VOCATIONAL EDUCATION
AND TRAINING IN EUROPE
PORTUGAL
This VET in Europe report is part of a series prepared by Cedefop’s ReferNet network. VET in Europe reports provide an overview of national vocational education and training (VET) systems of the EU Member States, Iceland and Norway. The reports help to understand VET’s main features and role within countries’ overall education and training systems from a lifelong learning perspective, and VET’s relevance to and interaction with the labour market. VET in Europe reports follow a common Cedefop format. They are available at http://www.cedefop.europa.eu/EN/Information-services/vet-in-europe-country-reports.aspx.

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CHAPTER 1.
External factors influencing VET

Mainland Portugal is located in the south-westernmost point of Europe. Its area totals approximately 89 000 sq. km, with a perimeter of 2 600 km, half of which corresponds to the Atlantic Ocean coastline and the other half to the northern and eastern border with Spain. In the Atlantic Ocean, the Azores and Madeira archipelagos are also part of Portugal, totalling 2 300 sq. km and 801.5 sq. km respectively (INE, 2017)

1.1. Demographics

In 2017, although maintaining the tendency of a negative growth, the resident population has dropped less sharply than in previous years. Statistics Portugal (Instituto Nacional de Estatística – INE) showed a decline in the population (10 297 027) by 0.18% when compared to 2016, due to the decrease of 0.23% in domestic population and an increase of 0.05% in net migration, after six years of continuous shrinkage (INE, 2018a) (see Table 1).

<table>
<thead>
<tr>
<th>Table 1. Resident population in 2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
</tr>
<tr>
<td>-------</td>
</tr>
<tr>
<td>Portugal</td>
</tr>
<tr>
<td>Mainland</td>
</tr>
<tr>
<td>Azores</td>
</tr>
<tr>
<td>Madeira</td>
</tr>
</tbody>
</table>

Source: INE, Resident population [extracted on 14.8.2018]

Population is ageing which is a challenge for the country’s future. Portugal is the third country with the lowest proportion of young people and the fourth highest proportion of elderly in the EU. Compared with 2016, the population under the age of 15 fell to 13.8% in 2017. People aged 65 and over accounted for 21.5% of the population and the elderly population (aged 85 or over) accounted for 13.4% of the 65+ population. In the last decade, the average age of the resident population increased by 3.1 years, thus reaching 44.2 in 2017. The old-age-dependency ratio in 2017 was 33.3% (INE, 2018a).

Contrary to the 2010-16 tendency, net migration was positive in 2017, as the number of people from other countries who requested permanent residence surpassed those emigrating. Foreign residents in Portugal are, approximately,
4% of the total population, and most immigrants are in the age group of 20-39 years (SEF, 2017).

In the school year 2016/17, the share of students of foreign nationality enrolled in education (including VET) was 4.1%; 3.9% in basic (primary and lower) and 4.4% in secondary (upper) education (¹); a decrease of 1% when compared to 2014/15. Among the OECD countries with PISA data available, Portugal reports the greatest improvement in the performance of immigrant students (64%) and non-immigrants (25%) in science. In this context, Portugal emerges as the OECD country that has a higher improvement in the performance of immigrant students in this last decade (Oliveira & Gomes, 2017).

Recognition of qualifications plays a role in adult migrants’ integration. Since the late 1990s, many overqualified workers came to the country, especially from Eastern Europe. The legal framework for the recognition of academic degrees acquired abroad was approved in 2007. The framework made recognition more accessible and transparent depicted in the greatly increased number of requests for and acknowledgments of higher education level qualifications.

The Strategic Plan for Migration encompasses policies on inclusion of new nationals through education and training and transition to the labour market.

1.2. Economy and labour market indicators

A significant feature of the economy structure is the prevailing existence of small and medium sized enterprises (SMEs) with low productivity and non-tradable services. Data shows that in 2016 the share of individual enterprises was 68.2% (3.1% more than in 2015). In the non-financial sector, the number of business units grew by 2.8%: almost all were micro organisations and SMEs. Regarding large-sized enterprises, between 2015 and 2016, they registered a growth of 2.5%. The most representative sectors were the trade sector; construction & real estate activities; and agriculture and fisheries.

In 2017, the real gross domestic product (GDP) growth rate was estimated 2.7%, after an increase of 1.6% in 2016 (⁵) (see Figure 1). The economic growth arises from the contribution of domestic demand (+1.6%) and exports, which even with a slowdown, registered an improvement of 4.1%. Net external demand recorded a significantly less negative contribution than in 2015, while private consumption slowed (INE, 2018b).

¹ DGEEC (2018), Perfil do aluno 2016/2017, data from tables 2.2 and 2.4.
⁵ Eurostat, Real GDP growth rate - volume [extracted on 16.8.2018].
According to European Semester data (European Commission, 2018a), economic growth picked up to 2.9 % year-on-year in the first half of 2017 and moderated to 2.5 % year-on-year in the third quarter.

From the same source, the headline deficit has been progressively reduced and contributed to making some progress in carrying out an expenditure review. In the last two years, Portugal started an expenditure review that has been progressively broadened to several policy areas and has made efforts to improve the sustainability of the pension system and of the financial situation of state-owned enterprises.

In what concerns employment protection legislation, Portugal achieved some progress as the strictness Employment Protection Index decreased 1.24 between 2009 and 2013 (3). Although there is progress, it remains the country with the most stringent regulations on individual dismissal of permanent contracts, causing the labour market segmentation to prevail (OECD, 2017).

The total Portuguese employed workforce accounted for 4 478 500 in 2017 (4). With a continued increase since 2013 (4%), the total employment rate was 67.8% (5). The highest employment rate is in the age group 35-44 (85.6%), followed by 25-34 (81.2%), 45-54 (80.4%), 55-64 (56.2%) and 15-24 (25.9%) (6). All age-groups have registered increases in employment rate since the country

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(3) OECD, Strictness of employment protection [accessed on 21.8.2018].
(4) INE, Employed population by location [accessed on 16.8.2018].
(5) INE, Employment rate [accessed on 16.8.2018].
(6) INE, Employment rate by age group [accessed on 16.8.2018].
has started to recover from the economic crisis. Regardless the education level, there has been an increase in employment. Individuals with less than primary, primary and lower secondary education show an employment rate of 67.7%. The employment rate of upper secondary, post-secondary and non-tertiary education graduates is 74.9%, while tertiary education graduates' employment rate is 83.6% (7).

The employment balance between sectors remains stable since 2012. The services sector continues to grow (68.9%) (8); particular emphasis was placed on trade, vehicle repair/maintenance areas, accommodation and catering (see Figure 2).

The labour market’s demand remains constant across the recent years, with 33.8% of job vacancies in the trade sector, 27.8% in consulting, scientific, technical administrative activities and support services, and 23.1% in industry (8). In the school year 2016/17, the majority of learners enrolled on Professional programmes were in the areas of personal services (27.2%), engineering and related disciplines (14.5%), computer sciences (13.8%) and business (13.4%) (DGEEC, 2018a).

Figure 2. Employed population, aged 20-64, by economic sectors and comparison of 2nd trimester 2011-17 (%)

![Bar chart showing employment by economic sector]


The unemployment rate in 2017 was at its lowest (9%) since 2008 when unemployment rose from 8.8% to 16.4% in 2013 and only then started to decline

(8) INE, Employed population by sex and economic activity [accessed on 21.8.2018].
(9) INE, Job vacancy rate quarterly [accessed on 16.8.2018].
These figures confirm that the country continues to recover from the financial and sovereign debt crisis which lasted several years. Although long-term unemployment continues to decrease since 2014 (-9.6%), it still accounts for half of the total unemployment (11).

The more skilled the workers are, the lower are the chances of unemployment (see Figure 3). Individuals with ISCED (12) levels between 5 and 8 registered the lowest unemployment rate (6.6%), while the unskilled workers had the highest values of unemployment (10.2%). It is important to highlight that while groups with ISCED 0-2 perform better than the EU28 average (15.2%), ISCED levels 3-4 are facing some difficulties (10% against 7% in the EU28 during 2017) (13).

Figure 3. Unemployment rate from people aged 15-64 by education attainment level in 2008-17 (%)

According to Eurostat data (14), in 2017, the rate of youth unemployment in the EU28 was slightly decreased to 16.8% while in Portugal it was 23.9% (4% less than 2016, still higher than the EU28 average). To face these challenges, in January 2017, the government pursued measures to promote youth employment.

(10) Eurostat, Total unemployment rate [accessed on 16.8.2018].
(12) International Standard Classification of Education
(13) Eurostat, Unemployment rates by educational attainment level [accessed on 17.8.2018].
(14) Eurostat, Unemployment rates by sex, age and educational attainment level [accessed on 7.10.2018].
A mid-term agreement was signed with the Standing Committee for Social Concertation (Comissão Permanente de Concertação Social - CES) to improve the labour market conditions regarding market segmentation and collective bargaining.

The labour market situation for VET graduates is slightly better than for general education (see Figure 4). Since 2015, employment rate for VET graduates in Portugal is higher than in general education. This difference was strengthened in 2017 when VET reached 75.8%, and general graduates had an employment rate of 71.7%.

Figure 4. Employment rates of young people aged 18-34, with general and VET at upper secondary and post-secondary non-tertiary education, 2014-17 (%)

For the age group 18-34 the VET graduates' unemployment rate was steadily decreasing from 33.9% (2014) to 18.7% (2017). In 2017, for the first time since data began to be collected, the unemployment rate of VET graduates was lower than the unemployment rate of general graduates (19.5%) (15).

Since 2011, Portugal made major reforms deregulating professions. In 2018, there are 239 professions and 45 competent authorities registered in the database of European Commission. Moreover, in 2012 and 2013 all the regulated professions by law were scrutinised to check the proportionality of the existing regulation and the compliance with the constitutional principle of freedom

(15) Eurostat, Unemployment and employment rates of young people not in education and training [accessed on 17.8.2018].
to choose a profession. As a result, 14 more professions were deregulated. From 2011 to 2015, most of the regulations were modified.

Regarding professions that are governed by professional associations, the legal framework for their creation, organisation and functioning was adopted in 2013 (16). It established among others the harmonisation with the Qualifications Directive.

In 2015, a legal framework (17) was adopted establishing a different way to gain access into professions and to practice them. According to these new regulations, professional qualifications required to access a particular profession or professional activity are:
(a) tertiary education qualifications;
(b) training references/standards for non-higher qualifications included in the National Qualifications Catalogue (CNQ);
(c) training references of non-higher qualifications not foreseen in the CNQ;
(d) diplomas or certificates obtained by passing exams without previous training.

1.3. Education attainment

In 2016, the National Reform Programme (18) identified the main challenges in the areas of education, qualification and training. Low level of qualifications and high levels of underachievement at school and school dropout, among others, draw attention to the urgent need to implement public policies targeting specific groups such as young people (especially young people not in education, employment or training – NEETs) and adults (in particular long-term unemployed).

