prevent the entry of unqualified young people in the labour market;
- to ensure that the minimal schooling attainment is secondary level.

The provision designed to achieve these objectives is based on the concept of double certification VET: it articulates qualification objectives and working life entry and/or further studies and the valorisation of further non-higher education and qualification level 5. In 2010 the total number of participants under this priority area was 162 706 learners distributed as displayed in figure 16 below. It reveals that there was a predominance of vocational courses and men.

Figure 16. No of trainees by gender



Source: POPH (2012) *Relatório de Execução 2010*.

As far as financing is concerned, the total of 16 636 023 EUR were granted to providers as indicated in table 7.

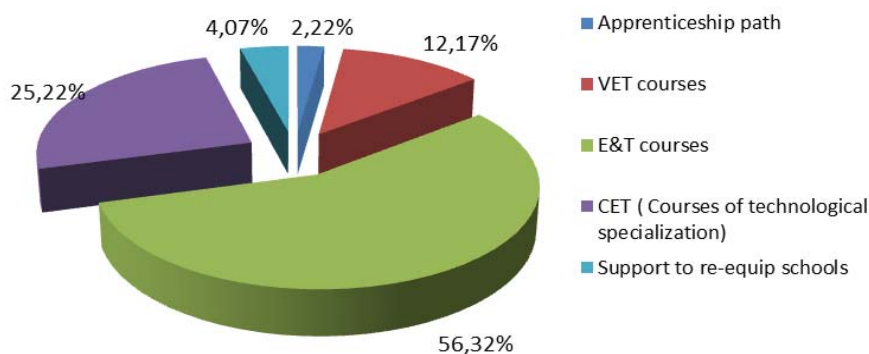
Table 7. Financial execution in EUR (2010)

| Typology | Expenditure approved by Autoridade de Gestão (Management Authority) | Public contribution approved by Management Authority |
|---|---|--|
| Apprenticeship path | 51.555.543,19 € | 51.555.130,39 € |
| VET | 238.680.755,90 € | 237.015.734,40 € |
| EFJ (E&T for young people) | 106.883.205,56 € | 106.841.077,46 € |
| CET (Courses of technological specialization) | 17.244.605,08 € | 16.636.023,73 € |
| Re-equipment of schools | 9.427.114,34 € | 9.427.114,34 € |

Source: Adapted from POPH(2012) *Relatório de Execução 2010*.

When comparing the funds allocated to the different types of courses, the conclusion is that 56% were invested in E&T courses for young people, 12% in the apprenticeship courses and 4% in the courses for technological specialization (see figure 17).

Figure 17. Expenditure approved by Management Authority (%)



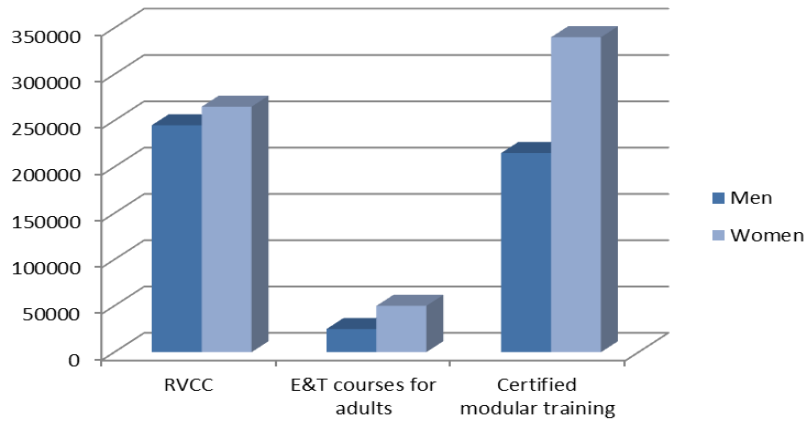
Source: Adapted from POPH(2012) -*Relatório de Execução 2010*.

Priority area no 2 - covers adaptability and lifelong learning and the goal is to reinforce the qualifications of the active adult population (both employed and unemployed) in order to develop those competences that are critical to the economic modernisation and the workers' adaptability. The specific objectives of this priority area are:

- to raise the qualification levels of the adult active population by establishing secondary attainment as the minimal qualification level;
- to widen the opportunities for the adult population to accede training through the modularisation and adjustment of provision;
- to expand and consolidate the RVCC system;
- to diversify learning provision and new methodologies in a lifelong perspective;
- to boost equal opportunities for both men and women.

A global analysis of the data for 2010 shows that 1 166 208 adults participated in LLL activities: a) the largest number participated in modular training b) RVCC came second and c) the lowest number of participation was in EFA courses (E&T courses for adults). In terms of the relation men-women, the latter were clearly in majority in the three types of provision available (see figure 18).

Figure 18. No of adults per gender



Source: Adapted from POPH(2012) *Relatório de Execução 2010*.

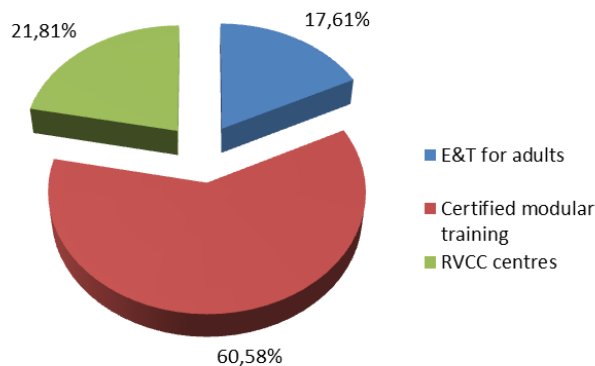
Financially speaking, the total amount of 128 178 396 EUR was spent on this priority area (see table 8) distributed as follows: the EFA courses got the highest percentage (60,58% of the total amount) while the modular courses and RVCC took respectively 21,82% and 17,61% (see figure 19).

