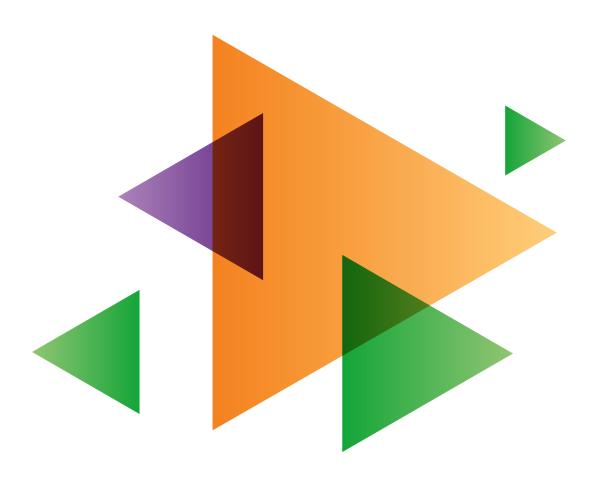# Developments in vocational education and training policy in 2015–19

PORTUGAL

Cedefop monitoring of vocational education and training policies and systems

Progress towards the medium-term deliverables
of the Riga conclusions

Country chapter

PORTUGAL

Developments in vocational education and training policy
in 2015-19

This report was produced by Cedefop and reflects contributions from Cedefop's VET policy and systems team, and Cedefop experts working on common European tools and principles for education and training, and statistics. It is based on detailed information on VET policy implementation submitted by Cedefop's European network of expertise on VET (ReferNet) and other sources.

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Introduction

In June 2015, the ministers in charge of vocational education and training in the EU Member States, the candidate countries and the European Economic Area countries, convened in Riga, agreed on objectives for vocational education and training (VET) policies for 2015-20 ([1]).

Cedefop has been entrusted with monitoring the countries' policies implemented towards reaching these objectives.

This country chapter is part of the monitoring process. It was drafted based on input from the national ReferNet team. It presents an overview of the major policy developments that have taken place in the country in 2015-19, in the areas covered by the Riga medium-term deliverables (MTDs).

The country chapter is structured as follows:

(a) the introductory section Aspects of vocational education and training context in 2015 briefly sketches the VET context in the country in 2015, highlighting selected figures and major policy initiatives that were just being adopted or started at that time. This introductory section is targeted at setting a baseline to put in perspective the policy choices and developments that have taken place since the beginning of the Riga cycle;

(b) five thematic chapters then follow, devoted to the five respective MTDs outlined in the Riga conclusions. Each thematic chapter also begins with a 2015 baseline, more specifically addressing the MTD-related topics. The baseline is followed by the presentation of the major policy developments in the MTD since 2015;

(c) the country chapter ends with a conclusion summarising the main lines of the 2015-19 policy developments and highlighting possible priorities for the future.

This country chapter is part of the information which the European Commission used to prepare the European Semester exercises ([2]) in 2017-19. It

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([1]) *Riga conclusions 2015 on a new set of medium-term deliverables in the field of VET for the period 2015-2020, as a result of the review of short-term deliverables defined in the 2010 Bruges communiqué:*
https://www.izm.gov.lv/images/RigaConclusions_2015.pdf

([2]) European Semester: https://ec.europa.eu/info/business-economy-euro/economic-and-fiscal-policy-coordination/eu-economic-governance-monitoring-prevention-correction/european-semester_en

also informs the work of Cedefop and the European Training Foundation (ETF) in preparing a joint monitoring report on the implementation of the Riga conclusions. Both the joint report and the country chapter are aimed at informing the work of EU Member States' Directors General for Vocational Training (DGVTs) and Advisory Committee for Vocational Training (ACVT) on taking stock of the outcomes of the Riga conclusions and preparing the next steps for the EU VET policy for the next few years.

Aspects of vocational education and training context in 2015

At the beginning of the reporting period, the proportion of upper secondary students enrolled in VET programmes in Portugal was below the EU average: 45.8% against 48.9% in the EU in 2013 (European Commission, 2015a); 46% in 2014 compared to 48% in the EU (Table 1); 45% in 2015 compared to 47% in the EU ([3]). The employment rate of upper secondary graduates was lower than in the EU: 65.2% in 2014 (European Commission, 2015a) and 68.6% in 2015 (European Commission, 2016) compared to 70.8% and 74.1% on average in the EU respectively. Adult participation in lifelong learning was also low: 9.6% in 2014 (European Commission, 2015a) and 9.7% in 2015 compared to 10.7% on average in the EU in both years (Table 1).

VET in the country was facing the challenge of regaining attractiveness, tackling early school leaving, and increasing programmes' relevance to the labour market. Changes had begun in previous years. The number and diversity of professional programmes offered within secondary education had been increased. More space was given to workplace training. Links with local employers were being reinforced.

Table 1.   **Framework data: score on VET indicators in Portugal and in the EU: 2010-15**

Indicator label	2010				2015 (*)				Trend in 2011-15 (per year)		
	PT	f	EU	f	Yr	PT	f	EU	f	Range	PT	EU
Access, attractiveness and flexibility											
IVET students as % of all upper secondary students	A		A		'14	46.0	b	48.0	b E1	'13-'14	▪ 0.2	▪ -0.9
IVET work-based students as % of all upper secondary IVET	A		A		'14	0.0	z	34.0	b E2	'13-'14	▪ 0.0	▪ 0.1
IVET students with direct access to tertiary education as % of all upper secondary IVET					'14	99.1		69.2	E3	'13-'14	▪ -0.4	▪ -1.4
Employees participating in CVT courses (%)	40.0		38.0	e	'10	40.0		38.0	e			
Employees participating in on-the-job training (%)	20.0		20.0	e	'10	20.0		20.0	e			
Adults in lifelong learning (%)					'15	9.7	b	10.7	b	'13-'15	→ 0.0	→ 0.0
Enterprises providing training (%)	65.0		66.0	e	'10	65.0		66.0	e			
Female IVET students as % of all female	A		A		'14	39.9	b	42.7	b	'13-'14	▪ -0.2	▪ -1.0

([3])   Eurostat, data for 2015.