The 2018 revision of the above mentioned programme (19) points out achievements in several areas. For instance, in 2017 the network of schools providing professional programmes increased 7% due to the collaborative work between schools and municipalities. The share of NEETs was reduced due to improvements in employability and decline in the early leaving rate, meaning that the increase in youth employment is not entailing a reduction in school attendance. The Youth Guarantee local networks continued to outreach unidentified NEETs. Measures for long-term unemployed were also reinforced.

The OECD 2018 Education at a Glance concludes that tertiary attainment has increased in Portugal. Although it is still bellow the OECD average (44%), the

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16 Lei (Law) n.º 2/2013, de 10 de janeiro.
17 Decreto-Lei (Decree-Law) n.º 37/2015, de 10 de março.
18 Plano Nacional de Reformas 2016.
19 Plano Nacional de Reformas (atualização de abril de 2018).
percentage of young adults between 25 and 34 years old attaining tertiary education in 2017 was 34%. (OECD, 2018a).

Another important aspect reported in PISA results, concerns the retention percentage of learners up to 15 years old. Although it has declined between 2012 and 2015, Portugal registers around 26%, while the average of the OECD countries is 13%. Still, positive changes can be identified in terms of rates of participation, educational attainment level and early school leaving.

The decreasing numbers of enrolments of young people in general and VET programmes follow the downward demographic trend (progressive drop of the birth rate). In VET programmes there was a decrease of 4.7% when comparing school years 2014/2015 and 2016/2017. As far as young people are concerned, approximately 40.1% of those enrolled in upper secondary education (146 076 of the total 357 722), have chosen VET (DGEEC, 2018a).

Regarding adults, participation in VET is rising. Of the total of 72 980 enrolled in education / VET, 27.5% are in the process of recognition of prior learning (RVCC, see chapter 2), which represents a rise of 7.8%. The Education and training programmes for adults (EFA), although decreasing, remain the main modality of adult enrolment reaching a percentage of 59.9%.

The highest share of adults enrolled in education is at lower (3rd cycle of basic education) and at upper secondary education (DGEEC, 2018b). Data conclude that, after a decrease in the period 2011-2013, participation in lifelong learning is now steady (9.8%) and close to the EU average (10.9% in 2017) (20).

2017 data showed that the share of people aged 25-64 with low-level or no qualifications (ISCED 0-2) was 51.7% (73.7% in 2005), while with medium-level qualifications (ISCED 3-4) was 26.6% (13.5% in 2005). The share of people with low-level or no qualifications is the highest in EU while the share of those with medium-level qualifications is the second lowest in EU (21).

The share of population aged 20-24 with at least upper secondary education increased from 49.4% in 2005 (77.6% in EU28) to 78.3% in 2017 (22). This is 5% lower than the EU28 average (83.3%), decreasing by 0.7% from 2016 (23). This represents a very significant achievement, which can be the result of, on the one hand, the steady improvement in educational attainment over time and, on the other hand, policy measures aiming at bridging the educational gap.

(20) Eurostat, Participation rate in education and training [accessed on 23.8.2018].
(21) Eurostat, Population by educational attainment level, sex and age [accessed on 22.8.2018].
(22) INE, Educational level at upper secondary school level [accessed on 22.8.2018].
(23) Eurostat. Young people aged 20-24 with at least upper secondary educational attainment level by sex [accessed on 19.9.2018].
Another positive aspect is improvement in the rates of early leaving from education and training since 2005 (38.3%). The decreasing trend continued until 2015 (13.7%), with a slight increase of 0.3% in 2016 (14%), and decreasing again in 2017 (12.6%) (24), keeping Portugal on track to achieve the 2020 EU target of 10% (see Figure 5). An example of the attempt to reduce these rates within the scope of the Education Ministry is the School Attainment Promotion Programme (Programa de promoção do sucesso escolar, 2016), which offers incentives to schools to create their own strategic action plans to improve quality of learning and educational attainment (DGEEC, 2016). Also, to tackle high level of school failure, tutor support to students was implemented, reaching out to those who are from disadvantaged social backgrounds (52% against 9% from advantaged backgrounds).

Figure 5. Early leavers from education and training, aged 18-24, 2007-2017 (%)

Supporting measures were also taken to encourage young people below 30 who have interrupted their studies to reenrol again and complete their degrees (25). Measures that enhance access to higher education for young people from disadvantaged backgrounds have proven to be effective for raising the numbers of enrolment. The number of scholarships granted has been growing steadily for around 30 years.

Although Portugal falls behind the EU in many indicators regarding educational attainment in tertiary education, recent data from 2017 clearly

(24) Eurostat, Early leavers from education and training by sex [extracted on 22.8.2018].
(25) Programa +Superior (2018-19) that replaced but assumed the objectives of Programa Retomar.
reveals a steady increase since 2007 (see Figure 6). Among the 20-24 year old group, the relevant percentage has strikingly increased from 6.6% to 20.4%, exceeding the 2017 European average by 2.4%. Regarding the total adult population (25-64), the Portuguese average in 2017 is nearer the EU average (21.7% and 27.9%, respectively).

The Europe 2020 national target that at least 40% of 30-34 year-olds should have completed a tertiary or equivalent education by 2020 is also being addressed. The number of higher education graduates has been significantly increased since 2007 (19.5% in 2007, 33.5% in 2017), even if it is below the EU average (39.9 % in 2017) \(^{(26)}\).

![Figure 6. Educational attainment of the population in tertiary education](source: Eurostat, edat_lfse_03 [extracted on 22.8.2018])

### 1.4. Employment policies influencing VET

The *Qualifica Programme* \(^{(27)}\) was developed to promote investment in training pathways that will lead to the effective qualification of learners, especially focused on the improvement of adult qualification or employability.

The Institute of Employment and Vocational Training (*Instituto do Emprego e da Formação Profissional* - IEPF), allocated 48.7% of its employment budget for 2017 (EUR 366 659 millions) to measures relevant to VET, i.e. the employment

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\(^{(26)}\) Eurostat, population by educational attainment level [accessed on 23.8.2018].

\(^{(27)}\) Decreto-Lei (Decree-law) n.º 14/2017 de 26 de janeiro.
traineeships (Estágios emprego) (28) that fall under the topic of labour market insertion (Inserção profissional) (IEFP, 2017). This measure supports the development of competences for young people aged 18-30 looking for a first or new job, to improve their employability, to support the transition between the qualification system and the labour market; also promoting learning of new competences within enterprises.

Other initiatives under the same measure, but with lower financial impact, are:

(a) Professional internships (Estágios profissionais), promoting the labour market integration of young people and the unemployed;

(b) Professional traineeships in public administration (Estágios profissionais na administração pública);

(c) the Active Youth employment programme (Emprego jovem ativo), aiming at developing a practical experience in a work context for young people aged 18 to 29, from disadvantaged groups, together with more qualified young people, with a duration of six months;

(d) the Reactivate programme (Reativar), promoting the professional reintegration of long-term unemployed people aged 30+ including through training activities, and;

(e) Arts and crafts training (Formação artes e ofícios) which comprises training in a work context.

Also within the IEFP budget, the largest share under the topic on ‘Hiring Support’ (which accounts for 35.2% of the total available employment budget) was allocated to the measure titled as ‘Employment Stimulus’ (29) (Estímulo Emprego) which requires that employers should provide vocational training to the hired people.

The measure on ‘Contract Labour-Insertion’ (Contrato emprego-inserção), under the topic ‘Social Insertion’ that represents 11.6% of all the employment budget, gives priority to applications of projects that foresee prior training of beneficiaries, namely in a work context.

Under the IEFP topic called ‘Supporting the Creation of Employment and Enterprises’ (Apoio à criação de emprego e empresas) (1.9% of the entire employment budget), for the measure ‘Invest Youth’ (Investe jovem), the IEFP is

\[\text{(28) This measure(s) was revoked by the Portaria (Ordinance) n.º 131/2017, de 7 de abril that established the professional internships (Estágios profissionais). However, the measures launched before its end are still going on.}\]

\[\text{(29) This measure was revoked by the Portaria (Ordinance) n.º 34/2017, de 18 de janeiro that established the employment-contract (Contrato-Emprego). The measure that was launched before its end is still going on.}\]
responsible for providing the project promoters with the training they may need to
develop their business.

The national reform programme, mentioned above also envisaged further
improvement in the public employment service and a global evaluation of the
active labour market programmes. The One-Stop Employment Desk (Balcão
único do emprego) is included in the measure Simplex+. Another example is the
greater focus on measures in the sectors most affected by unemployment,
particularly when the target groups are NEETs and long-term unemployed. The
development of adult education and training is also one of the main supporting
measures foreseen in the national reform programme for the activation of those
furthest from the labour market, increasing their employability. The activation
measures with wider outreach (traineeships, hiring supports and modular
training) are expected to cover around 300 thousand people until 2020 (annual
average). Activation of NEETs should cover around 125 000 people per year until
2020. Activation measures under the Youth Guarantee and for the long-term
unemployed people will involve approximately 150 000 people (annual average).

The Youth Guarantee initiative (30) launched in 2013, targets young people
under the age of 30 and aims at increasing their opportunities in education and
training, work experience or employment within four months after becoming
unemployed or after leaving the education system. It aims at raising young
people qualification levels, facilitating the transition to the labour market and
decreasing youth unemployment. Accordingly to the ‘Youth Guarantee Country
by Country - Portugal 2016’ of the European Commission, around 300 000 NEET
participated in these measures. Progress has been made in increasing young
people enrolment rates in VET, while also taking steps towards improving their
labour market relevance. A broad network of partners engaged in the
implementation of this initiative has been set to reach out to NEETs. Its online
platform, launched in December 2014, is open to the registration of NEETs.

(30) Resolução do Conselho de Ministros (Council of Ministers Resolution) n.º 104/2013
de 31 de dezembro.
CHAPTER 2.
Provision of VET

2.1. Chart of the national and training system

NB: ISCED-P 2011.
Source: Cedefop and ReferNet Portugal.
The National Qualifications System (31) (Sistema Nacional de Qualificações - SNQ) launched in 2007, aligned national qualifications with the EU recommendations for the European Qualifications Framework (EQF) and policies. The SNQ framework is based on a balanced relationship between VET within the educational system and VET in the labour market. It established common objectives and instruments, developed over the years and complementary tools to sustain the implementation of the policies, including the National Qualifications Framework (Quadro nacional de Qualificações - QNQ) (see section 2.5.).

Under the SNQ, successful completion of VET programmes grants a double certification, i.e. an education certificate and a vocational qualification. The QNQ (32) is in line with the EQF. Double certification increases VET attractiveness as it opens both educational and vocational pathways.

