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Glossary

Academia de Formação ATEC – Private training Academy (ATEC)

Ação Social Escolar – School Social Action (ASE)

Acordo de Política de Formação Profissional – Professional Training Policy Agreement

Agência para a Competitividade e Inovação – Agency for Competitiveness and Innovation, (IAPMEI)

Agência Nacional para a Qualificação e Ensino Profissional – National Agency for Qualifications and Vocational Education and Training (ANQEP)

Associação Nacional de Escolas Profissionais – ANESPO

Associação dos Industriais Metalúrgicos, Metalomecânicos e Afins de Portugal – The Association of Metallurgical, Metalworking and Related Industries (AIMMAP)

Associação Portuguesa das Empresas do Sector Elétrico e Eletrónico – de Portuguese Association of Electrical and Electronics Companies (ANIMEE)

Câmara de Comércio e Indústria Luso-Alemã – German-Portuguese Chamber of Commerce and Industry

Câmara do Comércio e Indústria Portuguesa – Chamber of Commerce and Industry.

Catálogo Nacional de Qualificações – National Catalogue for Qualifications (CNQ)

Centro Europeu para o Desenvolvimento da Formação Profissional – European Centre for the Development of Vocational Training (CEDEFOP)

Classificação Nacional de Áreas de Educação e Formação – National Classification of Education and Training Areas (CNAEF)

Comissão Parlamentar de Educação e Ciência – Parliament Commission on Education and Science

Comissão Permanente de Concertação Social – Permanent Commission for Social Concertation (CPCS)

Comissão de Regulação do Acesso às Profissões – Commission for the Regulation of Access to Professions (CRAP)

Confederação Empresarial de Portugal – Business Confederation (CIP)

Confederação dos Agricultores de Portugal – Confederation of Agriculture (CAP)

Confederação do Comércio e Serviços de Portugal – Confederation of Commerce and Services of Portugal (CCP)

Confederação Geral dos Trabalhadores Portugueses – General Confederation of the Portuguese Workers – (CGTP-In)

Confederação Nacional de Educação e Formação – National Education and Training Confederation (CNEF)

Confederação de Turismo de Portugal – Portuguese Tourism Confederation (CTP)

Conselho Nacional de Educação – National Council of Education (CNE)

Conselho Pedagógico – Pedagogical Council

Conselhos Sectoriais para a Qualificação – Sectoral Councils for Qualifications (CSQ)

Contrato de Formação – Contract of Commitment to the training programme

Curso de Educação e Formação – Education and Training Courses (CEF)

Cursos de Especialização Tecnológica – Technological Specialisation Courses (CET)

Cursos Técnicos Superiores Profissionais – Vocational Higher Technical courses (CTeSP)

Cursos Profissionais de nível II – Vocational courses

Cursos Profissionais de nível IV – Professional (Vocational) courses level IV

Cursos Vocacionais de Ensino Básico – German-inspired Dual VET

Cursos Vocacionais de Ensino Secundário – German-inspired Dual VET

Direção Geral de Educação – General-Direction of Education (DGE)

Direção Geral dos Estabelecimentos Escolares – Directorate General of the Establishments (DGEstE)

Diploma de Técnico Superior Principal – Diploma of Higher Education Vocational Technician (ISCED 5).

Educação e Formação Inicial – Initial Vocational Education and Training (IVET)

Educação e Formação Vocacional – Vocational Education and Training (VET)

Federação Nacional dos Professores – National Federation of Teachers (FENPROF)

Federação Nacional da Educação – National Federation of Education (FNE)

Fundo Social Europeu – European Social Fund (FSE)

Gabinete de Estatísticas da União Europeia – Eurostat

Inspeção Geral de Educação – General Inspections of Education (IGEC)

Inspeção Geral do trabalho – General Inspections of Labour (IGT)

Instituto de Emprego e Formação Profissional – Institute for Employment and Vocational Training (IEFP)

Instituto Nacional de Estatística – National Statistics Institute (INE)

Ministério da Agricultura, Florestas e Desenvolvimento Rural – Ministry and Agriculture, Rural Development

Ministério da Ciência, Tecnologia e Ensino Superior – Ministry of Science, Technology and Higher Education

Ministério da Economia – Ministry of Economy

Ministério da Educação – Ministry of Education

Ministério do Trabalho, Solidariedade e Segurança Social – Ministry of Labour and Social Security

Monitor da Educação e Formação – Monitor

Organização para a Cooperação e Desenvolvimento Económico – Organisation for Economic Co-operation and Development (OECD)

Organização das Nações Unidas para a Educação e Ciência – United Nations, Educational, Scientific and Cultural Organisations (UNESCO)

Perfil do Aluno à Saída da Escolaridade Obrigatória – ‘Profile of the Student Leaving Compulsory School’

Programa Operacional Capital Humano – Operational Programme for Human Capital (POCH)

Programa Nacional de Promoção do Sucesso Escolar – National Programme for the Promotion of School Success (PNPSE)

Programa das Nações Unidas para o Desenvolvimento – United Nations Development Programme (UNDP)

Quadro Nacional de Qualificações – National Qualifications Framework (QNQ)

Rede Europeia sobre Educação – Eurydice

Sistema Nacional de Qualificações – National Qualifications System (SNQ)

Sistema Nacional de Antecipação das Qualificações – National Qualification Anticipation System (SANQ)

Sistema de Aprendizagem – Apprenticeship System

Terceiro ciclo do Ensino Básico – 3rd cycle of basic education – Lower secondary education

Turismo de Portugal – Tourism of Portugal

União Europeia – European Union (EU)

União Geral de Trabalhadores – General Union of Workers (UGT)

Identification of Qualifications Needs in Enterprises (*Identificação das Necessidades de Qualificação nas Empresas* – IINQE).¹

¹ In March 2020, the National Statistics Institute (INE) together with ANQEP and the Directorate-General for Education and Science Statistics (DGEEC) promoted the Survey on the Identification of Qualification Needs in Enterprises (IINQE): <https://webinq.ine.pt/public/pages/queryinfo.aspx?id=IINQE>

1 State of the art of scientific literature on Dual VET systems

1.1 The evolution of the Dual VET system

Dual VET in Portugal is strongly consolidated as the Apprenticeship System (Sistema de Aprendizagem). The Apprenticeship System has been mainly developed by applying the Dual VET model in a workplace context, and it is regulated and supervised by the Ministry of Labour as defined by the Decree-Law 102/84 of 29 March 1984 through the Institute of Employment and Vocational Training (Instituto de Emprego e Formação Profissional – IEFP).

As stated in the introduction of this Decree-Law, before the 1980s, thousands of young people used to leave the formal education system without compulsory education, and almost always without any professional training. Thus, there was a need to institutionalise a learning system with the fundamental objective of ensuring the transition of young people from the education system to the world of work, while respecting their vocation and ability. The Apprenticeship System was regionalised and centrally coordinated by the Ministry of Labour through the national and regional apprenticeship commissions. These commissions had a tripartite composition involving: The Ministries of Labour, Education, Internal Affairs and Economy, two representatives of trade unions, and two representatives of employers' confederations. This new regime also defined that vocational training in the learning context had to be organised in such a way that a professional qualification had to be associated with the acquisition of skills, which implies school progression and reinforces the relationship between education and training.

The Apprenticeship legislation was followed by the Professional Training Policy Agreement signed in 1991 by the members of the Permanent Commission for Social Concertation (Comissão Permanente de Concertação Social – CPCS). This Commission comprises members of the government and Ministries, two main confederations of trade unions and four employer confederations.

The 1991 Agreement led to the adoption of legislation² that established the framework for continuous vocational training, making a distinction between 'initial' vocational training inserted in the educational system and 'continuous' vocational training inserted in the labour market.

In 2012 and 2013, German-inspired Dual VET courses³ were introduced in the Portuguese education system. These courses were regulated and supervised by the Ministry of Education, in line with the recommended guidelines from international organisations such as OECD, UNESCO and, particularly, the European Union (EU).

Importantly, the Berlin Ministerial Conference that took place in December 2012,⁴ the subsequent signing of the Berlin Memorandum in 2012⁵ and the Council Declaration on Apprenticeships in 2013,⁶

² Decree-Law 405/91, of 16th October that established the legal framework for vocational training inserted in the labour market.

³ These courses are named Vocational Courses for lower and upper secondary education.

⁴ Memorandum on Cooperation in VET in Europe: Vocational Education and Training in Europe: perspectives for the young generation, Berlin 10-11 December 2012.

⁵ Germany (Leading partner), Spain, Greece, Italy, Latvia and Slovakia: <https://www.cedefop.europa.eu/en/news-and-press/news/germany-2012-berlin-memorandum-cooperation-vet-europe-brings-positive-outcome>

⁶ Council Declaration; European Alliance for Apprenticeship: Council meeting Employment, Social Policy, Health and Consumer affairs, Luxembourg, October 2013, Council of The European Union: <https://www.cedefop.europa.eu/en/news-and-press/news/council-declaration-european-alliance-apprenticeships>

all gave rise to the introduction of the German-inspired Dual VET programme in the education system in Portugal⁷. The Council Declaration for Apprenticeships emphasised the need to reform education and training systems in cooperation with social partners and other stakeholders.

In 2012 the German-inspired Dual VET programme was introduced in lower secondary education (ISCED 2) starting as a pilot experiment. Later, in 2013, it was extended to upper secondary education (ISCED 3). The main aim of the Ministry of Education with the creation of this programme was ‘to offer better conditions for the success of the extension of compulsory education, by providing a more diversified offer adapted to students, with the main objective of reducing school dropouts, and to achieve school success adding a more practical and professional development to a better preparation and integration of these students in the labour market, while allowing their studies to continue’ (Ordinance 341/2015).⁸

One of the main characteristics of the German-inspired Dual VET in the Portuguese education system was its mandatory nature, which obliged public schools to sign agreements with local companies on creating good conditions for the development of skills mainly through simulated practices for lower secondary education students and through internships in the form of work-based training for upper secondary students. Another characteristic of this programme was the requirement of a minimum of 800 hours of work context training compared to 400 hours in the other VET programmes. For lower secondary education, these courses corresponded to ISCED 2 but did not provide professional certification from the National Qualifications Framework (Quadro Nacional de Qualificações – QNQ). For upper secondary education, German-inspired Dual VET courses corresponded to ISCED 3 and provided level IV – QNQ professional certification.

An evaluation of the German-inspired Dual VET programme was conducted by the General-Direction of Education in 2015. The evaluation study concluded that the programme was a success, not only in terms of the number of students having attended the different courses, but also regarding the number of companies that signed the protocols with both VET schools and regular public schools with VET (DGE/MEC, 2015).

However, in 2016, this German-inspired Dual VET programme was discontinued following a new Diploma (Decree-Law 17/2016 of 4 April⁹) that established the overall framework for the organisation and management of the curriculum in basic (primary) and secondary education. This Diploma ended German-inspired Dual VET courses established previously (Diploma 139/2012 of 5 July: Article 5) without a replacement.

Although there is a private training academy (Academia de Formação – ATEC), providing Dual VET courses, which is a project conceived and promoted by Volkswagen Autoeuropa, Siemens, Bosch Termotechnology and the German-Portuguese Chamber of Commerce and Industry. However, the national programme closest to the concept of Dual VET is the Apprenticeship System regulated by the Ministry of Labour.

1.2 Scientific debate

⁷ Ordinances 292-A/2012 of 26 September for lower secondary VET and 276/2013 of 23 August for upper secondary VET.