Table 8. Financial execution of VET for adults in EUR (2010)

| Typology | Expenditure approved by Autoridade de Gestão (Management Authority) | Public contribution approved by Management Authority |
|--|---|--|
| Recognition, validation and certification of competences | 103.863.239,72 € | 103.857.916,49 € |
| E&T courses for Adults | 357.232.697,85 € | 357.209.973,33 € |
| Certified modular training | 128.599.641,71 € | 128.178.396,57 € |

Source: Adapted from POPH- *Relatório de Execução 2010*.

Figure 19. Financial execution of VET for adults (%)



Source: Adapted from POPH (2012) *Relatório de Execução 2010*.

4.2.2. Financial incentives for enterprises

Financial incentives for enterprises are available to support training activities related to the adaptability of workers and enterprises through training. These activities are promoted by social partners (employers' associations) who are members of the *Comissão Permanente de Concertação Social* (a permanent committee on social dialogue) and put forward applications on behalf of their associates. The objective for these activities is to develop training activities, either ready-made or individualised, which are designed taking into account the characteristics and the specific needs of the target group: SMEs, and organisations in the field of social economy with a total number of workers equal or less than 100.

In 2010, 1794 enterprises and 132 999 individuals participated in short training programmes at an average of 8,35 hours per individual. This participation represented a total cost of 1 593 694 EUR and the most performing area was the district of Porto (19,48% of the total cost), followed by Braga (14,36%) and Aveiro (9,58%).

4.3. Formal and non-formal guidance: on guidance services and awareness raising activities

Educational and vocational guidance is a lifelong process and, even though guidance services are currently offered through a variety of bodies (e.g. schools, public employment services, trade unions and private enterprises), societal conditions have changed so much that it is imperative that a comprehensive approach, i.e. both formal and informal guidance, be used complementarily in implementing social policies.

In Portugal, formal guidance has always been provided by professionals both in schools and in public employment services but the establishment of the RVCC system has boosted the counselling/career guidance in the training centres by integrating guidance within the journey that each learner needs to take when he/she wishes to have prior learning recognised, validated and certified. In the EFA courses, the social and personal mediation between the VET provider, the training team and the learner is ensured by *Mediadores* (mediators) whose job includes recruiting and selecting candidates, support learners (at personal, social and pedagogical levels), ensure the articulation between the team of trainers and the group of trainees and the latter with the provider. The mediator is also responsible, in cooperation with the trainers, for the diagnostic assessment of the trainees in order to identify the most adequate provision available for them.

Additionally, non-formal guidance (awareness raising activities) is generally perceived as a very good way to reach people, particularly the younger generations, by displaying information online and/or delivering it on TV and radio. Some examples of good practice are the following:

- ❑ *Mundo as profissões* (World of professions), a website developed by ANQEP where learners can find vocational guidance and browse or download a) *Guia das profissões* (a guide on jobs) and b) *Manual de exploração vocacional* (a manual to explore vocational paths) to facilitate more structured guidance activities in the schools;

- ❑ TV and radio programmes under protocols between IEFP and television and radio stations:
 - a) the programme *Iniciativa* (Initiative) broadcasted on a public TV station (RTP2) and b) *Objectivo 2013* (Objective 2013) broadcasted on a radio station (TSF), which disseminate successful projects and contribute to advertise the training courses provided by the IEFP network of training centres;
- ❑ exhibitions and fairs: *Futurália* (an exhibition on E&T and employability for the future) and *QUALIFICA@* (a fair on E&T, youth and employment) which are held annually a) to promote VET paths for young people by publicising and valorising professions and careers requiring secondary level of education attainment; b) to encourage the demand for secondary level courses of double certification amongst young people and families; c) to illustrate the advantages of choosing VET paths; d) to encourage the involvement of employers in the effort to qualify young people not only through their collaboration in the learners' training in a work context, but also in actually contracting trainees;
- ❑ competitions: *Skills Portugal* organises the national skills competition and participated in world skills and European skills events. *Skills Portugal* aims to raise public awareness of the importance of professional excellence and high quality vocational education and training. The national skills competition promotes skills by presenting hundreds of talented young people performing through the event after they have been selected in their respective school/VET centre/university competitions.

4.4. Regulatory instruments - Código do Trabalho (Labour Code)

As far as VET is concerned, the main regulatory instrument is the Labour code, particularly articles no 89-96 and no 130-134:

- ↪ Articles 89-96 legislate about workers who are enrolled in a school or university and the specific conditions they are entitled to have in terms of allocation of hours to attend classes (between 3 and 6 hours per week) and time to take exams. These conditions will be kept if the worker is academically successful year after year;
- ↪ Articles 130-134 deal specifically with CVET: every worker is entitled to have a minimum of 35 hours per year for training, which may be provided by the employer, a certified training organisation or a state VET provider. It is mandatory that this training is certified and registered in the *Caderneta Individual de Competências* in accordance with the legal terms of the *Sistema Nacional de Qualificações*. Financial support is possible if ruled by the respective collective bargain or the contract.

