
Portugal

VET in Europe – Country report

2013

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Abstract: This is an overview of the VET system in Portugal. Information is presented according to the following themes:

1. External factors influencing VET
2. Providing VET in a lifelong learning perspective
3. Shaping VET qualifications
4. Promoting participation on VET

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Chapter 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 in 2011 a three-year adjustment programme with the European Union (EU), the European Central Bank (ECB) and the International Monetary Fund (IMF). The in-depth structural reforms envisaged in this programme aim to orderly slow down 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.

The Memorandum of Understanding (section 4 which focuses on Labour Market and Education) 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:

- i. 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]**
- ii. **[.....]**
- iii. 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 key areas as fiscal policy, labour market and education, wage and working conditions, and 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 education, the fact remains that 48% of 25-34 year olds 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 certification, 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 influenced 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 – National Institute for Statistics (2012). *Census 2011*

According to the same source, the population growth of 2% (206 061) in ten years is mainly 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 2012. 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 Lisbon area (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 age group and 19% in the +65 years group.

Table 2. **Population age structure, 2001 and 2011**

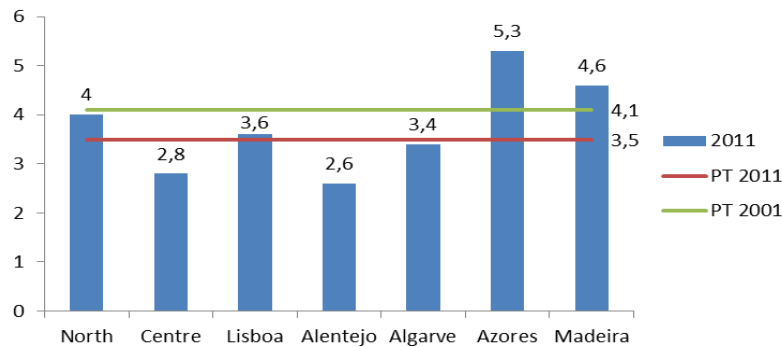
Portugal	2001		2011	
	No	%	No	%
Age structure				
0-14 years	1 656 602	16	1 572 329	14.9
15-24 years	1 479 587	14.3	1 147 315	10.9
25-64 years	5 526 435	53.4	5 832 470	55.2
65 or more	1 693 493	16.4	2 010 064	19

Source: INE – National Institute for Statistics (2012). *Census 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. The number of individuals in active age vs. aged individuals was 4.1 in 2001 and 3.5 in 2011.

Figure 1. **Potential sustainability index**



Source: INE – National Institute for Statistics (2012). *Census 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 2012* (Report on Immigration, frontiers and asylum 2012) published by *Serviço de Estrangeiros e Fronteiras (SEF)*, which is the Portuguese Immigration and Border Control Office, it is estimated that the total foreign resident population in Portugal was 417 042 at the end of 2012, which represents a decrease of 4.53% in relation to the previous year. Almost half of this group (44.8%) comes from Portuguese speaking countries: Brazil (25.3%), Cape Vert (10.3%), Angola (4.9%) and Guinea-Bissau (4.3%). Among immigrants from other countries, most come from Ukraine (10.6%) and Romania (8.4%). SEF estimates that the decline in the total resident population (-4.53%) 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 the trends 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 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 increased unemployment, which stands at 15.6% in the third quarter of 2013. This figure is 0.2% lower than in the third quarter of 2012 and

0.8% lower than the preceding quarter (2013Q2). The total unemployed population was 838 600, 3.7% less than in 2012Q3 (by 32 300 individuals) and 5.3% less than in 2013Q2 (by 47 400 individuals).

The inactive population (15 years old and over) was 68 000 (increased by 2.0% since 2012Q3 and 0.2% lower than in the second quarter of 2013).

The decrease of the unemployed population in the third quarter of 2013 mainly reflect declining unemployment among the following groups: men, young people (15-24) and people between 25-34, people with first or second stage of basic education, people seeking a new job, from the services sector and manufacturing, electricity, gas and water supply sector, and people in search for a job for less than 12 months.

1.3. Structure of the economy

Portugal has become a diversified and increasingly service-based economy since it joined the ex- European Community in 1986. A significant feature of structure of the Portuguese economy 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 by 2.5% in 2009, before growing by 1.3% in 2010. However GDP fell again in 2011, as the government implemented austerity measures to comply with the 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 the country vulnerable to bond market turbulence.

According to the study *Empresas em Portugal 2010* (Enterprises in Portugal 2010) conducted by the National Institute for Statistics (INE, 2012), the total number of enterprises was 1 168 964 (4.5% less 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 an average of 2.65 workers per enterprise. 1 082 enterprises were large units which employed an average of 756 workers 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%.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 domestic demand and the partial reversal of exports.

The competitiveness problem is the result of a number of issues which have obstructed an efficient use of resources and the dynamism of the economy. These issues 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.

However, despite this economic situation there are some signs of improvement in the volume of exports that has been rising during 2013, thus improving the economical trade balance.

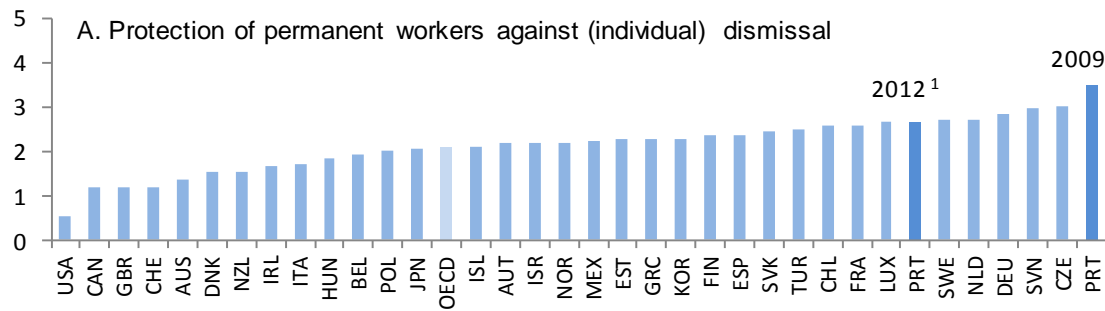
1.4. Labour market

In broad terms, 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 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 dismissal. It 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 levels for regular workers in the OECD and with one of the largest gaps in employment protection between permanent and temporary contracts (OECD 2012a).

Figure 2. **Strictness of employment protection legislation**



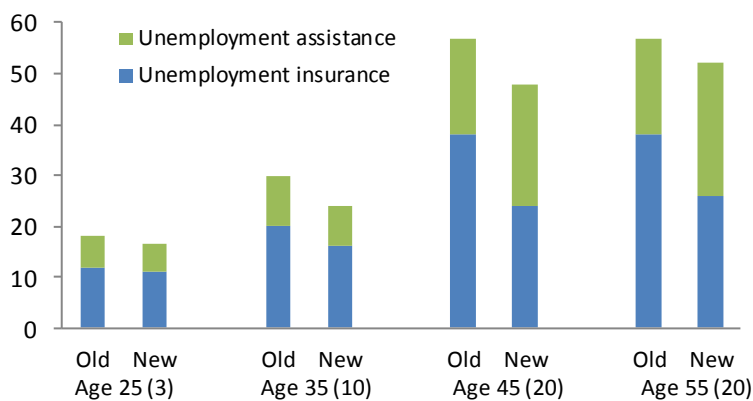
Source: OECD Economic Surveys- Portugal 2012

1.4.2. Unemployment benefit system

The 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 (from 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. Decree for regulating access to occupations/professions

The System for the regulation of access to professions (*Sistema de Regulação de Acesso a Profissões*) was legislated in 2011 (*Decreto-Lei 92/2011, de 27 Julho*). The goal of the system is to simplify and eliminate barriers in accessing professions or occupations. The 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).

A professional certification is granted either through successful completion of one of the available training programmes within the *Catálogo Nacional de Qualificações*, hereinafter referred to as CNQ, or through the *Sistema de Reconhecimento, validação, certificação de competências* (System for the recognition, validation and certification of competences), 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 globalization, particularly the current financial and economic crisis the resulting high unemployment. In Portugal, the ongoing work on modernizing VET does not start from scratch: the challenge is to bridge the gap between the traditional view (VET conceived as to prepare people for technical, manual or crafts occupations) and the modern view (VET conceived as to respond to skills challenges within the current national reforms of economic and welfare/employment policies).

