



Reduction of Early School Leaving of Young People

Work Package 2

Analysis of partner countries policies to ensure that all young learners complete their education

Deliverable 7: Reports on the measures and programmes

Portugal Country Report

Authors: *Candida Soares & Jose Fialho & Fernando Chau*

Date: *31.01.2013*

(Project Reference: 521366-LLP-1-2011-1-PT-KA1-KA1ECETB)

www.reslea.eu



This project has been funded with support from the European Commission. This publication reflects the views only of the author(s), and the Commission cannot be held responsible for any use which may be made of the information contained therein.

Table of Contents

1. Country Overview

2. Introduction to the national situation in Education

3. Latest trends in Education

4. Statistical data

5. Country report

5.1. Description of National Education System

5.2. Lifelong learning Strategy

5.3. Institutions Providing Adult Education and Training

5.4. Systems and mechanisms for the anticipation of skill needs (in sectors, occupations, educational level)

5.5. Early school leaving

5.5.1. Definition of early school leavers

5.5.2. Main reasons and causes for leaving education

5.5.3. National policies, national bodies and strategies developed and implemented to combat early school leaving

5.5.4. Measures of prevention / intervention aimed at reducing early leavers from education and training

5.5.5. Compensation measures of early school leaving

5.5.6. Identification of best practices and ESL case studies

5.6. Conclusion

1. Country Overview

Portugal is the most western country of Europe, with a total area of 92 152 km². It is situated on the Iberian Peninsula and has Spain to the North and East, and the Atlantic Ocean to the South and West. Portuguese is the main language of the country, including Madeira and Azores islands.

In 2011, the Portuguese resident population was 10 561 614 (provisional data), which points to a slight decrease in the number of inhabitants in Portugal. It should also be noted that, in what concerns the group of the population aged 65 years or more, there was a slight increase, while in other age groups there was a slight decline, reflecting the Portugal's ageing population dynamics.

Resident population: total, by year and by major age groups:

Year	0-14	15-64	65+	Total
2000	1 647 677	6 922 078	1 656 082	10 225 836
2005	1 645 834	7 103 270	1 800 320	10 549 424
2011 ¹	1 572 546	6 966 564	2 022 504	10 561 614

Source: Statistics Portugal – INE: Provisional Estimates of Resident Population (only available in Portuguese: *Estimativas Anuais da População Residente*) ¹provisional value

The Portuguese economy continued to be characterized by a significant number of structural fragilities. Over the past decade, potential growth has been hampered by a declining contribution from both employment and productivity. Despite recent progress in export performance and market differentiation, international trade is low given the small size of Portugal's economy (the average exports and imports over GDP was only 37% in 2011, versus 43% for the average EU country) (OCDE, 2012). Investment has been to a large extent directed towards non-tradable sectors, often with little benefit for productivity growth. Making the economy more attractive for export-oriented foreign direct investment needs labour and product markets reforms, particularly those targeted to improve the quality of the factors of production and the institutional environment.

In what concerns to employment and unemployment rates, the decline in the rate of employment has led to a sharp rise of unemployment. The increase in unemployment was generalize, covering almost all population groups, regardless of gender, age, and education level as it is shown in the tables below.

Number of employment and unemployment (in thousands):

Year	Employment	Unemployment ¹
2000	5.020,9	327,4 ²
2005	5.122,6	477,2 ²
2011 ³	4.735,4	771,0 ²

Fonte: INE: Statistical Bulletin – April 2012 ¹ number of people enrolled in the Job Centre ² annual average ³ 4th quarter 2011

Table 1: Employment indicators (2000-2011), EU27 and Portugal

		2000	2005	2010	2011
Employment rate (%)	EU (27 countries)	66,6	68	68,6	68,6
	Portugal	73,5	72,3	70,5	69,1
Employment growth (annual % change in total employed population)	EU (27 countries)	1,5	1	-0,5	0,3
	Portugal	2,1	-0,3	-1,5	-1,5
Employment rate of older workers (%)	EU (27 countries)	36,9	42,3	46,3	47,4
	Portugal	50,7	50,5	49,2	47,9(b)

Employment rate, by highest level of education attained (% of age group 20-64 years)

Pre-primary, primary and lower secondary education (levels 0-2)	EU (27 countries)	54,9	55,6	53,4	53
	Portugal	72,8	71,4	67,8	65,5(b)
Upper secondary and post-secondary non-tertiary education (levels 3 and 4)	EU (27 countries)	69,7	69,6	69,9	69,9
	Portugal	67,2	66,4	70	70,2(b)
First and second stage of tertiary education (levels 5 and 6)	EU (27 countries)	82,5	82,6	82,4	82,1
	Portugal	89,8	85,6	82,8	80,9(b)

: =not available b=break in series p=provisional e=estimated

Source of Data: Eurostat

Table 2: Unemployment indicators (2000-2011), EU27 and Portugal

		2000	2005	2010	2011
Unemployment rate (%)	EU (27 countries)	8,8	9	9,7	9,7
	Portugal	4,5(e)	8,6(e)	12(e)	12,9
Long-term unemployment rate (%)	EU (27 countries)	4,1	4,1	3,9	4,1
	Portugal	1,9	4,1	6,3	6,2
Unemployment rate - less than 25 years	EU (27 countries)	17,5	18,8	21,1	21,4
	Portugal	10,5(e)	19,8(e)	27,7(e)	30,1
Unemployment rates of the population aged 25-64 by level of education (annual average)					
Pre-primary, primary and lower secondary education (levels 0-2)	EU (27 countries)	10,8	10,4	14,2	14,7
	Portugal	3,4	7,5	11,8	13,3(b)
Upper secondary and post-secondary non-tertiary education (levels 3 and 4)	EU (27 countries)	8,2	8,1	7,8	7,6
	Portugal	3,9	6,7	9,7	10,9(b)

First and second stage of tertiary education (levels 5 and 6)	EU (27 countries)	4,5	4,5	4,9	5
	Portugal	2,5	5,4	6,3	8(b)

:=not available b=break in series p=provisional e=estimated

Source of Data: Eurostat

Table 3: Educational attainment indicators (2000-2011), EU27 and Portugal

		2000	2005	2010	2011
Persons with low educational attainment (%) from 25 to 64 years	EU (27 countries)	35,6	30,6	27,3	26,6
	Portugal	80,6	73,5	68,1	65(i)
Total population having completed at least upper secondary education, (%) from population aged 25 to 64 (%)	EU (27 countries)	64,4	69,4	72,7	73,4
	Portugal	19,4	26,5	31,9	35(i)
Persons of the age 20 to 24 having completed at least upper secondary education (%)	EU (27 countries)	76,6	77,5	79	79,5
	Portugal	43,2	49	58,7	64,4(i)

2. Introduction to the national situation in Education

Access to education and culture is a legal right of the whole population, foreseen in Constitution of the Portuguese Republic (articles 43 and 73) and in the Law no. 46/86. Equally enshrined in law is the duty of the State to promote the democratization of education and of other conditions in the education offered by schools, to contribute to equal opportunities, to the reduction of economic, social and cultural inequalities, to the development of personality and the spirit of tolerance, mutual understanding, solidarity and responsibility, to social progress and the democratic involvement in public life. Compulsory education is universal, mandatory and free of charge. The freedom to teach and learn is also ensured. The State cannot plan education and culture according to any philosophical, aesthetic, political, ideological or religious dictates. State education is non-denominational.