The objectives of the SNQ are:
(a) to promote secondary education as the minimum educational qualification;
(b) to raise the basic training of the active population to enable their education and professional development;
(c) to ensure that VET offer leads to double certification (educational and professional);
(d) to organise IVET and CVET programmes adjusting them to the needs of enterprises, labour market and new economic sectors;
(e) to provide a diversified VET offer in a lifelong learning (LLL) perspective leading to skills-based qualifications and learning outcomes;
(f) to reinforce the process of recognition, validation and certification of competences;
(g) to promote socio-professional qualification and integration of vulnerable groups;
(h) to promote national and international consistency, transparency and comparability of qualifications;
(i) to promote the inclusion of people with disabilities, through skills and LLL;
(j) to ensure educational, professional information & guidance and shared management of the respective resources and tools;
(k) to promote the effectiveness and efficiency of VET by anticipating the qualification needs and through mechanisms of quality assurance;
(l) to ensure that public funding is oriented toward VET priorities and policies;
(m) to contribute to equal opportunities while accessing professions, namely promoting employability and entrepreneurship without gender discrimination.

(31) Decreto-Lei (Decree-Law) n.º 396/2007, de 31 de Dezembro (link to the consolidated legislation).
(32) Portaria (Ordinance) n.º 782/2009, de 23 de julho.
2.2. Government-regulated VET provision

In 2009, compulsory education was extended to 12 years of schooling, between the age of six and 18 (33). In line with these policy changes and as of 2012, compulsory education comprises two major stages: basic education (1st - 9th year) and secondary education (10th - 12th year).

**Basic education** (1st – 9th) is organised into three cycles (see Table 2) that integrate primary and lower secondary education.

### Table 2. Organisation of primary and lower secondary education including VET

<table>
<thead>
<tr>
<th>Cycles</th>
<th>Years of schooling</th>
<th>Age</th>
<th>ISCED 2011-P level</th>
<th>QNQ levels</th>
</tr>
</thead>
<tbody>
<tr>
<td>1st cycle</td>
<td>1st - 4th</td>
<td>6 - 10</td>
<td>100</td>
<td>-</td>
</tr>
<tr>
<td>2nd cycle</td>
<td>5th - 6th</td>
<td>10 - 12</td>
<td>100</td>
<td>1</td>
</tr>
<tr>
<td>3rd cycle</td>
<td>7th, 9th</td>
<td>12 - 15</td>
<td>244, 254</td>
<td>2</td>
</tr>
</tbody>
</table>

Source: Information collected from DGE, ANQEP, IEFP and INE (Deliberação n.º 343/2017).

Traditionally VET programmes are a major option after the age of 15 at upper secondary education. However, education and training programmes for young people (cursos de educação e formação de jovens - CEF), targeting those who are at risk of early leaving were launched in 2004 at the 2nd and 3rd cycle of basic education.

Upper-secondary education is characterised by subject specialisation, organised in different paths, leading to either further studies and/or vocational qualifications (see Table 3) and corresponds to what internationally is referred to as secondary education. Permeability has been ensured between general/academic paths (leading to further studies) and VET paths (leading to the labour market). Qualifications are provided within the EQF.

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(33) Lei (Law) n.º 85/2009, de 25 de agosto.
Table 3. Organisation of secondary education including VET

<table>
<thead>
<tr>
<th>Type of path</th>
<th>Years of schooling</th>
<th>ISCED level</th>
<th>QNQ levels</th>
</tr>
</thead>
<tbody>
<tr>
<td>Science and humanities programmes (cursos científico-humanísticos) - general programmes</td>
<td>10th-12th</td>
<td>344</td>
<td>3</td>
</tr>
<tr>
<td>Professional programmes (cursos profissionais)</td>
<td>10th-12th</td>
<td>354</td>
<td>4</td>
</tr>
<tr>
<td>Education and training programmes for young people (cursos de educação e formação de jovens – CEF) - type 5, 6 and 7</td>
<td>10th -12th</td>
<td>351</td>
<td>4</td>
</tr>
<tr>
<td>Apprenticeship programmes - (cursos de aprendizagem)</td>
<td>10th-12th</td>
<td>354</td>
<td>4</td>
</tr>
<tr>
<td>Art education programmes (cursos artísticos especializados)</td>
<td>10th-12th</td>
<td>344</td>
<td>4</td>
</tr>
<tr>
<td>'Vocational programmes' in secondary education (cursos vocacionais no ensino secundário)*</td>
<td>10th-12th</td>
<td>N.A.</td>
<td>N.A.</td>
</tr>
</tbody>
</table>

Source: Information collected from DGE, ANQEP, IEPF and INE (2016).
* Extinguished by the Decreto-Lei (Decree-Law) n.º 55/2018, de 6 de julho.

Tertiary education is structured according to the Bologna principles and is divided into university and polytechnic education. Pre-conditions to enter higher education include successful completion of a secondary level programme 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 sit specific entrance exams to show evidence they have the required competences to enrol in the selected field of study.

Universities and polytechnic institutions grant 1st cycle degree (licenciatura, EQF level 6) and 2nd cycle degree (mestrado, EQF level 7), and integrated master programmes which integrate the 1st and 2nd cycles (mestrado, EQF level 7). Since August 2018 (34) PhD degrees (doutoramento, EQF level 8) are also granted by polytechnics instead of universities alone. These education levels are funded by the state and by the payment of tuition fees.

Permeability (horizontal and vertical) between general and VET programmes is ensured as well as between different VET programmes. Learners can choose among different types of VET programmes, provided that they meet the admission requirements regarding the age and the level of education achieved.

Aiming for more flexible curricula, as of the 2018-19 school year, learners from general and VET programmes will have the possibility to adapt their educational paths by replacing a school subject with a relevant subject from another programme (35).

VET provision applies the following key principles:
(a) attractiveness of VET to the labour market;
(b) flexibility in type and duration of courses;

(34) Decreto-Lei (Decree-Law) n.º 65/2018 de 16 de agosto.
(35) Decreto-Lei (Decree-Law) n.º 55/2018, de 6 de julho.
(c) compatibility between EQF and QNQ, between education attainment and training qualification;
(d) permeability;
(e) transparency of the recognition of qualifications to learners and employers.

2.2.1. Lower secondary education

Education and training programmes for young people (cursos de educação e formação de jovens - CEF) aim to reduce the high number of early school leavers. They are meant to enhance learner integration into the labour market through double certification and to motivate them to continue further studies/training by providing flexible learning paths in line with their expectations and local labour market needs.

Learners must be 15 or more years old and without lower secondary education qualification.

There are four types of CEF programmes according to learner level of education attainment (CEF programmes continue in upper secondary education).

Duration varies from 1 125 to 2 276 hours per type spanning from one to two years including a minimum of 210 hours of work-based learning (WBL) each year.

Regardless of type, all CEF programmes comprise four training components: sociocultural, scientific, technological and practical.

Training is offered in various fields, such as crafts, computer sciences, environmental protection, accounting, management, beauty care, domestic services, therapy and rehabilitation, electronics, food industry, metallurgy.

CEF can be offered by state schools, private or cooperative schools, IEFP vocational training centres or certified training providers.

Learners’ assessment is carried out per subject/area and per training component. Assessment is formative and summative and includes a final test (prova de avaliação final – PAF) comprising a professional performance presentation in front of a jury, with one or more practical works related with the most relevant knowledge and skills included in the programme profile.

Successful completion of a CEF programme leads to a double certification: an education certificate (certificate of the third cycle of lower secondary education at EQF level 2, ISCED 254) and a professional qualification. Learners completing the second cycle of basic education receive a certificate at EQF level 1 and a professional qualification.

Progression is allowed to upper secondary education and CEF programmes type 5, 6 and 7 after meeting certain requirements (see section 2.2.2.). CEF programmes are more common in lower secondary education.
In 2017, 6.9% of all VET learners in lower and upper secondary education were in these programmes (DGEEC, 2018a). Vocational programmes in basic education (cursos vocacionais no ensino basico) were launched in 2012 and were revoked in 2018 (36). Programmes launched before 2017/18 are still ongoing.

2.2.2. Upper secondary education

Recent legislation has updated VET and general education curricula. The subject ‘citizenship and development’ is integrated in all programmes.

In 2017, the government introduced the Exit profile of students leaving compulsory education (37) for all programmes under the responsibility of the education ministry.

Professional programmes (cursos profissionais)

Professional programmes aim at providing learners with the required vocational education and training to develop personal and professional skills to perform a job and to pursue further studies and/or training (at post-secondary or higher education). They include three general education subjects (common for all training fields): Portuguese, foreign languages and physics.

Training fields include applied arts, business administration, computer sciences, electronics, engineering, energy, construction and architecture, food industries, health services, tourism and hospitality, etc.

To enrol in these programmes learners need to be between 15 and 18 years old (with exceptions foreseen by legislation) and to have completed lower secondary education.

The programmes target learners that want to follow a more practical and labour market-oriented programme.

Programmes last for three years and the workload varies between 3 100 and 3 440 hours. WBL is foreseen in an agreement between the school and the entreprise corresponding to 19-24% of the overall programme. The learner’s work plan, once signed, is considered an integral part of the training contract (different from a labour contract).

Programmes are offered by profissional, public (upper secondary) or private schools. Upon successful completion, they lead to a double certification – a

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(36) Decreto-lei (Decree-Law) n.º 55/2018 de 6 de julho, for other information see 2016 Country report.
(37) Perfil dos alunos à saída da escolaridade obrigatória, launched by Despacho (Order) n.º 6478/2017, de 26 de julho.
professional qualification and a 12th year school leaving diploma at EQF level 4 (ISCED 354).

The programme has formative and summative assessment and includes a presentation of a project called Proof of Professional Aptitude (Prova de Aptidão Profissional - PAP) in front of a jury. Learners can pursue further studies in Technological specialisation programmes, access higher education, upon the fulfilment of requirements foreseen in the regulations, or enter the labour market.

In 2017, professional programmes accounted for 68.7% of all VET learners in lower and upper secondary education (DGEEC, 2018a).

Apprenticeship programmes (cursos de aprendizagem)

They aim at providing learners with the adequate knowledge and competences to enter the labour market by providing them a combination of work experience and studies/training.

They target young learners up to 25 years old who have successfully completed a lower secondary education programme.

Priority areas of training include audio-visual and media production, computer sciences, trade, construction and repair of motor vehicles, electricity and energy, electronics and automation, hospitality and catering, manufacturing of textiles, clothing, footwear and leather, metallurgy and technologies of chemical processing.

The programmes last about 3 years (maximum of 3 700 hours), including mandatory workplace training (40.5% of the programme duration) and are provided by IEFP vocational training centres or private providers (e.g. employers’ associations, companies, trade unions) under protocols with IEFP.

The assessment is formative and summative. The final evaluation test (Prova de Avaliação Final - PAF) constitutes an integrated set of practical activities at the end of the training programme that help a jury assess the competences acquired during training.