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

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

The Portuguese government has been tackling high unemployment by launching active labour market programmes such as *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 de Promoção da Empregabilidade Jovem– Impulso Jovem* (a programme to promote employability of young people).

1.5.1. Recovery programme by the public employment service

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 unemployed receiving benefits (aged 45 and above or unemployed for six months or more) to training or occupational programmes. It is structured around different measures with a particular emphasis on the improvement of job seekers' employability, including:

- a scheme that promotes net employment creation (*Estímulo 2012*). It is targeted at those unemployed for at least six months. Employers must provide not only jobs but also relevant training and receive a subsidy of up to 60% of the salary for six months. During 2013 *Estímulo 2012* scheme was reformulated into *Estímulo 2013* that broadened the scope and range of beneficiaries of the measure (regarding duration of unemployment situation and eligible age groups) and duration of the subsidy (from 6 to up to 18 months);
- provision of job search training within two weeks of jobseeker's registration, closer interaction with jobseekers and use of profiling tools to identify those at greatest risk of long-term unemployment;
- assistance to unemployed young people in searching for vacancies; internships/placements in companies or vocational training programmes within the EU Youth Opportunities Initiative;
- implementation of approaches to improve job seeker qualifications (*Modalidade de Intervenção Vida Ativa*) by shortening the time interval between the registration at the public employment service and the start of part-time training programmes (either to acquire new competencies or to reinforce existing professional competencies).

1.5.2. Youth impetus programme

This programme is financially supported by the European Social Fund. Initially designed for unemployed between 18 and 30, it was broadened during 2013 and comprises:

- internships in firms with the purpose of providing work experience and training to young people (18-30) registered in unemployment centres possessing qualifications according to NQF (level 2-8) and to those aged 30 or older with the same level of qualifications obtained less than three years earlier;
- support for hiring unemployed between 18-30 years old and adults aged 45 or over and unemployed between 31 and 44 under specific conditions, by granting temporary cuts in employers' social security contributions (up to 18 months);
- support to entrepreneurship through several schemes aimed at the creation of self-employment;

- training in order to raise the qualification level of young people.

1.6. The value of VET qualifications

Low education levels across the spectrum of the Portuguese population are one of the key factors that explain Portugal's productivity gap compared with other 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. Education levels in the population at large and, particularly in the older cohorts of the labour force are still far below the European average and need to improve further to facilitate firms' expansion into more knowledge intensive activities.

In 2011, the unemployment rate among 25-64 year olds is highest (13.3%) for those with educational qualifications in lower secondary and less, in comparison with those who attained upper secondary qualifications (10.9%) and people with tertiary qualifications (8%).

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

Upper secondary attainment of 20-24 year olds has increased from 49.6% in 2006 to 64.4% in 2011 which seems to be the result of two different trends: on the one hand, the steady improvement in attainment over time and, on the other hand, policy measures aiming at bridging the educational gap, e.g. through the implementation of a system for the recognition of prior learning.

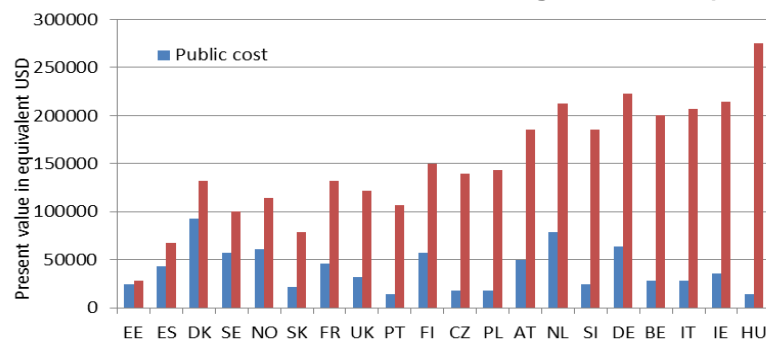
Given that unqualified workers have a negative impact on the pace of learning of the labour force (by determining its capacity to adapt to today's fast-changing technological world) there seemed to be room for a comprehensive framework for the development of E&T policy and qualification standards. Thus the *Sistema Nacional de Qualificações* (National Qualification System) was established to improve the quantity and quality of learning opportunities; ensure equity of access to learning; and improve the efficiency of the lifelong learning progress.

Over the last ten years, funding and the efficiency of the VET system have emerged as a policy issues 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 organizations like the OECD have focused on the returns on investment in VET by exploring the issue under different circumstances.

In terms of the public costs and 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. Public returns of tertiary education (ISCED 5/6) are much higher, partly because individuals bear some of the cost of their university education.

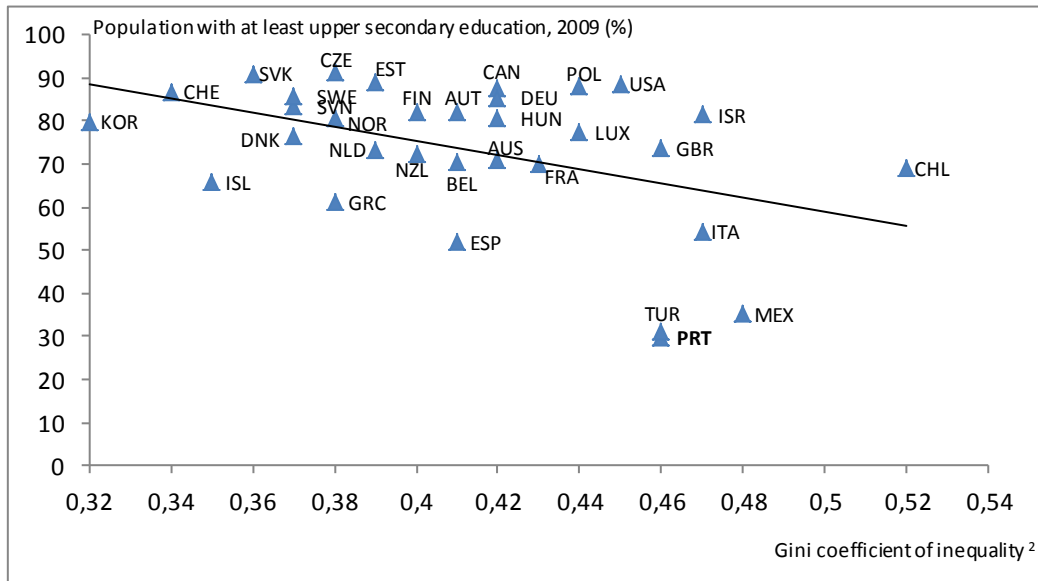
Figure 4. **Public cost and benefits for a man obtaining ISCED 5/6 (2008)**



Source: OECD 2012 – Education at a Glance 2012

Another issue is the relationship between educational attainment and 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 other side is the impact that 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.

Chapter 2. Providing VET 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 since it joined the EU (ex-EEC) in the mid-1980s. There seems to prevail, nevertheless, the view that the pace of modernization of the Portuguese E&T system through 19th and the 20th century was rather slow in compared to 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).