⁸ Through this Ordinance 341/2015 of 9 October, Dual VET for lower and secondary education was integrated in the education system after the completion of the pilot experiment: <https://dre.pt/home/-/dre/70497208/details/maximized>

⁹ National Official Journal 65/2016, series I, 2016-04-04, in force since the 5th of April

VET literature in Portugal mostly consists of scientific and academic publications from PhD theses and masters dissertations, articles in national social sciences and education journals, national conference papers, and reports submitted to European and international organisations related to the state of the art and the evolution of vocational training (Eurydice, Monitor, CEDEFOP, Eurostat, OCDE, World Bank, UNESCO and United Nations Development Programme – PNUD). A significant part of the literature comes from non-peer review studies and reports developed in research centres about alternating vocational and education policies. The main categories of subjects addressed in publications on VET have been the following:

Subject: Historical context of educational policies and reforms
Content: The studies address a range of issues: the historical context of technical training (VET) before and after Portuguese integration in the European Union; the impact of European education policies not only on the education system but also on VET measures and programmes, and the socioeconomic context; and social expectations induced by or resulting from different reforms and VET programmes. Most of these studies address the call for an increase in the qualification of the labour force in the country and improvement in students' transition to the labour market whereby the probability of unemployment is reduced (due to the work-based nature of VET programmes); alongside reflections on the inequalities that these educational reforms may enhance even taking into account their contribution to reducing school dropouts. The introduction of VET in public schools in 2004 has also been analysed in these studies in terms of their impacts on schools' learning methodologies and partnerships management. Some of the studies have made a comparison with the private network of VET schools and the way this network contributed with innovative practices of learning which equipped students with skills required by the labour market and thus contributing to qualified employment. This analytical context and policy framing characterise most of these studies.
References: Three main authors of reference: Grácio, 1986, 1998; Antunes 1998, 2005; Azevedo, 1987, 1999. More recent studies and reflections addressing the historical framework of VET in Portugal as well as the social expectations and/or inequalities: Martins & Cerqueira, 2011; Azevedo, 2014; Martins & Martins, 2016; Antunes, 2019.

Subject: Governance and changes in the education system
Content: The main Governance are mostly located within 'new' institutional arrangements leading to the decentralisation of decision-making (delegation and transfer of competencies) and the strengthening of frameworks of autonomy for different stakeholders, where those stakeholders are called upon to adopt more a participatory management and administration approaches. In these studies, the authors identify the prevalence of certain economic perspectives in the formulation of educational policies where VET programmes are required to take a market-oriented approach which brings out a new vocational tendencies as well as new regulatory arrangements and partnerships.

References: Stoer, Stoleroff & Correia, 1990; Martins, J., 2007; Reis, 2009; Teodoro, 2010, 2011; Peliz, 2014.

Other: OECD, 2020

Subject: Methodology to plan VET offer

Content: These types of studies have identified the main training offers, the local context, economic development and constraints, taking into consideration the expectations of different actors and the institutional arrangements/regulatory instruments involved. The definition of the training offer for VET has been recently regulated by the National Agency for Qualifications and Vocational Education and Training (Agência Nacional para a Qualificação e o Ensino Profissional – ANQEP) through a methodology of priority areas of qualifications defined annually for each territorial unit (Sistema de Antecipação de Necessidades de Qualificação – SANQ). More recent studies address the impact this methodology has had on the commitment of municipalities and intermunicipal communities to develop vocational education in their territories. That is bringing the VET training areas closer to defined economic development requirements, helps these municipal and intermunicipal actors fulfil objectives for the qualification of the population established in their municipal strategic plans.

References: Martins; Pardal & Dias 2005; Reis, 2009; Peliz, 2013, 2014; Tavares & Marques 2014; Azevedo, 2014b; Santos, et al., 2017; Santos et al., 2017; Presa & Alves 2020.

Other: EDULOG 2019.

Subject: The social background and characteristics of VET students

Content: These studies, although not new in international and national evaluations of the education systems, are being oriented towards understanding the reasons why VET in Portugal is considered a second choice and not a recognised or a valued path for regular students. A central point of this debate is that there is a prevailing perception that VET is mainly chosen by students coming from families with disadvantaged socioeconomic backgrounds. This perception, together with the idea of weak social relevance of the functions for which these students are being prepared for the labour market, have contributed somehow to the devaluation of VET. Most of these studies address the impact of the students' socioeconomic background on their reasoning towards education paths and choices.

References: Alves, 2007; Nóvoas, 2012; Pacheco, 2014; Duarte, 2014; Silva, 2014; Margiotta, Vitale & Santos, 2014; Azevedo, 2014; Justino, D; Santos, R, 2017; Comenda, 2017.

Other: DGEEC, 2014, 2018

Subject: Early leaving from education and training
Content: These studies address the main causes of people dropping out school dropouts and the contributions of different educational policies and programmes to tackle this issue, and issue that in turn is linked to unemployment, social exclusion, and poverty. Some of these studies address the perspectives of students, families and teachers, as well as the programmes and strategies that schools have put in place to solve the problem of exclusion and underachievement.
References: Cunha, 2010; Silva, 2013; Azevedo, 2014; Margiotta, Vitale & Santos, 2014. Esteves, 2016, Correia. 2016; Comenda 2017; Adro, 2017. Other: CEDEFOP, 2013, 2016; DGEEC, 2020

Subject: Results and perceptions of the German-inspired Dual VET
Content: Some of the issues addressed by these types of studies are focused on analysing the results of the ‘Dual VET experiment’ and/or its failure, framing the analysis in a comparative context with the German model of Dual VET addressing the constraints of public schools in combining school-based training with 50% of work-based training as required by the German-inspired Dual VET model. Significantly, other publications present analysis on the different perceptions that students and teachers had about the programme, concluding that this programme was much more accepted by the students and the families than by the teachers. Technical reports on the evaluation and monitoring of German-inspired Dual VET have been published by governmental entities.
References: Pereira, 2012; Dias et al., 2017; Pinto et al., 2020. Other: DGE/MEC, 2015; DGEEC, 2015.

A characteristic of many VET studies in Portugal is that the subjects are significantly intertwined. In fact, the authors simultaneously address several analytical angles: from the political, social and economic context of the educational reforms to the driving forces (i.e. economic, social and educational dropouts and underachievement) that led to the implementation of some programmes, whether VET or other types of programmes.

Furthermore, the VET system is largely addressed in these studies within the framework of economic and social transformations that strengthen the logic of economic catch up (and international convergence) defined as part of the role of education. These historical frameworks are presented in most of the studies. The argument for skills to be tailored to the labour market also prevails as does the analysis of the contribution of VET programmes to the reduction of school dropouts and unemployment.

In the past decade, the percentage of men and women between the ages of 18 and 24 that left school without completing upper secondary school has dropped 17.7 percentage points having recorded only

10.6% of dropouts in 2019 (Pordata, 2020¹⁰). The contribution of VET to the decrease in school dropouts happened in the upper secondary level of education (ISCED 3).

School retention and dropout rates in upper secondary school-based VET in Portugal were 10.1% in the school year 2018–2019, but 21.6% of students were retained in the third year of the programme's study cycle (DGEEC, 2019)¹¹. In addition, VET programmes at non-higher education level, whether school-based or work-based, have been losing students since 2015 (see Chapter 3). Researchers confirm that VET presents positive and statistically significant impacts associated with transition, conclusion and performance in the labour market, but statistically negative significant impacts on dropouts and access to higher education (DGEEC, 2019).

A significant feature of the Portuguese scientific literature on VET is the absence of specific or clear reference to the role of social partners in the governance of VET systems. The subject of Dual VET governance has not been prominent in recent national scientific debates. Although, several studies have addressed the subject of governance recognising the social and educational innovation introduced by VET, in bringing up joint regulation where the State articulates policies and initiatives with various economic organisations and social institutions.

In some VET studies, the suitability of training areas to the labour market through analysis of the qualifications needs of the local and regional economy is emphasised as a strategy to promote quality VET, and thus the value of it. The argument presented is that: this skills suitability allows for a greater alignment between the mid-level training offer and the employers' demand for qualifications thereby allowing for the construction of a short- and medium-term strategic vision for investment in human capital. However, in some of these studies the argument for bringing training provision closer to the local and regional labour market is considered to fall flat because: on the one hand, basing regulatory instruments on the local training offer has the consequence of delinking from adjustment mechanisms resulting from market changes; on the other hand, listening to only one interested party to anticipate the qualification needs of a local economy can lead to potential school failures, because these analyses do not take into account students' vocations, and professional and personal life projects (Reis, 2009; Peliz, 2013, 2014)

There are not many recent studies on the Apprenticeship System, despite three studies from 2010 that respectively refer to: the relevance of on-job or work-based training to the social integration of students in the labour market (Alhandra, 2010); the possible effects of Apprenticeship courses on the promotion of social justice and its stigma (Doroftei, 2020), and the legislative measures that contributed to clarifying the institutional framework of initial and continuous VET, given that until 1991 the system lacked clarification on the roles to be played by each educational and training actor (Torres, Leonor Lima & Araújo, Marcelo (2010). In the third study the authors examine this institutional framework and the nature of each existing VET programme, reaching the conclusion that Apprenticeship courses constitute a real alternative to initial dual certified training for young people and not only 'more of the same'.

As for the German-inspired Dual VET, although the programme ended four years ago, most of the authors referred to above (Pereira, 2012; Dias et al., 2017; Pinto et al., 2020), reached conclusions

¹⁰ Pordata: Taxa de abandono precoce de educação e formação, 2020: <https://www.pordata.pt/Portugal/Taxa+de+abandono+precoce+de+educa%C3%A7%C3%A3o+e+forma%C3%A7%C3%A3o+total+e+por+sexo-433>

¹¹ DGEEC: Statistics of Education 2019: Conclusion, retention and dropout. <https://www.dgeec.mec.pt/np4/96/>

similar to those studies on policies and programmes tackling early school leaving. That is, that students' and families' acceptance of the German-inspired Dual VET programme was higher than that of the teachers.

Lastly, not many authors address future strategies for VET. Those that do, tend to focus on the learner-centred approach and the acquisitions of new skills (soft skills) through the adoption of learning methodologies based in Project Based Learning as a result of multidisciplinary work (Azevedo, 2017). These methodologies predominate in the practice of the private network of VET schools. However, as pointed out by Azevedo (2017), the methodologies should also be enhanced with more multidisciplinary work in all learning contexts to motivate students for learning and the improvement of skills. Through extensive work on education and, in particular, on vocational education, Azevedo (2004) has emphasised that VET continues to be a relatively undervalued form of secondary education, not only in school but also socially and even in business.

2 Policy debates

2.1 Policy debate

Policy debate on Dual VET was already underway by the time German-inspired Dual VET courses were established in the education system in 2012. Before that, policy debate was mainly concerned with the need to improve qualifications of the population through the implementation of VET programmes in the education and training systems – in line with the European Community guidelines for the modernisation of European education systems.

The central policy debate throughout 2000–2010¹² was the overcoming of the structural skills gap of students at the secondary level of education (mainly upper secondary ISCED 3, where VET solutions could provide a minimum reference qualification), as well as the skills deficit of the Portuguese population as a whole. This debate continued for the policies that followed after the 2000–2010 period.¹³

In the next decade 2010–2020, debates continued on policies related to the qualifications of the population. However, above all, debates were concerned with the early school leaving rates, unemployment and particularly, youth unemployment, which led to the emigration of many young people¹⁴ due to the severe economic context of the country, along debates on the policies to improve employment. These issues required that skills be adjusted to labour market needs through the implementation of measures that both: enhance the skills of students and workers; and implemented employment policies and programmes such as the German-inspired Dual VET in the education system, in line with the Memorandum of Berlin and the essential learning programmes(s) of the European Apprenticeship Alliance.

¹² https://www.iefp.pt/documents/10181/702849/FOMAR_58.pdf/ccf57547-c7a3-4c47-b89a-603e481a4659

¹³ The main policy was the extension of VET to the network of public schools in 2004 given the fact that VET was provided mainly by the private network of VET schools and by the Apprenticeship system.

¹⁴ Total emigration of people between 2011 and 2014 increased 33,3%.: <http://observatorioemigracao.pt/np4/1315/>

The draft legislative proposal for the creation of the German-inspired Dual VET courses in the education system was thoroughly discussed in the Parliament¹⁵ where different political parties called for an evaluation of the programme to better understand its contribution for the improvement of school success, emphasising concerns about age group which the programme was designed to.

Another platform of discussion took place in the National Council of Education (Conselho Nacional de Educação – CNE).¹⁶ This Council issued a technical opinion on the subject (CNE, 2014), supported by a technical report on Dual VET in Portugal after holding hearings with public and private VET schools, companies, employers' associations and confederations, training centres and academies, namely the ATEC, two main trade unions sectoral federations – the National Federation of Education (Federação Nacional da Educação – FNE)¹⁷ and the National Federation of Teachers (Federação Nacional dos Professores – FENPROF),¹⁸ the Confederation of Employers (Confederação Empresarial de Portugal – CIP), the IEFP and the ANQEP (CNE, 2014a).¹⁹

Several main issues were debated in the National Council of Education during these public hearings. First, that the reinforcement of the link between schools and entities outside the school (companies, municipalities, cooperatives, organisations of workers, and research centres), to ensure school success, could not be accepted to the detriment of the scientific and cultural component of education, considered highly necessary for the qualification of pupils and their adaptation to the variability of the labour market conditions. Second, the level of qualification awarded after completion of a lower secondary (ISCED 2) German-inspired Dual VET did not award a qualification level from QNQ, hence there was no resulting professional certification. As for the upper secondary (ISCED 3) German-inspired Dual VET a level IV qualification from the QNQ, was awarded, meaning a professional certification and a diploma. Controversially, this programme provided a study cycle of only two and a half years, against the three-year cycle of the other level IV VET programmes (ISCED 3), corresponding to less than three years of education and training in upper secondary education cycle, and therefore the twelve years of compulsory schooling were not fulfilled (CEN, 2014:5).