A double certification – a professional qualification and a 12th year school leaving diploma at EQF level 4 (ISCED 354) is granted upon successful completion. Apprentices wishing to continue their studies are subject to the regulations and requirements established to access higher-level programmes.

In 2017, apprenticeship programmes accounted for 14.5% of all VET learners in lower and upper secondary education (DGEEC, 2018a).

Education and training programmes for young people (cursos de educação e formação de jovens - CEF)
These programmes have the same objectives as CEFs at lower secondary education (see section 2.2.1.).

They are organised sequentially from type 5 to 7 according to learners' level of educational attainment and the duration of the training (duration varies from 1 125 to 2 276 hours per type spanning from one to two years).

Assessment is formative and summative, including a final test (PAF) that comprises a professional performance presentation in front of a jury, with one or more practical assessments related to the most relevant knowledge and skills included in the programme profile. Progression is possible from level 4 to 7 after successful completion of each previous part or upon completion of other programmes if the learner meets specific requirements.

Successful completion of a CEF leads to a double certification – a professional qualification and a 12th year school leaving diploma at EQF level 4.

After being awarded the double certification, learners can continue their studies at post-secondary non-tertiary or tertiary education, as long as they meet the relevant requirements.

In contrast to lower secondary level attainment, not many learners chose to follow upper secondary CEF programmes. In 2017, upper secondary CEF learners accounted for 0.29% of all VET learners in lower and upper secondary education, and for 4.23% of all CEF learners (DGEEC, 2018a).

**Art education programmes (cursos artisticos especializados)**

Art education programmes aim at providing learners with the specific vocational education and training they need to enter a career in the artistic field of their choice by developing their capacities and talent or to take further studies/training in one of the fields.

These programmes are organised into three training components - general, scientific and technical/artistic. They last throughout the three-year duration of the programme and the workload may vary from 3 645 to 6 390 hours according to the field of study. Practical training is mandatory in the third year of the programme (12th year of schooling). It is preferentially performed at the workplace, in workshops, companies or other organisations, through the transmission of know-how, by taking on occasional jobs or via an internship. It can be performed via the simulation of a set of relevant professional activities to the programme profile, developed in similar conditions to a real world working context, integrated in the school subject of the Technical-artistic training component called 'Project and Technologies'. Programmes are offered by public, private or cooperative schools.

Assessment is formative and summative, including a final test (**Prova de Aptidão Artística** - PAA) that comprises a professional performance presentation
in front of a jury, with one or more practical assessments related to the most relevant knowledge & skills included in the programme profile.

The programme in the field of visual arts comprises communication design, product design, and artistic production. The programme in the audio-visual field is Audio-visual Communication. There are also dance programmes.

Successful completion of an art education programme leads to a double certification – a professional qualification and a 12th year school leaving diploma at EQF level 4 (ISCED 354).

Progression is possible to technological specialisation programmes (QNQ level 5), or higher education (university or polytechnic) provided that learners meet the access requirements.

In 2017, these programmes accounted for 1.3% of all VET learners in lower and upper secondary education offers (DGEEC, 2018a).

**Vocational programmes in secondary education** (cursos vocacionais no ensino secundário)

They were launched in 2013 and extended in 2014 but were revoked in 2018 (38). Programmes launched before 2017/18 are still ongoing (DGERT, 2016).

### 22.3. Post-secondary non tertiary education

Technological specialisation programmes (cursos de especialização tecnológica - CET) aim to respond to the needs of the labour market, at the level of middle management.

They comprise general, scientific and technological training components and WBL. Through agreements with higher tertiary institutions CET graduates are credited 60 to 90 ECTS points. To enter CET programmes learners must have one of the following:

(a) an upper secondary qualification (EQF level 4);
(b) successfully completed all school subjects of the 10th and 11th years and have been enrolled in the 12th year but not completed it;
(c) a professional qualification at EQF level 3 or 4, or;
(d) hold a specialisation technological certificate or a higher education degree and wishing to have a professional requalification.

Usually these programmes last from one to one-and-a-half years (from 1 200 to 1 560 hours) awarding a qualification at EQF level 5 (ISCED 454) and a

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(38) Decreto-lei (Decree-Law) n.º 55/2018 de 6 de julho.
technological specialisation diploma called Diploma de Especialização Tecnológica (DET) and incorporate 30% to 46% WBL.

Training is offered in various fields such as computer science, trade, electronics and automation, and tourism and recreation.

These programmes are provided by public, private and cooperative schools, vocational training centres direct or jointly managed by IEPF, technological schools and other training providers certified by the labour ministry. They are developed by the training institution in cooperation with, amongst others, enterprises, employment organisations, enterprise associations/chambers or socio-professional associations and can adopt different types/methodologies of training including traineeships.

The CET diploma allows learners to apply to higher education through a special admission procedure determined by a broader regulatory framework, provided that they meet the entry requirements set by each academic institution.

### 2.2.4. Tertiary education

Higher professional technical programmes (cursos técnicos superiores profissionais - CTeSP) were launched in 2014 and are short cycles of higher studies that award a Diploma of Higher Professional Technician at EQF level 5 (not a higher education degree). Initially they were considered to be post-secondary non-tertiary programmes, but since 2016, based on the new legal framework (39), they have become part of higher education.

These programmes comprise general, scientific, technical, and practical training components, which takes place through an internship (lasting at least one semester and granting 30 ECTS); in total, they last four academic semesters and their graduates are credited 120 ECTS points.

They are provided only by polytechnic institutions meeting each intitution’s regional labour market needs.

CTeSP graduates can access the 1st cycle of higher education programmes or integrated master programmes through specific application procedures, leading to a higher education degree.

### 2.2.5. VET for adults

Adult qualification aims at improving their education and training levels, contributing to raise the qualification levels of the population and.

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(39) Decreto-Lei (Decree-Law) n.º 63/2016, de 13 de setembro.
VET programmes for adults are part of the SNQ aiming to respond to their needs, increase their employability, promote LLL and raise the qualification level of the population.

**Education and training programmes/courses for adults** *(cursos de educação e formação para adultos - EFA)*

Education and training programmes/courses for adults were launched in 2000 targeting people over 18 years old who wish to complete any level of education and/or obtain a professional qualification.

EFAs have a lifelong learning perspective; they are organised in training paths, defined through an initial diagnostic assessment, carried out by the training provider or through a process of recognition and validation of the competences acquired throughout life. Training programmes are developed in an integrated way, comprising basic and/or technological training. They are offered in the form of modular training, based on a training standard/referential available in the CNQ.

They are based on reflective processes and on skills acquisition through a module entitled 'learning with autonomy' *(aprender com autonomia* leading to a basic level of education diploma and/or professional qualification) or a reflective learning portfolio *(portfólio reflexivo de aprendizagens*, leading to a secondary diploma and/or professional qualification).

The duration of EFAs depends on the training path learners’ choose and can vary from 315 to 2 390 hours *(40)*. WBL accounts for at least 210 hours per year in a work environment, when learners follow a full programme.

There are also flexible paths from the RVCC process [see section 2.2.5. (c)], in primary, lower and upper secondary education.

An EFA may award a full qualification or a document certifying the completion of certain modules or units and/or a professional qualification at EQF levels 1 (ISCED 100), 2 (ISCED 254) or 4 (ISCED 354).

Adults who complete lower or upper secondary education through an EFA programme and wish to continue their studies must meet access requirements of different training programmes.

In 2017, VET participation in EFA accounted for 65.2% of all adults enrolled in VET programmes *(DGEEC, 2018b)*.

*(40)* Annex I numbers 1, 3 and 4 of the *Portaria (Ordinance) n.º 283/2011, de 24 de outubro.*
Certified modular training (formações modulares certificadas)

Certified modular training is included in the CNQ and is available since 2008 for people older than 18 years old. This programme gives higher priority to those who have not completed lower secondary education; and who do not have the adequate qualification to access or progress in the labour market. It is also available for those with upper and post-secondary non-tertiary education.

The modular training enables learners to create or to follow flexible learning paths with variable length, according to their own needs. Modular training curricula are based on training units of short duration (unidades de formação de curta duração - UFCD) available in the CNQ.

The duration of a modular training may not exceed 600 hours. Moreover, when it exceeds 300 hours, one third of the UFCDs should include practical training.

Learners successfully completing a modular training get a certificate that identifies the title of each UFCD achieved. The successful completion of a qualification path included in the CNQ awards a certificate of qualification, which lists all UFCD completed and may lead to double certification at QNQ level 2, 4 and 5.

Progression is possible if adults meet the requirements set by the different programmes.

Participation in certified modular training remained residual during 2017, when compared with all adults enrolled in VET offers.

Prior learning recognition process (processo de reconhecimento, validação de competências - RVCC)

RVCC comprises the identification of formal, non-formal and informal competences developed throughout life; it has two distinct paths: the education and the professional. The recognition of competences takes place through specific activities and the application of a set of appropriate evaluation tools (see Annex 2).

Candidates may start this process at any time at a Qualifica centre. To access educational or professional RVCC processes, candidates must be 18 years old or over, and possess sufficient knowledge in relation to the key competence framework and the professional competence framework. Candidates under 23 years old must also submit proof of a minimum of three years professional experience via a statement issued by the relevant social security office (41).

(41) Article 15 of Portaria (Ordinance) n.º 232/2016, de 29 de agosto.
One of the tools used in the RVCC process to evaluate the candidates is the reflective learning portfolio (portefólio reflexivo). It is a written record of the candidate’s competences acquired throughout life; it also presents a critical appraisal of his/her knowledge, competence development, prior experience, and education. It includes all relevant supporting documentation linked to the different areas of the portefolio. Validation of these competences is done under the referential framework of key competences elaborated by the National Agency for Qualification and Vocational Education (ANQEP).

A jury appointed by a Qualifica Centre does the certification of competences after the evaluation of the candidate. It can include written, oral or practical evaluation, or a combination of the three, that can be organised by key competences areas in the case of the education path, or by professional competences in the case of the professional path.

Candidates can obtain a full certification (when they have proved that they possess all the competence units of the standard) or a partial certification. In the education path, a full certification enables the candidate to obtain a certificate of lower secondary education basic education or upper-secondary education corresponding to EQF levels 1 to 4. In the professional path, a full certification testifies that the candidate holds the competences of specific professional standard at EQF level 2 and 4. Partial certifications allow the candidate to attend the remaining training to obtain a qualification. These processes are under the responsibility of the Qualifica Centres, managed by ANQEP. Currently there are around 290 centres spread all over the country.

Participation in RVCC processes in 2017 was 11.1% when compared with all adults enrolled in VET offers.