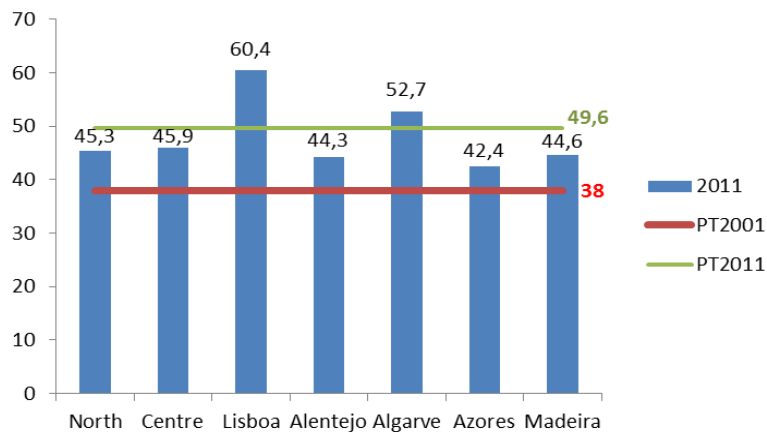
Table 4. **Indicators on educational attainment level (in %)**

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 - National Institute for Statistics (2012)

Others, on the contrary, argue that E&T has been significantly improving in general and would underline the fact that in 2011, for the first time ever, 50% of the population aged 15 years old or over had completed lower secondary education (9 years of schooling) as opposed to 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**



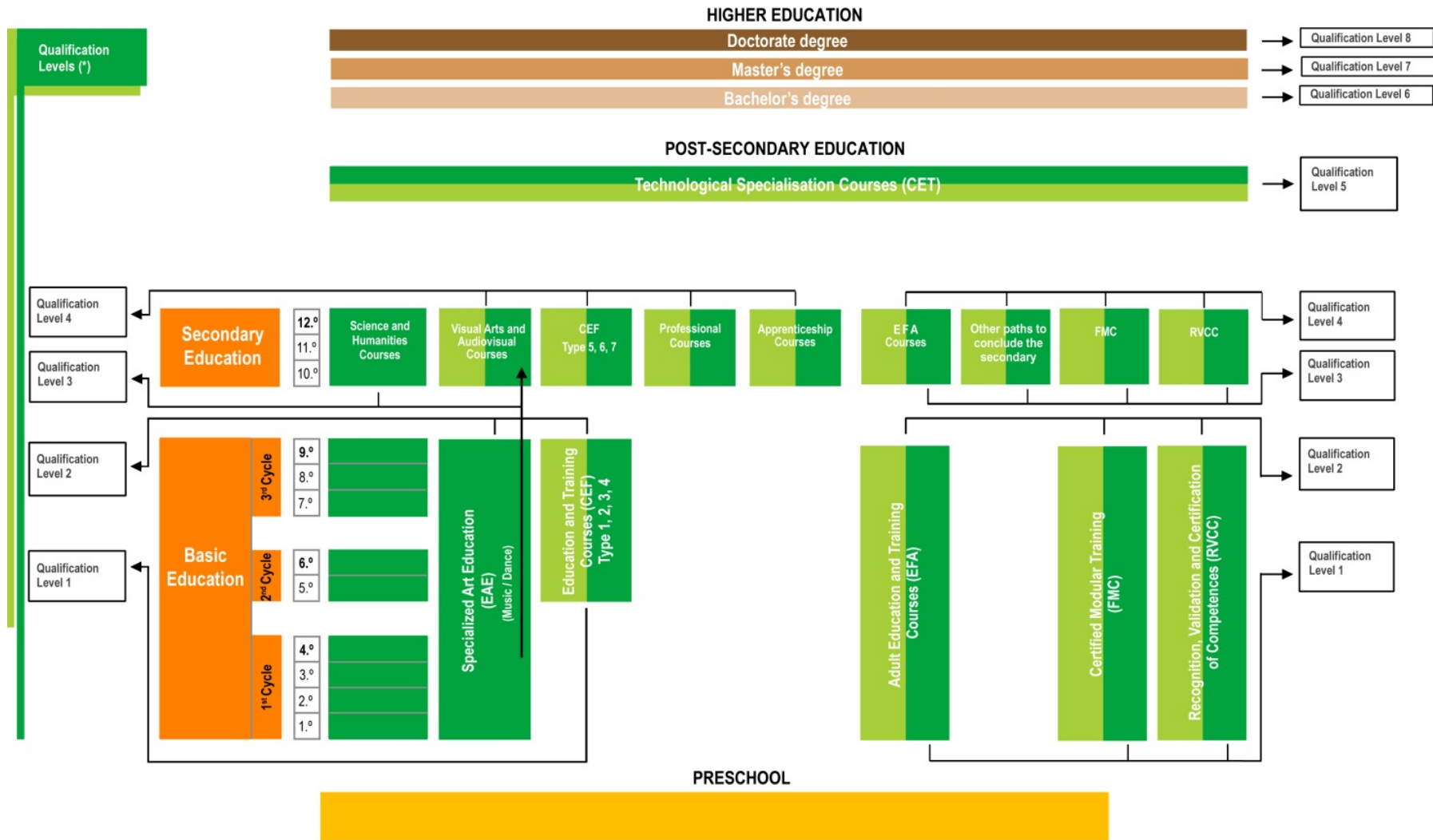
Source: INE - National Institute for Statistics (2012). *Censos 2011*

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 organization for the provision of E&T from pre-school to higher education. 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 ongoing modernization of the E&T system.

Figure 7. Diagram of the Portuguese E&T system



Source: National Agency for Qualification 2011-09

(*) According to the National Qualifications Framework (Order no. 782/2009 of July 23)

2.2.2. Governance of the E&T system

Central government has overall responsibility for the E&T system in Portugal. *Ministério da Educação e Ciência* (MEC - Ministry of Education and Science) is traditionally responsible for the education sector (pre-primary education, basic education, secondary education, school based training and higher education). *Ministério da Solidariedade, Emprego e Segurança Social* (MSESS - Ministry of Solidarity, Employment and Social Security), particularly the *Instituto para o Emprego e Formação Profissional* (IEFP - Institute for Employment and Training), is traditionally responsible for training - CVET, apprenticeship and Active Labour Market Policies (ALMPs). The two Ministries share responsibility for the *Agência Nacional de Qualificação e Ensino Profissional* (the National Agency for Qualifications and VET) hereinafter referred to as ANQEP. Overall responsibility for E&T 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 Educacional 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 offered to children aged 3-5 who have not reached the age of compulsory schooling. 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 organizations, 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 organizations. 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, 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 organized into 3 cycles. These three cycles are organized sequentially allowing school children to move through a predictable sequence of developmental stages.

Table 5. **Organization 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 organized in different paths, leading to either further studies or vocational qualifications. Permeability has been ensured between general/academic paths (leading to further studies) and VET paths (giving access to the labour market). Qualifications are provided within the QNQ.

Table 6. Organization of secondary education

Type of path	Years of schooling	Age	ISCED level	National Qualification level
1. Science and Humanities courses 2. Technological courses 3. Specialized Art courses 4. VET courses	10-12	16-18	3	4

1. Cursos científico-humanísticos (Science and Humanities) 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.

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, specialized art courses and VET courses are entitled to hold cumulatively an EQF level 4 professional certificate.

Higher education: universities and polytechnics

Higher education is structured according to the Bologna principles and is organized 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*, EQF level 6) and 2nd cycle degree (Master, EQF level 7) whereas PhD degrees (EQF level 8) 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 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 stigmatization 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 centralized 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.

Since 2000 there is a process for bridging the traditional gap between education and training. In 2007, a law (*Decreto-Lei 396/2007, 31 December*) established the National System of Qualifications (*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 centers, 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 certification, including *dupla certificação* (a certificate for both education and training attainment);
- to organize 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 organized 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 modernization of Portuguese economy and enterprises;
 - b) to facilitate the design of learning paths that will ensure educational and training progression
 - 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 in modernizing 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, organization of provision;

Flexibility: in type and duration of courses;

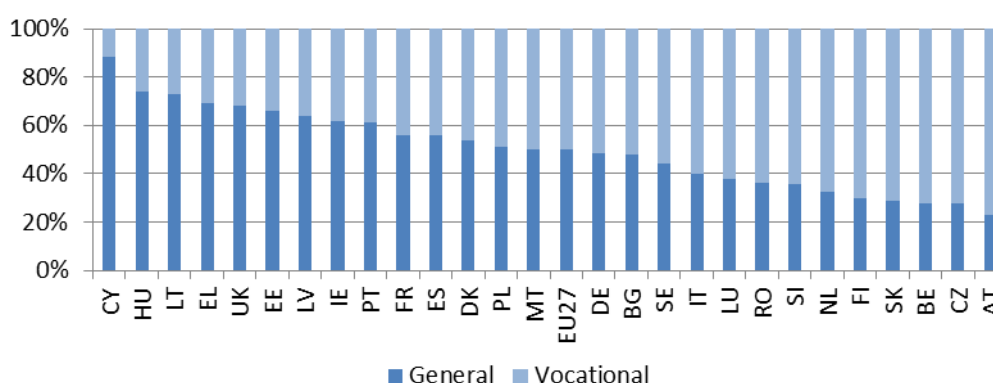
Compatibility: between EQF and QNQ, education attainment and training qualification;

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

Transparency: of qualifications to learners and employers.