Social partners (employee and employer confederations) and stakeholders directly related to the education system did participate in the debate on Dual VET but only through the intervention of the Association of private VET schools (Associação Nacional de Escolas Profissionais – ANESPO). Both trade unions and employee associations are members of ANESPO through the VET schools they hold or in which they participate as partners. ANESPO is represented in the National Council of Education and its representative is one of the Council's advisors that took part in the debate on the draft legislative proposal for the creation of Dual VET courses. In this debate, the ANESPO representative expressed

¹⁵ <https://debates.parlamento.pt/catalogo/r3/dar/01/12/02/091/2013-05-17?sft=true&pPeriodo=r3&pPublicacao=dar&pSerie=01&pLegis=12&deputado=4066#p7>

¹⁶ The National Education Council is an independent entity with advisory functions of the Ministry that aims to seek consensus on education policy. It has the representation of several entities, organizations, institutions and trade unions (e.g. the National Federation of Education, the National Federation of Teacher, the National Council for Youth, the Association of Private VET Schools, the Council of Universities' Rectors, the Coordinating Council for Polytechnic, among others).

¹⁷ The FNE bases its intervention on the principles of democratic trade unionism advocated by the International Trade Union Confederation (ITUC) and the General Workers' Union (UGT), as well as by the International Education Organisation (IE and IE-CSEE).

¹⁸ FENPROF has seven associated teachers' unions and is assigned to the General Confederation of Portuguese Workers – National Inter-union (CGTP-IN).

¹⁹ Recordings of the hearings can be obtained from the CNE secretariat through cnedu@cnedu.pt

concerns about the Dual VET programme's compliance with compulsory education as well as the age of the students for whom it is intended (CNE, 2014).

Later, the discontinuation of German-inspired Dual VET became subject of public debate. The Council of Schools (Conselho das Escolas)²⁰ issued an opinion²¹ stating that the programme devalued lower secondary students (ISCED 2), due to the lack of correspondence with the qualification level framework in the European System of Qualifications, and thus in the QNQ.

In addition, FENPROF issued an opinion in 2013 on the instrumentalisation of VET programmes stating that:

‘VET paths should be thought of in themselves and not according to their instrumentalisation in combatting school dropouts rates and failure at school, because this irretrievably distances those who might even have an interest in vocational education but fear the stigma that this type of education has been subjected to, largely due to policies and measures of the last governments, which have turned vocational training into some kind of alternative B curriculum in relation to regular education.’²²

The mainstream media participated in the policy debate, questioning if the objectives of the programme were really designed to improve students' school success or to 'clean up' statistics of underachievement rates registered in mainstream education paths.²³ Furthermore, the media considered this discontinuation as a way for teachers 'solve' the problem of learning difficulties and underachievement of basic level students (ISCED 2), by simply referring them to VET programmes in general.²⁴

The scientific community has been contributing to the debate mainly in relation to VET, and not only with studies related to the structure of the curricula and the inclusion of essential learning policies applied to general education and VET courses, but also with data related to the socioeconomic background of students that choose VET and the impact of these conditions on early school leaving (Chapter 1). This debate took place in the wake of the European Alliance for Apprenticeship and the European New Skills Agenda. As a result, Portugal launched the National Programme for the Promotion of School Success (Programa Nacional de Promoção do Sucesso Escolar – PNPSE), and the 'Profile of the Student Leaving Compulsory School'²⁵ (Order 6478/2017 of 26 July). Later on, in 2020, essential learning policies for the socio-cultural and scientific component have been introduced in the VET curricula²⁶ as well.

2.2 Drivers

²⁰ The Council of Schools, which is an advisory entity to the Ministry of Education representing the network of public education establishments with regard to the definition of policies relevant to pre-schooling, primary and secondary education.

²¹ Project of Opinion 3/2017 on the new model of curricula of primary and secondary education: Council of Schools 2017: http://www.cescolas.pt/wp-content/uploads/2017/09/Parecer_03_2017_Altera_Modelo_Org_Curricular.pdf

²² FENPROF: Valuing and dignifying vocational and professional teaching
<https://www.fenprof.pt/11CONGRESSO/?aba=83&mid=226&cat=460&doc=7424>

²³ <https://expresso.pt/sociedade/cursos-vocacionais-combater-insucesso-ou-limpar-estatisticas=f918605>;
<https://expresso.pt/actualidade/governo-prepara-novos-cursos-de-ensino-vocacional=f749639>;

<https://expresso.pt/actualidade/metade-dos-alunos-vai-poder-frequentar-cursos-profissionalizantes=f526001>

²⁴ <https://www.publico.pt/2017/11/12/sociedade/noticia/cursos-vocacionais-nao-vao-deixar-rasto-nem-mesmo-na-lei-1792173>; <https://observador.pt/opiniao/o-triste-fim-anunciado-do-ensino-vocacional/>

²⁵ Perfil dos Alunos à Saída da Escolaridade Obrigatória:
https://dge.mec.pt/sites/default/files/Curriculo/Projeto_Autonomia_e_Flexibilidade/perfil_dos_alunos.pdf

²⁶ Law 7414/2020 published in the National Official Journal 143/2020, Série II de 2020-07-24

Based on the policy debate, what are the main drivers that determine the development of Dual VET systems

As stated above, the Apprenticeship System was created to solve the high levels of students that in the 80s and 90s left the formal education system without completing compulsory education and without any vocational training or qualification (thus the high levels of unskilled employment).

Although the dropout rates have decreased throughout the years, particularly since 2004, these rates have been decreasing more slowly than envisaged by the education and training policies. The political context, national (and international), to tackle these issues of early leavers (and also the qualification of the population), was always present and central in policy debates. The creation of the German-inspired Dual VET in the education system in 2012 follows the formulation of these national dropout targets and school success objectives.

The positive evolution of dropout rates that Portugal registered in 2019 (10,6%) is more related to policies undertaken in the country since in 2016 under the PNPSE then with VET programmes or policies. PNPSE is based, mainly, in measures focused on the student profile on leaving compulsory education, developing essential learnings to improve skills and competencies of each student providing them with learning skills that support their school achievements.

Schools must apply the guidelines of PNPSE before referring students (particularly students from basic and lower secondary education – ISCED 2) to VET programmes. Under this heading is a concern shared by the EU regarding the need to provide school and vocational guidance through the strengthening of vocational guidance services (Serviços de Psicologia e Orientação – SPO).

Statistics have shown that VET programmes for lower secondary education (3rd cycle of basic education- ISCED 2) have been registering high rates of school dropouts in VET programmes since 2016; between 20% to 40% of students enrolled in VET programmes have left school (dropped out). German-inspired Dual VET registered a rate of 23% of dropouts and only 41% of students enrolled in this programme concluded the cycle of studies/programme.

These statistical data warned of what might be the failure of the German-inspired Dual VET programme in the education system, leading to a debate that led to its discontinuation.

As for upper secondary education (ISCED 3), school dropout rates from VET programmes have been lower. Between 15% to 17% of upper secondary students in the school year 2015–2016 were early leavers. The rates of students that do not conclude the three-year cycle of a VET programme has been decreasing since the school year 2014–2015: from 27% in 2014–2015 to 22% in 2016–2017 (DGECC – Statistics of Education, 2018–2019²⁷).

Policy debates consider that VET programmes at the upper secondary level of education have contributed to the improvement of schooling rates (particularly since their extension to the network of public schools, as well as improving the levels of qualified employment.

3 Relevance of Dual VET system

(1000 words max.)

²⁷ <https://www.dgecc.mec.pt/np4/96/>

3.1 Number of Dual VET systems programmes in your country

Presently, Dual VET in Portugal takes place under the Apprenticeship System. The German-inspired Dual VET in the education system took place between 2012 and 2016, was then discontinued and not replaced by similar programmes in the education system.

There is the training academy, ATEC, which provides Dual VET courses, as well as Apprenticeship courses contracted by the IEFP.

Dual VET programmes, apart from the discontinued German-inspired Dual VET programme, run under the tutelage of the Ministry of Labour, and the management of IEFP. However, the regulation of both VET and Dual VET is a joint responsibility of the Ministry of Education and of Labour through ANQEP, in which the IEFP has a seat. ANQEP is the national regulatory agency of VET (see Chapter 4.) that has in its general council, the representatives of several stakeholders (the education system, employee and employer unions, associations and confederations), and where the policies of VET and Dual VET are discussed.

The VET system in Portugal is looked at as a whole and there are several linkages and interactions between different VET programmes in the regulatory system. This regulatory system is defined in the National System of Qualifications (Sistema Nacional de Qualificações – SNQ),²⁸ which is the integrated set of structures, instruments and modalities of education and vocational training, in articulation with the European Qualifications Framework (EQF). The SNQ aims to promote the elevation of the basic training of the population through educational and professional progression and ensures the relevance of training and apprenticeships for the development of people. It is coordinated politically by the members of the government responsible for the areas of education (Ministry of Education) and vocational training (Ministry of Labour, Solidarity and Social Security) and, in its implementation, by ANQEP on whose general council social partners are represented.

It is important to state that VET and Dual VET programmes and the Apprenticeship System in Portugal confer dual certification: both academic and vocational, and attribute a diploma.

VET programmes predominate in the education system, both in the public network of schools and in the private network of schools created under the Law of the Education System of 1986 (Lei de bases do Sistema Educativo – LBSE 1986). Apprenticeship courses predominate in the structures of IEFP and in those centres/entities contracted by it to provide this training (e.g. ATEC).

The Portuguese education system has 12 years of compulsory schooling. It consists of three cycles of basic education (1st, 2nd and 3rd cycles) and one cycle (three years) of secondary education, apart from the pre-school education (from 3 until the age of 6). The 3rd cycle of basic education (from 13 to 15 years of age) corresponds to lower secondary education. The three years of secondary education (from 15 to 18 years of age) correspond to upper secondary education.

Furthermore, basic or lower secondary education offers general training (national core curricula), initial vocational training, and German-inspired Dual VET (vocational courses) (the latter only between 2012 and 2016). The upper secondary education offers two pathways: 1) mainstream education with the

²⁸ Decree-Law 396/2007 of 31 December, amended by the Decree-law 14/2017 of 26 January.

general science-humanities courses; and 2) vocational education with professional and other initial vocational education curricula.

3.1.1. VET

The consolidated information regarding all VET programmes from the education system and under the direct tutelage of the Ministry of Education is presented in Table 3.1.1.

Table 3.1.1 VET programmes, access conditions and qualification in Portugal

Level of Education	Initial VET Courses/Programmes	Access conditions	Qualification
Lower secondary education (3rd cycle of basic education) (ISCED 2)	CEF: Type 1	Less than the 6th grade (< 12 years old with 2 or more retentions)	Level I QNQ , ISCED 2 (2nd cycle of basic education-professional certification)
	CEF: Type 2, 3 and 4	6th, 7th or 8th grade attendance (12, 13 and 14 years old) Capitalization of 1/3 of the units of the lower secondary plan	Level II QNQ , ISCED 3 (3rd cycle of basic education - professional certification)
	Professional (Vocational) Level II	Complete 2nd cycle of basic education (aged 14)	Level II QNQ , ISCED 3 (3 rd cycle of basic education-education certification)
Upper secondary education (ISCED 3)	CEF: 5, 6 and 7	15 years old or more, without completion of 12 years schooling (CEF 4 or level 2 courses with complementary training)	Level IV QNQ , ISCED 3 (confers professional certification)
	Technological Courses	3 rd cycle of basic education education complete (16 to 18 years old or more)	Level IV QNQ , ISCED 3 (Confers professional certification)
	Professional (Vocational) Level IV	3rd cycle of basic education complete or equivalent	Level IV QNQ , ISCED 3 (confers professional certification)
Post-Secondary education (ISCED 4)	CET - short cycle non-tertiary	Upper Secondary holders or equivalent; 12th grade attendance; holders of level 3 qualification; holders of technological specialization diploma or degree of higher education that want professional retraining (aged 23 years or older)	Level IV QNQ , ISCED 4 (Technological Specialization Diploma)
Higher Education (ISCED 5)	CTeSP - short cycle tertiary	Professional (Vocational) upper secondary holders or equivalent (aged 18 or more)	Level V QNQ , ISCED 5 (Professional Technical Diploma; do not confer academic degree)

Source: <https://eacea.ec.europa.eu/national-policies/eurydice/content/portugal>; dges.gov.pt

These VET programmes start for pupils of 12 years of age, courses may last between 1 to 3 years, and they exist at:

- Lower secondary level (ISCED 2 – Levels I to II of Qualifications), ages 12 to 15.
- Upper secondary level (ISCED 3 – Level IV of Qualifications), ages 15 to 18.
- Post-secondary (short cycle) non-tertiary (ISCED 4 – Level IV of Qualification), ages 23 or more.
- Higher level-tertiary education (ISCED 5 – Level V of Qualification), ages 18 years or more.