The Comprehensive Law on the Education System, approved by Law no. 46/86, of 14 October (subsequently amended in respect of certain clauses by Law no. 115/97, of 19 September, 49/2005, of 30 August, and 85/2009, of 27 August), establishes the general framework for the education system. The education system comprises all the means used to provide the right to education,

expressed by the guarantee of a continuous training geared to foster the overall development of personality, social progress and the democratization of society.

According to the Law no. 46/86, the education system operates through structures and actions on the initiative and responsibility of different public, private and cooperative institutions and organizations. The education system includes the whole of Portugal – mainland and autonomous regions – but it should have a sufficiently flexible and diverse nature to include all countries and places where Portuguese communities live or in which there is pronounced interest in the development and dissemination of Portuguese Culture. Coordination of education policy, independently of the institutions composing it, is the responsibility of the Ministry of Education and Science.

The Portuguese education system is divided into six different levels, basically sequential. It begins with pre-primary education, an optional cycle for 3- to 6-year-olds.

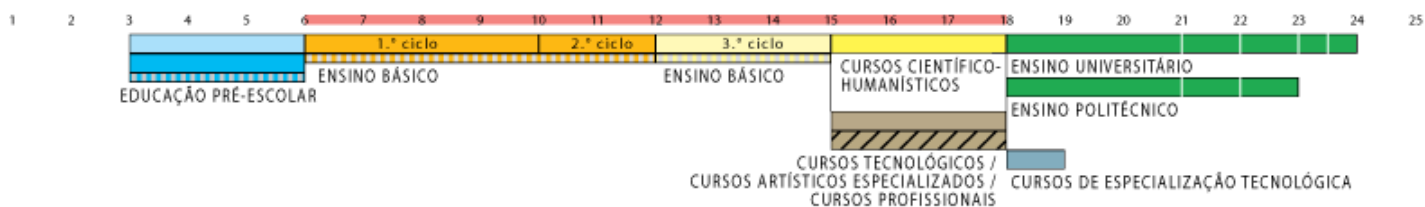
Basic education comes next, comprising 3 sequential cycles:

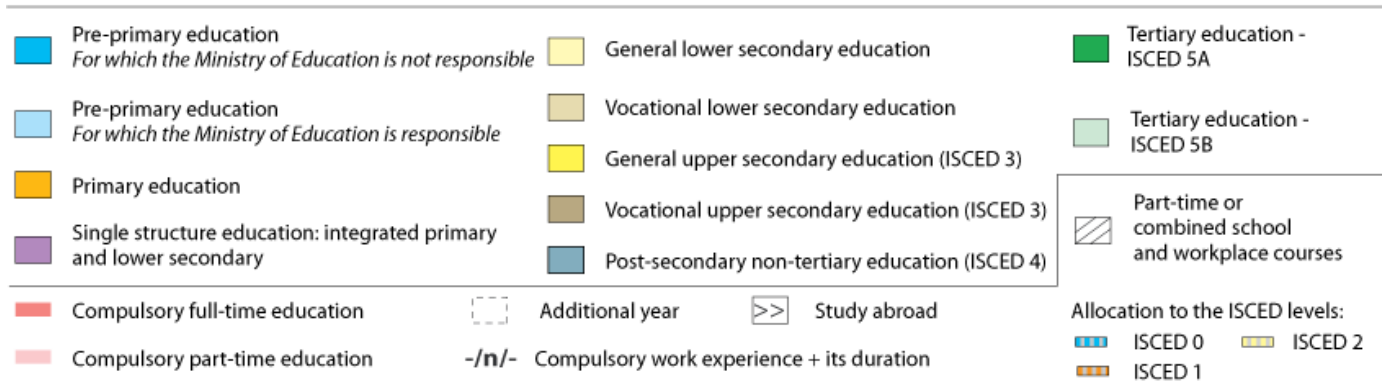
- the first lasting 4 years (6- to 10-year-olds)
- the second lasting 2 years (10- to 12-year-olds), corresponding to ISCED 1
- and a third cycle of 3 years (12- to 15-year-olds), corresponding to ISCED 2

Secondary education is a 3-year cycle for 15- to 18-year-olds (corresponding to ISCED 3) and includes four types of courses: scientific-humanistic, technological, specialist artistic and vocational.

Higher education is aimed at students who successfully completed a secondary education course or gained a legally equivalent qualification, and grants a level-5 or -6 qualifications.

Structure of the national education system 2011/12





3. Latest trends in Education

Law No. 85/2009, 27th of August has defined the extension of compulsory schooling for school-aged children and youth – from 6 to 18 years old. Compulsory school is divided into basic education, which lasts for nine years, and secondary education, which lasts for three years.

Education policy is the responsibility of the Ministry of Education and Science, at national level (reflecting the recent merger of the Ministry of Education and the Ministry of Science, Technology and Higher Education since the constitutional government XIX took office on 21st June 2011), of the Regional Directorates for Education at regional level, and of the local authorities at local level. In the Autonomous Regions of the Azores and Madeira, the administration of education is the responsibility of the regional governments, via the respective Regional Secretariats for Education, which adapt national education policy to a regional plan and manage human, material and financial resources.

Given the vision and commitments regarding the coordination of education and training, as Portugal established goals, reducing to 10% the rate of early exit from education (intermediate target of 15% in 2014) and increased to 40% of graduates between 30 and 34 years in 2020 (30% in 2014).