Special reference should be made about the process of E&T certification, particularly about what is called *dupla certificação* (a double certificate covering both educational attainment and training qualification) because this mechanism is an important instrument a) to promote 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) in % (2010)**



Source: Eurostat, 2012

The outline of IVET provision to young people (see Figure 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, organization/design of courses and certification levels, including progression opportunities. Through these main features of IVET provision, it seems clear that efforts have been made to translate the adopted policies into a variety of courses with the purpose of helping learners overcome 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 9). 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 partially revised previous legislation concerning the organization and management of Basic and Secondary Education in *Decreto-Lei 139/2012, 5 July*

(Decree-Law). In general, the organization 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 over 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 piloted the initiative during the academic year 2012-13 and it will be expanded further if the evaluation demonstrates its value. Regional authorities are bringing together schools (State and private) and enterprises, institutions and organizations in a concerted effort 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 the needs of learners aged 13+ are taken into account vocational guidance is available to help the prospective candidates to make meaningful choices on learning and work. CEFs at basic education level last for three years, have work-based learning elements and lead to qualifications at EQF level 2.

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 recognition of prior learning

The 2011 census 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 literacy 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 aged 23 or over who completed higher education in 2001, which was 8.81 in 2001 compared to 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 globalization was rapidly spreading and the labour market was becoming more demanding in terms of qualifications. Two types of measures were taken: Education and

training courses for adults (*Cursos de Educação e Formação para Adultos*, hereinafter referred to as EFA) 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 schooling and a VET path) and it is based on the principle of lifelong learning and a range of assumptions, such as:

- schooling is the foundation 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 society and the obligation to contribute to society's development.

In the Portuguese context, however, and in addition to what might be the mainstream conception of schemes to recognize, validate and certify prior learning, the launching of the RVCC mechanism was regarded as a breakthrough in increasing the educational level of the Portuguese population (see Annex - Table 10). The two different (a general "academic" and a vocational) RVCC processes can lead to either a basic or secondary level education certificate (at EQF level 2-4) or an occupational certificate (VET qualification at EQF level 2-4).

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

E&T for adults includes both courses traditionally offered (e.g. recurrent education courses) and more recently introduced courses (EFA and FMC courses). They are briefly introduced below:

Education and training courses for adults (*Cursos de Educação e Formação para adultos - EFA*) have been provided to adults since 2000. They have always been regarded as a key tool to decrease the traditionally low levels of educational attainment and professional qualification of the Portuguese population. The earlier architecture of these courses was based on creating 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. They are available for people over 18 who wish to complete basic or secondary education and/or obtain an occupational qualification (EQF levels 2-4).

VET modular courses (*Formações Modulares Certificadas -FMC*): have been available from 2008 onwards. 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. They generally address people over 18 who have not completed basic or secondary education/training. Upon successful completion of each module and the respective assessment by a technical committee, a final certificate and diploma are issued (EQF level 2-4) (see description of EFA and FMC courses as well as other available provision to adults in Annex - Table 11).

2.4. Evaluation studies on VET provision: some conclusions

In general, evaluation studies play an important role in identifying policy and organizational issues and can help policy makers in the review exercise they may need or wish to embark upon. In any case, 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 at the outset, or not.

A summary of some evaluation studies on VET, which were commissioned by the Portuguese authorities and conducted in early 2012, is presented below.

2.4.1. Study on active employment policies

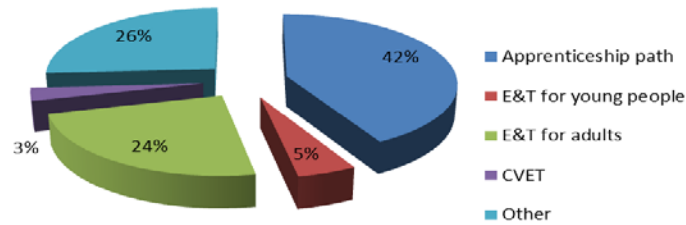
Costa Dias and Varejão (2012) evaluated the impact of employment and training policies on participants' employability (2004-11). Only the conclusions concerning training policies are given below⁽¹⁾,

- participation in training courses: 1.3 million participants in training (delivered by IEFP training centres);
- course participation: 29% in continuous training and modular training, 17% in of courses of education and training for adults and 15% in 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 accounted for 2/3 of total costs (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;

⁽¹⁾ 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

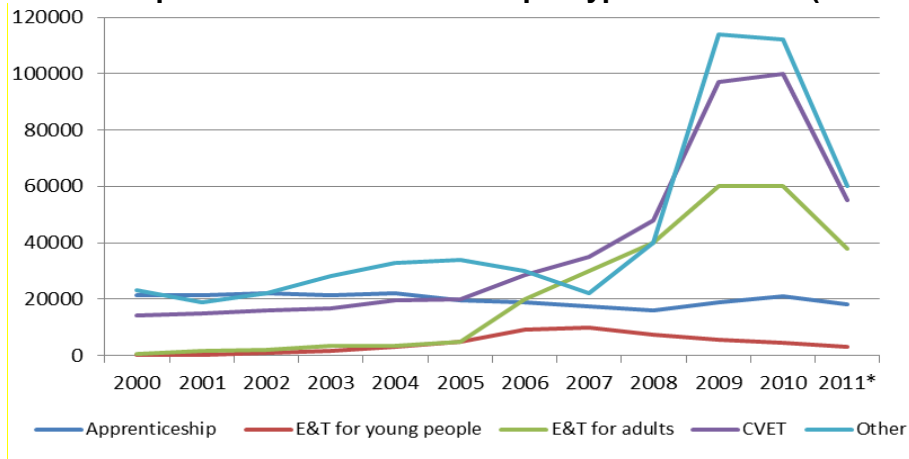
- employability: positive effects (i.e. likelihood of participants getting a job within 3 years after the beginning of a training course) in continuous and modular training.

Figure 9. **Public expenditure on active measures per type of measure (2000-11) - Training measures**



Source: IEFP (data until August 2011).

Figure 10. **Participation in active measures per type of measure (2000-11)**



Source: IEFP (data until August 2011).

Figure 11. **Participation in active measures per type of training measure**



Source: IEFP (OCT 2013)

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. Some of its conclusions 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 low skills;
- the percentage of unemployed individuals who enrolled in RVCC increased between 2007-11 (initially 10% of men and 20% of women - by the end of 2010 both participation of both genders reached 40%);
- employability improved for men in professional RVCC or when education RVCC was complemented with certified modular training;
- the impact of RVCC on salaries is almost non-existent, 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, investigated the impact of these courses on participants' employability and salaries, and found that:

- the average age of male participants in EFA was 33 years with a professional experience of 12 years, while the average age of FMC participants was 39 years with 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, on average, older when they participate in EFA courses (35 years of age) and have a larger professional experience (13 years);
- EFA courses are associated with increased 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 (autonomous training units between 25 and the maximum of 600 hours);

- a positive relation between the evolution of salaries and the completion of EFA courses has also been found. The impact is higher when the course includes training in technical areas, in comparison with social sciences training and courses for the 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 VET statistics: enrolments and public expenditure