At the lower secondary level of education (ISCED 2), VET programmes confer dual certification and are constituted by:

- Education and Training Courses (*Cursos de Educação e Formação* – CEF, Types 1, 2, 3 and 4). These courses are equivalent to ISCED 2 and to Level I and II of the national qualification framework (QNQ).
- Professional (Vocational) Courses. These courses are equivalent to ISCED 2 and Level II QNQ and confers a school certification for completion of the 3rd cycle of basic education (mainly directed to artistic education: dance and music).

At upper secondary level of education (ISCED 3), VET programmes confer dual certification and consist of:

- Education and Training Courses (CEF – Types 5,6 and 7), equivalent to ISCED 3 and to Level IV QNQ.
- Professional (Vocational) courses (*Cursos Profissionais de nível IV*): are equivalent to ISCED 3 and to Level IV QN.
- Technological courses: equivalent to ISCED 3 and to Level IV QNQ.

At post-secondary level of education VET is constituted by:

- Technological Specialisation Courses (*Cursos de Especialização Tecnológica*²⁹ – CET). These courses are equivalent to ISCED 4 and to Level IV QNQ. They confer a Technological Specialisation Diploma.

At a higher level of education, VET consist of:

- Vocational Higher Technical courses (*Cursos Técnicos Superiores Profissionais* – CTeSP). These courses are equivalent to ISCED 5 and to Level V of QNQ. They provide a Diploma of Higher Vocational Technician.

3.1.2 Dual VET

²⁹ <https://www.dges.gov.pt/pt/pagina/cursos-de-especializacao-tecnologica-cet> e <https://dre.pt/pesquisa/-/search/633289/details/maximized>

The consolidated Dual VET programme in Portugal is the Apprenticeship System, under the tutelage of the Ministry of Labour, as the German inspired Dual VET programmes created in the education system (following the signature of the Berlin memorandum), were discontinued.

Information regarding Dual VET programmes in Portugal is presented in Table 3.1.2.

Table 3.1.2 Dual VET programmes, access conditions and qualification in Portugal

Level of Education	Dual VET Programmes	Access conditions	Qualification
Lower secondary education (3rd cycle of basic education- (ISCED 2)	German-inspired Dual VET (<i>Cursos Vocacionais de Ensino Básico</i>) discontinued in 2016	6th year schooling; 9th year schooling (13 years old with 2 or more retentions in the same cycle or in 3 different cycles)	ISCED 2 (do not confer professional qualification or certification)
Upper secondary education (ISCED 3)	German-inspired Dual VET (<i>Cursos Vocacionais de Ensino Secundário</i>) discontinued in 2016	3 rd cycle of basic education complete (16 years old or more and secondary frequency that want transition to technical training) (risk of dropping out)	Level IV QNQ , ISCED 3 (confers professional certification)
	Apprenticeship	3rd cycle of basic education or equivalent without secondary education (between 23 and 25 years old with lower education)	Level IV QNQ , ISCED 3 (confers professional certification)

Source: <https://eacea.ec.europa.eu/national-policies/eurydice/content/portugal>; dges.gov.pt

Note: ATEC provides also Apprenticeship

At the lower secondary level of education (ISCED 2), Dual VET consisted of the German-inspired Dual VET. As mentioned previously, the German-inspired programme was discontinued in 2016 and was not replaced.

- German-inspired Dual VET (*Cursos Vocacionais de Ensino Básico*) for students from 12 to 13 years old, with school underachievement having had two or more retentions in the cycle of studies. These courses are equivalent to ISCED 2 and did not provide professional qualification or certification.

At upper secondary level of education (ISCED 3) Dual VET consisted of the German-inspired Dual VET, also discontinued in 2016, and the Apprenticeship System.

- German-inspired Dual VET (*Cursos Vocacionais de Ensino Secundário*) aimed at 16-year-old students at risk of dropping out. They are equivalent to ISCED 3 and to Level IV QNQ (they conferred dual certification and qualification).
- Apprenticeship courses: equivalent to ISCED 3 and to Level IV QNQ. The Apprenticeship confers dual certification.

3.2 Distribution of Dual VET systems programmes across economic sectors or occupations, and main trends since 2010 (or the first year after 2010 in which Dual VET systems were institutionalised)

The information presented refers to the National Classification of Education and Training Area (CNAEF) that are referenced in the national qualifications framework (QNQ). Statistics do not provide information on the economic sectors of occupations.

3.2.1 Vocational Courses (German-inspired Dual VET) – lower and upper secondary education

As mentioned previously, the lower secondary level only existed from 2012 to 2016. The German-inspired Dual VET for lower secondary education started in the school year 2012–2013. The German-inspired Dual VET for upper secondary education started in the school year of 2013–2014. These courses were discontinued in 2016.

The companies that signed protocols with schools to provide training, mainly simulated practices for lower secondary education and internships for upper secondary education. These have grown more than 40% in the three years of the programme's duration and the average number of students per company was between 3% and 4%.

3.2.2 Apprenticeship

Most of the students in the Apprenticeship System have been choosing the following areas of education and training, in order of preference: Hotels and Restaurants, Commerce (logistics and distribution included), Electronics and Automation, Computer Science, Construction and Repair of Motor Vehicles, Metallurgy and Metalworking, Electricity and Energy, Audio visual and Media Production, and Beauty Care and Health³⁰ (see Table 3.2.2).

The information in the table below considers the ten CNAEF areas that have maintained more than 1000 students in attendance throughout the school years 2014–2015 to 2018–2019. In this period, all courses have been losing students with the notable exception of Construction and Repair of Motor Vehicles, and Metallurgy and Metalworking.

Table 3.2.2 Number of students in the Apprenticeship System by area of education and training – CNAEF, per school year, Mainland

CNAEF	2014–15	2015–16	2016–17	2017–18	2018–19
Hotels and Restaurants	6228	5113	4803	4203	3668
Commerce	4829	3201	2779	2191	2016
Electronics & Automation	4136	1975	1524	1223	1059
Computer Science	2850	2036	2096	2238	2159
Construction & Repair of Motor Vehicles	2190	2008	2305	2193	2465
Metallurgy and Metalworking	1936	2064	2364	2138	2447
Electricity and Energy	1671	2266	1401	798	596
Audio visual and Media Production	1538	1284	1276	1076	810
Beauty Care	1421	760	859	887	1063
Health ²	1161	994	969	940	765

³⁰ Health programmes not classified in another education and training area.

Other ET areas	4498	3387	3072	2917	2892
Total Students in Apprenticeship	32554	25088	23448	20804	19940

¹Refers to Students attending Apprenticeship in the Mainland (data from the islands Madeira and Azores is not considered in this statistic).

² Health programmes not classified in another education and training area.

Source: DGEEC: Statistics of Education: Students Attending by CNAEF – Continent, 2013–2019

In general, the Apprenticeship System has been losing students (see point 3.4, Tables 3.4.2. and Figure 3.4.2.1.). However, training areas choices maintain the same pattern.

3.3 Proportion of Dual VET systems programmes among all formal VET education programmes existing in your country and main trends since 2010 (or the first year after 2010 in which Dual VET systems were institutionalised)

From 1984 to 2012 Dual VET in Portugal ran solely in the Apprenticeship System. After the creation of the German-inspired Dual VET programmes in the education system in 2012 and 2013 (running until 2016), 30% of VET programmes in the country were Dual VET. Since then, Dual VET is provided mainly by the Apprenticeship System which is the VET programme closest to Dual VET.

The training Academy ATEC also provides Dual VET courses for ISCED 3 students, and also Apprenticeship courses through a contract with IEFP.

3.4 Number and proportion of students under Dual VET systems programmes among all persons participating in formal VET education, and main trends since 2010 (or the first year after 2010 in which Dual VET systems were institutionalised)

3.4.1 Lower Secondary Education VET

Lower secondary VET (ISCED 2) is designed mainly for students that have learning difficulties and those that are at risk of dropping out due to school failure and educational underachievement. In 2005, the Ministry of Education created two main complementary paths that provide dual certification, educational and professional. These are: the education and training courses (*Cursos de Educação e Formação – CEF*), and level II vocational courses (*Cursos Profissionais de nível II*). These courses were created as an opportunity to complete compulsory schooling or to pursue studies or training to enable students to enter the world of work with a qualification.

The number of students attending lower secondary education has been decreasing over time, as shown in Table 3.4.1. of Annex I. VET programmes recorded a more pronounced decrease (see Table 3.4.1 of Annex I) losing 60% of students in these programmes between 2010 and 2019.

The number of students referred to the German inspired Dual VET (*Cursos Vocacionais de Ensino Básico*) grew exponentially since the year of its creation (2012), but this growth resulted from the transfer of students from education and training courses (CEF) to German-inspired Dual VET. After the school year 2016–2017, with the end of this programme, students were again referred to CEF courses but the number of students in this programme did not reach the numbers registered before 2012. The main reason for this decrease has been the recent policies promoting student success of students. In 2016 with the launching of PNPSE, aimed at combatting school failure and early school leaving, schools were

led to develop learning strategies to achieve these aims. These strategies contributed to a significant decline in the referral of students to VET programmes in lower secondary education.

The percentage of students attending VET programmes has been falling since the school year 2014–2015 having decreased 3.8 percentage points in the last three school years of the data series presented in the table. However, the trend has been declining over the years considered in the analysis (see Annex I, Figure 3.4.1.).

3.4.2. Upper Secondary Education VET

Upper secondary VET (ISCED 3) consists of: school-based programmes (Level IV vocational courses, German-inspired Dual VET, technological courses, CEF and non-tertiary post-secondary courses) in which school-based education and training predominates; and an alternative programme (Apprenticeship or *Aprendizagem*) with alternating periods of education and training at VET centres and at the workplace. The courses differ regarding the type of provider and the extent of firm-based learning. In school-based programmes only about 19–27% of students' time is spent in workplace training. Providers are mainly public or private schools under the supervision of the Ministry of Education that engage with employers to establish partnerships for workplace training and the technical components of the curriculum.

In Apprenticeship students spend 40% of their time in workplace training and providers are: IEFP training centres, namely the direct management centres where vocational training centres; Participatory Management Centres (*Centros de Formação de Gestão Participada*) and external entities which are set up jointly by IEFP. These participatory management centres run under a protocol with IEFP (protocol centres) that combines participation from employers associations, companies, other social partners (confederations, federations and trade unions) and private for-profit centres, which are autonomously managed. In addition to this IEFP network of centres, other types of organisations may participate in the apprenticeship programmes, such as external training organisations (public or private accredited organisations) that deliver the school-based education and training components and monitor the work context training. All these providers are under the supervision of IEFP.

German-inspired Dual VET courses operated between 2013 and 2016, although in 2017, students did continue to attend in order to complete the programme. In these courses, the time spent in the workplace was determined individually by the providers and depended on the education and training area of the course. Over the years, the total number of students in upper secondary education has been decreasing particularly since the school year 2013–2014, although much less than in lower secondary education, despite the growth (1.9%) registered between school years 2010–2011 and 2018–2019 (Table 3.4.2).