Indicator label	2010				2015 (*)					Trend in 2011-15 (per year)		
	PT	f	EU	f	Yr	PT	f	EU	f	Range	PT	EU
upper secondary students								E1				
Employees of small firms participating in CVT courses (%)	27.0		25.0	e	'10	27.0		25.0	e			
Young VET graduates in further education and training (%)					'15	26.4	b	33.0	b	'14-'15	▪ -0.3	▪ -0.3
Older adults in lifelong learning (%)			5.3		'15	5.0	b	6.9		'11-'15	↘ -0.2	↗ 0.5
Low-educated adults in lifelong learning (%)					'15	4.2	b C	4.3	b C	'13-'15	↘ -0.2	↘ -0.1
Unemployed adults in lifelong learning (%)					'15	11.3	b	9.5	b	'13-'15	↘ -0.5	↘ -0.4
Individuals who wanted to participate in training but did not (%)	8.1	B	9.5	e B	'11	8.1		9.5	e			
Job-related non-formal education and training (%)	82.3	B	80.2	e B	'11	82.3		80.2	e			
Skill development and labour market relevance												
IVET public expenditure (% of GDP)					'13		b	0.56	b E4			
IVET public expenditure per student (1000 PPS units)					'13		b	6.4	b E5			
Enterprise expenditure on CVT courses as % of total labour cost	0.7		0.8	e	'10	0.7		0.8	e			
Average number of foreign languages learned in IVET					'14	1.0	b	1.0	b E6	'13-'14	▪ 0.0	▪ 0.0
STEM graduates from upper secondary IVET (% of total)	A		A		'14	32.8	b	30.0	b E7	'13-'14	▪ 2.1	▪ -0.4
Short-cycle VET graduates as % of first time tertiary education graduates					'14	0.0	z	9.3	E8	'13-'14	▪ 0.0	▪ 0.4
Innovative enterprises with supportive training practices (%)	56.6		41.5	E9	'12	53.6		41.6	E9	'10-'12	▪ -1.5	▪ 0.0
Employment rate for IVET graduates (20-34 year-olds)					'15	77.4	b	77.2	b	'14-'15	▪ 2.3	▪ 0.3
Employment premium for IVET graduates (over general stream)					'15	-3.3	b	5.3	b	'14-'15	▪ 0.9	▪ -1.0
Employment premium for IVET graduates (over low-educated)					'15	2.0	b	23.7	b	'14-'15	▪ -1.7	▪ -0.1
Workers helped to improve their work by training (%)					'15	91.1		83.7				
Workers with skills matched to their duties (%)	67.8		55.2		'15	75.7		57.3		'10-'15	▪ 1.6	▪ 0.4
Overall transitions and labour market trends												
Early leavers from education and training (%)			13.9		'15	13.7	b C	11.0	C	'11-'15	↘ -2.2	↘ -0.6
30-34-year-olds with tertiary attainment (%)			33.8		'15	31.9	b C	38.7	C	'11-'15	↗ 1.4	↗ 1.0
NEET rate for 18-24-year-olds (%)			16.6		'15	15.8	b	15.8		'11-'15	↘ -0.2	↘ -0.3
Unemployment rate for 20-34-year-olds (%)			13.1		'15	16.7	b	12.9		'11-'15	↘ -0.3	↘ -0.1
Employment rate of recent graduates (%)			77.4		'15	72.2	b C	76.9	C	'11-'15	↘ -0.5	→ 0.0
Adults with lower level of educational attainment (%)			27.3		'15	54.9	b C	23.5	C	'11-'15	↘ -2.7	↘ -0.8

Indicator label	2010		2015 (*)			Trend in 2011-15 (per year)		
	PT f	EU f	Yr	PT f	EU f	Range	PT	EU
Employment rate for 20-64-year-olds (%)		68.6	'15	69.1 b	70.0	'11-'15	↗ 0.2	↗ 0.4
Employment rate for 20-64-year-olds with lower level of educational attainment (%)		53.4	'15	63.5 b C	52.6 C	'11-'15	↘ -0.3	↘ -0.1
Medium/high-qualified employment in 2020 (% of total)			'16	46.0 D	82.8 D			

(*) The data in this column are the data available in 2016. Where 2015 data were not available, data from previous years were used.

(A) UOE back reconstruction of 2010 values based on ISCED 2011 not yet available.

(B) AES 2011, used as proxy for 2010 baseline.

(C) 2014 b flags in Eurostat online tables ignored on the basis of other relevant Eurostat metadata.

(D) Forecast made in 2016.

(E1) Based on 28 countries; partial information for NL.

(E2) Based on 25 countries (missing: ES, PL, RO); partial information for NL.

(E3) Based on 27 countries (missing: NL); partial information for EL, IT.

(E4) Based on 19 countries (missing: BE, DK, IE, EL, FR, HR, IT, PT, SK).

(E5) Based on 21 countries (missing: DK, IE, EL, FR, HR, IT, PT);

(E6) Partial information for NL.

(E7) Based on 25 countries (missing: IT, HR, UK).

(E8) Based on 23 countries (missing: BE, CY, FR, IE, UK).

(E9) Based on 22 countries (missing: DE, IE, EL, NL, SI, UK).

(b) Break after 2010, therefore baseline data not included.

(u) Eurostat: 'low reliability'.

(z) Eurostat: 'not applicable'.

(e) Eurostat: 'estimated'.

NB: Definitions in the indicators table differ from those used in national legislation.

EU refers to EU-28, unless otherwise specified. Arrows ↗ or ↘ signal a positive or negative trend based on more than two data points and of magnitude 0.1 per year or more. Trends based on more than two data points but of smaller magnitude are indicated by →; trends based on two points only are marked ▪. Trends are estimated by means of regression models.

Source: Cedefop (2017a), p. 113.

CHAPTER 1.
MTD 1 – All forms of work-based learning with special attention to apprenticeship

1.1. Baseline 2015

Vocational education and training (VET) is managed in cooperation by the Education ministry and the Labour ministry. All vocational qualifications issued by the education and employment authorities are part of a single national qualification system.

Already at the beginning of the reporting period ([4]), social partners (trade unions and employers' associations from all sectors) were involved in the design and governance of VET policy. They always participated in the work of the 16 existing sector councils ([5]) in charge of updating the content of vocational qualifications and aligning it with labour market needs (Cedefop, 2014a).

Work-based learning (referred to as practical training in the national context) was compulsory in school-based VET programmes. The shares of work-based learning would vary depending on the scope of the programme and level of studies. In education and training programmes for young people (CEF) ([6]), work-based learning would cover up to 17% of the programme at basic level and 15-19% at upper secondary level. Professional programmes had a stronger focus on practical training: work-based learning would cover 19-24% (600-840 hours) of upper secondary three-year programmes, and 30-46% (360 to 720 hours) of post-secondary non-tertiary Technological specialisation programmes the length of which might vary from 1 200 to 1 560 hours, i.e. between one and one and a half year ([7]). All programmes led to an occupational qualification delivered at the respective level of studies (EQF 2 and 4) (Cedefop, 2014b; Cedefop, 2015a).

([4]) This introductory section presents the 2015 state-of-play in the MTD as a baseline for the monitoring exercise. Most of the situation it describes has remained unchanged over the reporting period and is therefore still in place at the end of the reporting period. The next sections in this MTD focus on what has changed with respect to this 2015 baseline, and how.

([5]) *Conselhos Setoriais para a Qualificaçã*o:
http://www.catalogo.anqep.gov.pt/Home/CSQ

([6]) *Cursos de educação e formação de jovens* (CEF).

([7]) Introduced in 2014 to acquire an EQF 5 vocational qualification taught at polytechnic institutions. See Cedefop, 2014b, p. 20, 24 and 60; and DGERT, 2016.

Vocational programmes designed for learners at risk or having dropped out of education were launched in 2013 and piloted in 2014-15. Their focus was on occupations in high demand. They included simulated practice and were organised in different educational institutions based on projects developed with enterprises. They prepared learners for an EQF level 4 qualification ([8]).

Apprenticeship programmes targeted at learners aged 15-24 having completed the 9th year of schooling but not upper secondary education ([9]). The compulsory practical training covered 40% of the duration of the programme (2 800-3 700 hours in two-and-a-half years). It would be delivered by IEFP ([10]) vocational training centres or private providers ([11]) on the basis of a contract ([12]) between the IEFP or the VET provider and the apprentice (Cedefop, 2015b). All VET qualifications obtained allowed graduates to either enter the labour market or progress towards higher level studies ('double certification'). Financial incentives for apprentices (allowances) were in place (Cedefop, 2014b).