2.2.6. VET for vulnerable groups

All the above mentioned VET provision is also available for vulnerable groups. Additionally, there is a limited number of courses available for immigrants and adults with low level qualifications:

**Portuguese for all (Português para todos)** (\(^\text{[42]}\))

*Portuguese for all* aims at developing Portuguese language courses for foreigners at level A2 (elementary user) and B2 (independent user) of the Common European Framework of Reference for Languages, and courses on

\(^{\text{[42]}}\) The last change in the legislation goes back to 2012: *Portaria (Ordinance) n.º 216-B/2012, de 18 de julho.*
technical terminology (*Português Técnico*) in the field of construction, hotel and catering, trade, and beauty care.

These courses aim to help immigrants understand Portuguese, increase their communication skills and learn their basic civil rights to ease their integration into Portuguese society and the labour market.

They are provided by upper secondary public schools and by IEFP vocational training centres for adult learners.

Apart from the age, there are no requirements to access these courses; however, learners must hold a valid title of residence.

The duration of A2 and B2 courses is 150 hours, while of technical terminology lasts 25 hours.

The High Commission for Migration (*Alto Comissariado para as Migrações* - ACM) is the intermediate body of the Operational Programme for Social Inclusion and Employment (PO ISE) funding Portuguese for all; ACM is also the supervisory authority managing these courses.

**Basic competences courses** (*competências de base*)

Basic competences courses target adults with low-level qualifications and aim to provide to them basic reading, writing, numerical and information and communication technology (ICT) competences required to access EFA programmes or a RVCC process. These courses may last between 150 and 300 hours and by legislation (43) at least 26 to 30 learners should be subscribed per course, which can be a barrier in some regions of the country.

**Special measures for people with disabilities**

These measures (44) aim to provide disable people (through initial and continuing VET courses) the necessary knowledge and competences to obtain a qualification that will allow them to carry out an activity in the labour market, to keep their employment and to progress professionally. The courses follow the CNQ standards and specialised advice from the IEFP. They are organised and developed taking into consideration the specific needs of this target group and of the labour market (e.g. the Qualification of people with disabilities or incapacities courses funded by IEFP (45)).

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(43) Launched by *Portaria (Ordinance)* n.º 1100/2010, *de 22 de outubro* and changed by *Portaria (Ordinance)* n.º 216-C/2012 de 18 de julho.

(44) Article 6 of the *Decreto-Lei (Decree-Law)* n.º 108/2015, *de 17 de junho*.

(45) *Qualificação de pessoas com deficiência e incapacidade.*
2.3. **Other forms of training**

Public and private sector enterprises provide most of the education and continuing professional training outside the framework of the CNQ. Legislation approved in 2010 \(^{(46)}\) has reinforced their certification through the registration of certificates in the Integrated System of Information and Management of the Education and Training Offer (*Sistema Integrado de Informação e Gestão da Oferta Educativa e Formativa* – SIGO) platform by the training providers.

The 2015 Survey of Continuing Professional Training (*Relatório anual de formação contínua*) issued by the labour ministry refers to 247 394 enterprises, which employed 2 687 500 workers, mainly in manufacturing (22.3%) and trade and repair (19.4%) industries. Among these, approximately 83% were enterprises with up to nine workers, while only 0.4% of the enterprises had 250 or more employees (GEP, 2017). Only 19.8% of these enterprises employed workers participating in training or educational activities or workers who received a monetary compensation for the training that they were entitled to follow. It should be noted that this ratio changes significantly in direct relation to the size of the enterprise. Thus, 15% of enterprises with up to nine employees promoted training and education activities, versus 92.4% of the ones employing 250 or more. The electricity, gas and water sector had the higher share of enterprises providing training to their workers (53.4%) (GEP, 2017).

881 024 workers were participating in training activities (32.8%). Participation of workers in education activities also varies according to whether they work in a small or large enterprise. Within the first, the level of participation is low (11.9%) while within the latter it reaches 54.0%. The sectors in which the rates of participation were highest are electricity, gas and water (81.6%) and the financial and insurance activities (75.3%) (GEP, 2017).

2.4. **VET funding**

Almost ten years after the establishment of the SNQ, and despite slight improvements, the level of education and training (and qualifications) of the population remains low. The end of the economic adjustment programme (2011-14) released the country from restrictions that left behind far-reaching effects. This critical period was characterised by a significant drop of investments in adult training/qualification, with significant reductions in training activities and the RVCC process. Recent developments focus on national policy priorities that will reinforce adult education and training, both keystones of the SNQ.

\(^{(46)}\) *Portaria (Ordinance) n.º 474/2010, de 8 de julho.*
The costs of education and VET are covered almost entirely by public funding through contributions from the state budget (Orçamento de Estado – OE), the social security budget (Orçamento da Segurança Social – OSS) and the European Social Fund (ESF). However, other ministries, the Autonomous Regions of Madeira and Azores, and the municipalities also contribute with funds.

Portugal receives substantial support from the EU to help fund VET programmes, courses and policies in the form of ESF resources. These funds are allocated under specific measures especially the Human Capital Operational Programme approved by the European Commission's decision on December 2014 and under the financial framework ‘Portugal 2020’. Its thematic priorities most relevant for VET are:

(a) promoting educational success, reducing early school-leaving and increasing youth qualifications – it addresses IVET programmes at lower and upper secondary education;
(b) increasing higher education and advanced training - especially in what concerns the professional higher technical programmes (CTeSP);
(c) learning, lifelong learning qualifications and increased employability - funding the Qualifica initiative, RVCC and EFA programmes/courses for adults.

Until mid 2018 (\textsuperscript{47}), 1 968 applications were approved in the first thematic priority (youth training); from which the professional programmes were 67% of the total (1 309 applications and EUR 1 652 billion of total investment; and 379 CEFs; 201 vocational programmes; and 79 art education programmes). 568 applications were approved in the third thematic priority (lifelong learning); from which 411 (72%) were supporting Qualifica centres. There was a lower number of approved applications regarding EFA and apprenticeship programmes (107 and 50 respectively).

There was a steep decline in funding of VET for adults during the period of the economic crisis and, in 2016, the launch of the Qualifica Programme aimed to reverse this trend (i.a the number of centres dedicated to adults' qualifications was decreased from 459 in 2010 to 293 in the mainland and 3 in Madeira Island in 2018).

Spending on education remains stable and is slightly above the EU-28 average. General government expenditure on education, in 2016, was 4.9% of GDP and 10.8% of total government spending (EU averages were 4.7% and 10.2% respectively) (see table 4). However, since 2015 spending has fallen by 3% in real terms, mainly for tertiary education. Secondary education takes the highest share of general government expenditure on education (35.4%), followed by pre-primary and primary education (31.4%) and higher education (12.9%).

\textsuperscript{47} Bolheteim informativo 2 do POCH, 30 June 2018.
The annual expenditure in Portuguese educational institutions per student is below the EU average (European Commission, 2018b).

Table 4. Public expenditure on education, EU28 and Portugal, 2016 (%)

<table>
<thead>
<tr>
<th>Year</th>
<th>Year-on-year real change*</th>
<th>As a share of total public expenditure</th>
<th>As a share of GDP</th>
</tr>
</thead>
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<tr>
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<td>-1.2 1.4 1.0 0.5</td>
<td>10.1 10.2 10.2 10.2</td>
<td>4.9 4.9 4.8 4.7</td>
</tr>
<tr>
<td>PT</td>
<td>-3.6 -1.3 -7.4 -2.9</td>
<td>11.8 11.0 10.5 10.8</td>
<td>5.9 5.7 5.1 4.9</td>
</tr>
</tbody>
</table>


2.5. VET governance

The central government has overall responsibility for vocational education and training. The education ministry is traditionally responsible for the educational sector (pre-primary education, lower (48), upper secondary education and school-based training). The higher education ministry is responsible for tertiary education. The labour ministry, through the IEFP, is responsible for apprenticeship programmes, continuing vocational training and carrying out active labour market measures.

The education and labour ministries share equal responsibility over the ANQEP. ANQEP and IEFP have the overall responsibility for implementing VET policies. Regional authorities for non-higher education and VET are responsible for the implementation of policies at local level.

As stated at the beginning of this chapter, the SNQ, revised in January 2017, is the framework of VET since 2007. The SNQ reorganised VET into a single system.

The SNQ is coordinated by ANQEP. It comprises the main VET stakeholders Directorate-General for Education (Direção Geral da Educação - DGE), DGERT, IEFP, bodies responsible for funding VET policies, Sectorial Councils for Qualification, centres specialised in adult qualifications, primary and secondary education institutions; vocational training and professional rehabilitation centres directly and jointly managed by IEFP, and accredited (49) VET providers. The SNQ also includes private enterprises that promote the training of their employees, and other institutions that contribute to the same

(48) Primary and lower secondary education are called first, second and third cicle of basic education.

(49) In Portugal, the term ‘certificação’ is used for the accreditation of VET providers.
purpose. Higher education institutions are also part of the SNQ, in accordance with the specific and applicable legislation.

Social partners intervene in the coordination of the SNQ through their participation in the general council of ANQEP, in the management board of the IEF, and in the monitoring board of DGERT accreditation of VET providers.

Higher education (universities and polytechnic institutes) are autonomous institutions.

The SNQ establishes common instruments and complementary tools to support the implementation of VET policies:
(a) National Qualifications Framework (Quadro nacional de qualificações - QNQ): designed in line with EQF, it is organised into eight levels of qualification and a set of descriptors specifying the learning outcomes of the different qualification levels;
(b) National Qualifications Catalogue (Catálogo nacional de qualificações - CNQ): a strategic tool to manage and regulate non-higher VET designed in line with QNQ;
(c) National Credit System for VET (Sistema nacional de créditos do EFP): a tool to allow the allocation of credit points to the double certification qualifications of the QNQ integrated into the CNQ;
(d) Instrument for Guidance and Individual Record of Qualifications and competences (instrumento de orientação e registo individual de qualificações e competências) (50): it is a document meant to register the learner’s lifelong development of qualifications and competences (both those within the CNQ and any other completed training courses. It also identifies missing competences to help build new training pathways.

2.6. VET teachers and trainers

VET Teachers

The initial training of teachers is carried out in higher education institutions (polytechnics and universities). According to the changes introduced under the Bologna Process, the master’s degree is the minimum academic qualification for the teaching profession.

There are specific higher education programmes for teachers named ‘Teachers and Trainers Training’ and ‘Education Sciences’. Admission requirements are similar to higher education programmes.

(50) It replaced the so-called Caderneta individual de competências.
Access to the teaching profession in the public sector is done via national competition, based on academic qualifications and work experience. Applicants have to pass a knowledge and competencies exam and undergo a subsequent probationary period.

Teachers usually provide the sociocultural and scientific training components of VET programmes. There are no different requirements to teach in general education and in VET programmes.

Continuing professional development of teachers set by legislation (51) is mandatory to career progression. There are different continuing professional development (CPD) types such as training courses with variable length, workshops, internships and projects accredited by the authority body (Conselho Científico-Pedagógico da Formação Contínua - CCPFC).