Table 3.4.2 Number of students attending upper secondary VET – private and public networks of schools – Portugal

	2010-11	%	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	%	Average annual growth rate
German-inspired Dual VET					379	2021	5244	4189	846			
Technological courses	13 315	9%	10 145	5976	4458	3752	3913	4002	3 612	3570	3%	-15.70%
Education & Training courses (CEF)	2117	1%	2012	3025	1920	825	506	507	846	435	0%	-19.20%
Vocational courses (level IV)	110 462	76%	113 749	115 885	117 699	114 848	112 395	114 669	116 722	115 981	82%	0.50%
Apprenticeship	18 669	13%	21 056	33 366	35 400	33 030	26 010	24 202	21 869	20 860	15%	1.20%
Total Vocational upper secondary	144 563	42%	146 962	158 252	159 856	154 476	148 068	147 569	143 895	140 846	40%	-0.30%
Total upper secondary	344 621	-	348 434	361 832	363 245	360 787	356 868	357 722	350 958	351 233	-	0.20%

Note: Data refers to young students in 12-year compulsory education

Source: DGEEC, Statistics of Education 2010–2019; Education in Numbers, 2020

In all the vocational offers at this level of education the most chosen by students are the level IV of the QNQ vocational courses (*Cursos Profissionais de nível IV*), followed by the Apprenticeship courses. VET has been losing students in all programmes since the school year 2013–2014. The Apprenticeship System and the CEF registered the greatest losses. In the Apprenticeship System between 2013–2014 and 2018–2019, the number of students decreased to 41.1%. German-inspired upper secondary Dual VET (*Cursos Vocacionais de Ensino Secundário*) grew in a significant way until the end of the programme, also as a result of the transfer of students from CEF courses to German-inspired Dual VET. However, after the ending of the German-inspired Dual VET programme these students do not appear to have attended nor being referred to CEF courses again.

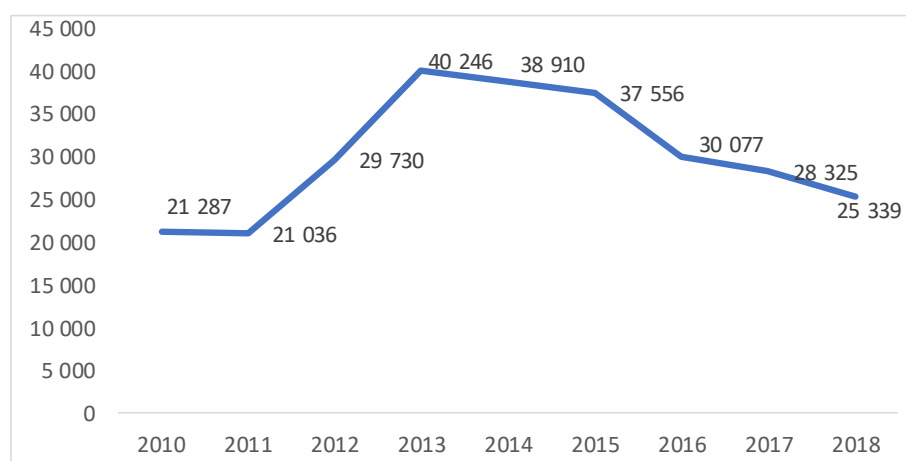
General or Regular Education (*Ensino Regular*) appears to have gained students as a result of vocational paths losing students since the school year 2013–2014. The trend in the percentage of students in upper secondary VET points to a decline since the school year 2013–2014, when the highest percentage was recorded. Since then, this percentage has been decreasing losing almost 4 percentage points in the school year 2018–2019 (see Annex II, Figure 3.4.2).

3.4.2.1. Apprenticeship

The Apprenticeship System is designed for upper secondary students, mainly aged 20 to 24. Any student that enters the Apprenticeship programme has to sign a contract of commitment to the training programme (*Contrato de Formação*). This training contract sets the amount of social support (allowance) to be awarded to the apprentice, when eligible under the criteria defined in the School Social Action (*Ação Social Escolar – ASE*). It also establishes apprentices' rights for personal accident insurance, placing them under the responsibility of the training provider (thereby covering accidents occurring during and due to training and correlative activities, in the place where it takes place, including study visits, during the direct route between homes, place of training and return by any the transportation means,). The contract does not generate subordinate labour relations and it expires with the conclusion of the training.

This programme lost 14 907 students in the last 6 years (Figure 3.4.2.1). It appears that students are choosing other pathways, whether to level IV vocational courses, to general pathways or to both.

Figure 3.4.2.1 Evolution of students attending the Apprenticeship System – Portugal



Data source: IEFP Statistics; Physical and Financial Reports – 2010–2108

The IEFPP also provided CEF courses for both lower and upper secondary education. According to IEFPP, in a communication about these CEF courses, the demand for these courses have decreased since 2015, because students have been choosing the Apprenticeship and post-secondary courses (CET).

In summary, in upper secondary education general education predominates as the main choice of students (59.9%), and the majority of students in VET at upper secondary level programmes attend school-based VET. In 2018–2019, out of all upper secondary students, 40.1%, attended VET programmes. From that 40.1%, 85.2% attended school-based VET and 5.9% Apprenticeship courses. Even so, there is a national effort to enhance VET, since this path is not socially recognised in the country.

3.4.3 Post-Secondary – CET

VET at post-secondary level of education is provided within the technological specialisation courses (CET) created in 2006.³¹ These courses are a specialised technical training that aim to prepare students (young and adult) to perform skilled occupations. They are characterised by having a practical component including both classroom and real work-related training that takes place in companies by the end of the theoretical training. The duration of work-based training also depends on the education and training area, but the courses cannot have in total, less than 1200 hours and more than 1500 hours. The work-based training varies accordingly, between 25% and 48% of the VET programme (360 hours minimum and 720 hours maximum). These courses confer a Level IV professional qualification from the QNQ. CET has a strong link to the labour market and also allows for continuation to higher studies, thereby allowing advancement to university and polytechnic courses.

However, from the school year 2015–2016,³² new students were not admitted into CET taught by higher education institutions (e.g. Universities and Polytechnics). This education policy led to the creation and regulation of higher education VET courses (CTeSP).

CETs are now provided only by public and private institutions, or (non-higher education) Teaching Cooperatives with parallel and autonomous or pedagogical status, hospitality and tourism schools, training institutions accredited by the Ministry of Labour and Social Security (external entities), technological schools created under the joint order of the Ministries of Economy, Education, Employment and Social Security, and Agriculture, Rural Development and Fisheries and by the IEFPP.

These courses are approved by the respective regulators namely the Ministry of Education, the IEFPP and the Ministry of Economy through the Agency for Competitiveness and Innovation (Agência para a Competitividade e Inovação – IAPMEI), and are all represented in ANQEP.³³ There have been no CETs in the areas of Agriculture, Rural Development and Fisheries, and for that reason, these areas of education and training (Classificação Nacional das Áreas de Educação e Formação – CNAEF) are not available in the QNQ.

3.4.3.1 CET – Education system

The number of students attending CET in the education system (ISCED 4) has grown throughout the year with the school year 2014–2015 registering the highest peak (12 179 students), but then declining to less than 6 000 students in the school year 2018–2019 (see Annex IV, Figure 3.4.3.1.).

³¹ Decree-Law 88/2006 of 23 May

³² In accordance to the Decree-Law 43/2014 of 18 March.

³³ IAPMEI is the Agency for Competitiveness and Innovation headed by the Ministry of Economy that aims to promote SME's competitiveness and entrepreneurial growth and to ensure the support, planning, execution control and evaluation of policies directed to the industrial activity.

The declining trend in the number of students attending CET must be seen in the light of the end of this programme in higher education institutions, according to the legislation referred to above (Decree-Law 43/2014 of 18 March). An additional 534 students attended CET in the year 2017–2018 – these students attended CET trainings provided by non-higher education schools and institutions.

3.4.3.2 CET – Training institutions and technological schools

The CETs in the training institutions and technological schools (ISCED 4) register a growth in students attending since 2013, although in 2019 the numbers have decreased over 20% in relation to 2018 (see Annex V, Figure 3.4.3.2.). The growth trend of students attending CETs in training institutions and technological schools is represented in figure 3.4.3.2 halted after 2018. In one school year (2018 to 2019), there was a decrease of 24% of students in the programme.

The end of the CET programme in higher education institutions may have contributed to the exponential increase in the demand for this VET programme in training institutions, technological schools and non-higher schools. However, the decrease of students attending this programme between 2018 and 2019 may point to the possibility that CETs will start losing students to higher education VET courses (CTeSP). CTeSP courses have strong links to the labour market, allow for a continuation to higher studies, as recent policies for higher education have made it easier for VET students to access to higher education.

3.4.4 Higher Education – CTeSP

Vocational Higher Education VET (CTeSP)³⁴ was created in 2014 and the courses are provided by Polytechnic Institutes. These are advanced vocational training courses with a duration of two years, however, they do not confer an academic degree. At the end of the training students will be given a Diploma of Higher Education Vocational Technician (ISCED 5). The number of students attending these courses grew significantly from 2014–15 to 2018–19 (see Annex VI, Figure 3.4.4)

This training offer is particularly suitable for students coming from vocational secondary education, however, it has attracted the interest of students with diverse profiles. In the academic year 2017–2018, 41% of new enrolments came from vocational secondary education, 22% from scientific-humanistic area of education, 30% from other upper secondary areas of education (i.e. technological education, artistic education), 2% have technological specialisation diplomas and 2% were from other types of qualifications (DGEEC, 2018).

The recent legislative Order (Decree-Law 11/2020 of 2 February), changed the conditions of access to higher education, allowing these students to take exams in the institution for which they appl. This Order, will also contribute to a more significant increase in the attendance of students in these courses, thereby achieving the EU's higher education targets.³⁵

³⁴ <https://www.dges.gov.pt/pt/faq/cursos-tecnicos-superiores-profissionais-ctesp>

³⁵ https://ec.europa.eu/education/policies/european-policy-cooperation/et2020-framework_pt

4 Main institutional and governance features of alternating VET systems and Dual VET Systems

Regulatory framework and recent reforms regarding alternating VET formal education systems and Dual VET systems.

The main legal framework and reform of Initial Vocational Education and Training (Formação Profissional Inicial) development in Portugal is regulated by the Framework Law on Education (*Lei de Bases do Sistema Educativo* – LBSE, 46/86),³⁶ which was adopted in 1986 and defines the general lines of policy and State intervention in education. LBSE establishes VET as a key tool towards the qualification of youngsters (and adults), contributing to economic development and also an important alternative way to increase school participation.

In 1983, before this Law came into force, a legislative Order (DN 194-A/83 of 11 October), under the competency of the Ministry of Education, created VET as a pedagogical experiment with 42 classes in 42 schools around the country. This regulatory order called upon several entities (local authorities such as municipalities and other similar institutions as well as sectoral, industrial and commercial associations) to collaborate in this experiment. However, this experiment did not assert itself as a complementary path in the general education because the majority of students who completed nine years of compulsory education strayed from it (by avoiding it and mostly dropping out, and without much chance of return). In 1984, Dual VET was created and enshrined in the legal system of Apprenticeship.

Alternating VET was mostly developed in 1989 under the LBSE of 1986 with the creation of a subsystem of vocational schools and a network of private establishments³⁷. Private VET schools were created in accordance with a regime of Contract Programmes (*Contratos Programa*) with the State and through signing protocols in order to ensure collaboration between various entities. These schools were financed by the state. Alternatively, the state created public vocational schools in certain areas and regions of the country not covered by the subsystem of private VET schools. The Ministerial Order 428/89 from three Ministries (Agriculture, Fishery and Food; Education; and Labour and Social Security) also created courses in agriculture.

The promoters of these private VET schools are: public and private entities, municipalities, cooperatives, companies, unions, sectoral industrial and business associations, foundations, social solidarity institutions, entities specially dedicated to the purpose of VET by the Ministries of Education and of Employment and Social Security, plus other entities, that comply with a programme-protocol or protocol regime (Article 5 of DL 26/89).

In 1998, a new Decree-Law³⁸ for private VET schools changed the financing model – replacing the previous regime where programmes were contracted out (*Contratos Programa*) by creating a new regime where schools were subject only to a prior operating authorisation submitted to the Ministry of Education. These VET schools were consolidated as educational institutions and the links were emphasised: on the one hand, between the school structure and the vocational training; and, on the other hand, between school organisations and different economic, professional, associative and sociocultural institutions and organisations (Peliz, 2014).