Over the past decades Portugal has developed a very significant effort - both financially, and in terms of behavioral change and social valuations - with a view to recovery of deficits in education and training of the Portuguese population. The reduced levels of early school leavers from the education system, the significant increase of young people attending vocational training at the secondary level, the increase in the adult population, particularly women, involved in processes of recognition, validation and development of skills, translate on targets that were achieved through the intervention of public policies developed in the fields of education and training, particularly since 2005, when it launched the New Opportunities Initiative. There is thus a trend in the number of students enrolled in each cycle, with an increase since 1999, as well as teachers, together with the reduction in the number of schools, the result of the rationalization of the school through the reorganization of the school primary network.

The structure of education of employed population recorded in recent years, a significant change. Currently, the relative weight of the employed population holds the secondary and higher education is higher than the qualifications of up to first cycle of basic education, which was not the case in 2006.

Regarding the percentage of GDP spent on education there is, despite a certain decrease in some of the years, a trend towards an increase in spending on education. In 2000 the percentage was 4.9%, in 2005 4.8% and 5% in 2010.

Nevertheless, in a period marked by an economic and financial crisis, the Ministry of Education and Science has implemented a set of reforms aimed at optimizing resources. In this sense, measures involving a reduction and reallocation of funding will be implemented, as well as the adequacy between human resources and education needs.

In what concerns the education levels of the Portuguese population, there is a tendency to an increase on the level of education, as seen in the following data:

Year	No schooling	1st Cycle	2nd Cycle	3rd Cycle	Secondary and Post-secondary	Tertiary Education
2000	1.536,8	2.852,5	1.420,7	1.239,8	968,4	558,6
2005	1.192,0	2.753,0	1.404,8	1.498,7	1.215,1	848,7
2011	961,0	2.306,4	1.171,8	1.872,0	1.518,4	1.207,6

Source: GEPE/ME–GPEARI/MCTES–INE

The educational policy priorities pinpoint raising the Portuguese people’s basic levels of competences and skills and their levels of schooling and qualification. Five large-scale aims were therefore defined:

- generalize the attendance of pre-school education and compulsory and secondary education for all;
- give young people and adults the chance to earn certificated qualifications;
- improve students’ quality of learning and valorize state schools;
- strengthen schools’ workability, their resources and their autonomy;
- valorize work and the teaching profession.

Improving basic competences and schooling levels are contained in measures taken to ensure the efficiency of the education system and they must be progressively translated in better learning outcomes and in the effective compliance with the measure for making the 12th grade part of compulsory schooling - coming into effect in 2014-2015.

Where Pre-Schooling and Compulsory and Secondary Education are concerned, it falls to the Ministry of Education to define educational policies and coordinate the application of such policies as well as ensure the good functioning of the educational system. The Ministry of Education is the main source of funding although other Ministries, the Autonomous regions of Madeira and the Azores and the Local Municipalities also provide some measure of funding. At the moment the latter entities do not appear in the statistical data which is also what happens with private expenditure in education.

The Ministry of Education supports its central and regional departments financially as well as the state or public schools/education establishments. It allocates the funds it receives from the Portuguese State Budget.

The Ministry of Education also subsidizes private and cooperative education in compulsory and upper-secondary education in agreement with terms laid down in the Private and Cooperative Education Rules.

The Ministry of Education's Budget for 2010 was allocated in the following way:

Year: 2010	
Expenditure on	Allocation
Pre-primary Education	8.1 %
Basic and Secondary Education	80.3 %
Private and Cooperative Education	4.2 %
Special Education	3.2 %
School Welfare	2.6 %
Others	1.6 %

The European Community has also helped to fund education in Portugal by going through the European Fund for Regional Development (EFRD) and the European Social Fund (ESF).

By using their own means or receiving transfers from the Portuguese State Budget, the Autonomous regions of Madeira and the Azores finance their own Education Departments and educational facilities in their respective regions, with the exception of higher education.

4.Statistical data

DATA SET	VALUE	YEAR	SOURCE	COMMENTS
SIZE OF POPULATION (IN MILLIONS)	10648,7	2012	LFS 3ª Q 2102	
GROSS-DOMESTIC-PRODUCT (GDP) (IN MILLION €)	159.399,0	2010	E INE and Portugal Bank	Constant prices (2006)
GROSS-DOMESTIC-PRODUCT (GDP) (PER CAPITA – IN €)	16199,3	2011	National Accounts	
TOTAL UNEMPLOYMENT RATE (IN %)	15,8%	2012	LFS 3ª Q 2102	
YOUTH UNEMPLOYMENT RATE (IN %)	39,0%	2012	LFS 3ª Q 2102	

EDUCATION SPENDINGS (% OF GDP)	4,6%	2011	INE and Portugal Bank	
EDUCATION, PRIMARY COMPLETION RATE	65,0%	2012	LFS 3ª Q 2102	Population 15-64 years old
ENROLMENT RATIO, SECONDARY LEVEL (%)	35,0%	2011	INE	
TERTIARY ENROLMENT (%)	14,5%	2011	INE	
PROGRESSION TO SECONDARY SCHOOL (%)	87,5%	2011	GEPE/ME	
REPETITION RATE, SECONDARY LEVEL (%)	18,9%	2009/10	GRPR/ME	
UNEMPLOYMENT WITH PRIMARY EDUCATION (% OF TOTAL UNEMPLOYMENT)	15,9	2012	LFS 3ª Q 2102	
UNEMPLOYMENT WITH SECONDARY EDUCATION (% OF TOTAL UNEMPLOYMENT)	17,9	2012	LFS 3ª Q 2102	

	DATA SET	VALUE	YEAR	SOURCE	COMMENTS
EDUCATION	TOTAL PUBLIC EXPENDITURE FOR TECHNOLOGY ENHANCED LEARNING				

FINANCES (CONT.)	(TEL): (IN THOUSAND €) <ul style="list-style-type: none"> • PRIMARY • SECONDARY • VOCATIONAL • PER STUDENT 				
	HOUSEHOLD EXPENDITURES FOR TECHNOLOGY ENHANCED LEARNING (TEL): (IN THOUSAND €) <ul style="list-style-type: none"> • PRIMARY • SECONDARY • VOCATIONAL • PER STUDENT 				
EARLY SCHOOL LEAVING (ESL) DATA	EARLY SCHOOL LEAVERS PER SCHOOL TYPE (IN % OF ALL PUPILS): <ul style="list-style-type: none"> • PRIMARY • SECONDARY • VOCATIONAL • SPECIAL 	23,2%	2011	EUROSTAT	Total of ESL
	PUPILS RECEIVING EXTRA LESSONS PER SCHOOL TYPE (IN % OF ALL PUPILS): <ul style="list-style-type: none"> • PRIMARY • SECONDARY • VOCATIONAL • SPECIAL 				
	EARLY SCHOOL LEAVERS PER REGIONAL CHARACTERISTICS: <ul style="list-style-type: none"> • URBAN • SUB-URBAN • RURAL 				
	EARLY SCHOOL LEAVERS IN SINGLE HOUSEHOLDS (IN % OF ALL ESL)				
	EARLY SCHOOL LEAVERS PER PARENTAL EDUCATIONAL BACKGROUND: <ul style="list-style-type: none"> • E.G. BY ISCED LEVELS (TO BE FURTHER SPECIFIED)				
	EARLY SCHOOL LEAVERS PER PARENTAL PROFESSIONAL BACKGROUND: <ul style="list-style-type: none"> • E.G. BY STANDARD OCCUPATIONAL CLASSIFICATIONS (SOC) (TO BE FURTHER SPECIFIED)				
	DATA SET	VALUE	YEAR	SOURCE	COMMENTS