ANNEXES - TABLES AND FIGURES

Table 1. Outline of available VET provision for young people

| Type of courses/ Objectives | Main Features |
|--|--|
| <p><i>Cursos de Educação e Formação (CEF)</i> (E&T courses)</p> <p>Objectives: to motivate learners to further continue studies/training by providing flexible learning solutions in line with learners' expectations and local labour market needs.</p> | <p>Age level: +15 year olds.</p> <p>Admission requirements: educational attainment lower than 2nd/3rd cycle of basic education (9th year schooling), secondary education or no certification.</p> <p>Organisation of provision: VET paths are organised sequentially from type 1 to type 7, according to admission levels of attainment and the duration of the training, between minimal learning hours (1 125) and maximum learning hours (2 109). A complementary course is provided for learners holding a diploma for type 2 or 3, or the accumulation of a type 2 course with completion of 3rd cycle of basic education (9th year of schooling).</p> <p>Type of provider: state schools, private or cooperative schools, IEFP centres, certified training providers.</p> <p>Certification: double certificate of 2nd or 3rd cycle of basic education, or secondary education and level 1, 2, 4 or 5 of QNQ is granted upon successful completion.</p> |
| <p><i>Cursos profissionais</i> (VET courses)</p> <p>Objectives: to provide learners with the required vocational education and training</p> <p>a) to execute a job by equipping them with the skills they need;</p> <p>b) to take further studies and/or training (further training or higher education).</p> | <p>Age level: +16 year olds.</p> <p>Admission requirements: educational attainment at the level of 3rd cycle (9th year of schooling) seeking practical E&T linked to the labour market and leading to further E&T.</p> <p>Organisation of provision: 3-year courses organised in modules It is mandatory to take work-based learning in an area of technical training. Learners must develop <i>Prova de Aptidão Profissional</i> (a project to demonstrate the competences and knowledge acquired during the training).</p> <p>Type of provider: State or private VET school; State secondary school.</p> <p>Certification: double certificate of upper secondary level/12th year of schooling and of level 4 of the QNQ is granted upon successful completion and it leads either to the labour market or further E&T, including Higher Education.</p> |

| | |
|---|---|
| <p style="text-align: center;"><i>Cursos de Aprendizagem</i> (Apprenticeship-type training)</p> <p>Objectives: to provide learners with the adequate knowledge and competences</p> <p>a) to enter the labour market by providing them work experience;</p> <p>b) to continue their studies/training by upgrading their educational attainment.</p> | <p>Age level: young people up to 24 years of age.</p> <p>Admission requirement: at the level of 3rd cycle of basic education (9th year of schooling) or higher but who have not completed secondary education.</p> <p>Organisation of provision: 3-year courses, including mandatory work placement (40% of course duration)</p> <p>Type of provider: IEFPP/ training centres and private providers (e.g. employers' associations, companies, trade unions) under protocols with IEFPP.</p> <p>Certification: double certificate of upper secondary level/12th year of schooling and level 4 of the QNQ granted upon successful completion.</p> |
| <p style="text-align: center;"><i>Cursos de Ensino Artístico Especializado: artes visuais, audiovisuais, dança ou música</i> (Courses of specialised arts education: visual arts, audiovisual arts, music or dance)</p> <p>Objectives: to provide learners with the specific vocational education and training they need</p> <p>a) to enter a career in the artistic field of their choice by developing their capacities and talent;</p> <p>b) to take further studies/training in one of the fields.</p> | <p>Age level: +16 year olds.</p> <p>Admission requirements: 3rd cycle of basic education (9th year schooling) and artistic capabilities.</p> <p>Organisation of provision: 3 year-courses are organised around three learning areas (general, scientific and technical/artistic). Work based learning is mandatory in year 3 of the course (12th year schooling).</p> <p>Type of provider: specialised state schools or private / cooperative schools.</p> <p>Certification: double certificate of 12th year of schooling and level 3 of the QNQ.</p> |

***Cursos de Especialização
Tecnológica (CET)
(Courses of technological
specialisation)***

Objectives: to provide learners with the required knowledge, scientific and technological skills

- a) to enter a career by deepening their scientific/technological knowledge in a specific field of training;
- b) to enhance their career by upgrading their competences;
- c) to take further studies in higher education by attaining level 5 of QNQ.

Age level: +18 year olds.

Admission requirements: Young people with educational attainment at secondary level, qualification level 4 (QNQ), incomplete secondary level attainment secondary, a diploma of technological specialisation or a university diploma.

Organisation of the provision: 1-year (between 360 and 720 hours) non-university further education courses organised around three main areas (general scientific, technological training and work based learning).

Type of provider: schools (state, private and cooperative), universities and polytechnics (state and private), IEFP centres, certified providers.

Certification: upon successful completion, a diploma (level 5 of QNQ) is granted as well as a diploma of technological specialisation. If diploma holders are +25 years of age and have 5 years of working experience in their area of study, they are eligible for university by taking a special exam.

Source: Adapted from Agência Nacional de Qualificação e Ensino profissional

Table 2. Outline of available RVCC provision for adults

| Type of RVCC | Main features |
|---|---|
| <p>Type A: Schooling path</p> <p>Objectives: to improve the education certification levels of adults with no basic or secondary education certificate in the perspective of lifelong learning</p> | <p>Age level: adults +18 years of age.</p> <p>Admission requirements: no basic education certificate (no completion of 1st, 2nd or 3rd cycle) or no secondary education certificate but a 3 year experience under the age of 23 years.</p> <p>Organisation of mechanism:</p> <p>a) The mechanism is based on reference frameworks, respectively <i>Referencial de competências-chave para a educação e formação de adultos: nível básico</i> (Key competences reference framework for E&T of adults- basic level) and <i>Referencial de Competências-chave para a educação e formação de adultos-nível secundário</i> (Key Competences Reference Framework for E&T of adults – secondary level);</p> <p>b) It is a 6-stage operation: reception of the candidate; diagnostic assessment of the candidate’s profile; guidance stage to identify candidate’s E&T needs and subsequent orientation; recognition of qualification leading to a reflexive learning portfolio and qualification certification granted by a committee (see figure 16).</p> <p>Certification: upon successful completion of the RVCC process, respectively, a basic education diploma and a secondary education diploma is granted. If no diploma is granted, then a certificate of the validated qualification units is issued.</p> |
| <p>Type B: VET path</p> <p>Objectives: to improve the professional certification levels of adults aged +18 years with no professional qualification in the perspective of lifelong learning</p> | <p>Note: the above description applies with the exception of:</p> <p>Organisation of mechanism: the reference framework to be applied is CNQ</p> <p>Certification: upon successful validation of competences either a certificate of qualifications or a diploma (level 2 or 3)</p> |