Following this reform in the financing model, more policy measures were undertaken and implemented in 2005 under the joint initiative of the Ministry of Education and the Ministry of

³⁶ Diário da República (National Official Journal) 237/1986, Series I, 1986-10-14

³⁷ Decree- Law 26/89, 21st of January

³⁸ Decree-Law 4/98 of 8 January

Labour and Social Solidarity. One of these measures was the ‘Initiative New Opportunities’³⁹ (*Iniciativa Novas Oportunidades*) launched on 14 December 2005. This initiative led to an enlargement in the supply of VET programme for youngsters and adults directed to upper and lower secondary education, such as courses of modular structure, level II vocational courses and short-term initial training courses, providing also dual certification and post-secondary education technological specialisation courses.

Under this national strategy for the qualification of the population, the government⁴⁰ approved a Reform of Vocational Training (*Reforma do Ensino Profissional*) through a Resolution of the Council of Ministers (*Conselho de Ministros*) of 7 November 2007.⁴¹ This Reform represents an important legal instrument for VET and continuous vocational training. The social partners with a seat on the Permanent Commission for Social Concertation (*Conselho Permanente de Concertação Social* – CPCS), signed the Tripartite Agreement for Competitiveness and Employment for the Reform of Vocational Training (*Acordo Tripartido para a Competitividade, Emprego e Formação Profissional*) on 14 March 2007 regarding the changes to be introduced in vocational training systems.

The Resolution approved the draft Decree-Law that established a comprehensive SNQ that included all VET qualifications – for adults as well as youth (Decree-Law 396/2007 of 31 December, amended and republished by Decree-Law 14/2017 of 26 January) and the National Catalogue for Qualifications (*Catálogo Nacional de Qualificações* – CNQ), adopting the European guidelines and recommendations (EQF 2005). Furthermore, the Resolution approved the draft Decree-Law (Decree-Law 92/2011, of 27 July) that established the legal regime of the System for the Regulation of Access to Professions (*Sistema de Regulação de Acesso às Profissões* – SRAP), which includes three aspects: first, simplification and elimination of barriers in access to professions and professional activities; second, creation of the Commission for the Regulation of Access to Professions (*Comissão de Regulação do Acesso às Profissões* – CRAP); and third regulation of certification of professional skills obtained through SNQ.

The social partners (worker trade unions and employer confederations) are involved in the coordination of SNQ through its participation in the General Council (*Conselho Geral*) of ANQEP, and in the monitoring committee for the quality certification of training entities.

In 2012 and 2013, the Ministry of Education and Science⁴² launched the dual vocational courses (school-based Dual VET) in the formal education system for lower and upper secondary education⁴³ under a pilot experiment through the Ordinances 292-A/2012 of 26 September and 276/2013 of 23 August, respectively. However, as indicated in Chapter 1, later in 2016 this programme was discontinued and has not been replaced by another school-based Dual VET programme. Another important legal instrument on VET was the adoption of Decree-Law 63/2016 of 13 September that created the CTesP.⁴⁴ The legal framework of these courses was regulated by the Decree-Law 43/2014 of 18 March and adopted in 2016. This system is currently under the exclusive supervision of the Ministry of Science and Higher Education.

³⁹ Under this “Initiative New Opportunities” compulsory education was extended to 12 years of schooling.

⁴⁰ The XVII Constitutional Government

⁴¹ Council Resolution 137/2007 of 7 November

⁴² The XIX Constitutional Government.

⁴³ Decree-Law 139/2012 of 5 July.

⁴⁴ <https://www.dges.gov.pt/pt/faq/cursos-tecnicos-superiores-profissionais-ctesp>

The most recent and important milestone for the development of VET was the legislation (Decree-Law 11/2020 of 2 February) that changed the conditions of access to higher education for VET students from all VET programmes and from artistic education. Previous access to higher education was more aligned with the curriculum of the general pathways, requiring students from VET to take exams in subjects that were not part of their curriculum, therefore ‘putting these students in a situation of inequality in access to higher education and constituting an obstacle to the expansion of the educational system’ (Introduction to the Decree-Law).

The regulatory instruments of alternating VET and Dual VET systems have no major differences, particularly for what concerns lower and upper secondary education and training. This is mainly due to an articulated policy of coordination and regulation that is under the responsibility of the two Ministries responsible for education and training through their respective national public agencies and institutes.

4.1 Institutional arrangements for implementation and distribution of roles and functions

The National Agency for Qualification and Vocational Education (ANQEP), supports, coordinates, regulates and supervises alternating VET and Dual VET (at lower and upper secondary education level) and the qualification policies for adults in both private and public VET schools. This agency is a public institute integrated within the indirect State administration, with administrative, financial and pedagogical autonomy in carrying out its duties, under the joint supervision of the Ministries of Education, and Labour, Solidarity and Social Security, and in coordination with the Ministry of Economy. Social partners and other entities and stakeholders are represented in the General Council of ANQEP whose composition was updated in 2020, through the Order 4065/2020 of 4 April.

The IEFP is the public national entity responsible for implementing the employment and initial and continuous vocational training policies defined and approved by the government. IEFP has a tripartite management structure, where social partners with effective seat on the CPCS, are represented in the Board of Directors and in the supervisory committee.

In the definition of vocational profiles, training references and occupational standards associated with qualifications, business associations and trade unions participate through sectoral councils composed of specialists. These specialists have a mission to support the development and upgrading of the National Qualifications Catalogue (CNQ), and are appointed by: trade unions and employer’ organisations; reference companies; training entities and academies; competent authorities regulating access to professions; and technological centres and experts among others.

The evaluation of the system falls under the responsibility of the General Inspectorate of Education (*Inspeção Geral da Educação e Ciência* – IGEC) and Labour (*Inspeção Geral do Trabalho* – IGT) regarding Apprenticeship courses and Vocational Training, entities under the Ministry of Education and the Ministry of Labour, respectively. ANQEP holds a central role in the monitoring of the VET system. There is also the Directorate General of the Education Establishments (*Direção Geral dos Estabelecimentos Escolares* – DGEstE), from the Ministry of Education that, in coordination with ANQEP, regulates the territorial configuration of the VET offer in the network of public schools. In the last few years, several municipalities have been developing observatories for education and training as structures for monitoring, evaluating and promoting school success in a shared way by local actors. These Observatories guarantee

scientific validation, support and guidance for decision making not only within the scope of local education policies but also within the scope of school strategies.

The time for training components in the workplace in alternating VET is about 25% or less, and in German inspired Dual VET was between 40% and 50%. In the Apprenticeship System the time spent in the workplace is nearly 40% or more, depending on the area of education and training.

The most recent Ordinance⁴⁵ of 2018 regulates vocational courses for upper secondary education with dual certification. In this Ordinance, the workload foreseen for the curricula for alternating VET is distributed and managed by schools within a framework of curriculum flexibility and autonomous projects, in order to optimise modular management and training in the workplace. Compliance with the 3100 hours defined in the CNQ for this type of training must be ensured, and the training in the workplace must not exceed the weekly duration of thirty-five hours nor the daily duration of seven hours. These guidelines are established and regulated jointly by the Ministries of Education and Labour.

As for the evaluation of students' training outcomes, the internal evaluation is the responsibility of teachers, trainers, the central administration and the school's Pedagogical Council (*Conselho Pedagógico*). Students are involved, favouring a self-regulation of the learning process. The tutor also intervenes in the internal assessment of learning, within the scope of the workplace training. The external evaluation process conducted by outside figures of recognised merit in the relevant VET areas or from sectors and activities related to the courses. During the workplace training, the students are accompanied by an advisor designated by the school and by the tutor designated by the entity that provides the training/internship.

The working conditions of 'apprenticeships' or 'internships' VET programmes are defined by the Ministries of Education and Labour through specific VET legislation⁴⁶. The adaptation of this legislation to the specificity of each sector or area of economic and social activity is the responsibility of the schools and the respective stakeholders. There is a joint monitoring of the applied working and training conditions that involves teachers, Tutors, and the central administration through the State inspection entities. In the Apprenticeship System, the Training Contract (*Contrato de Formação*) defines the rules of training and the internship conditions, duration, location of the training, the terms and amount of payment, the rights of the students and the obligations of the company/organisation with whom the *Contrato de Formação* is being established. This legislation on working conditions of 'apprenticeships' or 'internships' and the 'work-based training' is applicable to both alternating VET programmes and Apprenticeship. However, alternating VET in the network of public schools establish partnership protocols or agreements with the companies/organisations that do not include payment clauses because payment is not applicable.

4.2 Funding and financial arrangements

The governance of VET financing is characterised by highly centralised approaches. There is no room for financial (or even curricula) autonomy for the main VET providers in the country.

The Apprenticeship System is under the responsibility of the Ministry of Labour, Solidarity and Social Security. Through IEF, the Apprenticeship System is funded by the Operational Programme for Human Capital (Programa Operacional Capital Humano – POCH) (Priority axis 3: Apprenticeship, long life learning qualification and strengthening of employability) and the

⁴⁵ Ordinance 235-A/2018 of 23 August.

⁴⁶ Ordinance 235-A/2018 of 23 August for alternating VET and Decree-Law 92/2014 of 20 June for Dual VET.

Single Social Tax rate (*Taxa Social Única*) paid by workers and employers. The financing from European Community funds, particularly the European Social Fund, depends on the submission of projects by IEFP.

In addition, students from the Apprenticeship System are provided with monthly allowance for transport and meals (around 257€ per month), which also depends on the conditions of the *Contrato de Formação* signed between the trainee and the training provider as well as the eligibility within the ASE.

4.3 Social partners' role in the governance of VET

The signature of the Professional Training Policy Agreement in 1991⁴⁷ (*Acordo de Política de Formação Profissional*) by the government, trade unions and business confederations, was considered a major step towards clarifying the VET institutional framework. This agreement provided the first clear distinction between vocational training as part of the education system, and vocational training as part of employment, and their target population. Before this agreement was signed, vocational pathways in the education system were regulated within the LBSE 1986, however, VET still needed to be regulated and its institutional framework required clarification (Torres e Araújo, 2010).

Apart from this institutional clarification, the significance of this tripartite agreement also related to the importance attached to the role of the social partners that signed it. This importance played out in several ways: First, to ensure that the social partners benefited from the same conditions as other entities following the creation of IEFP centres of participative management; Second, the importance of social partners taking part in the coordination structures of vocational training, certification and information; Third, to ensure concerted action in the definition of employment policies and vocational training, together with the government, in particular through the assessment of the overall framework for annual training programmes (terms of the Agreement, IV. 3).

Since their members have been represented in the CPCS, these social partners also have a seat on the SNQ. Also, social partners' role and participation in the purposes of VET is mirrored not only in the legislation on alternating and Dual VET, but also in the main institutional arrangements and entities, in which these actors are represented. Their opinions are regularly called upon when VET policies are discussed, not only because most of them, mainly confederations and federations of trade unions and employers, have seats on advisory councils for social concertation and advisory boards, but also because they own VET schools, training centres and/or academies.

A recent example of these debates has been the cycle of conferences⁴⁸ that some of these social partners promoted and developed in 2018 in different regions of the country [Social partners including: the General Union of Workers (*União Geral de Trabalhadores* – UGT) the National Federation of Education Union (*Federação Nacional da Educação* – FNE) together with Universities, Municipalities, Polytechnics, training centres and regional coordination committees.] The debates brought to the forefront the issue of VET devaluation and the urgent need for policies and measures that contribute effectively to reversing the image embedded in

⁴⁷ Acordo de Política de Formação Profissional: file:///C:/Users/User/Downloads/acordo-de-politica-de-formacao-profissional-1991_compress.pdf

⁴⁸ Cycle of conferences on "Education, Training and Citizenship: The Territory as a Social Stage: Conference: "Vocational Training must be more valued" 27.01.2019, <https://www.ugt.pt/comunicados/comunicados-305?ano=2019&newsid=3077>

society that the target group of VET students (young and adults) come from unfavourable socio-economic backgrounds. However, the topics of discussion were not only about the devaluation of VET, but also about its contribution to decreasing school dropout rates, increasing the qualification of the population and the development of skills required in the labour market, improving the employability of the youngest cohorts.

A major outcome from this discussion that involved several actors and players in the education field was a 2019 Parliament Resolution⁴⁹ recommending that the constitutional government adopt measures to enhance vocational education, as this pathway lacks social recognition in the country. Contrary to expectations, this outcome did not come from formal negotiation agreements between social partners and the government, rather it came from political parties. However, the extended reflexion and debate on the subject of VET promoted by the trade unions and developed throughout the year might have influenced the political parties to issue the draft resolutions⁵⁰ in the Parliament Commission on Education and Science and, subsequently, successfully submit the resolution to a plenary session. The resolution proposing the valorisation of VET was approved unanimously.