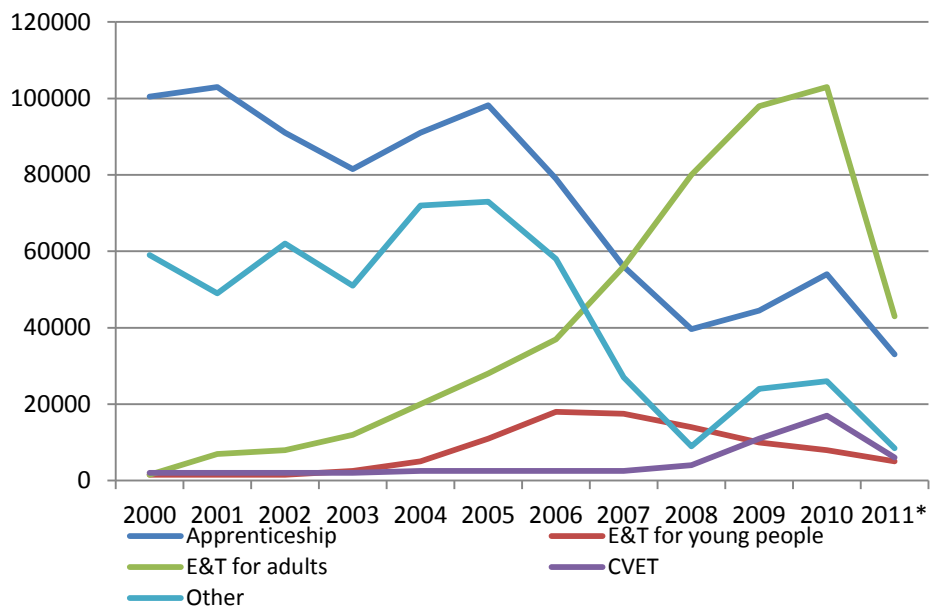
The Ministry of Education and Science published a report on education statistics for the academic year 2010-11. Data describe a wide range of characteristics of the Portuguese E&T, including young people and adults' enrolment. Highlights of these data are presented below in total numbers of enrolment and in percentage of distribution by level and modality of E&T for young people and adults (see Annex – Table 12).

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

Table 4b displays adults' enrolment in the different modalities available. Unsurprisingly, the most relevant figure is 47 945 adults enrolled in RVCC (23.8% of the total population of enrolled adults in E&T activities). It is also relevant to highlight the fact that 52.10% of the enrolled adult population is enrolled at basic education level which underlines the extent of low educational attainment of the Portuguese population.

Figure 12 displays public expenditure on 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 lowest level in 2011. Possible explanations may be for the former that public policies and funding were addressed to this cohort of the population in a very decisive way and for the latter that there has been a reorientation of public funding.

Figure 12. **Public expenditure in E&T per type of provision**



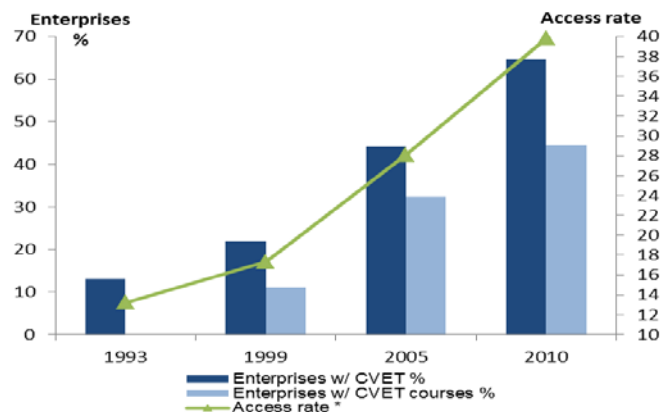
Source: IEFP (2011)

2.6. Other forms of training

In Portugal, CVET within the remit of enterprises 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 in the context of the CVT survey (CVTS) EU Member States administer every 5 years.

According to the last survey, 44.5% of the Portuguese enterprises engaged in CVET which represented an increase of over 10% in comparison to 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 13).

Figure 13. **Evolution of CVET (1993, 1999, 2005, 2010)**



Source: Ministry of Employment (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 provided in 44.5% of the enterprises; these courses are either provided externally (37.9%) or internally (20.9%). On-the-job training is very common: 41% of enterprises offered this type of training. Conferences, seminars and workshops are still less common, but the share of enterprises with staff taking part of them increased to 29.5%, i.e. by 5.5 p.p. compared to 2005 (see Annex - Table 13).

In 2010, out of the total of enterprises providing training, 64.6 % of enterprises provided continuous professional training. In this respect, the three most active sectors 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 (78.4%). The least active sectors were: i) accommodation and food services (52.1%), ii) manufacturing industries (62.1%) and construction (67%). The most common training type falls within the category of training courses (44.5%) and on-the-job training (41.1%) (see Annex - Table 14).

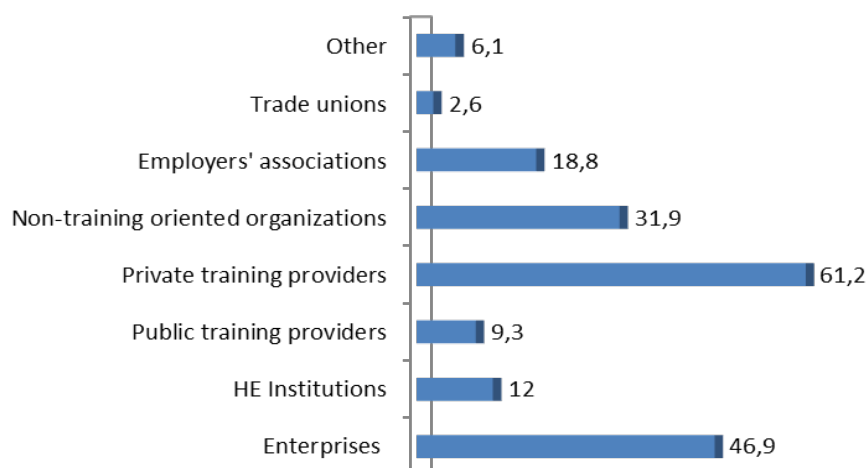
In the period 2005-10, two other important changes took place:

- 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 EUR 288.2 per participant in 2005 to EUR 391.4 (+ 35.8) in 2010.

Further analysis of data demonstrates that the highest duration was reached by the economic activities grouped under 'real estate, consultancy, administration, arts, and other activities' (535 hours) and the lowest duration (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 (EUR 187.6) is in 'real estate, consultancy, administration, arts and other activities' the mentioned above, which might explain the longer duration. The highest cost (EUR 1 6687) was in information and communication activities which ranked below average in the duration of courses (see Annex - Table 15).

In analysing the data on training providers, it is significant that almost 50% of enterprises said that they themselves organized the training provided, i.e. both the design and the management of the courses. As for all the other courses, they were mainly organized by private providers (61.2%) whereas providers such as trade unions (2.6%) and public organizations (9.3%) had a very low share as shown below:

Figure 14. **Typology of CVET training providers**



Source: Ministry of Employment (2012). Estatísticas em Síntese: Inquérito à Formação Profissional Contínua.

Unsurprisingly, the content of the training courses focused on technical, practical or specialized competences (64.4%) and on teamwork competencies (41.3%), followed by management (37.2%).

Other important 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 or more employees and the response rate was 59.6%.

2.7. Certification of VET provision: trainers and providers

In the Portuguese VET system, certification is mandatory for VET providers that receive public funding and for VET trainers who work for them or for public providers. Certification constitutes one of the foundations among others (e.g. the external evaluation studies) of the mechanism to ensure quality of delivery by VET trainers, particularly for the government-regulated VET provision, but also for private VET provision.

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 Employment through an ordinance (*Portaria 214/2011, 30 May*) that establishes the basic conditions to access 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 practical training) and a pedagogical certificate. This certification can be granted in different ways:
 - 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).

Validation of the VET provider's specialized 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.

Chapter 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, VET has become a key policy priority. Concurrently, the traditional environment of defining E&T policies in Portugal has been changing. Forecasting has not been part of the process of decision making in education but some institutional changes have been made to ensure a stronger articulation between demand for and supply of skills.

To illustrate how shaping 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 National Strategic Reference Framework (QREN) and the reform of the VET system

The *Quadro de Referência Estratégico Nacional* (National Strategic Reference Framework, QREN), which constitutes the frame for the application of EU 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 operationalization of the QREN included an ex-ante evaluation and 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.