Adult education and training programmes (EFA) were in place for those over 18 wishing to complete basic and upper secondary education and obtain an occupational qualification at EQF levels 2-4. Programmes were organised in modules and included a compulsory practical training component of 210 hours per year (Cedefop, 2014b, p. 72).

At the beginning of the reporting period, Portugal was faced with the challenges of reducing dropouts from education, tackling underachievement at school ([13]) and increasing employability of higher education graduates. The education and professional training systems were being reformed to – among other aims – increase the quality, attractiveness and labour market relevance of VET. Specific indicators for monitoring the quality of apprenticeships had just

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([8]) *Cursos vocacionais de ensino secundário.* See Cedefop, 2014b, p. 22 and p. 68. This offer has recently been discontinued; it no longer exists in the legislation (Decree-Law No 55/2018, of 6 June).

([9]) See p. 5 of the relevant regulation: *Regulamento especifico, 2018 - Cursos de aprendizagem - Formar jovens para um emprego qualificado .*

([10]) *Instituto do Emprego e Formação Profissional* (IEFP) - Institute for Employment and Vocational training.

([11]) Such as employers' associations, companies, trade unions under protocols with IEFP. See Cedefop, 2014b, p. 20.

([12]) *Contrato de formação*:
https://www.iefp.pt/documents/10181/8441907/RE_APZ_2018_Parte_1_Anexo_13_Contrato_formacao.doc/cdde7eb2-f63c-4221-9c7c-3cc9a99378d5

([13]) See the European Semester 2016 *National reform programme - Executive summary - Portugal,* p. 1, here.

been introduced. A new tertiary education short cycle with a strong VET component and on-the job training period was introduced in 2014-15 ([14]).

In 2014, a new network of Centres for Qualifications and VET (CQEP) was becoming operational. Its mission included supporting VET stakeholders (schools, certified vocational institutions and employers) to identify work-based learning opportunities aligned with regional and local needs ([15]).

1.2. Policy priorities for 2016-20

For 2016-20, the country's priorities in this area, as set by the education and labour ministries, are to promote entrepreneurial culture among young people and promote learning experiences and recognition of skills in the workplace and businesses.

1.3. Main actions taken in 2015-19

1.3.1. Supporting apprenticeship and entrepreneurship in the arts and crafts sector

In 2015, the *Promotion of arts and crafts sector* programme was approved ([16]). The programme supports workplace training (for 12 months) and entrepreneurship (micro-businesses and self-employment) in the sector, among others. It is promoted, developed and executed in the mainland by the Institute for Employment and Vocational Training (IEFP) which issued specific regulations and the supporting documents for workplace training ([17]). The financial support to workplace training was updated on April 2017. One of the priorities of the programme (*Estímulo Arte e Ofícios*) was suspended by decision of the IEFP Director Council in 2017. The execution of *Estímulo Arte e Ofícios* was linked to the Employment stimulus measure (*Medida Estímulo Emprego*), revoked in 2017 ([18]).

([14]) See more about the superior technical professional programmes (CTeSP) in European Commission (2015c).

([15]) This network no longer exists. It was replaced by the *Qualifica* Centres launched in 2016, targeting people aged 18+ years who are seeking a qualification and, exceptionally, young NEETs: Ordinance (*Portaria* No 232/2016 of 29 August 2016.

([16]) Decree-Law No 122/2015 of 30 June 2015: https://dre.pt/application/file/a/67640071

([17]) *Promoção das artes e ofícios* and *Ficha síntese formação artes e ofícios* (IEFP's webpage).

([18]) Ordinance (*Portaria*) No 131/2017 of 7 April 2017: https://dre.pt/application/file/a/106848681

The Perception and business management network (*Rede de Perceção e Gestão de Negócios*, EJÁ) created in 2016 ([19]) promotes entrepreneurship, creativity and innovation. It also supports the young people not in education, employment or training (NEETs) ([20]).

1.3.2. Promoting workplace training

In the reporting period, the National Agency for Qualification and Vocational Education and Training, ANQEP ([21]) organised regional debates and reflection groups, involving employers, schools and vocational training centres, to promote workplace training. Topics discussed involved the evaluation of practical training in the workplace and assessment of final exams.

In 2016-17, under the #*somosensinoprofissional*, the *Forum estudante* and ANQEP launched several actions, including disseminating publications with interesting testimonials of young people on their professional experiences ([22]). Also, the IEFP (the Institute for Employment and Vocational Training) promoted and funded traineeships (*estágios* and *emprego jovem ativo*). These initiatives aimed to support the acquisition of practical experiences in the workplace, and to improve employability.

The IEFP approved the network of excellence partners for apprenticeship in 2016 ([23]). This certification, issued by the IEFP, aims at distinguishing and disseminating good practices from enterprises and other employers that promote the quality of work-based learning and the integration of young people into the labour market.

([19]) Regulation (*Regulamento*) No 467-A/2017 of 25 August 2017:
https://dre.pt/application/file/a/108062832
([20])   https://eja.juventude.gov.pt/
([21]) *Agência Nacional para a Qualificação e o Ensino Profissional* (ANQEP).
([22]) *O ensino profissional, a formação em contexto de trabalho e a empregabilidade,* November 2017:   http://redemaiorempregabilidade.forum.pt/wp-content/uploads/Estudo%20RME-EP.pdf.
([23]) https://www.iefp.pt/documents/10181/6807754/Regulamento+Rede+Parceiros+Aprendizagem.pdf/c3a15396-65af-44b7-9cee-dbd551944bea

MTD 2 – Quality assurance mechanisms in line with EQAVET and continuous information and feedback loops in IVET and CVET

2.1.　Baseline 2015

At the beginning of the reporting period ([24]), a quality assurance national reference point (QANRP) was in place. It had been established in 2009 under the responsibility of the Directorate-General for Employment and Industrial Relations (DGERT). DGERT was also responsible for managing the process of quality accreditation of VET providers. The accreditation of VET providers (*certificação* in Portuguese) recognised providers' total capacity for developing VET in the thematic areas of education and training in which they operated. The process of accreditation was based on quality standards to be used for external and internal evaluation ([25]). The quality standards included:

  (a)　basic legal conditions that allow the VET provider to apply for accreditation;
  (b)　requirements about the provider's internal structure and organisation, and human and material resources;
  (c)　training process provisions: planning, design, organisation, development and evaluation of training programmes/courses, which included results analysis and continuous improvement measures;
  (d)　impact evaluation/post-training follow-up and an annual evaluation of results.

([24]) This introductory section presents the 2015 state-of-play in the MTD as a baseline for the monitoring exercise. Most of the situation it describes has remained unchanged over the reporting period and is therefore still in place at the end of the reporting period. The next sections in this MTD focus on what has changed with respect to this 2015 baseline, and how.
([25]) Ordinance (*Portaria*) No 208/2013 of 26 June 2013*:* https://dre.pt/application/file/a/497342.

To maintain accreditation, a regular audit was required to verify the compliance of the VET provider's practices with the quality standards, including self-assessment and an evaluation of performance indicators.