BASIC REFERENCE DATA (CONT.)	NO OF PUPILS IN SPECIAL EDUCATION (IN % OF ALL PUPILS)				
	NO OF PUPILS IN SINGLE HOUSEHOLDS (IN % OF ALL PUPILS)				
	NO OF PUPILS WITH CRIMINAL RECORDS (IN % OF ALL PUPILS)				
ICT PENETRATION & INFRASTRUCTURE	E.G. NO OF HOUSEHOLDS WITH INTERNET ACCESS; NO OF COMPUTERS/LAPTOPS PER 100 INHABITANTS; NO OF MOBILE DEVICES PER 100 INHABITANTS; NUMBER OF USERS OF 'SOCIAL NETWORKING SOFTWARE' (SNS) ETC <i>TO BE DECIDED</i>	61%	2012	INE ITC use survey	NO OF HOUSEHOLDS WITH INTERNET ACCESS
ICT IN EDUCATION & TRAINING (E&T)	E.G. NO OF SCHOOLS WITH INTERNET ACCESS; NO OF STUDENTS PER COMPUTERS/LAPTOPS; NUMBER OF STUDENTS PER MOBILE DEVICE; NO OF SCHOOLS WITH PRESENCE ON THE INTERNET; LEVEL OF ICT INTEGRATION IN TEACHING AND LEARNING; <i>TO BE DECIDED</i>	2,1	2008/2009	GEP/ME	NO OF STUDENTS PER COMPUTERS
EDUCATION FINANCES	PUBLIC EXPENDITURE FOR EDUCATION AND TRAINING (E&T) AS % OF GDP – ALL EDUCATIONAL LEVELS	5%	2008	OECD	
	TOTAL PUBLIC EXPENDITURE FOR EDUCATION AND TRAINING (E&T) AS % OF TOTAL PUBLIC EXPENDITURE – ALL EDUCATIONAL LEVELS	12%	2008	OECD	
	TOTAL PUBLIC EXPENDITURE: (IN THOUSAND €) <ul style="list-style-type: none"> • PRIMARY • SECONDARY • VOCATIONAL • PER STUDENT 	3126,6 5193,8		Eurostat / UNESCO-UIS / OCDE /	Millions Euros
	HOUSEHOLD EXPENDITURES FOR PRIVATE LESSONS: (IN THOUSAND €) <ul style="list-style-type: none"> • PRIMARY • SECONDARY • VOCATIONAL • PER STUDENT 				

		VALUE		DATA SET	COMMENTS
--	--	-------	--	----------	----------

BASIC REFERENCE DATA (CONT.)	EMPLOYEES WITHOUT COMPETED INITIAL VOCATIONAL EDUCATION AND TRAINING (iVET) (IN % OF ALL EMPLOYEES)	33,0%	2012	LFS 3 ^a Q 2102	
	% OF EMPLOYEES WITHOUT COMPETED INITIAL VOCATIONAL EDUCATION AND TRAINING (iVET) – REGIONAL DISTRIBUTION (IN % OF ALL EMPLOYEES)				
	OVERALL PUBLIC DEBT LEVELS: (IN MILLION €) <ul style="list-style-type: none"> • URBAN • SUB-URBAN • RURAL 				
	PUBLIC DEBT LEVELS – REGIONAL DISTRIBUTION (IN MILLION €)				
	NO OF SCHOOLS: (IN THOUSANDS) <ul style="list-style-type: none"> • PRIMARY • SECONDARY • VOCATIONAL • SPECIAL 	5663 677 267	2010/11	GEP/ME	3 ^a cycle of basic + sec.
	NO OF SCHOOL TEACHERS: (IN THOUSANDS) <ul style="list-style-type: none"> • PRIMARY • SECONDARY • VOCATIONAL • SPECIAL 	67130 89539 9801	2010/11	GEP/ME	3 ^a cycle of basic + sec.
	NO OF SCHOOL PUPILS: (IN THOUSANDS) <ul style="list-style-type: none"> • PRIMARY • SECONDARY • VOCATIONAL • SPECIAL 	1141874 419746 46630	2010/11	GEP/ME	
	NO OF SCHOOL GRADUATES: (IN THOUSANDS) <ul style="list-style-type: none"> • PRIMARY • SECONDARY • VOCATIONAL • SPECIAL 	88684 42350 23493	2010/11	GEP/ME	
	NO OF PUPILS OF FOREIGN ORIGIN/ MIGRATION				

BACKGROUND (IN % OF ALL PUPILS): <ul style="list-style-type: none"> • PRIMARY • SECONDARY • VOCATIONAL • SPECIAL 					
--	--	--	--	--	--

5. Country report

5.1. Description of National Education System

In Portugal, education is the responsibility of the **Ministry of Education and Science**, and its mission is to define, coordinate, implement and evaluate national policies aimed at the education system, higher education, science and information society, articulating them as policies of qualification and training. The Ministry performs its responsibilities via direct administration services of the State (central and peripheral services), indirect administration, advisory bodies and other entities. In the Autonomous Regions of the Azores and Madeira, the administration of education is the responsibility of the regional governments, via the respective Regional Secretariats for Education, which adapt national education policy to a regional plan and manage human, material and financial resources.

Pre-primary education is considered the first stage of the Portuguese education system and is aimed at children aged between 3 to 5 years old. In 2009, the universality of pre-primary education for all children over 5 years old was established. Nevertheless, attendance is never compulsory. The preschool network is provided by the state, private and cooperative bodies, private social solidarity institutions and non-profit institutions. In 2010/2011 attended the pre-primary education 276125 children (90% of total children with 3-5 years old).