Source: Adapted from ANQEP

Table 3. Outline of available VET provision for adults

| Type of courses/Objectives | Main Features |
|--|---|
| <p style="text-align: center;">Cursos de educação e formação de adultos (EFA) (Adult education and training courses)</p> <p>Objectives: to provide learners with the required level of education and training (basic education, secondary education and/or professional competences)</p> <ul style="list-style-type: none"> - to (re) enter the labour market ; - to move their career forward. | <p>Age level: +18 year olds (candidates under 18 years of age are not eligible unless they are already in the labour market). Candidates at the age of 23 years or over may apply for a secondary level EFA Course (daytime or full-time school regime).</p> <p>Admission requirements: candidates wishing</p> <ul style="list-style-type: none"> - to complete basic education (4th, 6th or 9th year) or secondary education (12th year); - to obtain a vocational certification. <p>Organisation of provision: courses are organised</p> <ul style="list-style-type: none"> - according to the results of diagnostic assessment or by recognizing and validating learners' competences acquired through life; - in the perspective of lifelong learning; - in flexible but articulated training schemes, including a) a foundation education scheme and a technological training scheme or one of the two with variable duration (from a minimal duration of 240 to a maximum of 2590 hours for basic education and qualification levels 1 and 2); b) for secondary level education and qualification level 4 requires between 300 and 3 210 training hours; - in modules based on CNQ; - in modules designed to promote critical reflexive training and competence acquisition at the level of basic education and/or training <i>Aprender com autonomia</i> (Learning autonomously) and at the level of secondary education <i>Portefólio reflexivo de aprendizagens</i> (Portfolio on Reflexive learning) at secondary level and/or qualification level 3 (QNQ). <p>Type of provider: state or private VET school; state secondary school, IEFP centres and certified VET providers.</p> <p>Certification: Certificate of attainment of 3rd cycle of basic education (9th year of schooling) and level 2 of qualification (QNQ) or certificate of attainment of secondary education (12th year of schooling) and level 4 of qualification (QNQ).</p> |

| | |
|--|---|
| <p style="text-align: center;">Formações modulares certificadas (FMC)</p> <p style="text-align: center;">(CVET provision organised in modules in line with the CNQ)</p> <p>Objectives: to provide adults with additional education and training qualifications</p> <ul style="list-style-type: none"> - to (re) enter the labour market; - to move forward in career direction. | <p>Age level: adults over 18 years of age or under certain conditions -18 years of age (see below).</p> <p>Admission requirements: incomplete educational attainment (at basic or secondary level) and unqualified to enter or move forward in the labour market. Learners under the age of 18 are admitted in modular training courses if they are in the labour market or in educational centres under the jurisdiction of the Ministry of Justice.</p> <p>Organisation of provision: course duration varies between 25 and 600 hours. In +300 hours courses, it is mandatory that 1/3 of the duration is dedicated to basic training. Courses are organised in modules and these are structured in short duration units (25 or 50 hours learner workload) in line with the CNQ.</p> <p>Type of provider: state, private or cooperative schools, IEFP training centres, private providers, municipalities, enterprises, employers' associations, trade unions and local, regional or national associations, as long as they are members of the network of training providers included in the NSQ.</p> <p>Certification: a 3-step process:</p> <ul style="list-style-type: none"> - upon successful completion of each individual module, a certificate is issued; - in case the overall modular training is in line with the CNQ it is required that the partial certification is validated and in that case the candidate is evaluated by a technical committee; - upon validation by the technical committee, a final certificate and a diploma are issued. |
| <p style="text-align: center;">Ensino recorrente (Recurrent education)</p> <p>Objectives:</p> <p>A. At basic education level:</p> <ul style="list-style-type: none"> - to provide adults an opportunity to complete basic education (9 year of schooling) by acquiring knowledge and key competences considered to be essential for their personal and professional development; | <p>A. Basic education (1st, 2nd and 3rd cycle)</p> <p>Age level: +15 year olds and adults who were early school- leavers.</p> <p>Admission requirements: non-completion of any of the cycles in basic education, i.e. 1st cycle, (4th year of schooling), 2nd cycle (6th year of schooling) and 3rd cycle (9th year of schooling).</p> <p>Note: This provision is in the process of being gradually replaced by other available VET courses.</p> |

| | |
|---|--|
| <p>B. At secondary education level:</p> <ul style="list-style-type: none"> - to provide adults an opportunity to complete secondary education (12 year schooling) by acquiring knowledge and competences considered relevant either for personal development or for attainment of qualifications (in the case of technological courses or specialised artistic courses). | <p>B. Secondary education (10th-12th year of schooling)</p> <p>Age level: +18 years.</p> <p>Admission requirements: successful attainment of basic education (9th year of schooling) or, alternatively, candidates need to take a diagnostic test to be eligible.</p> <p>Organisation of provision: secondary education courses a) are designed as modules and structured around three main areas, (i.e. sciences and humanities, technology and arts) and b) transfer credits both sequentially (if not in a face- to- face instruction) or non-sequentially (if in a face-to-face instruction).</p> <p>Type of provider: state and private/ cooperative schools.</p> <p>Certification: secondary school diploma and a qualification certificate (level 4 of QNQ) in the case of technological courses and art education courses.</p> |
| <p>Vias de conclusão do nível secundário de educação (Paths to finalise secondary education)</p> | <p>Age level: +18 years of age</p> <p>Admission requirements: incomplete upper secondary level education (max. 6 subjects/year).</p> <p>Organisation of provision: a) completion of upper secondary education (general or VET) by taking an exam (in November, February or May); b) training modules in accordance with CNQ.</p> <p>Type of provider: state and private schools, and VET providers of EFA courses (education and training courses at secondary level).</p> <p>Certification: a) diploma/certificate of secondary education leading to further studies b) VET diploma/certificate leading to the labour market and c) diploma of secondary education and certificate of modular training units (according to CNQ).</p> |

Source: Adapted from ANQEP.