Data collection on transitions to employment was based on combining administrative data and surveying qualitative information. Monitoring upper secondary education enabled analysing the transition of VET graduates to the labour market, signalling strategic issues and making policy recommendations. Professional schools (*Escolas profissionais*) were obliged ([26]) to keep updated registries of the paths followed by IVET graduates. An EQAVET-based model developed by ANQEP used a set of indicators related to rates of completion, progression to further education and training, and employability.

In 2015, the System for the anticipation of qualifications needs (SANQ) ([27]) was set up under a coordination council that includes the ANQEP, IEFP, ADC, the social partners and ILO. This system is a diagnostic tool to identify qualification needs at national and regional levels and to set priority levels for qualifications, which are taken into consideration when planning education and training provision and in the updating of the National Qualifications Catalogue (CNQ) ([28]). It assesses the dynamics of the economy and the labour market which influences the demand for skills in the short and medium term. It also gathers key information for lifelong guidance.

2.2. Quality assurance mechanisms in line with the EQAVET recommendation in 2015-19

For 2016-20, the country's priority in this matter, as set by the education and labour ministries, is to promote the quality of the VET provided by the network of institutions that are part of the national qualifications system (SNQ).

During the reporting period, a national approach to improve quality assurance in VET and related work-based learning has been devised, using the EQAVET framework. VET providers have been aligning their quality assurance approaches to the EQAVET framework. Evaluation guidelines have been piloted in professional and secondary schools.

([26]) Decree-Law (*Decreto-Lei*) No 92/2014 of 20 June 2014:
https://dre.pt/application/file/a/25677135.

([27]) *Sistema de Antecipação de Necessidades de Qualificações* (SANQ).

([28]) *Catálogo Nacional de Qualificações* (CNQ).

In December 2018 two guides were published, one for the alignment process with the framework of EQAVET ([29]) and the other for the validation process ([30]). The intention is that when the quality assurance approach is fully set up, all VET providers can adopt it and be awarded a quality label based on EQAVET quality criteria and indicative descriptors. This plan is to develop gradually until 2020. The quality label will be awarded for a period of three years and then be renewed (or suspended) upon re-evaluation. Introducing a one-year conditional seal is under consideration.

In 2015, the ANQEP introduced new methodology for designing qualifications based on learning outcomes. Since 2016, ANQEP has been organising and monitoring training for course coordinators and trainers from professional schools, where qualifications will be developed according to this new methodology.

Some of the EQAVET indicators were selected to monitor the quality of the national qualifications framework ([31]) level 4 qualifications. So far, Portugal is only using four indicators systematically: completion rates; destination of learners upon completion of their training; and two indicators on the utilisation of acquired skills at the workplace ([32]). This is below the 2018 EU average of 8.8 EQAVET indicators systematically used by countries. No information was provided by Portugal for CVET indicators in 2018.

2.3. Continuous information and feedback loops in IVET and CVET in 2015-19

For 2016-20, the country's priorities in this matter, as set by the Director General for Vocational Education and Training, are to:
(a) set up a monitoring system;
(b) support schools in the development of internal evaluation systems to improve learning and teaching;
(c) improve the quality of the learning and outcomes in CVET.

([29]) http://www.qualidade.anqep.gov.pt/PDF/Guia_Alinhamento_EQAVET/Guia_Alinhamento_QuadroEQAVET.pdf
([30]) http://www.qualidade.anqep.gov.pt/PDF/Guia_Verificacao_EQAVET/Guia_Verificacao_EQAVET.pdf
([31]) *Sistema Nacional de Qualificações* (QNQ).
([32]) The two indicators on the utilisation of skills at the workplace are related to information on occupation obtained by individuals and the satisfaction of individuals and employers with the acquired skills.

In the reporting period, the use of the System for the anticipation of qualification needs (SANQ) has been strengthened through the diversity of data analysed and the involvement of a significant and representative number of stakeholders at regional/local level. Legislation in 2017 ([33]) has highlighted the important role of SANQ in designing and updating qualifications in the CNQ.

In late 2017, the General Directorate for Education and Science Statistics (DGEEC) ([34]) launched a study on the topic of transitions after post-secondary education ([35]). This study aims at providing diagnostic, monitoring and evaluation tools to support local and central decision-making on VET provisions.

In December 2018, the government announced an additional funding of 240 million EUR to support VET offers provided by public schools, including professional programmes as well as education and training programmes for young people (CEF) ([36]).

([33]) Decree-Law No 14/2017 of 26 January 2017:
https://dre.pt/application/file/a/105808732.

([34]) *Direção-Geral de Estatísticas da Educação e Ciências* (DGEEC).

([35]) *Jovens no pós-secundário em 2016 – percursos de inserção escolar e profissional.*
http://www.dgeec.mec.pt/np4/6/%7B$clientServletPath%7D/?newsId=876&fileName
=Jovens_no_p_s_secund_rio_2016_Vers_oFina.pdf.

([36]) *Cursos de educação e formação de jovens* (CEF).

MTD 3 – Access to VET and qualifications for all through more flexible/permeable systems, guidance and validation of non-formal and informal learning

3.1.   Baseline 2015

In 2000, a set of policies were shaped to tackle a long-lasting situation of learners' underperformance and low educational attainment in the population. These encompassed: measures to combat high early school leaving rate at lower secondary level; setting up a system for the recognition of prior learning (RVCC); and, measures for adult education (DGERT, 2016). Before the reporting period, Portugal had also increased the range of secondary level vocational programmes. In particular, a basic vocational course that learners can take at the age of 13 was introduced (European Commission, 2015a) ([37]).

3.2.   Policy priorities for 2016-20

For 2016-20, the country's priorities in this area, as set by the education and labour ministries, are twofold:
  (a)   for young people:
    (i)   boost vocational education by valuing secondary vocational education;
    (ii)   strengthen guidance and educational and social mediation for better permeability;
  (b)   for adults:
    (i)   value adult lifelong education and training;
    (ii)   promote compatibility between adults' individual needs and education and training opportunities.

   The *Qualifica* programme, launched in 2016 and implemented as of 2017, aims at responding to the above priorities. The programme is a strategy of requalification of adults and NEETs that uses different instruments to increase their levels of education, such as:

([37]) This was a pilot project that has been discontinued.

(a) *Qualifica* centres ([38]), which provide VET information and guidance, and are responsible for the recognition, validation and certification of competences and skills acquired throughout life;

(b) *Portal Qualifica,* a digital platform with several functions: information about qualifications and educational and training offers is centralised; individuals can obtain their Passaport *Qualifica*; users can search for *Qualifica* centres or offers;

(c) *Passaport Qualifica*, a technological instrument that registers qualifications and skills acquired through lifelong learning and suggests new qualification programmes according to the individual's needs;

(d) *Linha de Atendimento Qualifica*: a service line for users.

In February 2019, the government launched a qualification initiative directed to public administration, the *Qualifica AP* ([39]). It focuses on building a motivated, qualified and competent public administration. It also ensures that decent working conditions and professional prospects are fundamental to transformation and innovation processes in the public sector. Its implementation is similar to that envisaged for the *Qualifica* programme. The government defined a functioning model that combines the creation of *Qualifica AP* centres and the creation of protocols with the national network of *Qualifica* centres.