The General Union of Workers – UGT, together with Universities and financing regulators supported a study in order to reflect on usefulness and maximisation of the intervention by social partners in the public employment services. For example, the study identified spheres of intervention not already defined by the European programmes and guidance (Madelino & Matos, 2015). The Cooperation Agreement between Portugal and the EU approved in 2014 was a key instrument for the financing of structural interventions for the period 2014–2020, in particular, in the field of employment and training. Under this Cooperation Agreement social partners were mandated to intervene in updating the SNQ by revising the qualifications and introducing new ones together with new areas of education and training. The SNQ was updated in 2020 with the involvement of several VET stakeholders.

The funding of VET and the recognition of VET teachers' careers have also been the subject of discussion and of active intervention, adding school councils and teacher unions to the debate. These stakeholders agreed for the first time ever on the need to include VET teachers from the private sector in a collective employment contract.⁵¹ This contract is now in place and was the result of an agreement between the FNE and the National Education and Training Confederation (*Confederação Nacional da Educação e Formação* – CNEF). It is important to note that VET teachers from the network of private schools and the training institutions, did not benefit from a teaching career status until the signing of this agreement. This agreement was achieved in a bipartite dialogue between certain social partners, confirming that social dialogue can constitute an important tool for joint problem-solving, independent of the achievements obtained in the governments tripartite consultation of social partners on policy issues.

Discussions on financing normally take place separately and in different spaces of negotiation due to the nature of the sources of VET financing. VET in public schools is financed through the

⁴⁹ Resolution 166/2019 from Parliament, approved on the 13th December 2019 (National Official Journal). 173/2019, Series I de 2019-09-10). This recommendation was one of other recommendations that emphasized the emergency “to promote a broad and deep national debate on the need to value VET, in deep connection with the country’s economic and social development needs” (National Official Journal), Series I:65)

⁵⁰ Draft resolution 1373/XIII that recommends the valorisation of VET with the guarantee of equal opportunities for all students: <https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetalleIniciativa.aspx?BID=42252>

⁵¹ The collective agreement was celebrated in July 2017 and regulates the working conditions of the entire private sector of education covering for the first time all workers, teachers and non-teaching staff from the entire private sector of education. [https://fne.pt/uploads/rte/folha-informativa-educacao/livro CCT_FNE_CNEF.pdf](https://fne.pt/uploads/rte/folha-informativa-educacao/livro_CCT_FNE_CNEF.pdf)

State budget and the negotiations take place in meetings with the Ministry of Education where the teachers' trade unions participate. VET within the Apprenticeship System is financed mostly through the social fee and negotiations take place within the Board of Directors of IEFP and in the CPCS. The private network of VET schools is financed mainly through European funds (except for the regions: Lisbon and Tagus Valley and Algarve, which are financed from the State budget). Recently, in an award ceremony that took place in 2017 with the presence of members of government,⁵² the FENPROF presented information and their public position on the scarcity of financing for alternating VET, arguing that the situation could rapidly undermine the government guidelines for VET in public schools. In 2018, the government announced an allocation of 240 million euros for VET in public schools to be entered into the 2019 state budget⁵³. Even though the direct relationship between this increase in funds and the FENPROF statement is difficult to prove, the alternating VET clearly benefited from this measure directed to strengthening the material and human resources for VET in public schools.

The table below summarises the dimensions of main actors and intervention roles in different VET governance levels in Portugal.

Table 4.4.1. Dimensions of intervention in VET governance in Portugal

	National level	Social partners	Regional level
Political-strategic	Ministry of Education	No	Not applicable
	Ministry of Employment	Yes, in the Permanent Commission for Social Concertation (CPCS)	Not applicable
Technical strategic	National Agency for Qualifications and Vocational training (ANQEP)	Yes, social partners and other stakeholders are represented in the Sectoral Councils for Qualifications (CSQ) ANESPO	Not applicable

⁵² Award ceremony from the Foundation Manuel António da Mota, 2017:
https://www.fenprof.pt/Download/FENPROF/SM_Doc/Mid_115/Doc_11265/Doc/FENPROF_11265.pdf
<https://expresso.pt/sociedade/2017-12-24-Cursos-profissionais-sem-dinheiro>

⁵³ <https://www.publico.pt/2018/12/31/sociedade/noticia/orcamento-estado-garante-240-milhoes-ensino-profissional-publico-1856319>

	Institute for Employment and Vocational training (IEFP)	Yes. Social partners are represented in the Board of Directors and if needed they can call experts for a counselling meeting to take place in IEFP	IEFP regional delegations
Technical operational	National Agency for Qualifications and Vocational training (ANQEP)	Yes, social partners and other stakeholders are represented in the Sectoral Councils for Qualifications (CSQ) of ANQEP	Municipalities
	Institute for Employment and Vocational training (IEFP)	Social partners manage private VET schools	IEFP Regional delegations
	Directorate General for School Establishments (DGesTE)	No	DGESTE, regional structures

Source: Compiled by authors.

The role of the social partners in Dual VET policies does not differ from that of alternating VET, whether initial or continuous. However, trade unions and business confederations are more concerned with work-based VET than with school-based VET. School-based VET has more intervention from teachers' unions and federations and/or also from schools' councils. The school council issued an opinion on 28 of July 2017,⁵⁴ where it recognised the importance of diversified training pathways and offers to prevent dropping out and early school leaving, although it supported the discontinuation of the school-based Dual VET programmes. One of the positions of this Council is supported by the fact that this VET programme did not have a qualification match in the system of qualifications which demotivated the students who attended it so much that their attendance dropped or even ceased. In addition, the Council discussed that these courses were not organised and structured in a way to provide the students with a consistent vocational and training path, but rather served as a second option for students with learning difficulties.

School-based Dual VET was discontinued in spite of the findings of most of the research (Chapter 1) about the positive acceptance of the programme by students and their families. It is also not

⁵⁴ Project of Opinion 03/2017 of 28 July: Council of Schools, 2017
http://www.cescolas.pt/wp-content/uploads/2017/09/Parecer_03_2017_Altera_Modelo_Org_Curricular.pdf

clear that this Councils' opinion was decisive in the discontinuation of the programme, however, as a corporative intervention this was a position that may have contributed to higher decisions. The table below summarises the dimensions of main actors and intervention roles in different Dual VET governance levels in Portugal.

Table 4.4.2 Dimensions of intervention in Dual VET governance in Portugal

	Involvement. Yes/No	Type of involvement
Development and renovation of curricula for Dual VET	Yes, they participate in the definition of the technical areas to be taught , although not the scientific areas.	Technical advisers involved in the CSQ and in the General Council of ANQEP
Evaluation and monitoring of the system	Yes (although not evaluation) The evaluation is the responsibility of the General Inspection of the Ministry of Labour and Ministry of Education in the case of the Apprenticeship courses and Vocational Training	They participate in the Board of Directors of the IEFPP that provides, regulates and supervises the Apprenticeship System and are represented in the ANQEP which is mandated to monitor VET policies and the National Framework of Qualifications.
Delivering of education	Yes	They provide training
Evaluation of students' training outcomes	No	
Regulation of working conditions of 'apprenticeships' or 'internships'	Yes	Social partners have a formal role in terms of drawing the attention of the CPCS and Board of Directors to the working conditions of 'apprenticeships' or 'internships'.
Enforcement of working and training conditions of 'apprenticeships' or 'internships'	Yes	Social partners have a formal role in the Board of Directors. They can oblige companies to comply with working and training conditions and create social awareness).

Source: Compiled by authors.

4.4 The VET actors

There are several main actors promoting VET as an alternative pathway to students that: wish to attend general paths or do not wish to pursue higher university regular studies; and would rather obtain a qualification required by the labour market. The main actors are the following:

The IEFP, which is the main driving force in the development of work-based VET in the country. The IEFP is not only the key financial provider but also plays the main role in everything related to vocational training (initial and continuous) and employment. The IEFP Board includes trade unions and business confederations that also have a seat in the CPCS and in CES. In this board the annual activity plan of the Institute is discussed and approved by its members.

The Tourism Confederation (*Confederação do Turismo de Portugal* – CTP) stands out as another important actor in promoting VET in the country in the training areas of tourism and restaurants. The CTP has had a seat in the CPCS since 2003, and brings together all tourism business federations and associations. VET is provided by several of its associates, but the main driver is the Tourism of Portugal (*Turismo de Portugal*) with its twelve VET schools that provide upper secondary and post-secondary VET.

The Confederation of Agriculture (*Confederação dos Agricultores de Portugal* – CAP) provides training through its associates (about 250 federations and associations) and runs three regional training centres. Although CAP has a say in CPCS, it is more of a player in VET than a driver. VET in agriculture is not one of the most chosen areas by VET students.

The Confederation of Commerce and Services (*Confederação de Comércio e Serviços de Portugal* – CCP), brings together more than 100 members and coordinates VET in the sector at all levels in connection with affiliated structures, in the training areas of commerce and services.

The Business Confederation (*Confederação Empresarial de Portugal* – CIP) represents 150 000 companies in all sectors of the economy. Most of its associates are important players in VET, acting locally and sectorally in cooperation with different technological centres. Apart from other sectoral associations, there are three CIP associates that are important players in VET and political influencers: The Association of Metallurgical, Metalworking and Related Industries (*Associação dos Industriais Metalúrgicos Metalomecânicos e Afins de Portugal* – AIMMAP), Portuguese Association of Electrical and Electronics Companies (*Associação Portuguesa do Sector Elétrico e Eletrónico* – ANIMEE) and the Chamber of Commerce and Industry (*Câmara de Comércio e Indústria Portuguesa* – CCIP). These Associations participate in Sectoral Councils for Qualification (*Conselhos Sectoriais para a Qualificação* – CSQ) of ANQEP (the VET regulator) supporting the definition of education policies in their areas.

Another actor to be recognised as an important Dual VET driver is ATEC. The ATEC Academy has a cooperation agreement with IEFP to provide Apprenticeship courses and participates and promotes, together with the German-Portuguese Chamber of Commerce and Industry, workshops, conferences and training initiatives. All with the involvement of several stakeholders, schools, municipalities and companies promoting Dual VET in the country.

For matters concerning school-based VET, there is the National Association of Private VET schools (ANESPO). This organisation has been an important, if not the main VET driver in the

country. ANESPO has also been providing support to its associates and training to VET teachers and trainers. It was created in 1991 bringing together more than 200 VET schools belonging to different private entities, from business associations, foundations, cooperatives, municipalities and trade unions. ANESPO originated in different areas of education and training and established protocols with several companies to guarantee its associates' access to internships, work-context training and even training equipment. A recent heated debate led by ANESPO was about the government's decision to provide textbooks to students in general and vocational education in the network of public schools without including VET students in the private network. The FENPROF also disagreed with the discrimination against these students, not least because of the comparison that can be made with schools with a 'Contract of Association' (*Contrato de Associação*).⁵⁵

The Portuguese Government is also considered a driver in promoting vocational education and training as an alternative choice to regular studies.

5 Performance

Despite the progress made in the last decades to improve the qualifications of the population Portugal maintains a low education profile that translates into a low composition of the structure of professions over-represented by occupations typically less demanding in terms of qualifications (Cantante, 2018).

The primary economic sector worker profile has lower educational qualifications and this profile also applies to workers in less skilled service activities (personal, protective and safety service workers and vendors). For technical middlemen and administrative staff, the modal school level is secondary or post-secondary education. Whereas the group for specialists in intellectual and scientific activities consists almost entirely of workers with higher-level qualifications (Cantante, 2018).

In 2019, 42.3% of the employed population in Portugal had basic schooling,⁵⁶ 28.6% had upper secondary and post-secondary schooling and 27.9% had higher education qualifications (INE, PORTDATA, 2020). Only 25% were in occupations that require higher qualifications and the remaining 75% were employed in occupations that require medium to low qualifications (Table 5.1).