Compulsory education begins at the age of 6 and lasts for 12 years. Total of students are 1647611 including Basic Education (single structure system) (73,2%) and Secondary Education (26,8). Basic Education lasts for 9 years and is divided into three cycles: first cycle that corresponds to the first four years of schooling; second cycle that corresponds to the next two years (these two cycles together correspond to primary education); and, third cycle that lasts for three years and corresponds to Lower Secondary Education. The articulation of the three cycles is sequential and each cycle should complete and deepen the previous one, within a global perspective. In this sense, specific goals within each cycle should be integrated into the overall objective of basic education, and according to their age and stage of development. Secondary Education lasts for three years and corresponds to Upper Secondary Education. It can be organized in different paths, comprising courses aiming at preparation for working life or further studies. The permeability between courses oriented to working life and courses geared to go on to further study is guaranteed. Compulsory education is provided in public schools, private and cooperative schools. State-run schools are free of charge.

Post-Secondary Non-Tertiary Education: The curriculum of Technological Specialization Courses is structured according to three training components: general and scientific training, technological training and work based training. The general and scientific training component is aimed at developing suitable attitudes and behaviours in professionals with a high level of professional qualification and adaptability to the world of work, and improve, where necessary, scientific knowledge underpinning the specific technologies of the training area. In 2011 were enrolled in the system 7177 students

The technological training component includes technological fields directed towards the understanding of practical activities and the resolution of problems at work.

The work based training component is aimed at applying the acquired knowledge to the practical activities of the corresponding professional profile, and involves performing tasks under proper supervision, using the skills, equipments and materials included in the processes of producing goods or rendering services. It may take on different forms of practical training in real work situations, namely internships. To ensure integration in the employment market and workplace based training, the training institution enters into agreements, or other forms of partnership, with companies and other employing entities, business and socio-professional associations or other organizations best suited to the specificity of the training area as well as the characteristics of the job market.

Higher Education is structured according to the Bologna principles and aims to ensure a solid scientific and cultural preparation plus technical training that qualifies students for professional and cultural life while developing their capability to innovate and make critical analysis. Higher Education includes university and polytechnic education. University education is offered by public, private and cooperative university institutions and polytechnic education is offered by public, private and cooperative non-university institutions.

5.2 Lifelong learning Strategy

In Portugal, applying the strategic objectives laid down in the Lisbon Strategy was pushed into action by the stipulations in the New Opportunities Initiative. The program was presented at the end of 2005 and its main goal was to increase the Portuguese population's levels of qualification until 2010 by taking measures to deal with the high rate of school drop-outs, the working population's inadequate schooling and the lacking attraction of lifelong learning activities (New Opportunities – Learning Compensates, 2006).

In 2007, the legal framework of the National Qualifications System was established and the structures making it operational were defined. The aims in this System were in keeping with the aims and targets laid down in the New Opportunities Initiative (Law No. 396/2007 of 31 December). The National Qualifications System was designed to contain the following facilities: the New Opportunities Centers; training entities (schools in compulsory and secondary education, vocational training centers, professional rehabilitation centers, poles of excellence, companies promoting their employees' training, and Higher Education establishments); the National Agency for Qualification and Vocational Education and Training (former National Agency for Qualification), the National Council for Vocational Training and the Sector Councils for Qualification.

5.3. Institutions Providing Adult Education and Training

The National Qualifications System has the following structures: the New Opportunities Centres, the network of training establishments and the Sectorial Qualification Councils.

In having evolved from the network of Centres for the Recognition, Validation and Certification of Competences – the RVCC Centres – which were operating from 2000 to 2005, the New Opportunities Centres were endowed with a new intervention capacity and went from being a mere "threshold" to becoming a path leading to qualification. It now provides the various stages of reception, diagnosis and channeling that lead to offers in education and training (Ruling No. 370/2008 of 21 May). The New Opportunities Centres are also responsible for recognizing, validating and certifying skills.

The New Opportunities Centres are also the operators of the National Qualifications System (Law No. 396/2007 of 31 December). The System is articulated with and complements the present adult education and training system in conjunction with public and private training establishments when

they put on Adult Education and Training Courses (AET Courses), Certified Modular Training or other kinds of courses aimed at helping people to finish their secondary school education where the study plan they followed but never completed have now been made obsolete (see Ruling 230/2008 for AET and CMT (Certified Modular Training) and Law No. 357/2007 giving the new ways of completing secondary school studies).

New Opportunities Centres may be set up by public or private establishments, mainly schools and education establishments, vocational training centres, local government, private companies or associations that are important in the community or in the sector and have an already-functional technological capacity in terms of the sectors and the public they will be attracting. Licenses for setting up New Opportunities Centres are granted by the head of the National Agency for Qualifications, and such Centres should take into account the needs arising when providing adults with qualifications. They are integrated into the existing network of centres and in the event they are not in the network, they need to develop their own capacity for answering needs. It also falls to the National Agency for Qualifications to oversee the network of the New Opportunities Centres and make rulings as to its operative efficiency, undertaking an evaluation of its follow-up capacity.

The New Opportunities Centres pursue their activity in the region in which they are based (NUT III) and may move around within the confines of their geographical areas. In other words, they may ensure temporary courses in places that their technical and pedagogical teams have to travel to in order to comply with the needs of a specific group of candidates who are interested in developing and obtaining qualifications. If the New Opportunities Centres travel outside the NUT III areas in which they are based, they are obliged to obtain previous permission from the National Agency for Qualifications. Such permission is warranted when there are no other nearby Centres in the municipality in question, or when the existing New Opportunities Centre only deals with special sectors or vocations directed at a restricted target public.

The network covering training establishments in the National Qualifications System (Law 396/2007 of 31 December) is composed of:

- Compulsory and secondary schools coming under the Ministry of Education;
- Vocational training centres and vocational rehabilitation centre that have the direct or shared governance of the public-owned Institute of Employment and Vocational Training;
- Vocational schools;
- Private and cooperative education with the same curricular as the state schools;
- Training establishments run by other Ministries;
- Establishments in the private sector that are licensed to run certified training courses.

The certification of training establishments is undertaken by an accredited public institution under the auspices of the Portuguese System of Quality and it involves social partners and other entities that represent the sector, as specified in current laws.

The Sectorial Qualifications Councils make a permanent appraisal of the needs arising in up-dating the National Qualifications Catalogue and collaborate with the National Agency for Qualifications in its work to effectively do this. Among others, it calls upon specialists designated by the Ministry overseeing the respective sector, trade unions and business associations representing the sectors' activities, companies serving as beacons, establishments that provide select specialist training in the sector or in the region, and independent experts. There should be no more than 10 such members on these Councils.