3.3. Main actions taken in 2015-19

3.3.1. Promoting equal opportunity

In 2018, new legislation introduced the conditions for schools to be places of inclusion, able to recognise learner diversity and respond to their capabilities and individual needs ([40]). It established a flexible learning model which both recognises the diversity of learners' needs, competences and interests, and aims at the acquisition of common knowledge throughout their school paths, regardless of the specific educational or training programme they are enrolled in. This legislation offers learners opportunities to achieve educational success. A range of stakeholders were involved in the initiative ([41]).

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[38] Launched in 2016, replacing the CQEPs.
[39] Council of Ministers Resolution (*Resolução do Conselho de Ministros*) No 32/2019 of 14 February 2019: https://dre.pt/application/file/a/119432724
[40] Decree-Law (*Decreto*-Lei) No 54/2018 of 6 July 2018:
https://dre.pt/application/file/a/115648907
[41] Including the Portuguese Education Council; the Schools Council; the Association of Private and Cooperative Educational Institutions; the Portuguese Cooperative

3.3.2. Transparency, recognition, validation

3.3.2.1. *European credit system for vocational education and training ([42])*

A national coordination point (NCP) for the European credit system for vocational education and training (ECVET) was established in 2012. A community of practice is in place. Modularisation and transfer rules have been set up. In 2017, Portuguese legislation ([43]) introduced a national credit system for VET in line with ECVET principles, which is expected to foster permeability between VET pathways and higher education, as well as mobility within Europe. A major priority is that the system supports adult qualifications: it applies to level 2, 4 and 5 qualifications of the national qualifications framework, QNQ ([44]). It also applies to certified training programmes/courses, which are recorded in the online information system for the management of training provision (SIGO), and complies with the quality assurance criteria in place. An instrument for recording individual learning pathways (*Qualifica Passport*) ([45]) has also been created.

3.3.2.2. *Validation ([46])*

A national system for the validation of prior learning, called *Recognition, validation and certification of competences*, RVCC ([47]), was put in place in 2001 ([48]). At that time, RVCC only validated school competences equivalent to the ninth year of schooling and was intended for adults aged 18 or over.

In 2006, the new opportunities centres (CNOs) were created. CNOs validated secondary school competences (equivalent to the 12th year of schooling) and professional competences, based on the referential/standards established in the national catalogue of qualifications.

Confederation; the Confederation of National Institutions for Solidarity; the Union of the Portuguese *Misericórdias*; and the bodies of Autonomous Regions Government (Madeira and Azores).

([42]) Source: the ECVET users' group members.
([43]) Ordinance (*Portaria*) No 47/2017 of 1 February 2017:
https://dre.pt/application/file/a/106376593
([44]) *Quadro Nacional de Qualificações*
([45]) Ordinance (*Portaria*) No 232/2016 of 29 August 2016:
https://dre.pt/application/file/a/75217575
([46]) Source: Cedefop, 2017b; Guimaraes, P (2016),.
([47]) *Reconhecimento, validação e certificação de competências.*
([48]) Currently, the RVCC refers to the qualification standards in the national qualifications catalogue, both to 'school-based competences' (four, six, nine or 12 years of school) and 'professional competences'. The key competence standards for adult education and training for basic and secondary level are structured into key competence areas, covering different subject content at these specific education levels.

In 2013, the CNOs were closed and replaced by the centres for qualification and vocational education (CQEPs), which extended their role to guidance and referral of young people aged between 15 and 18.

In 2016, the CQEPs were replaced by *Qualifica* centres. They are tasked with carrying out RVCC, and they target both adults (over 18 years) and young people, especially NEETs. In 2017, legislation ([49]) consolidated the rules on RVCC.

Qualifications at levels 1 to 4 of the QNQ can be acquired via validation. The validation process comprises two main routes. Through the academic route, key competences acquired from adult education and training can be validated in terms of basic and secondary education qualifications (levels 1, 2 and 3 of QNQ/EQF). Through the professional route, QNQ/EQF levels 2 and 4 qualifications can be awarded.

The Youth pass (*Passe Jovem*) was piloted in 2017 ([50]). The Pass is an instrument to record participation of young people (aged 12-18) in non-formal and informal learning, and allow for the recognition and validation of the learning, skills and competences acquired. Interventions and experiences may be accumulated, leading to the delivery of a certificate ([51]) as soon as a minimum of 25 hours of activities per year is reached. The Youth Pass can also serve when applying for a job. More broadly, it is intended to promote learning in a diversity of contexts. The initiative was launched by the Portuguese Institute of Sport and Youth (*Instituto Português do Desporto e Juventude, IPDJ*) and supported by the National Youth Council (*Conselho Nacional de Juventude*) and the National Federation of Youth Associations (*Federação Nacional das Associações Juvenis*). The Youth pass was piloted until November 2018. Presentation of results is planned for 2019.

3.3.3. Training opportunities for vulnerable groups

In 2015 and 2016, the Institute for Employment and Vocational Training (IEFP), in cooperation with the National Agency for Qualification and Vocational Education and Training (ANQEP), consolidated training programmes to increase the employability of young people with disabilities ([52]). Disabled people can acquire and develop targeted professional skills, allowing them to enter the labour market.

([49]) Decree-Law (*Decreto-Lei)* No 14/2017 of 26 January 2017.
([50]) Ordinance (*Portaria*) No 336/2017 of 7 November 2017.
([51]) On a specific platform: https://programas.juventude.gov.pt/passe-jovem
([52]) https://www.iefp.pt/formacao-para-pessoas-com-deficiencia-e-incapacidades.

Since 2015, companies which provide apprenticeships to young people with learning difficulties are entitled to receive financial support ([53]). This support is intended as a compensation for any extra costs that may occur during the apprenticeship.

In 2017, according to the latest IEFP activity report, the rehabilitation activity exceeded goals with an execution of 119.1%. Across the whole activity, the IEFP directly-managed and jointly-managed vocational training centres contributed respectively by 51.7% and 14.8% and other institutions covered the remaining 33.5%. The IEFP budget for this activity in 2018 increased by 37.6% compared to 2017.

([53]) Ordinance (*Portaria*) No 60-A/2015 of 2 March 2015; Regulation establishing common rules on the European Social Fund, Ordinance (*Portaria*) No 97-A/2015 of 30 March 2015.

CHAPTER 4.
MTD 4 – Key competences in both IVET and CVET

4.1.　Baseline 2015

Key competences (*competências-chave*), also known as basic competences (*competências básicas* or *de base* or *essenciais*), were included in the national legislation on secondary general and vocational education and training (VET) in 2001 ([54]). Since then, several education reforms took place including those focusing on VET curricula. Most key competences, as defined in the 2006 EU framework, were present in VET curricula. Communication in mother tongue and foreign languages, maths and digital competence were compulsory subjects for all VET programmes at upper secondary education for young learners. Learning to learn, interpersonal, intercultural, social, civic, entrepreneurship and cultural expression skills were partially included in curricula of some VET programmes

A training diploma on basic competencies (reading, writing and maths) was also designed and put into effect. It was focused on low qualified people to provide them with basic skills necessary to enter a VET path (Cedefop, 2014b).