The offers can be provided by higher education institutions; training centres run by school associations (called Centros de Formação de Associação de Escolas – CFAE, there are 91) or run by non-profit scientific associations; central services of the education ministry; public, private or cooperative associations accredited by the CCPFC.

For career progression, it is required the participation in one-fifth of the total number of hours of compulsory training in the respective career echelon.

**School-based trainers**

The trainer profession is regulated by 2011 legislation (52) that establishes the criteria to enter this profession. This legislation is intended to reinforce VET quality by valuing the certification of trainers’ pedagogical competences. As a result of this legislation, the initial pedagogical training of trainers became compulsory for accessing the profession. Continuous training of trainers is also promoted, stressing the need of regular continuing professional development, especially for those trainers who work with disadvantaged people, or who work on training mediation, training of trainers, distance learning, training in the work context, management and coordination of training, and training consultancy, particularly among SMEs.

Although the minimum length of the initial pedagogical training is 90 hours, a training framework of 10-hour modules introduced more flexibility, allowing a more versatile offer adaptable to each candidate profile. The latter can opt for a combination of modules provided by the training entities according to the available training reference/standards.

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(51) Decreto-Lei (Decree-Law) n.º 22/2014, de 11 de fevereiro.
(52) Portaria (Ordinance) n.º 214/2011, de 30 de maio.
The basic requirements for trainers include an initial pedagogical training certification; a higher degree in relevant scientific, technical, technological and practical training; or training (in components, units or modules) oriented towards competences based on operational/work capacity, provided that trainers hold qualifications equal to the qualification to be granted to learners, and that trainers have at least five years of proven professional experience. Exceptional cases are foreseen in the legislation but require IEF authorisation.

Trainers that want to teach socio-cultural and scientific components of VET programmes included in the SNQ are required to hold the same qualifications as teachers do.

Continuous training of trainers is based on several referential/standards of competences, organised in a modular structure path with flexible length. It may include one or more of the following dimensions:

(a) pedagogical: modules aim at improving, deepening or diversifying the competences of trainers. They may also include critical reflection and reinforcement of competences acquired at the initial pedagogical training in organisational, practical, deontological and ethical issues;

(b) scientific and/or technological: modules aim at guaranteeing a permanent updating of the trainer’s knowledge and skills in their specific area of intervention, taking into account the constant technical and organisational changes occurring in the labour market, and;

(c) operational research: modules directed to the analysis, research and optimisation of referential/standards, models, processes and training methods, ensuring their transferability or application in different contexts, with special focus on WBL.

A trainer’s continuing training is organised into units of 10 hours (or multiples of 10 hours), structured according to its training standards. Seminars, technical meetings, workshops or similar events may have a shorter duration than what is required but may be recognised and used for career advancement.

Other VET professionals

Technicians of guidance, recognition and validation of competences must have a higher education degree and experience in one of the following areas: education or professional guidance, and methodologies for monitoring the learning development of young people and adults \(^{(53)}\). They work with RVCC process in the Qualifica centres. They are responsible for hosting RVCC candidates providing information and guidance; they are also responsible for the diagnosis of their needs.

\(^{(53)}\) See Footnote No 41.
Social and personal mediators are trainers or guidance professionals; they (a) hold a higher education qualification, and (b) should have complete a training as mediators or hold relevant experience on adult education and training (\textsuperscript{54}). They work in institutions providing EFA programmes/courses and are responsible for recruiting and selecting learners; supporting them with personal, social and pedagogical issues; they also cooperate with trainers of the technical-pedagogical team, to analyse and evaluate the profile of each candidate and to identify the most appropriate adult education and training offer.

In-company trainers (nationally referred to as tutors) are professionals that work in the enterprises; there is no specific regulation for their role. In-company trainers should be selected among workers whose professional and pedagogical competences are recognised by the enterprise. In-company trainers are responsible for implementing learner individual activity plan, for assuring learner’s integration in the labour environment, and for assessing the learner; they are also the link between the enterprise and the VET institution. Each in-company trainer may accompany simultaneously up to five learners.

\textsuperscript{(54)} Portaria (Ordinance) n.\textdegree 230/2008, de 7 de março.
CHAPTER 3.
Shaping VET qualifications

3.1. Anticipating skill needs

Until 2015, there were several studies about the anticipation of skill needs, but there was no regular or systematic tracking of them.

Launched in March 2015, the System for anticipating qualification needs (Sistema de Antecipação de Necessidades de Qualificações - SANQ), currently running under the supervision of ANQEP, allows for anticipating the future needs of the labour market. It also sheds light into the priority areas and job opportunities in VET.

This system has been strengthened, namely through the diversity of analysed data and the involvement of a significant and representative number of stakeholders at regional/local level.

IEFP has been developing annual lists aiming to enable VET programmes meet the real needs of the labour market. The List of priorities for VET 2018-2019 (55) at regional and local level is available online and intends to identify a set of areas and vocational opportunities in line with the priorities of the economy, to upskill professionals, to promote the competitiveness of Portuguese enterprises, and to promote the creation of high-skilled jobs. The list may need updates whenever new standards are included in the CNQ (56).

Sectorial Councils for Qualification (see section 3.2) coordinated by ANQEP also play a role in anticipating future needs in skills.

There are also other instruments in place contributing to the development of an integrated system to anticipate skills demand and supply. The Integrated System for Information and Management of Education and Training (SIGO) is a platform that stores all data concerning education and training programmes for young people and adults. It is a key instrument for managing and monitoring training actions and issuing training certificates. It is coordinated by the Directorate General for Statistics for Education and Science (Direção-Geral de Estatísticas da Educação e Ciência - DGEEC), and integrates the network of entities that form the SNQ, including the Qualifica Centres. The Industrial

\(^{(55)}\) List of priorities for VET 2018-2019

\(^{(56)}\) For further reading, Cedefop's Skills Panorama gives an overview of the Portuguese skills anticipation governance.
Relations Centre (*Centro de Relações Laborais* - CRL) \(^{(57)}\) is a three-party technical entity that provides information, promotes discussions and creates conditions for better employment policies with an open perspective about social and labour context, always taking into account the improvement of the professional qualifications, employability, and collective bargaining. CRL has administrative autonomy and legal personality, but functions under the labour ministry. It is equally composed of representatives of the Government, the confederations of employers and the trade unions; it intends to improve the interaction between these bodies and to engage the scientific community.

### 3.2. Designing qualifications

2017 legislation reinforces the importance of SANQ in designing and updating qualifications in the CNQ \(^{(58)}\). The SANQ influences mostly the number and the design of VET programmes and courses, in order labour market needs to be addressed at regional level.

Upper secondary school-based VET programmes governed by the Directorate General of School Establishments (*Direção-Geral dos Estabelecimentos Escolares* - DGEstE) under the education ministry and the professional training provided by the public employment services of IEPF are independent of the SANQ output \(^{(59)}\).

**National Qualifications Catalogue**

Since its launch in 2008, the *National Qualifications Catalogue* (CNQ) has been one of the most important means to promote the QNQ implementation. It is designed as a tool of strategic management of the qualifications framework for VET at non-tertiary level, that helps regulate VET provision leading to double certification (whose public funding must be in compliance with the training standards specified in the CNQ) (see Figure 7). It comprises qualification reference frameworks specifically addressed to training leading to double certification and processes of RVCC.

Its main objectives are:

\[^{(57)}\] Created by *Decreto-Lei (Decree-Law) n.º 189/2012, de 22 de agosto.*

\[^{(58)}\] *Decreto-Lei (Decree-Law) n.º 14/2017 de 26 de janeiro.*

\[^{(59)}\] This information is already included in *Skills Governance in the EU Member States – Synthesis Report*, based on the country fiches prepared by the EEPO country experts and the EEPO Core Team.
(a) to elaborate qualifications standards and key competences needed for the competitiveness and modernisation of the economy and for the personal and social development of individuals;
(b) to contribute to the development of a clear and flexible qualifications framework which enables the comparability of qualifications at national and international level;
(c) to promote flexibility in obtaining qualifications and in building an individual lifelong learning path;
(d) to facilitate the recognition of competences regardless of the entry paths;
(e) to contribute to ensure the quality of the SNQ;
(f) to improve the effectiveness of public funding awarded for training;
(g) to provide information and guidance regarding qualifications.

The qualifications in the CNQ are organised under certification level training areas. In 2018, the CNQ included 310 qualifications in 41 areas of education and training (in line with the national classification of education and training areas, CNAEF) \(^{(60)}\). The qualification levels are described in terms of education and training attainment where nine-year schooling (lower secondary education) corresponds to EQF level 2; 12-year schooling (upper secondary education) corresponds to either EQF level 4; post-secondary non-tertiary education correspond to EQF level 5.

Each standard for qualification of CNQ is composed by:

(a) the professional profiles comprise the work activities associated with the qualifications, as well as the knowledge and skills (professional, personal and social) needed to perform these activities;
(b) the training framework establishes the content as well as the information needed to organise provision according to the framework of competences leading to double certification. It consists of a basic training component (school oriented) and a technological training component organised by autonomously certifiable units of short duration (from 25 to 50 hours), allowing for flexible qualification paths and permeability between the same area of education and training;
(c) the framework for RVCC of either formally or informally acquired competences which have to be demonstrated, helps guiding a candidate in a qualification path according to his/her needs and leads to the acquisition of a certificate (at the level of basic or secondary education) and/or a training certificate (at EQF level 2 or 4).

\(^{(60)}\) Portaria (Ordinance) n.º 256/2005, de 16 de março.
Open consultation process

The open consultation process (*modelo aberto de consulta*) is another mechanism that allows entities to participate in updating the CNQ through the revision, integration and/or exclusion of qualifications from the CNQ, as well as changing a professional profile or training reference and a standard of RVCC. The process endows the Catalogue with a greater dynamism and widens the debate around qualifications needs. Stakeholders can submit their proposals by completing an online procedure. If the proposal concerns a new qualification, and if it is accepted, a three-stage process takes place leading to the publication of the new qualification in the official Bulletin for Labour and Employment (*Boletim do Trabalho e Emprego*). Finally, the new qualification will be integrated into the CNQ and will be made available online. For qualifications to be integrated into the CNQ specific pre-conditions need to be fulfilled, i.e. each new qualification has to:

(a) be strategically relevant for an economic, social or cultural sector;
(b) match the competences needed to perform one or more profession in a specific sector;
(c) be linked to one of the VET areas and to a specific EQF level (2, 4 or 5);
(d) suggest a professional profile clearly different from those already in the CNQ;
(e) emphasise further competences development associated with level 4 and further specialisation at level 5 of the QNQ, and;
(f) allow for a flexible articulation between qualifications provided by different VET paths granting double certification.