The Open Advisory Model that is used to update the National Qualifications Catalogue involves a permanently accessible platform that is extended to all entities registered in the National Qualifications System and it allows entrance to anyone interested in submitting proposals to update

the Catalogue. In this way, the work of the National Agency for Qualifications and the Sectorial Qualifications Councils is made more dynamic with the help they receive.

In adopting the Open Advisory Model, the aim is to institute a framework whereby the participation of spontaneously-acting entities is registered in a more organized way. Ever since the National Qualifications Catalogue was drawn up, the National Agency for Qualifications has received many proposals suggesting new qualifications.

Thus, the idea is to tap and identify the dynamic and channel proposals with respect to the National Qualifications Catalogue into a more organized format. When training establishments in the National Qualifications System and other businesses wish to make suggestions, they should receive guidance and methodological assistance to better formulate their proposals.

Proposals suggesting up-dates may include new qualifications, and the revision or extinction of qualifications that are already listed in the Catalogue.

The National Qualifications System is coordinated by members of the Government who are responsible for vocational training and education. Social partners are called upon in coordination with the National Qualifications System by way of its participation in the National Council for Vocational Training, the National Council belonging to the National Agency for Qualifications, and the committee following up the system of certification in terms of the training establishments' quality.

5.4. Systems and mechanisms for the anticipation of skill needs (in sectors, occupations, educational level)

The Portuguese system of skills needs anticipation is based mainly on sectoral analyses on the development of occupational profiles and qualification standards, mostly at trade, sector or local levels, and it is not very significant at the national level. The main methods used vary between quantitative and semi-quantitative approaches, such as econometric forecasting models; surveys among employers; skills audits; qualitative approaches, such as case studies; combined/holistic approaches, such as foresights; shared diagnosis; scenarios (including some proactive approaches on the construction of the future). Other approaches used include sector studies, alumni surveys and monitors, specific branch/type of activity/occupation/field of studies, studies on skills requirements for specific target groups (unemployed, disabled, low/non-qualified, ethnic minorities, foreign workers) and so on.

As regards the methodologies for the anticipation of skills and competencies needs, Portugal does not have a legislative framework, nor does it possess mechanisms for the definition of needs or a plan for the anticipation of training needs. It should be noted that the application of the results/outcomes produced in public bodies' reports on the training system, as well the appropriation and integration of new tendencies in the evolution of qualifications, is hindered by the inexistence of legislation that binds the "system" to incorporate further changes in qualifications and occupations.

In the scope of the vocational training reform, one of the objectives of the National Qualifications System -SNQ is to guarantee the relevance of training standards and skills recognition in order to make sure that the needs of enterprises and the economy are met. These training standards were

included in the National Qualifications Catalogue (CNQ), drawn up and updated by the National Agency for Qualification (ANQEP, I.P.).

The institutional framework of the skills needs anticipation policy was under the responsibility of both the MTSS and the Ministry of Education (ME) till 2011 and now the responsibility belongs to the Ministry of Education and the Ministry of Economy and Employment, namely through the development and management of the National Qualifications Catalogue (CNQ) under the responsibility of the National Agency for Qualification (ANQEP), which aims to improve the relevance and quality of vocational education and training and contribute decisively to the experience of a full citizenship, competitiveness of enterprises and employability.

The ANQ works in cooperation with the Sectoral Councils for Qualifications (*Conselhos Sectoriais para a Qualificação – CSQ*), which are responsible for identifying areas in which the CNQ needs updating, and whose members include social partners, reference enterprises, sectoral or regional training operators and independent experts. The CSQ will ensure, at a sectoral and/or regional level, a more detailed debate on the future of qualifications, based on studies that have already been undertaken or will be developed.

Within the scope of the expansion of Vocational Courses provision and with a view to analysing its results and effects against the needs of the business sector (at sectoral and territorial level) and of employability, an *External Evaluation Study on Post-Training Pathways of Vocational Courses Graduates* is underway since 2010. This study will focus on the multiple dimensions of results at the level of direct recipients (students) and indirect recipients (employers).

The project *New qualifications for recovery: deficits and bottlenecks in the provision of skills for the economy of the future*, presented in October 2010, was another relevant study in forecasting future skills needs and planning education and training. This study produced prospective information and identified future skills needs with a view to the restructuring of training provision at the secondary level based on two components:

- I – Prospective analysis on the possible evolution of the sectoral structure in Portugal.
- II – Description of existing qualifications and identification of bottlenecks between supply and demand based on the activity areas identified in I.

In recent years, Portugal has implemented initiatives that seek to meet the challenge of coordinating the supply of skills with the needs of the labour market and thus strengthen the ability to anticipate and adapt skills to the labour market.

5.5..Early school leaving

5.5.1.Definition of early school leavers

In Portugal the concept of early school leaving follow the European one: percentage of individuals aged 18 to 24 years who achieved, at maximum, lower secondary education and didn't come to follow any kind of education or training.

5.5.2.Main reasons and causes for leaving education

The diagnosis of the causes of this dropout concerns as reasons mentioned by most students do not continue to study: 1) the will itself, 2) already be tired of studying, 3) be time to try the independence and 4) be difficult to get into higher education and 5) financial difficulties, which reveals that, according to the informants, dropping out of school due to little interest in education and economic causes of and access.

Do the cognitive, emotional and behavioral constitute the largest weight in dropout rates. Within cognitive learning disabilities are the most important variable, followed by retention and poor school performance. Under emotional risk students lack interest in school, do not value academic success, or the values of the School and also express other characteristics, such as social isolation, anxiety and depressive problems. Many of these students do not find the expectations of the school and show a high frequency of behavior problems, one of the strongest predictors of dropout, including aggressive behavior, offenders with alcohol or drugs. These behaviors misfits are a consequence of the lack of social skills, resulting punishments diverse school. The family characteristics and dropout within the family characteristics, studies related to the familiar patterns of students who drop out of school refers 1) lifestyles "unconventional", 2) single-parent family structures, 3) bad parenting practices, including lack of emotional support, involvement with the youth's schooling and inadequate supervision, other researchers also report 4) the weight of intrafamily disputing.

In general, low parental expectations are strongly associated with dropout and there is a strong association between the level of parental involvement and achievements. Finally, there are studies that relate the dropout phenomenon in families dependent on social grants, where employment is precarious, which does not happen with young people from families professionally stable.

In short, low parental expectations and insufficient or inadequate supervision variables are strongly associated with school dropout, while the family atmosphere and the quality of family support to student affect, either positively or negatively.