Tables 4a and 4b

Young people enrolled in E&T (and percentage of distribution)
by level and modality of E&T

| 2010-11 | | |
|--------------------------------|------------------|--------------|
| Level and modality | No. | % |
| Total | 1.722.669 | 100,0 |
| Pre-school education | 276.125 | 16,0 |
| Basic education | 1.101.923 | 64,0 |
| 1st cycle | 461.047 | 26,8 |
| General | 460.792 | 26,7 |
| Specialized arts education | 222 | 0,0 |
| Alternative schooling paths | 33 | 0,0 |
| 2nd cycle | 259.693 | 15,1 |
| General | 255.807 | 14,8 |
| Specialized arts education | 735 | 0,0 |
| CEF courses | 536 | 0,0 |
| Alternative schooling paths | 2.615 | 0,2 |
| 3rd cycle | 381.183 | 22,1 |
| General | 342.740 | 19,9 |
| Specialized arts education | 498 | 0,0 |
| VET courses | 537 | 0,0 |
| CEF courses | 35.188 | 2,0 |
| Alternative schooling paths | 2.220 | 0,1 |
| Secondary education | 344.621 | 20,0 |
| General | 211.233 | 12,3 |
| Science and humanities courses | 197.918 | 11,5 |
| Technological courses | 13.315 | 0,8 |
| Specialized arts courses | 2.140 | 0,1 |
| Arts and audiovisual arts | 1.973 | 0,1 |
| Dance | 51 | 0,0 |
| Music | 116 | 0,0 |
| VET courses | 110.462 | 6,4 |
| Apprenticeship | 18.669 | 1,1 |
| CEF courses | 2.117 | 0,1 |

Source: Estatísticas da educação 2010/2011 - Jovens. Direção-Geral de Estatísticas da Educação e Ciência.

Adults enrolled in E&T (and percentage of distribution)
by level and modality of E&T

| 2010-11 | | |
|---|----------------|---------------|
| Level and modality | No. | % |
| Total | 201.067 | 100,00 |
| Basic education | 104.793 | 52,10 |
| 1st cycle | 3.573 | 1,80 |
| EFA courses (E&T for adults) | 2.487 | 1,20 |
| Recurrent education | 371 | 0,20 |
| RVCC (recognition, validation and certification of competences) | 702 | 0,30 |
| FMC (certified modular training) | 13 | 0,00 |
| 2nd cycle | 18.570 | 9,20 |
| EFA courses | 6.342 | 3,20 |
| Recurrent education | 14 | 0,00 |
| RVCC | 11.961 | 5,90 |
| FMC | 253 | 0,10 |
| 3rd cycle | 82.650 | 41,10 |
| EFA courses | 22.464 | 11,20 |
| Recurrent education | 202 | 0,10 |
| RVCC | 59.324 | 29,50 |
| FMC | 660 | 0,30 |
| Secondary education | 96.274 | 47,90 |
| Specialized arts education | 143 | 0,10 |
| EFA courses | 39.467 | 19,60 |
| Recurrent education | 8.323 | 4,10 |
| Science and humanities courses | 7.579 | - |
| Technological courses | 744 | - |
| RVCC | 47.945 | 23,80 |
| FMC | 396 | 0,20 |

Source: Estatísticas da educação 2010/2011 - Adultos. Direção-Geral de Estatísticas da Educação e Ciência.

Table 5. Evolution of key indicators for FPC (CVET) 2005-2010

| | 2010 | 2005 |
|---|------|------|
| Enterprises with professional continuous training (%) | 64,6 | 44,1 |
| Enterprises w/ on the job training | 41,1 | 22,3 |
| Enterprises w/ conferences, seminars, workshops | 29,5 | 24 |
| Enterprises w/ rotation of place of work | 5,6 | 4 |
| Enterprises w/ learning cycles/quality | 11 | 4,5 |
| Enterprises w/ self-learning work | 9 | 3,4 |
| Enterprises w/ initial professional training | 11,9 | 5,1 |
| Enterprises with professional continuous training courses (%) | 44,5 | 32,3 |
| Enterprises w/ courses managed externally | 37,9 | 26,5 |
| Enterprises w/ courses managed internally | 20,9 | 16,3 |

Source: MEE /GEP (2012). *Estatísticas em Síntese - Inquérito à formação Profissional Contínua*.

Table 6. Typology of training provided in enterprises by economic activity
(% of the total no. of enterprises)

| Activity | Enterprises with CVET | Typology of training provided | | | | | Conferences and workshops |
|---|-----------------------|----------------------------------|---------------------|---------------------------|-----------------|---------------|---------------------------|
| | | Internal and/or external courses | On the job training | Rotation of place of work | Learning cycles | Self-learning | |
| Total | 64,6 | 44,5 | 41,1 | 5,6 | 11 | 9 | 29,5 |
| B Extractive industries | 71,6 | 48,1 | 51,4 | 7,5 | 8,6 | 6,2 | 30,2 |
| C Manufacturing industries | 59,3 | 40,6 | 40,3 | 6,3 | 10,5 | 6,4 | 26,7 |
| D-E Electricity, gas and water supply; sewage and waste management | 79,4 | 60,4 | 50,3 | 5,3 | 7,8 | 8,3 | 54,7 |
| F Construction | 63,9 | 40,8 | 37,5 | 2,6 | 6,9 | 8,7 | 31 |
| G Wholesale and retail trade; repair of motor vehicles | 70,7 | 48,2 | 41,9 | 5,6 | 12,2 | 10,7 | 27,4 |
| H Transportation and storage | 67,7 | 48 | 47,4 | 1,6 | 7,7 | 5,3 | 29,4 |
| I Accommodation and food services | 49,5 | 33,8 | 36,8 | 9,8 | 10,3 | 4,5 | 17,6 |
| J Information and communication | 78,4 | 59,2 | 49,6 | 10,8 | 14,7 | 28,4 | 48,9 |
| K Financial and insurance activities | 92,1 | 89,1 | 36,1 | 5,5 | 18 | 49,9 | 49,1 |
| L, M, R, S Real estate; consultancy; administration; arts; other | 70,7 | 50,5 | 45,6 | 6 | 17,1 | 10,6 | 40,9 |