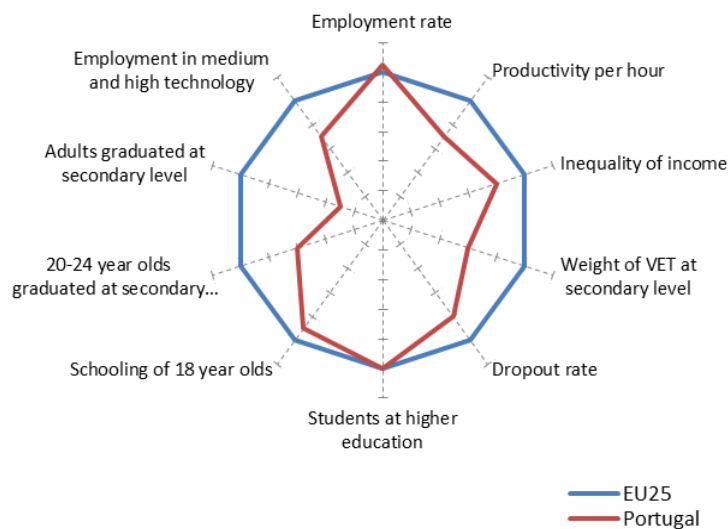
The result was the launching of the Operational Programme for Human Potential (*Programa Operacional Potencial Humano, 2007-13*) which brought together a set of interventions with the purpose of promoting school and professional qualifications among the Portuguese population; fostering employment and social inclusion; and 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.

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

Studies prior to the key decision making described above based their projections on national, European and international data sources and identified the main characteristics of the Portuguese economic and development paradigm in the course of a transition phase that has been induced by globalization and the enlargement of the EU. Employment, investment and productivity were cross-referenced with a number of variables (rate of school dropout, importance of VET at secondary level, school attainment of 18 year olds, share of individuals aged 20-24 having attained secondary education, share of individuals in higher education and share of adults having attained secondary education) and analysed in comparison with the EU average (see Figure 15).

Figure 15. **Structural indicators**



Source: Adapted from: Observatório do QREN (2008). Programa Operacional Potencial Humano 2007-13.

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 analysis identified, therefore, a serious deficit in both demand for and supply of qualifications, particularly in the supply of VET. 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 operationalized 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: the National Catalogue of Qualifications (*Catálogo de Qualificações*), the individual competences portfolio (*Caderneta individual de competências*) and the updating of the system for the regulation of access to professions (*Sistema Nacional para o Reconhecimento, Validação e certificação de Competências*) (see Chapter 2).

3.3. Shaping VET qualificatios at sector level

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. 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) , and
- b) an under-supply of VET provision to cater to the high demand for qualified workers in such areas as food services, construction and industrial production.

To tackle the issues identified by the analysis, further action is recommended, e.g.

- a) development of strategies to support VET providers in redirecting/ updating their supply towards the more labour market areas with high demand, and
- b) further analysis of those sectors where there are discrepancies between individuals' competences and the jobs they are performing.

3.4 Shaping VET qualifications at operational level: National Catalogue of Qualifications

The first version of the National Catalogue of Qualifications (*Catálogo Nacional de Qualificações*, 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 “dupla certificação” (*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 modernization 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 individualized path in a lifelong perspective;
- to facilitate the recognition of competences;
- to contribute to ensure the quality of the National Qualifications System;
- 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 National Agency for Qualification and VET (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, 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 maximize 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 accessing 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 official bulletin for Labour and Employment (*Boletim do Trabalho e Emprego*). 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 specialization in level 5;
- to endure the relationship between qualifications as provided by the different E&T paths as well as those granting double certification.

Under the coordination of ANQEP, the new network of Centers for Qualification and VET – (*Centros para a Qualificação e o Ensino Profissional, CQEP*) was recently created and will be fully in place during 2014. These centers result from the evolution of the former *Centros Novas Oportunidades* but take on a broader role. Their role include reception, diagnosis, information and guidance for young people and adults into vocational education and training paths as well as the recognition, validation and certification of competences.

The CQEP also aim at developing a collaborative work, streamlining local networks for qualification, structuring education and training offer accordingly to local and regional reality and needs, monitoring VET pathways of young people and adults and also identifying opportunities for work-based training.

3.4.2. Organisation of the CNQ

Qualifications in the CNQ are organized under two axes: a vertical axis (certification levels) and a horizontal axis (training areas). To date, 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/EQF;
- 12-year schooling (upper secondary education) corresponds to either level 3 or 4 of QNQ/EQF.

The CNQ describes each one of the listed qualifications in terms of:

- 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 organize provision according to the framework of competences leading to double certification. This provision is organized into two components: a foundation course (school-oriented) and a set of 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 competencies, organized in coherent units and acquired in different contexts, to be demonstrated. It leads to the acquisition of a schooling certificate (at the level of basic or secondary education) and/or a training certificate (at level 2 or 3 QNQ/EQF) (see Figure 16).

Figure 16. **Descriptive diagram of a qualification in CNQ / Qualification**



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

3.4.3. System for the regulation of access to professions (RVCC)

As mentioned earlier (see Chapter 2) the RVCC system is a mechanism to recognize, validate and certify competences acquired either formally or informally leading to a certificate (basic or secondary education and level 2-4 of QNQ/EQF) 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 organized as illustrated in Annex - Figure 21.

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 decentralized 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.

Chapter 4. Promoting participation in VET

4.1. Background and context

The strategic aim to increase the level of qualifications of the Portuguese population in the period 2007-13, as stated in the QREN, is being developed through the *Programa Operacional Potencial Humano* (the operational programme for human potential, POHP), 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 intervention areas 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 were allocated to initial qualifications and 3 200 EUR million to adaptability and lifelong learning, which represents 70% of the total budget. The target population to participate in the programme was identified as follows:

- 135 000 young individuals/year in courses leading to double certification (*dupla certificação*);
- 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 organizations. 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.

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

4.2.1. Financial incentives for VET providers

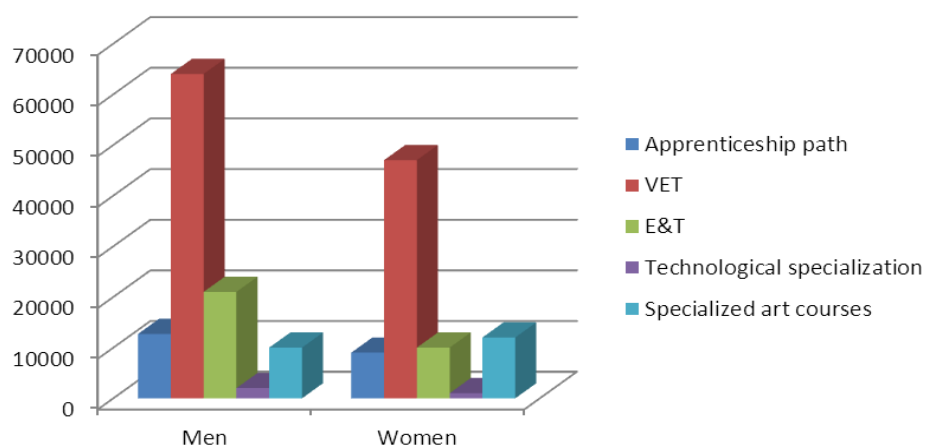
Information on financial incentives is based on the latest available report (June 2013) and is presented under the two priority areas concerning VET and covers the number of beneficiaries and the financial support.

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 (*dupla certificação*) in VET. It articulates qualification objectives, participation in working life and/or further studies, valorisation of further non-higher education and qualifications at EQF level 5. In 2012 the total number of participants under this priority area was 201 012 learners distributed as displayed in Figure 17 below. It reveals a predominance of vocational courses over other forms of E&T and men over women.

Figure 17. Number of participants by type of initiative and gender



Source: POPH (2013) *Relatório de Execução 2012*.

As far as financing is concerned, the total of 560 522 502.48 € EUR were granted as indicated in Table 7.