Sectorial Councils for Qualification

Since their establishment in 2007, the Sectorial Councils for Qualification (CSQ) have supported ANQEP aims to update and develop the CNQ, presenting or analysing proposals for the revision, integration and exclusion of qualifications from the CNQ. Their role is mainly strategic and ensures the active and regular participation of the relevant economic and social stakeholders. The CSQ are technical and consultative working groups, which include representatives from the ministries responsible for the activities performed in each sector; social partners; enterprises; training providers (public, private or cooperative schools, professional schools, IEFP vocational training centres, accredited training providers, technological schools etc.); technology centres; independent experts; and competent authorities. These stakeholders have a role in regulating sectors of economic activity or access to professions or have responsibility over specific certifications.
The CSQ cover the needs of VET in 16 sectors of national economic activity: agro-food; handicrafts and jewellery; trade and marketing; building construction and urbanism; culture, heritage and content production; energy and environment; chemical, ceramics, glass and other industries; IT, electronics and telecommunications; wood, furniture and cork industry; metallurgy and metalworking; fashion; business services; personal services; health and community services; transportation and logistics; tourism and leisure.

CSQ are responsible for:
(a) regularly identifying the developments and changes occurring in different sectors;
(b) identifying the needs for qualifications and competences that respond to these changes;
(c) presenting the appropriate proposals for updating and developing the CNQ;
(d) analysing and advising on external proposals for updating and developing CNQ;
(e) supporting the design of qualifications;
(f) facilitating the cooperation, co-responsibility among the relevant bodies of each sector of activity and mobilising their efforts with the objective of promoting the development of innovative solutions for better competences and qualifications, and;
(g) identifying technical and methodological competences to support the ANQEP in the processes of updating and developing the CNQ, namely in establishing professional profiles, training reference and reference for the recognition of professional competences.

The organisation of the CSQ ensures an expressive and inclusive sectorial representation that contributes to identifying and reinforcing qualifications that promote mobility (professional and geographical). It also promotes a dynamic definition of qualifications reflecting the need for competitiveness and innovation in sectors involved.

Another project has also been implemented to tackle development of qualifications. In 2015, OECD and the Portuguese government worked together on the ‘Building an Effective Skills Strategy for Portugal’ project, which was coordinated by ANQEP. With the engagement of relevant ministries, workshops were organised at national and regional level. The analysis report from this project was published by OECD in the report ‘Skills Strategy Diagnostics Report Portugal 2015’, which identified 12 key skill challenges. In 2018 the ‘Skills Strategy Implementation Guidance for Portugal’ was launched with the objective to identify concrete actions to improve adult learning (OECD, 2015; OECD, 2018b).
3.3. **Quality assurance**

The accreditation of VET providers (nationally referred to as certification) is regulated \(^{(61)}\); its application is under the responsibility of the Department for Quality and Accreditation of the General Directorate for Employment and Industrial Relations (DGERT). Public and private VET providers that are legally established and have structure and practices in accordance with the accreditation requirements can submit an application to DGERT. Education providers under the responsibility of the education ministry are exempt from accreditation.

The accreditation is the overall recognition of VET providers’ capacity to develop different phases of the training cycle in the specific area(s) of education and training in which they operate. These areas are described in the CNAEF. The process of accreditation requires the evaluation of the applicants in terms of practices and resources, against a quality referential and a technical assessment of the internal structure and organisation (human resources, facilities and equipment). It includes the training development processes (planning, design, organisation, development and evaluation of training), the analysis of results and the continuing improvement (post-training follow-up, annual evaluation of results and implementation of continuing improvement measures).

To retain the accreditation, providers are evaluated by the DGERT through audits, based on indicators of performance and results of their training activity.

The advantages of accreditation are:

(a) recognition of quality of providers and training by the market;
(b) training certified under the SNQ;
(c) access to public financed programmes for VET at national or European level;
(d) exemption of value added tax (VAT) on products and services related with VET;
(e) deduction of VET expenses in personal income tax.

This certification is made official through a recognition certificate and must be announced through the logo provided by DGERT that ensures the disclosure of accredited VET providers, and the revocation or the expiration of accreditation.

A national approach to improve quality assurance in VET and related WBL has been devised using the European Quality Assurance in Vocational Education and Training (EQAVET) framework. VET providers have been aligning their quality assurance approaches to the EQAVET framework and the overall objective is that, when the quality assurance approach is fully implemented, all

\(^{(61)}\) *Portaria (Ordinance) n.º 208/2013, de 26 de junho.*
VET providers can adopt it and be awarded a quality label based on EQAVET quality criteria and indicative descriptors. This plan will be gradually carried out until 2020.
CHAPTER 4.
Promoting participation in VET

4.1. Incentives for VET learners

Allowances, grants and scholarships depend on learners’ incomes, meaning only learners with low household income are allowed to receive them.

The Operational Programme for Human Capital (*Programa Operacional Capital Humano* – POCH) foresees financial incentives for VET learners. Learners receive these incentives through VET providers. Providers are responsible for their distribution.

Learners are entitled to different forms of financial supports that include:
(a) professionalisation (*Bolsa de profissionalização*);
(b) study material (*Bolsa de material de estudo*);
(c) travel;
(d) food/meals;
(e) accommodation.

4.2. Incentives for enterprises

‘Portugal 2020’ is a partnership agreement between Portugal and the European Commission establishing the programme for the implementation of social, economic and territorial development policies supported by European funds between 2014 and 2020.

The most relevant programme for funding VET programmes and providers is the Operational Programme for Human Capital (*Programa Operacional Capital Humano* - POCH), complemented by some actions of the Operational Programme for Employment and Social Inclusion (*Programa Operacional Inclusão Social e Emprego* - POISE). Moreover, VET support for employed adults is carried out by enterprises under the monitoring and evaluation of the Operational Programme for Competitiveness and Internationalisation (POCI/COMPETE 2020).

**OP Human Capital (POCH)**

The POCH aims to promote smart, sustainable and inclusive growth contributing to economic, social and territorial cohesion.

The POCH support learners through relevant thematic areas. The *Youth training* area promotes:
(a) vocational programmes at basic level for young people over 13 years old who have failed at least two school years (62);
(b) basic level education programmes such as the art education under the terms set by relevant regulation;
(c) vocational programmes at secondary level for young people over 16 years old;
(d) education and training programmes for young people (CEFs) over 15, with the sixth year of schooling;
(e) professional programmes.

POCH also supports learners in higher education and in professional higher technical programmes with grants.

Measures related to adults include, among others:
(a) Qualifica centres and RVCC;
(b) apprenticeship programmes;
(c) EFA programmes/courses.

POCH also funds actions related to teacher and trainer continuing professional development.

Until the end of June 2018, 313 646 participants were supported by the POCH (63), whereas the beneficiary institutions have received more than EUR 1 800 billions in funds from national and ESF funding.

From the same source, the professional programmes accounted for 67% (1 309) of the total approved actions, with a total investment amount of EUR 1 652 millions (EUR 1 404 millions from the ESF). There were 379 CEFs, 201 in vocational programmes and 79 Art education programmes approved.

OP Employment and Social Inclusion - POISE

The POISE, although oriented for social inclusion and employment, has thematic areas that intersect with VET. The area for ‘Promoting Sustainability and Quality of Employment’ supports access to employment for the unemployed and inactive people and the integration of young people into employment. The thematic area titled ‘Youth Employment Initiative’ targets specifically young people (NEETs) who wish to enter the labour market and supports most of the active labour market measures mentioned in Chapter 1 (‘Main Features of Welfare and Employment Policies Relevant to VET’). The promotion of competences for potentially vulnerable groups (e.g. people with disability or

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(62) Programmes were discontinued.
(63) Bolhetim informativo 2, POCH 2018.
incapacity, long-term unemployed and minorities) is promoted under the thematic area for ‘Promoting Social Inclusion and Fighting Poverty and Discrimination’.

The targets set to 2023 (64) are 27 400 young participants in vocational traineeships; 1 159 100 unemployed participants, including long term unemployed people and 931 900 employed participants in training programmes/courses.

Until the end of March 2018, the thematic area Promoting Sustainability and Quality of Employment approved 396 585 applications.

Detailed information (65) shows that:
(a) 12 617 participants benefited from traineeships, comprising of 1 813 unemployed adults (39% of the 2023 target) and 10 804 unemployed young people (87% of the 2018 target and 39% of the 2023 target);
(b) 20 433 participants benefited from hiring support: 9 996 of them being unemployed adults (40% of the 2023 target) and 10 437 unemployed young people (63% of the 2023 target);
(c) 29% of the participants supported were long-term unemployed: 7% of them were over 54 years old and 81% of them had no higher education diploma;
(d) 72% of the unemployed who benefited from this support were able to find employment, including self-employment at the end of their participation.

Similarly, the thematic area ‘Youth employment initiative’ data shows that:
(a) 29 376 NEETs benefited from professional traineeships (68% of the 2018 target);
(b) 13 799 NEETs benefited from hiring support (42% of the 2018 target);
(c) 8% of the participants supported were long-term unemployed, 57% of which were under 25 years old and 52% had no higher education diploma;
(d) 84% of the young people completed the initiative;
(e) 25% of the participants found a job, including self-employment, within the next 4 weeks after completing the training, and 78% found a job within 6 months.

The thematic area for ‘Promoting Social inclusion and Fighting Poverty and Discrimination’ had less impact, nevertheless 2 580 participants with disabilities were supported by professional rehabilitation initiatives (11% of the 2018 target and 6% of the 2023 target).

(64) See all Poise targets at: http://poise.portugal2020.pt/documents/10180/37413/PO+ISE_Apresentacao.pdf/25bc36c0-00c0-42d5-9f73-7e964a019259.
(65) Relatório anual de execução 2016.
OP Competitiveness and Internationalisation - COMPETE 2020

The COMPETE 2020 programme contributes to VET provision through actions aimed at enterprises, especially SMEs. Still, its impact is lower as VET promotion is not its main objective.

In what concerns VET, training for enterprises workers oriented towards innovation, business management and e-skills is promoted through the thematic area for ‘Promoting Employment Sustainability and Quality’. Training to improve the effectiveness of business innovation processes is provided under the scope of the thematic areas for ‘Strengthening Research, Technological Development and Innovation’ and ‘Strengthening the Competitiveness of SMEs’.

The thematic area of ‘Reinforcing the Institutional Capacity of Public Authorities, Stakeholders and the Efficiency of Public Administration’ provides professional training support to public servants who develop projects of administrative modernisation and implement government reforms in key areas, and for those who need to be re-qualified in order to get a replacement.

Available data\(^{66}\) show that at the end of 2016, 98 projects were approved with an investment of EUR 1 200 in the strand III, training adults in enterprises.

According to IEFP, the Cheque-formação\(^{67}\) is a measure that is mainly used by the enterprises, although unemployed people enrolled in IEFP vocational training centres can apply to it individually. The enterprises can claim the funds per worker.