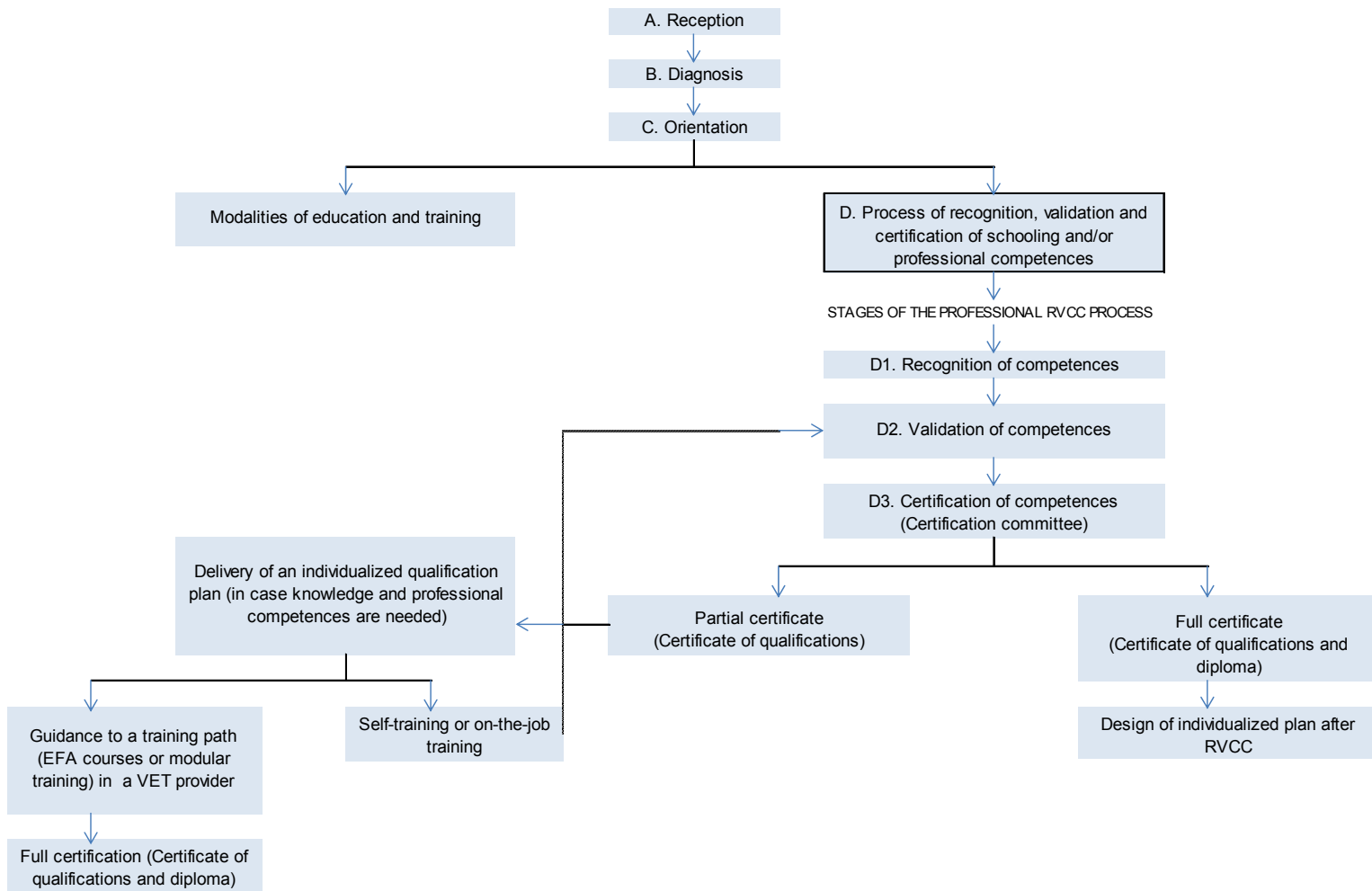
Source: MEE/GEP (2012). *Estatísticas em Síntese – Inquérito à Formação Profissional Contínua*

Table 7. Average no. of hours per participant and average cost of training course
by economic activity

| Activity | Hours by participant | Cost per participant (€) |
|---|----------------------|--------------------------|
| Total | 42,5 | 391,4 |
| B Extractive industries | 35,2 | 248,2 |
| C Manufacturing industries | 42,7 | 274,4 |
| D-E Electricity, gas and water supply; sewage and waste management | 30,6 | 868,7 |
| F Construction | 35,6 | 583,4 |
| G Wholesale and retail trade; repair of motor vehicles | 44,1 | 254,2 |
| H Transportation and storage | 33,9 | 491,7 |
| I Accommodation and food services | 42,1 | 198,1 |
| J Information and communication | 39,9 | 1668,7 |
| K Financial and insurance activities | 38,9 | 678,2 |
| L, M, R, S Real estate; consultancy; administration; arts; other | 53,5 | 187,6 |

Source: MEE/GEP (2012). *Estatísticas em Síntese - Inquérito à Formação Profissional Contínua*.