5.5.3. National policies, national bodies and strategies developed and implemented to combat early school leaving

The educational attainment of the Portuguese population has been improving over the last one-and-a-half decades and there has been a reduction in school dropout rates (see Table 7). These improvements are the result of a wide range of measures, namely the National Plan for School Dropout Prevention – *Plano Nacional de Prevenção do Abandono Escolar*. Among the initiatives designed to pursue this aim are the creation of the school tutor figure, in order to guide students in risk of school dropout; the development of a specific teacher training programme; the development of the programme “parents in school”; an increase of the social support to families; and, more recently, the widening of the vocational and educational training offer in public schools, fostered by the New Opportunities Initiative

Although the rate of early school leaving in Portugal continues to represent twice the average of EU countries, it has registered a decrease of 10.4% in the period corresponding to the first Cycle of the New Opportunities Initiative, in particular between 2006 and 2010. *However, in 2010, it still stood at 28.7%. in 2011 is 23,2%.*

The national strategy to overcome the problem of low qualifications among the Portuguese population is aimed mainly at the upper secondary education level. Over the last years, good results were obtained with the implementation of some measures that have contributed to increase the number of young people who have completed this education level:

- the enlargement, diversity, flexibility, modulation of multiple combinations of education/training offers directed at adults, with double certification training offers after working hours;
- the integrated management of training offers and the network of public and private institutions, thus ensuring training actions at national level, aimed at several target groups and occupational areas;
- the generalisation and dissemination of the System for the Recognition, Validation and Certification of Competencies (RVCC) through the New Opportunities Centres network
- The attendance of upper secondary level double certification courses was strongly encouraged by the New Opportunities Initiative and has been continually and sustainably growing over the last years.

5.5.4. Measures of prevention / intervention aimed at reducing early leavers from education and training.

The Portuguese Government has been implementing preventive/ intervention measures leading to reduction of early exit from education and training, including:

2015 Education Program, initiated at the beginning of the academic year 2010/2011, aims to involve schools in meeting the objectives of improving pupils' basic skills and extending compulsory education. This program takes the objectives defined in the Strategic Framework for European Cooperation in the field of Education and Training (ET2020) and establishes national goals and indicators in the area of improving basic skills in Portuguese and Mathematics and reducing dropout.

The extension of compulsory education to 18 years. Approved by Law n. ° 85/2009 of 27 August, accompanied by offering scholarships to all students from families with less economic attending high school, already established in the academic year 2009/2010. For students enrolled in the academic year 2009/2010 in any grade of 1. ° or 2. ° cycles of basic education or 7th grade is now compulsory to stay in school until age 18 or until obtaining a diploma course lecturer at the secondary level of education. It is hoped, therefore, achieve the academic year 2013/2014 a rate of completion of secondary school education or through training of 85%.

The Program Educational Territories of Priority Intervention, which helps to prevent early exit from education and training and combat levels of educational failure, through organizational measures, adequacy of strategies to specific audiences and use of material and human resources to ensure the creating conditions that generate educational success

More School Success Program, supports schools in developing and implementing projects aimed at reducing retention rates and raise the level of success in primary and covered in 2009/2010, the beginning of its inception, about 12,000 students . The program's strategy of action: (i) the establishment and training of educational teams to support different groups of students, (ii) the provision of advisory services to support for pupils with special educational needs, (iii) the organization of flexible groups of students with specific intervention plans, recovery and development of learning, according to their level of knowledge, (iv) as well as the organization of training offers Additional

The reorganization of counseling services and vocational school.

The proposed reorganization is being designed and is expected that the new services are implemented in the academic year 2011/2012. It is intended to improve the quality of vocational and educational counseling , integrating approaches and resources, supplying gaps. This reorganization will also cover the entire population of New Opportunities Initiative, and it is truly deal of guidance services throughout life.

The use of instruments used in all primary schools for students at risk of retention namely:

- Recovery plans - designed within curricular activities and enrichment curriculum, developed at school or at their direction, to help ensure that students acquire the learning and skills enshrined in existing curricula of basic education;
- Monitoring plans - set of activities designed within curricular and enrichment curriculum, developed at school or under his direction, covering predominantly in the disciplines or subject areas in which students retained in the previous year did not acquire the essential skills, with view to preventing situations of repeated restraint.

The increase in the implementation and extension of Education and Training and Professional Courses that promote increased levels of schooling, as well as the transition to working life and employability;

The implementation and monitoring of groups with Route Alternative Curriculum Program and the Integrated Education and Training, and courses that have been differentiated to ensure young people with a history of failure and dropout, the possibility of redefining pathways to complete basic education and / or further study ;

Support for international students and / or migrant background through classes in Portuguese Language Not Maternal as well as actions Portuguese second language, offer for the adult population that works in the modality of Education Extra-School, replaced in 2010/2011 by a Modular Formation and also actions Portuguese for All, the program under initiative of the High Commissioner for Integration and Intercultural Dialogue.

The support under the Student Welfare, providing conditions for the frequency of different socio-economic contexts students and families with low incomes. In addition to the Student Welfare, offers scholarships to all students from families with less economic attending high school (already established in the academic year 2009/2010).

5.5.5.Compensation measures of early school leaving

During last years Portugal has implemented compensatory measures of early school leaving , some of them long range and with very positive results, including the following:

New Opportunities Initiative. Its two lines of intervention focused on jobs for youth and adults (a structure that vocationally oriented qualification for youth and another oriented adult population has not completed high school) are assumed as the central policy of extending schooling mandatory and recovery skills shortages. This initiative has allowed the diversification of educational and training offerings for young people especially at the level of secondary education by strengthening vocational education, but also the supply of education and training at the level of basic education. It is worth mentioning that almost met the target of 50% of students enrolled in secondary education attend vocational pathways.

Assuming it as an initiative of great success in Portugal, within the increased qualifications of the workforce, has enabled hundreds of thousands of youth and adults, in addition to the recognition, validation and certification of skills acquired in learning not formal and informal, return to the system of education and training, and further education, a true logic of lifelong learning

Creation of courses for Portuguese Speakers (adults) of Other Languages courses which succeeded the Portuguese for Foreigners. With the aim of developing proficiency among immigrants in Portuguese, seeking the exercise of full citizenship. In its genesis, is a concern to articulate national policies, namely the National Qualifications System and Plan for Immigrant Integration with Community measures, including the Common European Framework of Referene for Languages.