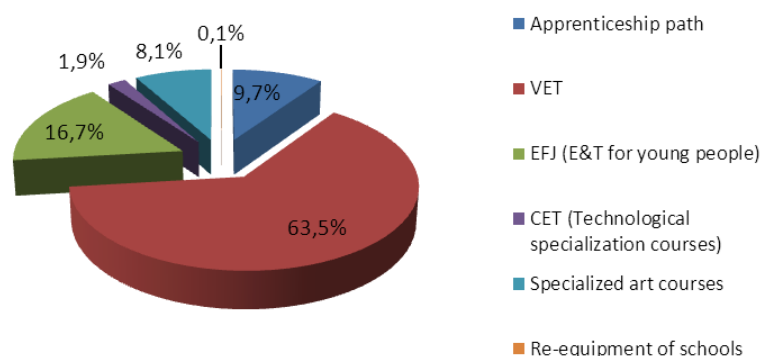
Table 7. **Financial execution in EUR**

Typology	2012	
	Expenditure approved by Autoridade de Gestão (Management Authority)	Public contribution approved by Management Authority
Apprenticeship path	54.174.862,37 €	54.174.862,37 €
VET	355.897.484,00 €	354.807.775,13 €
EFJ (E&T for young people)	93.638.225,61 €	93.614.962,19 €
CET (Technological specialization courses)	10.887.482,91 €	10.337.435,46 €
Specialized art courses	45.604.778,16 €	44.443.918,47 €
Re-equipment of schools	319.669,43 €	319.669,43 €

Source: Adapted from POPH(2013) *Relatório de Execução 2012*.

When comparing the funds allocated to the different types of courses, the conclusion is that 63% were invested in VET courses, 16% in E&T courses for young people and almost 10% in apprenticeship courses (see Figure 18).

Figure 18. **Expenditure approved by Management Authority (%)**



Source: Adapted from POPH(2013) *-Relatório de Execução 2012*.

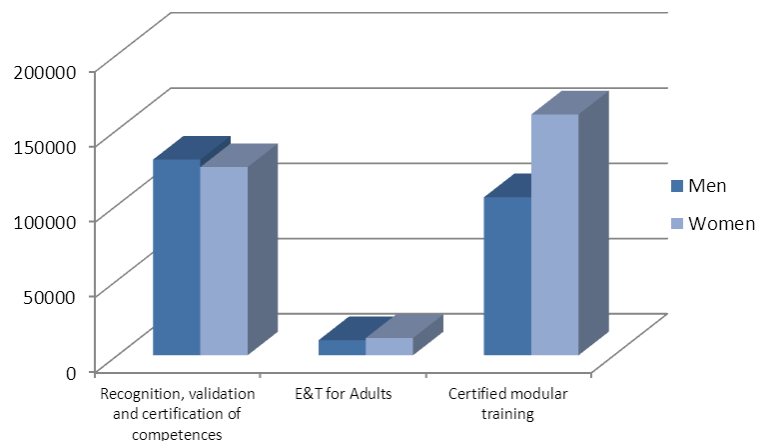
Priority area no 2 - covers adaptability and lifelong learning and the goal is to reinforce the qualifications of the active adult population (both employed and unemployed) in order to develop those competences that are critical to economic modernization and the workers' adaptability. The specific objectives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

- to raise the qualification levels of the adult active population by establishing secondary attainment as the minimum qualification level;
- to widen the opportunities for the adult population to access training through the modularization 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.

Data for 2012 shows that 771 882 adults participated in LLL activities. The largest number participated in modular training, RVCC came second and the lowest number of participation was in EFA courses (E&T courses for adults). In terms of the relation men-women, women are more represented in modular training and in the EFA courses while men were more represented in RVCC process (see Figure 19).

Figure 19. **Number of adults by activity and gender**



Source: Adapted from POPH(2013) *Relatório de Execução 2012*.

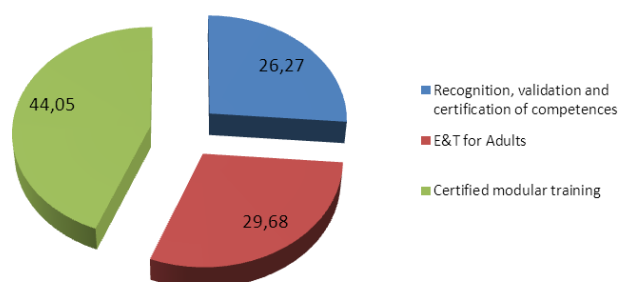
Financially, a total amount of EUR 200 605 018.94 was spent on this priority area (see Table 8) distributed as follows: the modular courses received the highest percentage (44% of the total amount) while EFA courses and RVCC received respectively 29.6% and 26.2% (see Figure 20).

Table 8. Financial execution of VET for adults in EUR

Typology	2012	
	Expenditure approved by Autoridade de Gestão (Management Authority)	Public contribution approved by Management Authority
Recognition, validation and certification of competences	52.696.610,62 €	52.692.249,44 €
E&T for Adults	59.542.213,04 €	59.533.002,66 €
Certified modular training	88.366.195,28 €	87.644.700,81 €

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

Figure 20. **Financial execution of VET for adults (%)**



Source: Adapted from POPH (2013) *Relatório de Execução 2012*.

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. Their objective is to develop training activities, either ready-made or individualized, which are designed taking into account the characteristics and the specific needs of the target group: SMEs and organizations in the field of social economy with 100 workers or less.

In 2010, 1 794 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 1 593 694.50 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: 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, is used complementarily in implementing social policies.

In Portugal, formal guidance has always been provided by professionals both in schools and in public employment services. The establishment of the RVCC system has boosted counselling/career guidance in the training centres by integrating guidance within the process that each learner needs to follow when he/she wishes to have prior learning recognized, validated and certified. In EFA courses, 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, supporting learners (at personal, social and pedagogical levels), ensuring the articulation between the team of trainers and the group of trainees and between 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, on TV and radio. Some examples of good practice are the following:

- (a website developed by ANQEP (*Mundo as profissões* - World of professions) where learners can find vocational guidance and browse or download a guide on jobs (*Guia das profissões*) and a manual to explore vocational paths (*Manual de exploração vocacional*) to facilitate more structured guidance activities in the schools;
- TV and radio programmes which disseminate successful projects and contribute to advertise the training courses provided by the IEFP network of raining centres: a) the programme *Iniciativa* (Initiative) broadcasted on a public TV station and b) *Objectivo 2013* (Objective 2013) broadcasted on a radio station;
- exhibitions and fairs: *Futurália* (an exhibition on E&T and employability for the future) and *QUALIFICA@* (a fair on E&T, youth and employment) are held annually a) to promote VET paths for young people by publicizing 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* organizes 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 – Labour Code

As far as VET is concerned, the main regulatory instrument is the Labour code (*Código do Trabalho*):

- Articles 89-96 legislate about workers who are enrolled in 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 organization or a state VET provider. It is mandatory that this training is certified and registered in the the individual competence portfolio (*Caderneta Individual de Competências*) in accordance with the legal terms of the National Qualification System (*Sistema Nacional de Qualificações*). Financial support is possible if foreseen in the respective collective agreement.

ANNEXES

Table 9. Outline of available VET provision for young people

Type of courses/ Objectives	Main Features
<p>Cursos de Educação e Formação (CEF) (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>Organization of provision: VET paths are organized 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: <i>dupla certificação</i>, i.e. a double certificate of educational attainment (2nd cycle, 3rd cycle, secondary or level of competences) and training attainment level (level 1, 2, 4 or 5 of QNQ) is granted upon successful completion.</p>
<p>Cursos profissionais (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>Organization of provision: 3-year courses organized in modules It is mandatory to take work-based learning in an area of technical training. Learners must develop a project to demonstrate the competences and knowledge acquired during the training (<i>Prova de Aptidão Profissional</i>).</p> <p>Type of provider: State or private VET school; State secondary school.</p> <p>Certification: <i>dupla certificação</i>, i.e. a double certificate of educational attainment (upper secondary level/12th year of schooling) and of training attainment (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><i>Cursos de Aprendizagem (Apprenticeship-type training)</i></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>Organization 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: <i>dupla certificação</i>, i.e. a double certificate of educational attainment (upper secondary level/12th year of schooling) and training attainment (level 4 of the QNQ) granted upon successful completion.</p>
<p><i>Cursos de Ensino Artístico Especializado: artes visuais, audiovisuais, dança ou música (Courses of specialized arts education: visual arts, audiovisual arts, music or dance)</i></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>Organization of provision: 3 year-courses are organized 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: specialized state schools or private / cooperative schools.</p> <p>Certification: <i>dupla certificação</i>, i.e. a double certificate of educational attainment (12th year of schooling) and training attainment (level 3 of the QNQ).</p>

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

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 specialization or a university diploma.