Figure 1. Operationalisation of the recognition, validation and certification of competences



Source: ANQ (2008). *A operacionalização de processos de reconhecimento, validação e certificação de competências profissionais: guia de apoio.*

ACRONYMS

| | |
|----------------|---|
| ALMP | Active Labour Market Policies |
| ANEFA | Agência Nacional de Educação e Formação de Adultos [National Agency for Adult Education and Training] |
| ANQ | Agência Nacional para a Qualificação [National Agency for Qualifications] |
| ANQEP | Agência Nacional de Qualificação e Ensino Profissional [National Agency for Qualification and VET] |
| CEF | Cursos de Educação e Formação [Education and training courses] |
| CET | Cursos de Especialização Tecnológica [Technological specialization courses] |
| CVET | Continuing vocational education and training |
| CNQ | Catálogo Nacional de Qualificações [National Catalogue of Qualifications] |
| ECB | European Central Bank |
| EFA | Educação e Formação de Adultos [Education and Training of Adults] |
| E&T | Education and Training |
| EQF | European Qualification Framework |
| FMC | Formações modulares certificadas [Certified modular training] |
| FPC | Formação Profissional Contínua [CVET] |
| IEFP | Instituto do Emprego e Formação Profissional [Institute for Employment and VET] |
| IFM | International Monetary Fund |
| INE | Instituto Nacional de Estatística [National Institute for Statistics] |
| IVET | Initial vocational education and training |
| MEC | Ministério da Educação e Ciência [Ministry of Education and Science] |
| MEE | Ministério da Economia e Emprego [Ministry of Economy and Employment] |
| OECD | Organization for Economic Co-operation and Development |
| PALOP | Países Africanos de Língua Oficial Portuguesa [Portuguese speaking African countries] |
| PPS | Purchasing Power Standards |
| QNQ | Quadro Nacional de Qualificações [National Qualifications Framework] |
| QREN | Quadro de Referência Estratégico Nacional [National Strategic Reference Framework] |
| RVCC | Reconhecimento, Validação e Reconhecimento de Competências [Recognition, validation and certification of competences] |
| SME | Small and medium sized enterprises |
| SNQ | Sistema Nacional de Qualificações [National system of qualifications] |
| VET | Vocational Education and Training |

REFERENCES

Agência Nacional para as Qualificações e o Ensino Profissional (n.d.). *Sistema de Informação e Gestão da Oferta Educativa e Formativa* (SIGO) [System of information and management of E&T provision].

<http://www.anqep.gov.pt/default.aspx>

[accessed 5.12.2012]

Agência Nacional para as Qualificações e o Ensino Profissional (n.d.). *Leaflet on Catálogo Nacional de Qualificações* [National catalogue of qualifications].

<http://www.catalogo.anqep.gov.pt/>

[accessed 3.12.2012]

Agência Nacional para as Qualificações e Ensino Profissional (n.d.) *Mundo das profissões* [The world of professions].

<http://mp.novasoportunidades.gov.pt/mundodasprofissoes/>

[accessed 10.12.2012]

Agência Nacional para a Qualificação (2008). *A operacionalização de processos de reconhecimento, validação e certificação de competências profissionais: guia de apoio*.

[The operationalization of the recognition, validation and certification of competences: a guide].

http://www.avaliadores.anq.gov.pt/np4/?newsId=10&fileName=op_processos_rvcc.pdf

[accessed 1.12.2012]

Assembleia da República (2009) Lei n.º 85/2009 de 27 de Agosto Diário da República, 1.ª série — N.º 166 — 27 de Agosto de 2009 [Law establishing both the compulsory education to young people aged between 6 and 18 years of age and the universality of pre-school education to 5 year old children].

<http://www.sg.min-edu.pt/fotos/editor2/0563505636.pdf>

[accessed 23.11.2012]

Costa Dias, M., and Varejão, J. (2012). *Estudo de avaliação das políticas activas de emprego – relatório final*. Faculdade de Economia do Porto, ESPEF, CEP.UP.

[Evaluation study on the active employment policies – final report].

[http://www.poph.gren.pt/upload/docs/noticias/Informacoes/2012/EstudoAvalia%C3%A7%C3%A3oP
AE.PDF](http://www.poph.gren.pt/upload/docs/noticias/Informacoes/2012/EstudoAvalia%C3%A7%C3%A3oP
AE.PDF) [accessed 4.12.2012]

European Commission (2000). *A Memorandum on Lifelong Learning: Commission staff working paper*. SEC (2000) 1832, 30.10.2000.

http://ec.europa.eu/education/lifelong-learning-policy/doc/policy/memo_en.pdf

[accessed 21.11.2012]

European Commission (2011). *Portugal: Memorandum of understanding on specific economic policy conditionality*.

http://ec.europa.eu/economy_finance/eu_borrower/mou/2011-05-18-mou-portugal_en.pdf

[accessed 18.11.2012]

European Commission (2012c). *A Stronger European Industry for Growth and Economic Recovery*, COM (2012) 582 final.

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2012:0582:FIN:EN:PDF>

[accessed 24.11.2012]

Eurostat database (2012). *Education and training*.

<http://epp.eurostat.ec.europa.eu/portal/page/portal/education/data/database>

[accessed 20.11.2012]

Graff, H.(1991). *The legacies of literacy. Continuities and contradictions in Western culture and society*. Bloomington & Indianapolis: Indiana University Press.

Instituto do Emprego e Formação Profissional (n.d.) *Observatório do Emprego e Formação Profissional* (OEFP) [Observatory for employment and training]

<http://oefp.iefp.pt/Content.aspx?ContentId=7>

[accessed 4.12.2012]

Instituto Nacional de Estatística (2012a). *Censos 2011: resultados definitivos*. [Census 2011- final results].

http://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine_publicacoes&PUBLICACOESpub_boui=73212469&PUBLICACOESstema=55466&PUBLICACOESmodo=2

[accessed 19.11.2012]

Instituto Nacional de estatísticas (2012b). *Empresas em Portugal 2010*. [Enterprises in Portugal - 2010]

http://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine_publicacoes&PUBLICACOESpub_boui=143261137&PUBLICACOESmodo=2 [accessed 20.11.2012]

Lima, F. (Coord). (2012a)) *Avaliação dos Cursos de Educação e Formação de Adultos e Formações Modulares Certificadas: Empregabilidade e Remunerações*, Instituto Superior Técnico, Universidade Técnica de Lisboa e CEG-IST, Centro de Estudos de Gestão do IST, Lisboa [Evaluation E&T for adults and Certified modular training].