Created in 2010, the training program in basic skills, structured training units short listed in the National Qualifications Catalogue aims to acquisition by a significant number of adult basic skills of reading, writing , calculation and use of information technologies and communication pathways for entry into qualifying, contributing to the social integration of adults and increase their levels of

employability. Placement of students who had left the education system in training offers differentiated, particularly in Education and Training and Adult Formations Diversified.

5.5.6. Identification of best practices and ESL case studies

Empresários Pela Inclusão Social: This project works with students from 12 to 18 years, with low school performance and/or track record of school failure and of dropout risk. In Portugal, in these levels of education, about 30% of students have risk of failure at the end of school year. School failure national rate varies between 14% and 20% in these levels of education (3rd cycle).

In order to motivate those students EPIS developed a method based on two steps: (1) risk screening of students and risk clustering based in four categories – student, family, school and social context – and (2) empowering methodology and customized plans implemented by a fully dedicated mediator that has a portfolio of up to 60-80 students. With these procedures in place, objective and quasi-exhaustive criteria apply to the selection of students in risk and adequate time and intensity of intervention by the mediator allow quantitative and qualitative improvements, measured on an individual and portfolio basis.

Programa Escolhas (Choices Program): This programme works with children and young people between 6 and 18 years, from the most vulnerable socio-economic contexts and focuses special attention on training and empowerment of young people, seeking their recipients be actively involved in the activities promoted by the project choices, so that they take ownership of the dynamics initiated and can complement and pursue actions in the future, seeking to ensure the sustainability of the actions in the territory.

The Choices Program creates the position of dynamic community, young drawn from a community that integrated in technical teams of the choices projects, for his positive leadership profile is constituted as a reference model, and contributes, through its close connection to the land, to mobilization of children, youth and the community in general.

Fénix Program: This experience is part of the Program “More School Success”, which aims to support the development of projects for the prevention and combating school failure in basic school, more than a hundred groups / schools across the country, launched by the Ministry of Education in the school year 2009/2010. Phoenix model began with 46 schools in school year 2009/2010 and rose to 43 in the school year 2011/2012.

TurmaMais Program: This experience is also part of the Program “More School Success”, which aims to support the development of projects for the prevention and combating school failure in basic school, more than a hundred groups / schools across the country, launched by the Ministry of Education, in the school year 2009/2010. It lies in the assumption that the school has room to maneuver in the organizational sphere, particularly in the setting of criteria for recognition of internal groupings of students and the use of combinatorial generating new dynamics and enhancer of significant improvements of school results

Education and training courses for young people: The Education and Training courses aim to provide young people aged above 15 years and below 23 years, who have left or are at risk of leaving the regular education system with a set of differentiated offers that allow the completion of compulsory schooling and secondary education and professional qualifications, duly certified. So given the large number of school dropouts and transition to active life, the courses of education and training for young people aimed at the recovery of qualification, academic and professional deficits of these public through the acquisition of technical, social and relational skills, which allow them to join a labor market increasingly demanding and competitive

Apprenticeship courses: The Apprenticeship courses are oriented to young people who have, cumulatively, the following conditions: age below 25 years, 3rd. Cycle of basic education or equivalent or more than 3rd cycle of basic education or equivalent, without completing secondary education or equivalent

Vocational education training courses (VET courses): Those courses are oriented to young people with the 9th full year wishing to join the labor market and / or higher education in privileged conditions. These courses give the 12th grade and Professional Certificate Level IV .

Educational Territories of Priority Intervention (TEIP): This project is oriented to children and young people in risk of exclusion encouraging ownership by the communities - most affected by educational school problems such as violence, indiscipline, neglect, school failure, dropout and child labor – with tools and resources that enable them to gather efforts to create inside build schools and surrounding territories conditions generating school and educational success of students

5.6. Conclusion

Early school leaving is a complex phenomenon that involves the relationship between the school, family and labor market as key variables, all competitors in determining the characteristics of the phenomenon of the family are very important to understand the decisions and attitudes of young people, both in about school or about the labor market. The family environment can influence and determine a situation of early leavers from education. The family has thus a great influence on the decision of their children or to continue their studies and not their precarious socio-economic conditions lead many of our young people to enter the labor market prematurely

The school is also responsible for many cases dropout because it cannot keep young people entered the school system. The school cannot also motivate students to study, because they can not grasp the individual needs of a student. The school tends to exclude students who do not fit your uniform and monolithic. In the education system there are inequalities that schools can not fight, many of which are responsible for the bad success and hence the removal of youth from schools

Thus, taking into account the various factors that underlie the ESL have developed several measures that seek tackle the problem in its various facets (mentioned above) covering all sectors and by having preferentially target audience:

- Schools or groups of schools with high numbers of students at risk of social exclusion and school;
- Students diagnosed as having difficulties in learning and / or at risk of retention;
- Pupils with special educational needs;
- Pupils from socio economic backgrounds and students at risk of social exclusion and school;
- Young people at risk of failing to meet the compulsory education;
- Young people who have left the education system early and are over the age of compulsory schooling.

In conclusion, the strategy developed to address low levels of qualification of the Portuguese population targeted at the secondary level, is closely linked with the fight against early school leaving and is consolidated: the diversification and flexibility of the offer, in the generalization and Dissemination of the System for the Recognition, Validation and Certification of Competencies in integrated network of public and private entities formative directed at target groups and skills in implementing the approach of LLL preventive measures aimed at tackling ESL even before this occurs. They are usually more advantageous in terms of cost than the reintegration measures.

-Example: increasing recognition of the importance of education and care in Early Childhood (ECEC) in the framework of the fight against ESL.

- Alternatives to traditional curriculum. However, new skills and new curricula must be accepted by the community and should offer viable routes for progression studies

Bibliography and references:

Instituto de Emprego e Formação Profissional (IEFP), Relatórios sobre Medidas e Programas de Emprego

Instituto Nacional de Estatística (INE) and Banco de Portugal, National Accounts

Instituto Nacional de Estatística (INE), Inquérito ao Emprego

M. C. Taborda Simões, A. Castro Fonseca, M. D. Formosinho, M. L. Vale Dias & M. C. Lopes, 2008, Abandono escolar precoce: Dados de uma investigação empírica, Revista Portuguesa de Pedagogia, 42-1

Ministério da Educação e Ciência, Estatísticas da Educação 2011

OECD, Education at a glance, 2011

Portugal, 2011, Educação e Formação 2020: Relatório Nacional de Progresso – 2011

6. What tools are used to reach the YP through this good practice?

.

7. How did you evaluate the Good Practice initiative and what were the lessons learned?

8. Sources and additional information