Upper secondary VET for adults explicitly included some key competences, for example, mother tongue, foreign languages, maths, science and digital competence. Technology, learning to learn and cultural expression were implicitly addressed. Interpersonal, intercultural and social competences, civic competence and entrepreneurship were (with minor exemptions) not part of upper secondary VET for adults.

In 2014, the Ministry of Education, with the support of OECD and the European Commission, launched an initiative to develop a national skills strategy. A number of Ministries had been involved and social dialogue also took place. The report on this initiative recommended that more emphasis be placed on social skills; and that methods for assessing learner' progress be improved (European Commission, 2015a).

([54]) This introductory section presents the 2015 state-of-play in the MTD as a baseline for the monitoring exercise. Most of the situation it describes has remained unchanged over the reporting period and is therefore still in place at the end of the reporting period. The next sections in this MTD focus on what has changed with respect to this 2015 baseline, and how.

A recent survey (^{55}) showed that, compared with general education graduates, those who completed VET programmes felt they had stronger (ranged by priority):

(a) sense of initiative and entrepreneurship;
(b) digital and computer skills;
(c) ability to be creative;

and weaker:

(a) foreign language speaking;
(b) mathematical skills;
(c) cultural awareness (Figure 1).

Figure 1. **Self-evaluation of acquired skills in general education and VET in 2016**

NB: GE: general education.

Respondents who attended upper secondary education. Interviewees were asked in summer 2016 about their overall experience in upper secondary education. Aggregated data do not take account of different types and sectors of VET and age groups of respondents.

Source: Cedefop (2017c).

(^{55}) See Cedefop, 2017c.

The context of key competences in 2015 was mainly characterised by a decreasing share of young low achievers in reading, maths and science compared with 2012 (Figure 2). The share of low achievers in Portugal was lower (except for maths) than in the EU on average, where the trend was reverse.
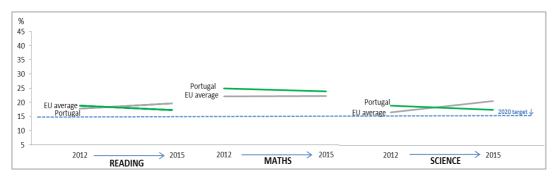
Figure 2.   **Share of 15 year-olds with low achievement in reading, maths and science**

NB: Low achievement means failing Level 2 on the PISA scale.
Source: OECD, 2014; OECD, 2016.

As VET enrolled 45% of all upper secondary learners in the country ([56]), this trend was likely to be reflected in the key competences trained for in VET programmes.

4.2.   Key competences addressed in the reporting period

Table 2 outlines the key competences in initial and continuing VET that were addressed in the reporting period. A description of policies is provided in the following sections.

Table 2. **Key competences addressed in 2015-19**

	IVET	CVET
Country language(s) and literacy		
Foreign languages		YES
Digital competence		YES
Maths		
Science		

([56]) Calculated from Eurostat table educ_uoe_enrs04, 2015 data.

Technology			
Social and civic competences		YES([57])	YES
Learning to learn			
Financial literacy			
Entrepreneurship competence			
Cultural awareness and expression			
Key competences as a package			

NB: The list derives from the 2006 EU key competences framework for lifelong learning; it has been
          restructured and expanded with additional competences that can be considered key.
Source: Cedefop based on ReferNet input.

4.3.   Key competences in initial VET

In 2018, new legislation gave schools more autonomy in deciding what will help learners to achieve the skills set in the 'Exit profile of students leaving compulsory education' ([58]). The schools will manage up to 25% of the school programme timetable by school year, to ensure the development of essential learning and the competences set in the exit profile.

The same legislation also establishes the subject Citizenship and development, according to the National strategy for citizenship education. This subject is included in the curricula of primary, lower and upper secondary education, including VET. A range of stakeholders was involved in the preparation of the legislation ([59]). Implementation started in the school year 2018/19.

4.4.   Key competences in continuing VET

For 2016-20, the country's priorities in this area, as set by the education and labour ministries, are to develop CVET qualifications further within the CNQ, and update the qualifications' referential.

In 2014 and 2015, stakeholders analysed qualifications in the tourism and commerce sectors, leading to changes in 2016: new qualifications emphasised

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([57])   Subject 'Citizenship and Development'.
([58])   Decree-Law (*Decreto-Lei)* No 55/2018, of 6 July 2018:
            https://dre.pt/application/file/a/115648908
([59])   Including the Portuguese Education Council; the Schools Council; the Association of
            Private and Cooperative Educational Institutions; the Portuguese Cooperative
            Confederation; the Confederation of National Institutions for Solidarity; the Union of
            the Portuguese *Misericórdias* and the bodies of Autonomous Regions Government
            (Madeira and Azores).

digital and foreign language competences. Other social and transversal competences were designed in terms of learning outcomes.

IEFP signed several cooperation agreements to promote and develop digital competences, such as the 2018 IEFP and Coordination Council of Polytechnic Institutes digital skills training agreement for unemployed higher education graduates. Another example is the partnership with Altran Portugal to launch an academy of reconversion of technological skills. This academy will provide training and boost employability.

MTD 5 – Systematic initial and continuing professional development of VET teachers and trainers

5.1. Baseline 2015

At the beginning of the reporting period ([60]), Portugal was faced with a significant fall in the total number of teachers that worked in educational institutions supervised by the education ministry. This situation was the result of low recruitments over the period 2011-13, which also contributed to the ageing of the teaching population (European Commission, 2015a). Priorities in VET teacher policy were to develop continuous training and pedagogical competences of staff, and also invest in the pedagogical qualification of in-company tutors.

5.1.1. Access to VET school teaching: entry requirements and initial training

Teacher candidates had to hold a postgraduate certificate of education (EQF level 7), obtained after having successfully attended an initial teacher training course offered at higher education polytechnic institutes and universities (Cedefop, 2015b). Becoming a teacher was then subject to passing an entry exam.

School-based trainers had to hold a higher education degree and a pedagogical certificate. Their training included modules on 'the acquisition and development of relevant skills'; 'techniques and methods of training, planning, management, organisation, monitoring and evaluation'; 'deontology and ethics'; 'collaborative and learning platforms'; and 'didactic resources and multimedia' (Cedefop, 2014b).

School-based trainers responsible for practical training were required to have a minimum of five years of professional experience and a pedagogical certificate. This certification was granted upon one of the following:

([60]) This introductory section presents the 2015 state-of-play in the MTD as a baseline for the monitoring exercise. Most of the situation it describes has remained unchanged over the reporting period and is therefore still in place at the end of the reporting period. The next sections in this MTD focus on what has changed with respect to this 2015 baseline, and how.

(a) completion of a course of initial pedagogical training;

(b) recognition, validation and certification of pedagogical competences acquired through prior experience;

(c) recognition of an equivalent degree, i.e. of diplomas or certificates of higher education equipping the respective holders with pedagogical competences in line with those defined in the skills' referential.

5.1.2. VET school teachers: main lines for CPD

Continuous training for VET teachers was mainly organised by higher education institutions, vocational training centres, and the education ministry. It could take the form of training courses, training workshops, study circles, and internships. Training topics had to be defined based on priorities identified by schools and teachers [61]. At each school association training centre [62], groups of school-based trainers were in place, offering quality training in thematic areas. The training courses would last from three to six hours and were certified.