4.3. Regulatory instruments

The Labour Code\(^ {68}\) sets the duties of the state concerning vocational training (formação profissional). The state is responsible for guaranteeing citizens' access to vocational training, enabling everyone to acquire and keep up-to-date knowledge and competences relevant to labour market needs and for providing public support to vocational training.

The Labour Code established the legal obligation of enterprises to provide 35 hours of professional training per employee, each year. This has become the reason and the incentive for employers and employees to meet specific skills and educational needs. The formats in which they are delivered cover a wide range of training schemes, e.g. internal/external courses, on-the-job training, conferences, workshops, and self-learning.

\(^{66}\) Full version of the COMPETE 2020 in ‘Relatório de Execução 2016’.
\(^{67}\) Portaria (Ordinance) n.º 229/2015, de 3 de agosto and IEFP synthesis fiche.
\(^{68}\) Código do trabalho (consolidated version of the legislation).
The government is also responsible for ensuring the initial qualification of young people who wish to enter the labour market, the qualification or requalification of the unemployed people to support them with quick (re)integration into the labour market, and the promotion of socio-professional integration of vulnerable groups through the development of special vocational training courses (Labour Code article no. 6).

The Labour Code (articles 89 to 96) regulates the conditions for workers who are enrolled in education and training and the specific conditions regarding their right to attend classes (between three and six hours per week) and the time allowed to sit exams.

The Labour Code (articles 130 to 134) also defines the following objectives for vocational training delivered by enterprises:

(a) to provide initial qualifications for young people who enter the labour market without qualifications;
(b) to ensure the continuing training of their workers;
(c) to promote the qualification or requalification of workers at risk of unemployment;
(d) to promote the professional rehabilitation of workers with disabilities, in particular those whose incapacity is the result of a work-related accident;
(e) to promote the socio-professional integration of workers coming from a vulnerable group.

Concerning continuing VET provided by enterprises, the Labour code states that every worker is entitled to have a minimum of 35 hours per year for training, which may be provided by the employer, a certified training organisation or a state VET provider. It is mandatory that this training is certified and registered in the individual competences portfolio in accordance with the legal terms of the SNQ. Financial support is possible if foreseen in the respective collective agreement or in the individual contract agreement.

4.4. Guidance and counselling

Formal guidance is provided by professionals at schools, public employment services (IEFP) and Qualifica Centres (ANQEP).

The school psychology and counselling services (69) develop their activity in the psycho-pedagogical field supporting learners and teachers in developing school community relationships and in providing lifelong guidance. They work in an integrated way and in close contact with the educational community, teachers,

(69) Decreto-Lei (Decree-Law) n.º 190/91, de 17 de Maio.
non-teaching staff, parents, caregivers, and other educational agents in the surrounding area. Thus, they contribute to addressing the priorities of European Policy Cooperation (ET2020 framework) such as improving educational success, reducing early leaving from VET programmes, attracting young people to vocational education, and adjusting and aligning the skills of young people with labour market needs.

The IEFP has a network of Professional Integration Offices (Gabinetes de inserção profissional - GIP) supported by public and private non-profit organisations: local authorities, private social solidarity institutions, relevant associations to the local promotion and development, associations for the integration of immigrants and ethnic minorities, trade unions, and business associations. GIPs are accredited to provide support to unemployed young people and adults to (re)-enter labour market in close cooperation with employment services (e.g. by promoting skills development and self-employment); they also promote VET awareness.

The Department of Guidance and Placement of IEFP is responsible for the online platform called Vi@s. This platform - recognised as a good practice in this field, provides information and allows users to interact, contributing to users' career management and minimising geographical, physical or time constraints. It also supports guidance professionals, teachers and parents. More specifically the platform:
(a) allows flexible modes of delivering services responding to the needs of a large number of citizens;
(b) increases the accessibility of guidance tools in particular for citizens with mobility difficulties or who are geographically isolated;
(c) ensures free access to professional information;
(d) develops and maximises the ability of self-management of the citizens' careers;
(e) contributes to the transparency of the labour market and VET, and;
(f) supports the guidance practitioners with providing specific competences in the field of professional guidance.

Qualifica Centres (70) launched in 2016 (replacing former Centres for Qualification and Vocational Training - Centros para a Qualificação e Ensino Profissional) target people over 18 years old who are seeking a qualification and, exceptionally, young NEETs. Their objective is to:

\footnote{41}

\footnote{40} See footnote No 41.
(a) inform, guide and refer individuals to VET programmes that best fit their profiles, needs, motivations and expectations by taking into account the labour market dynamics;
(b) initiate and develop RVCC processes for adults for skills they have acquired throughout their lives through formal, informal and non-formal means based on the CNQ's standards;
(c) increase awareness among young people, adults, and enterprises/employers about the available VET offers and about the importance of lifelong learning;
(d) encourage and participate in territorial-based partnership networks that contribute to an integrated and consistent identification of skills needs, especially for those who are outside the education and training system, and that promote adjusted ways for them to obtain a qualification;
(e) monitor the path of individuals who were guided to qualification and training.

Additionally, awareness raising activities act as non-formal guidance and are generally perceived as a very good way to reach people, particularly younger generations, by displaying information online, on TV and radio. Some examples are the following:
(a) a website (Mundo as profissões) is in which learners can find vocational guidance and browse or download a guide to jobs (Guia das profissões) and a manual to explore vocational paths (Manual de exploração vocacional), which also facilitate more structured guidance activities in schools (ANQEP, n.d. b);
(b) tv and radio programmes disseminate successful projects and advertise the training courses provided by the IEFP network of vocational training centres;
(c) Futurália: the largest annual education, training and employability fair in Portugal (held in Lisbon), where more than 500 institutions have promoted their offers for high education, advanced training and qualifications;
(d) Qualifica is an annual fair about education, training, youth and employment (held in Oporto);
(e) a national skills competition (Worldskills Portugal); it aims to raise public awareness of the importance of professional excellence and high quality VET. The national skills competition promotes skills by presenting hundreds of talented young people performing throughout the event after they have been selected in their respective school/VET centre/university competitions. Portugal has also participated in the World Skills and European Skills events;
(f) the Qualifica website promotes a wide range of information about qualifications and contributes to a more effective work by education and training providers. It allows users to:
(i) search for VET options according to their profile also on geographical terms;
(ii) obtain the Qualifica Passport;
(iii) search for the network of Qualifica Centres on geographical terms;
(iv) access Europass;
(v) get to know the qualifications most requested by the labour market, in the short and medium term;
(vi) consult professional profiles and training standards relevant to different national qualifications of double certification, and;
(vii) collect information on the ECVET.
## Annexes

### Annex 1. Young people and adults enrolled in general education and VET programmes (2016/2017)

<table>
<thead>
<tr>
<th>Level and modality</th>
<th>2016/2017</th>
<th>2016/2017</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Total</strong></td>
<td>1 580 760</td>
<td>100.0</td>
</tr>
<tr>
<td>Pre-school education</td>
<td>253 959</td>
<td>16.1</td>
</tr>
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<td><strong>Basic education</strong></td>
<td></td>
<td></td>
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<td>1st cycle</td>
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<td>61.3</td>
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<td>General</td>
<td>401 163</td>
<td>25.4</td>
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<tr>
<td><strong>Alternative schooling paths</strong></td>
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<td>0.0</td>
</tr>
<tr>
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Annex 2. RVCC process

A. Reception
B. Diagnosis
C. Orientation

D. Process of recognition, validation and certification of schooling and/or professional competences

STAGES OF THE PROFESSIONAL RVCC PROCESS

D1. Recognition of competences
D2. Validation of competences
D3. Certification of competences (Certification committee)

Delivery of an individualized qualification plan (in case knowledge and professional competences are needed)

Modalities of education and training

Guidance to a training path (EFA courses or modular training) in a VET provider
Self-training or on-the-job training

Partial certificate (Certificate of qualifications)

Full certification (Certificate of qualifications and diploma)

Design of individualized plan after RVCC

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<td>Agência Nacional para a Qualificação e o Ensino Profissional [National Agency for Qualification and Vocational Education and Training]</td>
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<td>CEF</td>
<td>Cursos de educação e formação para jovens [Education and training programmes for young people]</td>
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<td>CES</td>
<td>Comissão Permanente de Concertação Social [Standing Committee for Social Concertation]</td>
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<tr>
<td>CET</td>
<td>Cursos de especialização tecnológica</td>
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<td>CSQ</td>
<td>Sectorial Councils for Qualification</td>
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<td>CTesP</td>
<td>Cursos técnicos superiores profissionais [Higher professional technical programmes]</td>
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<tr>
<td>CNQ</td>
<td>Catálogo Nacional de Qualificações [National Catalogue of Qualifications]</td>
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<tr>
<td>CVET</td>
<td>Continuing vocational education and training</td>
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<td>DGERT</td>
<td>Direção-Geral do Emprego e das Relações de Trabalho [General Directorate for Employment and Industrial Relations]</td>
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<td>EFA</td>
<td>Cursos Educação e formação de adultos [Adults education and training programmes]</td>
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<td>EQF</td>
<td>European Qualification Framework</td>
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<td>E&amp;T</td>
<td>Education and Training</td>
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<td>FMC</td>
<td>Formações modulares certificadas [Certified modular training]</td>
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<td>GDP</td>
<td>Gross domestic product</td>
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<td>IEFP</td>
<td>Instituto do Emprego e Formação Profissional [Institute for Employment and Vocational Training]</td>
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<td>INE</td>
<td>Instituto Nacional de Estatística [National Institute for Statistics]</td>
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<td>IVET</td>
<td>Initial vocational education and training</td>
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<td>ISCED</td>
<td>International Standard Classification of Education)</td>
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<td>LLL</td>
<td>Lifelong learning</td>
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<td>ME</td>
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<tr>
<td>MTSSS</td>
<td>Ministério do Trabalho, Solidariedade e Segurança Social [Ministry for Labour, Solidarity and Social Security]</td>
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<td>NEET</td>
<td>A person not in education, employment or training</td>
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<tr>
<td>OECD</td>
<td>Organization for Economic Co-operation and Development</td>
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<td>POCH</td>
<td>Programa Operacional Capital Humano [Operational Programme for Human]</td>
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<td>POISE</td>
<td>Programa Operacional Inclusão Social e Emprego [Operational Programme for Employment and Social Inclusion]</td>
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<td>QNQ</td>
<td>Quadro Nacional de Qualificações [National Qualifications Framework]</td>
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<tr>
<td>RVCC</td>
<td>Reconhecimento, Validação e Reconhecimento de Competências [Recognition, validation and certification of competences]</td>
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<td>SANQ</td>
<td>Sistema de Antecipação de Necessidades de Qualificação [System for anticipating qualification needs]</td>
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<td>SEF</td>
<td>Serviço de Estrangeiros e Fronteiras [Immigration and Borders Service]</td>
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<td>SME</td>
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<td>VET</td>
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<td>WBL</td>
<td>Work-based learning</td>
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