Organization of the provision: 1-year (between 360 and 720 hours) non-university further education courses organized 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 specialization. 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 10. 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>Organization 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’ E&T needs and subsequent orientation; recognition of qualification leading to a reflexive learning portfolio and qualification certification granted by a committee (see Figure 17).</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>Organization 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 11. Outline of available VET provision for adults

Type of courses/Objectives	Main Features
<p>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>Organization of provision: courses are organized</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 2 590 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>

**Formações modulares certificadas (FMC)
(CVET provision organized in modules in line with the CNQ)**

Objectives: to provide adults with additional education and training qualifications

- to (re) enter the labour market;
- to move forward in career direction.

Age level: adults over 18 years of age or under certain conditions under 18 years of age (see below).

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.

Organization 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 organized in modules and these are structured in short duration units (25 or 50 hours learner workload) in line with the CNQ.

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.

Certification: a 3-step process:

- 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> <p>- 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> <p>B. At secondary education level:</p> <p>- 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 specialized artistic courses).</p>	<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. 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>Organization 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 style="text-align: center;">Vias de conclusão do nível secundário de educação (Paths to finalize 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>Organization 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.

Table 12. **Young people and adults in E&T (and % of distribution) by level and modality of E&T**

Young people enrolled in E&T (and percentage of distribution) by level and modality of E&T 2010-11			Adults enrolled in E&T (and percentage of distribution) by level and modality of E&T 2010-11		
Level and modality	No.	%	Level and modality	No.	%
Total	1.722.669	100,0	Total	201.067	100,00
Pre-school education	276.125	16,0	Basic education	104.793	52,10
Basic education	1.101.923	64,0	1st cycle	3.573	1,80
1st cycle	461.047	26,8	EFA courses (E&T for adults)	2.487	1,20
General	460.792	26,7	Recurrent education	371	0,20
Specialized arts education	222	0,0	RVCC (recognition, validation and certification of competences)	702	0,30
Alternative schooling paths	33	0,0	FMC (certified modular training)	13	0,00
2nd cycle	259.693	15,1	2nd cycle	18.570	9,20
General	255.807	14,8	EFA courses	6.342	3,20
Specialized arts education	735	0,0	Recurrent education	14	0,00
CEF courses	536	0,0	RVCC	11.961	5,90
Alternative schooling paths	2.615	0,2	FMC	253	0,10
3rd cycle	381.183	22,1	3rd cycle	82.650	41,10
General	342.740	19,9	EFA courses	22.464	11,20
Specialized arts education	498	0,0	Recurrent education	202	0,10
VET courses	537	0,0	RVCC	59.324	29,50
CEF courses	35.188	2,0	FMC	660	0,30
Alternative schooling paths	2.220	0,1	Secondary education	96.274	47,90
Secondary education	344.621	20,0	Specialized arts education	143	0,10
General	211.233	12,3	EFA courses	39.467	19,60
Science and humanities courses	197.918	11,5	Recurrent education	8.323	4,10
Technological courses	13.315	0,8	Science and humanities courses	7.579	-
Specialized arts courses	2.140	0,1	Technological courses	744	-
Arts and audiovisual arts	1.973	0,1	RVCC	47.945	23,80
Dance	51	0,0	FMC	396	0,20
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 - Adultos. Direção-Geral de Estatísticas da Educação e Ciência.

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

Table 13. **Evolution of key indicators for FPC (CVET) 2005-10**

	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: Ministry of Employment (2012). Estatísticas em Síntese - Inquérito à formação Profissional Contínua.

Table 14 **Typology of training provided in enterprises by economic activity**
(% of the total no. of enterprises)

Typology of training provided							
Activity	Enterprises with CVET	Internal and/or external courses	On the job training	Rotation of place of work	Learning cycles	Self-learning	Conferences and workshops
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

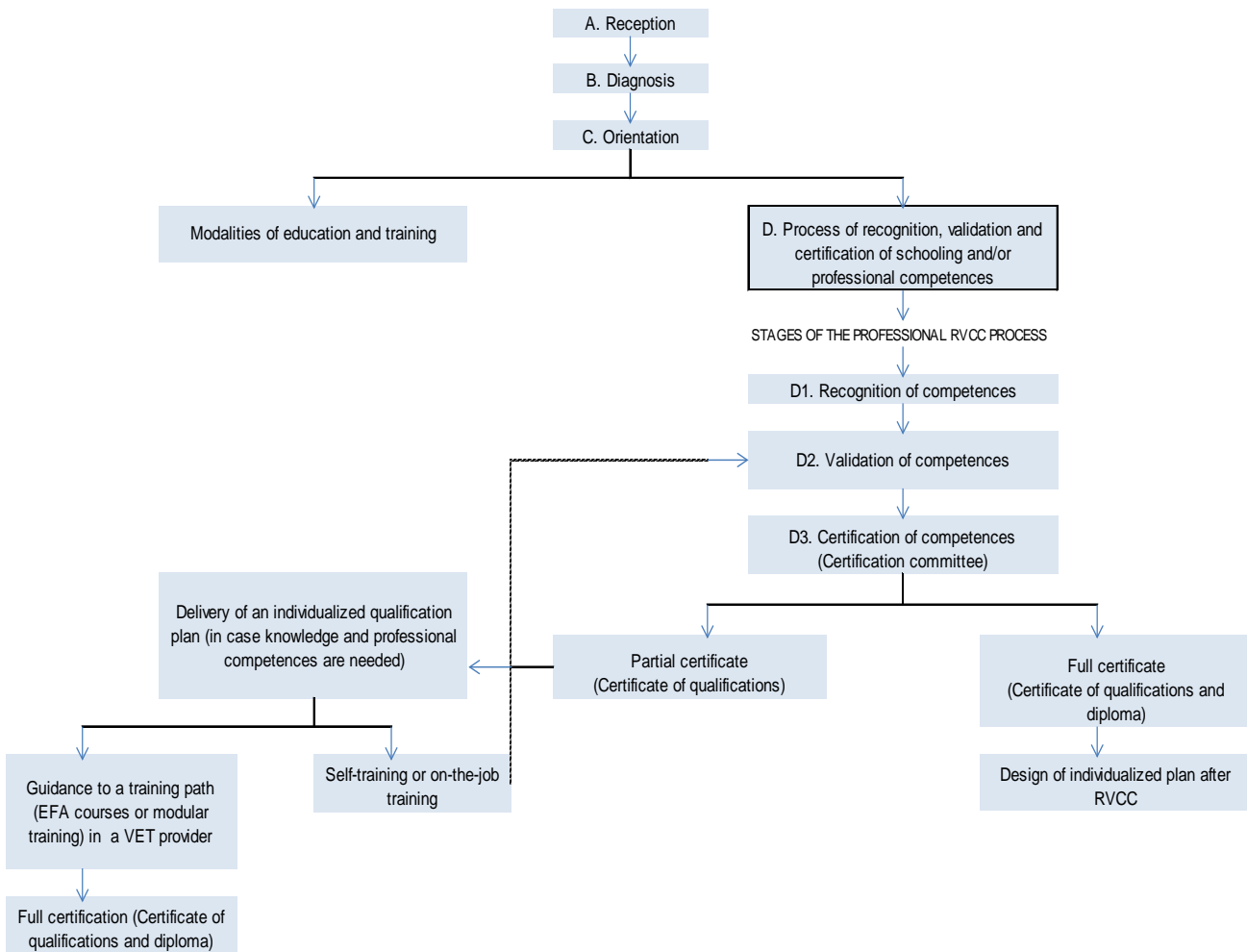
Source: Ministry of Employment (2012). Estatísticas em Síntese – Inquérito à Formação Profissional Contínua.

Table 15 **Average number 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: Ministry of Employment (2012). Estatísticas em Síntese - Inquérito à Formação Profissional Contínua.

Figure 21. Operationalization of the recognition, validation and certification of competences



Source: National Agency for Qualifications (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

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