Continuous pedagogical training for school-based trainers was provided by the IEFP (the Institute for Employment and Vocational Training), higher education institutions, and accredited training providers. It had a modular structure. It mainly targeted the improvement, diversification and reinforcement of skills acquired in initial training courses; and the update of their specialised skills and knowledge. As of 2012, a new standard for trainers to become mediators in adult education and training was developed, followed by a handbook, training courses, and assessment tools (Cedefop, 2015).

In-company traineeships for teachers and trainers have also been available since 2010 [63] (Cedefop, 2014a). Needs for recognition and certification of the teaching skills and the professional development of trainers were monitored by the National Centre for Trainers Qualification (a service within IEFP). The IEFP was also developing benchmarks for school-based trainer continuing professional development (CPD).

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[61] Decree-Law (*Decreto-Lei*) No 22/2014, of 11 February.

[62] There were 91 school association training centres (*Centros de Formação de Associação de Escolas*) approved by the Decree-Law (*Decreto-Lei*) No 127/2015 of 7 July 2015, open to all teachers.

[63] A web-portal was created in 2012 to assist finding training places for VET teachers in enterprises.

5.2. Initial training for teaching / training staff in VET schools 2015-19

For 2016-20, the country's priority in this area, as set by the education and labour ministries, is to review the organisation of teacher training.

The Teaching career statute for pre-school, basic and secondary education has been reviewed. Since 2016, the skills and knowledge examination ([64]) (*Prova de avaliação de conhecimentos e capacidades*) is no longer in force. The entry requirements for teacher training courses have been increased and the system for employing temporary teachers has been reformed, allowing an annual renewal of fixed term contracts for up to five years.

In 2017, legislation ([65]) modified the selection, recruitment and mobility regime of teachers, from primary to upper secondary education in public establishments under the education ministry. However, teacher training legislation was not changed.

A study to support developing a framework of skills and training for teachers/ school-based trainers of vocational education was also published by ANQEP (the National Agency for Qualification and Vocational Education), as part of a project financed by the *Operational Programme Technical Assistance* of the European Social Fund (POAT-FSE) with input from the experiences of Brazil, Canada, France and Spain.

5.3. Initial training for trainers in enterprises 2015-19

For 2016-20, the country's priority in this area, as set by the education and labour ministries, is to review the initial training of tutors.

In-company tutors in Portugal are not required to undergo any specific training. In 2012, the Ministry of Education concluded a cooperation agreement with the German Federal Ministry of Education and Research (BMBF) for a project targeted at devising a training plan for in-company tutors in various work-based learning settings. Within this framework, ANQEP and IEFP developed a referential for their training. Based on this referential, three pilot training programmes were organised in 2015 and 2016 in partnership with IEFP, ANQEP and the German Chamber of Commerce in Lisbon and Porto. An initial training

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([64]) Law (Lei) No 16/2016 of 17 June 2016, https://dre.pt/application/file/a/74721390

([65]) Decree-Law (*Decreto-Lei)* No 28/2017 of 15 March 2017:
https://dre.pt/application/file/a/106585674.

standard (40 hours) for the qualifications of in-company tutors was set in 2017 (*Referencial de Formação Tutores*).

The ANQEP study to support the development of a framework of skills and training (Section 5.2) also covered in-company tutors.

In 2016, IEFP developed a set of standards for training expertise suited to different trainer intervention contexts (consultant trainer, trainer of trainers, and manager/coordinator trainer). This opened up the possibility of access to a specialisation pedagogical competences certificate (*Certificado de competências pedagógicas de especialização* – CCPE).

5.4.   CPD for teaching/training staff in VET schools 2015-19

For 2016-20, the country's priority in this area, as set by the education and labour ministries, is to improve the status of teachers and school-based trainers.

In the reporting period, the new project *Future classroom labs,* promoted by the General Directorate of Education (DGE), aims to provide teachers with guidance and resources on innovative learning in schools and classrooms. It also aims to develop a network of teachers to expand innovative teaching approaches nationwide.

The ANQEP study to support the development of a framework of skills and training (Section 5.2) also covered the continuing training of teachers.

Innovative projects, such as LearnIt ([66]), address learning in complex training environments. Complex environments require trainers to play additional roles: facilitator, tutor, e-trainer, coach and advisor. The trainer becomes increasingly essential. In Portugal, LearnIt was applied to training in the metallurgy sector.

5.5.   CPD for trainers in enterprises 2015-19

For 2016-20, the country's priority in this area, as set by the education and labour ministries, is to improve the status of tutors.

The pilot training programmes organised in 2015 and 2016 in partnership with IEFP, ANQEP and the German Chamber of Commerce in Lisbon and Porto (Section 5.3) also covered the continuous training of in-company tutors.

([66]) http://learnit.cenfim.pt/

Continuing training standard (40 hours) for the qualifications of in-company tutors, was set in 2017 (*Referencial de Formação Pedagógica Contínua de Formadores – Formador de Tutores*).

In 2018, IEFP published two standards for the pedagogical continuing training of trainers involved in distance learning:

(a)   e-trainer (*Referencial de Formação Pedagógica Contínua do Formador a Distância* (*e-Formador*)) was designed to respond to the needs of education and training professionals, especially those who use e-learning and other forms of distance learning;

(b)   short term training units (UFCD) distance trainer (*Referencial de Formação Pedagógica Contínua de Formadores - Formador de UFCD a Distância (Formato Híbrido*)) allows trainers to understand and design, manage and evaluate blended training, based on an online platform (Moodle) in addition to training in a classroom.

Statistical overview: 2019 update

Table 3 updates the figures that were provided in Table 1. Although Table 1 may contain data for 2015, these are not systematically repeated here. In some cases, not repeating is due to breaks in time series, which prevent comparability. In other cases, values differ due to methodological changes.

Table 3.   **Score on VET indicators in Portugal and in the EU: 2015, last available year and recent change**

Indicator label	2015				Last available year					Recent change		
	PT	f	EU	f	Yr	PT	f	EU	f	Range	PT	EU
Access, attractiveness and flexibility												
IVET students as % of all upper secondary students	44.9		47.3	ce	'17	40.7		47.8	ce	'15-'17	-4.2	0.5
IVET work-based students as % of all upper secondary IVET		z	28.3	ce	'17		z	27.9	ce	'15-'17		-0.5
IVET students with direct access to tertiary education as % of all upper secondary IVET	99.9		68.1	ce	'17	99.9		68.6	ce	'15-'17	0	0.4
Workers participating in CVT courses (%)	46.3		40.8		'15	46.3		40.8				
Workers participating in on-the-job training (%)	14		34		'15	14		34				
Adults in lifelong learning (%)	9.7		10.7		'18	10.3		11.1		'15-'18	0.6	0.4
Enterprises providing training (%)	75		72.6		'15	75		72.6				
Female IVET students as % of all female upper secondary students	39		42	ce	'17	35.4		42.7	ce	'15-'17	-3.6	0.7
Employees of small firms participating in CVT courses (%)	32.9		30		'15	32.9		30				
Young VET graduates in further education and training (%)	26.4		33		'18	25.7		33		'15-'18	-0.7	0
Older adults in lifelong learning (%)	5		6.9		'18	5.9		7.3		'15-'18	0.9	0.4
Low-educated adults in lifelong learning (%)	4.2		4.3		'18	4.7		4.3		'15-'18	0.5	0
Unemployed adults in lifelong learning (%)	11.3		9.5		'18	13.2		10.7		'15-'18	1.9	1.2
Individuals who wanted to participate in training but did not (%)					'16	21.1		11.4				
Job-related non-formal education and training (%)					'16	88.7		79.4				