<http://www.angep.gov.pt/default.aspx>

[accessed 2.12.2012]

Lima, F. (Coord.), (2012b). *Os Processos de Reconhecimento, Validação e Certificação de Competências e o Desempenho no Mercado de Trabalho*. Instituto Superior Técnico, Universidade Técnica de Lisboa e CEG-IST, Centro de Estudos de Gestão do IST, Lisboa. [The processes of RVCC and performance in the labour market]

http://www.portugal.gov.pt/media/599104/2012_avaliacao_rvcc.pdf

[accessed 3.12.2012]

Ministério da Educação (1989). Decreto-Lei n.º 26/89, de 21 de Janeiro. *Diário da República, Série I, nº 18, 21 de Janeiro de 1989. [Establishment of VET schools].*

Ministério da Educação e Ciência (2012). Decreto-Lei n.º 139/2012 de 5 de Julho *Diário da República, 1.ª série — N.º 129 — 5 de julho de 2012*. [Establishment of guiding principles for the organization and management of curricula for basic and secondary education as well as for the assessment of knowledge and skills to be acquired by pupils].

<http://dre.pt/pdf1sdip/2012/07/12900/0347603491.pdf>

[accessed 6.12.2012]

Ministério da Educação e Ciência (n.d.). *Estatísticas da Educação 2010/2011*.

[Education statistics 2010-11].

<http://www.gepe.min-edu.pt/np4/?newsId=565&fileName=EEF2011.pdf>

[accessed 7.12.2012]

Ministério da Economia e do Emprego (2012a). Portaria n.º 45/2012 de 13 de Fevereiro. *Diário da República, 1.ª série — N.º 31 — 13 de fevereiro de 2012* [Ministerial order on an active measure for employment by supporting SMEs in contracting unemployed individuals]

http://www.iefp.pt/noticias/Documents/COMBATE_DESEMPREGO_MEDIDA_ESTIMULO_2012/Estimulo2012.pdf

[accessed 19.11.2012]

Ministério da Economia e Emprego (2012b). *Estatísticas em síntese – Inquérito à Formação Profissional Contínua*. Gabinete de Estratégia e Planeamento. Lisboa [Summary of statistics - Survey on CVET]

<http://www.gep.msss.gov.pt>

[accessed 28.11.2012]

Ministério do Trabalho e da Solidariedade Social (2007). Decreto-Lei n.º 396/2007 de 31 de Dezembro *Diário da República, 1.ª série — N.º 251 — 31 de Dezembro de 2007*

[Establishment of the National System of Qualifications].

<http://dre.pt/pdf1s/2007/12/25100/0916409165.pdf>

[accessed 3.12.2012]

Ministério da solidariedade e segurança social (2011). Portaria n.º 214/2011 do Ministério da Solidariedade e Segurança Social, de 30 de Maio *Diário da República, 1.ª série — N.º 104 — 30 de Maio de 2011* [Order issued by the Minister for Solidarity and Social Security]

Ministério do Trabalho e da Solidariedade e da Educação (2008). Despacho n.º 13456/2008 *Diário da República, 2.ª série — N.º 93 — 14 de Maio de 2008* [Ministerial order on the adoption of the first version of the National Catalogue for Qualifications]

<http://www.catalogo.angep.gov.pt/> [accessed 3.12.2012]

Ministérios do Trabalho e da Solidariedade Social e da Educação (2010). Portaria n.º 851/2010 de 6 de Setembro. *Diário da República, 1.ª série — N.º 173 — 6 de Setembro de 2010* [Order issued by the Minister for Labour and Social Solidarity and the Minister for Education on a system for the certification of VET providers]

<http://certifica.dgert.mtss.gov.pt/> [accessed 12.12.2012]

Observatório do QREN (2008). *Programa Operacional Potencial Humano (2007- 2013)*. Lisboa

http://www.qren.pt/np4/file/1634/2_PO_Potencial_Humano_2007.pdf

OECD (2012a). *OECD Economic Surveys: Portugal 2012*, OECD Publishing.

http://dx.doi.org/10.1787/eco_surveys-prt-2012-en

OECD (2012b, *Education at a Glance 2012: OECD Indicators*, OECD Publishing.

doi: [10.1787/eag-2012-en](https://doi.org/10.1787/eag-2012-en)

Pedroso, P. (Coord). (2011) *Análise prospectiva da evolução sectorial em Portugal*. ANESPO e ANQ, Lisboa. [Forward looking analysis of sectoral evolution in Portugal].

<http://www.angep.gov.pt/default.aspx>

[accessed 5.12.2012]

Presidência do Conselho de Ministros (2007). Resolução do Conselho de Ministros n.º 86/2007. *Diário da República, 1.ª série—n.º 126—3 de Julho de 2007*. [National Strategic Reference Framework 2007-2013 Portugal]

http://www.gren.pt/np4/file/1737/10_Resolu_o_do_Conselho_de_Ministros_n..pdf

[accessed 30.11.2012]

Presidência do Conselho de Ministros (2012). Resolução do Conselho de Ministros n.º 20/2012. *Diário da República, 1.ª série — N.º 50 — 9 de março de 2012* [Resolution of the Council of Ministers on employment public service]

http://www.igfse.pt/upload/docs/2012/RCM%20n%C2%BA%2020_2012.pdf

[accessed 20.11.2012]

Programa Operacional Potencial Humano (2012). *Relatório de execução 2010* [Progress report 2010]

http://www.poph.gren.pt/upload/docs/%C3%81rea%20Reservada/2011/CA/8CA/RE_2010.pdf

[accessed 28.11.2012]

Serviço de Estrangeiros e Fronteiras (2011). *Relatório de Imigração, Fronteiras e Asilo 2011*. Lisboa. [Report on Immigration, Borders and Asylum 2011].

http://sefstat.sef.pt/Docs/Rifa_2011.pdf [accessed 20.11.2012]