Indicator label	2015				Last available year					Recent change		
	PT	f	EU	f	Yr	PT	f	EU	f	Range	PT	EU
Skill development and labour market relevance												
IVET public expenditure (% of GDP)		d	0.5	ce	'16			0.5	ce	'15-'16		0
IVET public expenditure per student (1000 PPS units)		d	7.1	ce	'16			7.4	ce	'15-'16		0.3
Enterprise expenditure on CVT courses as % of total labour cost	**0.5**		0.9		'15	**0.5**		0.9				
Average number of foreign languages learned in IVET	**1**		1	ce	'17	**1**		1	ce	'15-'17		0
STEM graduates from upper secondary IVET (% of total)	**30.4**		29.2	ce	'17	**31.3**		29.1	ce	'15-'17	**0.9**	0
Short-cycle VET graduates as % of first time tertiary education graduates		z			'17	**5.5**		14.3	b ce	'15-'17		
Innovative enterprises with supportive training practices (%)					'16	**50.3**		37.7				
Employment rate for IVET graduates (20-34 year-olds)	**77.4**		77.2		'18	**84.6**		80.5		'15-'18	**7.2**	3.3
Employment premium for IVET graduates (over general stream)	**0.1**		5.4		'18	**0.1**		6.6		'15-'18	**0**	1.2
Employment premium for IVET graduates (over low-educated)	**2**		23.7		'18	**4.1**		23.3		'15-'18	**2.1**	-0.4
Workers helped to improve their work by training (%)	**91.1**		83.7		'15	**91.1**		83.7				
Workers with skills matched to their duties (%)	**75.9**		57		'15	**75.9**		57				
Overall transitions and labour market trends												
Early leavers from education and training (%)	**13.7**		11		'18	**11.8**		10.6		'15-'18	**-1.9**	-0.4
30-34 year-olds with tertiary attainment (%)	**31.9**		38.7		'18	**33.5**		40.7		'15-'18	**1.6**	2
NEET rate for 18-24 year-olds (%)	**15.8**		15.8		'18	**11.7**		13.7		'15-'18	**-4.1**	-2.1
Unemployment rate for 20-34 year-olds (%)	**16.7**		12.9		'18	**10**		9.4		'15-'18	**-6.7**	-3.5
Employment rate of recent graduates (%)	**70.5**		75.9		'18	**80.2**		80.6		'15-'18	**9.7**	4.7
Adults with lower level of educational attainment (%)	**54.9**		23.5		'18	**50.2**		21.9		'15-'18	**-4.7**	-1.6
Employment rate for 20-64 year-olds (%)	**69.1**		70		'18	**75.4**		73.1		'15-'18	**6.3**	3.1
Employment rate for 20-64 year-olds with lower level of educational attainment (%)	**63.5**		52.6		'18	**69.6**		56.1		'15-'18	**6.1**	3.5
Medium/high-qualified employment in 2030 (% of total)					'18	**58.4**	D	85.8	D			

EU refers to EU-28, unless otherwise specified.
(D) Forecast made in 2018.
(ce) Cedefop estimate based on available country data
(b) Eurostat: 'break in time series'

u) Eurostat: 'low reliability'.
(z) Eurostat: 'not applicable'.
(e) Eurostat: 'estimated'.
(d) Eurostat: 'definition differs'

Source: Cedefop (2020).

In 2017, 40.7% of all upper secondary students in Portugal were enrolled in IVET. This percentage is 7.1 points below the EU average. It appears, however, that the percentage of upper secondary students in IVET is lower by 4.2 points compared to the situation in the country in 2015.

In 2018, 10.3% of the adults participated in lifelong learning activities, which is slightly higher (0.6 points more) than in 2015. The EU average is 11.1%.

In 2018, the employment rate for IVET graduates (20-34 years old) was 84.6%. It appears that the employment rate for IVET graduates (20-34 years old) is higher by 7.2 points compared to the situation in the country in 2015. The EU average is 80.5%.

Conclusion

Since 2015, Portugal has been reinforcing its mechanisms for quality assurance in VET and its analysis of qualification needs, namely through the development of SANQ at the regional level, bringing VET and employers closer. ECVET and the system for recognition, validation and certification of competences were further developed. Groups in need (young people with disabilities or with learning difficulties) were provided with new training opportunities. The rules and structures for initial and continuing training of VET teachers and in-company trainers are being reset/reshuffled.

In 2017, the piloting of the Youth pass, an instrument to record and validate the participation of young people in non-formal and informal learning, was started (Section 3.3.2.2).

Compared to 2015-17, the main changes in 2018 have taken place in MTDs 3 and 4. In MTD 3, new legislation introduced conditions for schools to be more inclusive and diversity-friendly (Section 3.3.1). In MTD 4, the same legislation gave schools more room to ensure the acquisition of the competences set in the 'Exit profile of students leaving compulsory education' and introduced the subject citizenship and development into the curricula of primary, lower and upper secondary education, including VET (Section 4.3).

The actions carried out show that the main lines of the Riga conclusions and the country's policy priorities for 2016-20 are being addressed. Yet, information available to Cedefop suggests that an issue which could benefit from further consideration is that of making more systematic use of EQAVET indicators to monitor the development of the VET system.

Acronyms

AES	adult education survey
ANQEP	National Agency for Qualification and VET (*Agência Nacional para a Qualificação e o Ensino Profissional*)
CCPE	specialisation pedagogical competences certificate
CNO	new opportunities centres
CQEP	centres for qualification and vocational education
CVET	continuing vocational education and training
DGERT	Directorate General for Employment and Industrial Relations
DGVT	Director General for Vocational Education and Training
ECVET	European credit system for vocational education and training
EQAVET	European quality assurance in vocational education and training
EQF	European qualifications framework
ESF	European social fund
Eurostat	statistical office of the European Union
GE	general education
IEFP	Institute for Employment and Vocational Training (*Instituto do Emprego e Formação Profissional*)
ISCED	international standard classification of education
IVET	initial vocational education and training
NCP	national coordination point
NEETs	not in education, employment, or training
CNQ	national qualifications catalogue (*Catálogo Nacional de Qualificações*)
OECD	Organisation for Economic Cooperation and Development
PISA	programme for international student assessment
PPS	purchasing power standards
QNQ	national qualifications framework (*Quadro Nacional de Qualificações*)
QANRP	quality assurance national reference point
SANQ	system for the anticipation of qualification needs (*Sistema de Antecipação de Necessidades de Qualificações*)
SIGO	online information system for the management of training provision
SNQ	national qualifications system (*Sistema Nacional de Qualificações*)
SMEs	small and medium-sized enterprises
RVCC	recognition, validation and certification of competences
STEM	science, technology, engineering and math programmes
UOE	Unesco, OECD, Eurostat
UFCD	short term training units (*Unidades de Formação de Curta Duração*)
VET	vocational education and training

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