Table 5.1 Distribution of the population employed by occupations – 2019

Occupations	%
Representatives of the legislature and of executive bodies, directors and executive managers	6.0
Experts in intellectual and scientific activities	19.3
Intermediate-level technicians and occupations	11.0
Administrative staff	8.5
Personal, security and safety service workers and vendors	19.3
Farmers and skilled agricultural, fishery and forestry workers	5.0
Skilled workers from industry, construction and craftsmen	12.8
Plant and machinery operators and assembly workers	8.6

⁵⁵ <https://observador.pt/2019/09/20/alunos-de-escolas-profissionais-financiadas-pelo-estado-sem-acesso-a-manuais-gratuitos/>

⁵⁶ Three cycles of basic (2 primary) schooling: 1st, 2nd and 3rd. The third cycle of basic education corresponds to lower secondary education

Military	0.5
Unskilled workers	9.0

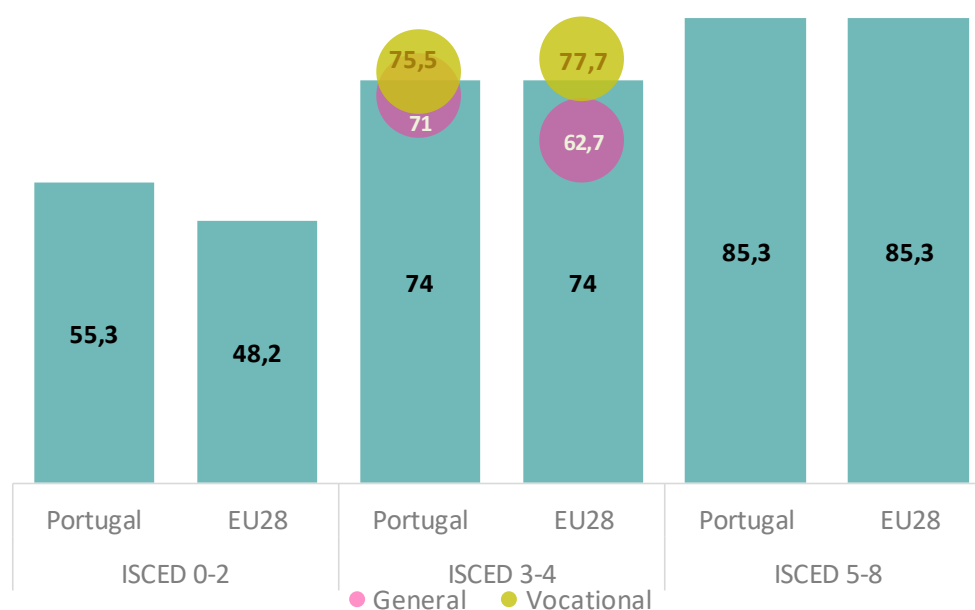
Data source: National Statistics Institute (*Instituto Nacional de Estatística* – INE) – employment survey
Source: Pordata, update 2020-07-24

The occupations targeted by VET, particularly intermediate technicians and administrative staff take up only 19,5% of the employed population. 55.5% of the remaining population is employed in occupations with a lower schooling profile.

This low schooling profile of the Portuguese labour market exerts a significant pressure on VET (let alone on higher education), because the most sought-after professions are those with the lowest schooling profiles.

Nevertheless, as shown in Figure 5.1, 85.3% of recent graduates aged 18 to 34 with higher education find employment within 1 to 3 years.⁵⁷ Compared to the EU28, this percentage is the same as the European average and higher than for other levels of education. However, the low-skilled labour force in Portugal get more employed than the European average within this timeframe. On the other hand, recent graduates in VET, within ISCED 3–4, and aged 18 to 34, find less employment within 1 to 3 years than the European average; on the contrary, graduates with general education find more employment in Portugal than the European average.

Figure 5.1 Employment rate by educational attainment level, 18 to 34 years old – 2019 (%)



Note: Data for ISCED 3–4 includes post-secondary non-tertiary education graduates
Source: Statistics Eurostat, update 8.10.2020

In this indicator (aged 18 to 34 VET recent graduates/employment within one to three years), the employment rate at ISCED 3–4 in Portugal is higher for those with vocational training⁵⁸ than for those with general education. It is important to note that vocational education in this data includes

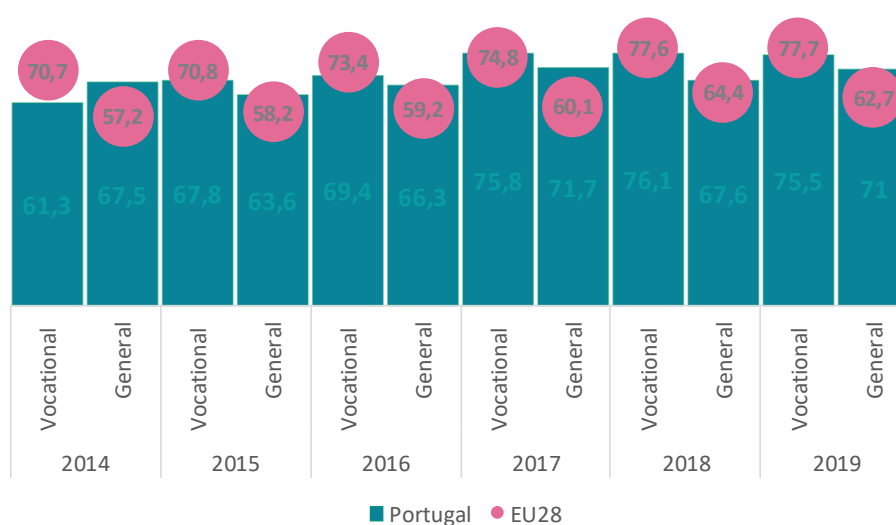
⁵⁷ Eurostat indicator: aged 18 to 34/ recent graduates /employment within 1 to 3 years

⁵⁸ Data on vocational education includes alternating VET formal education systems and Dual VET (Apprenticeship) systems as well as post-secondary CET courses.

alternating VET formal education systems and the Apprenticeship System as well as post-secondary CET courses.

The demand for VET graduates in Portugal has been growing since 2014, more than the European average despite the slight decrease (0.6 percentage points)⁵⁹ between 2018 and 2019 (Figure 5.2). However recent graduates with general education have been finding more jobs throughout the years, within one to three years of searching, than the European average. Noting that, in Portugal in 2019, the difference has narrowed between these graduates and the VET graduates that find employment within the same timeframe.

Figure 5.2 Evolution of the employment rate by educational attainment, ISCED 3–4; 2014–2019 (%)



Note: Data for ISCED 3–4 includes post-secondary non-tertiary education graduates

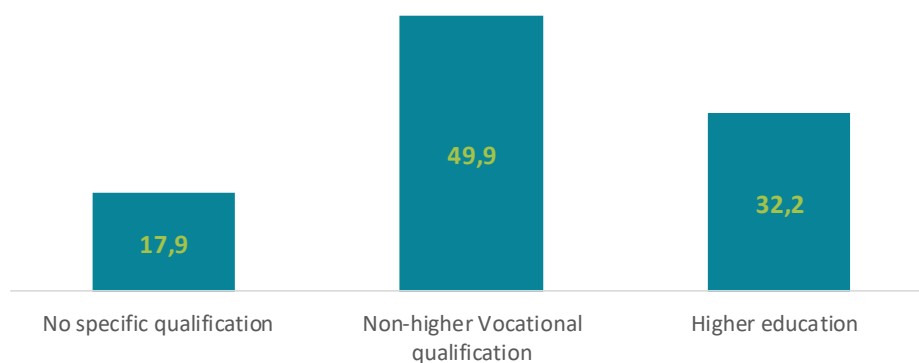
Source: Statistics Eurostat, update 2020-10-08.

Even so, comparing general education and VET the general trend in the country regarding ISCED 3–4 is in favour of graduates with VET. Looking at the employment distribution per occupation, VET seems to suit the requirements of employers, a preference confirmed by the results of a recent survey on the Identification of Qualifications Needs in Enterprises (*Identificação das Necessidades de Qualificação nas Empresas – IINQE*).⁶⁰

The main results of this enquiry were that over the next two years (2021–2022), companies intend to recruit 345 584 workers, corresponding to a gross increase of 10.8% in their staff. Of those workers to be recruited, almost 50% are expected to have a non-higher VET education, and 32.2% are expected to have a higher education degree (Figure 3.5.3).

⁵⁹ p.p. refers to percentual point

⁶⁰ In March 2020, the National Statistics Institute (INE) together with ANQEP and the Directorate-General for Education and Science Statistics (DGEEC) promoted the Survey on the Identification of Qualification Needs in Enterprises (IINQE): <https://webinq.ine.pt/public/pages/queryinfo.aspx?id=IINQE>

Figure 5.3 Recruitment intentions by level of qualification, 2021–2012 (%)

Note: Data does not include post-secondary VET in the non-higher vocational qualification

Source: National Statistics Institute (*Instituto Nacional de Estatística – INE*) – Survey on the Identification of Qualification Needs in Enterprises (IINQE), 2020.

These recruitment intentions correspond to gross increases of 17.8% for workers with tertiary education and 9.1% for workers without tertiary level qualifications; 17.9% of companies did not indicate a specific qualification level.

The worker' qualifications that companies most plan to recruit for in the next 2 years, by type of qualification are restaurant/bar employee with non-higher vocational education (9%) and computer, telecommunications and information systems engineering with higher education degree (11.5%) (Table 5.2).

Table 5.2 Qualifications for which more companies intend to recruit more workers (%)

Qualifications /area of education and training	% Workers
Non-Higher Education VET	49.9
Restaurant/bar employee (9th year + professional certification)	9.0
Commerce technician (12th year + professional certification)	6.4
Restaurant/bar technician (12th year + professional certification)	5.9
Sales technicians (12th year + professional certification)	5.5
Commercial technicians (12th year + professional certification)	3.9
Higher Education	32.2
Computer, telecommunications and information systems engineering	11.5
Software engineering and information systems	6.7
Commercial management and sales	6.3
Business administration and management	5.3
Information systems programming technologies (Vocational – CTeSP)	4.7
Non-specific qualification	17.9

Source: National Statistics Institute (*Instituto Nacional de Estatística – INE*) – Survey on the Identification of Qualification Needs in Enterprises (IINQE), 2020

Although ISCED 3–4 qualifications are the highest percentage of recruitment intentions, and higher education qualifications represent more than 30% of recruitment intentions, there are still 17.9% of non-specified qualifications that companies intend to recruit. In a way, this confirms the prevalence of a low education profile of the qualifications in the economic sector.

Table 5.3 below shares data on the future professional expectations of students at the age of 30 on leaving secondary education that were attending upper secondary education VET in public and private schools in mainland Portugal in 2017–2018. As shown in the table, these expectations were mainly focused on higher education occupations (Table 5.3.)

Table 5.3 Students’ professional expectations on leaving secondary education, 2017–2018 (%)

Occupations	(%)
Public Administration Senior Staff, Managers and Company Senior Staff	8
Experts from the Intellectual and Scientific Professions	39
Intermediate Level (level IV) Technicians and Professionals	21
Administrative and Similar Staff	3
Service Personnel and Salespeople	17
Farmers and Skilled Workers in Agriculture and Fisheries	1
Manufacturing workers, Craftsperson and Similar Workers	7
Plant and Machinery Operators and Assembly Workers	1
Unskilled (unqualified) workers	3

Source: DGEEC, OTES, 2020: Students exiting upper secondary VET education 2017–2018.

Important facts coming out of this questionnaire relate to the expectations of these students concerning their school career: 48% aspired to continue studying after completing the VET upper secondary education; while 49% wanted to finish the course and stop studying. Only 3% wanted to leave school before completing upper secondary education (DGEEC, 2020).⁶¹

Most of the students have expectations of working in higher education occupations as ‘experts from the intellectual and scientific professions’ (39%) and only 21% were expecting to be working in intermediate occupations. A small percentage (3%) of students expected to be working as ‘unskilled workers’, which is the same aforementioned 3% that wanted to leave, upper secondary education early, without completion.

Several companies have been called upon to establish training agreements with the range of public schools with VET programmes as well as private VET schools. However, there is only one study developed by a governmental agency/department that provides an insight into the accession of these companies to the VET programme in terms of number and sector of economic activity (DGEEC, 2020). In this study, there is no reference to studies or analysis on perceptions of contribution of the company’s involvement to the success of the programme in terms of improvement of skills and employment.

There is a recent VET survey on the identification of qualifications needs in enterprises launched at beginning of 2020 jointly by ANQEP and the National Institute for Statistics (*Instituto Nacional de Estatística* -INE). Survey results pointed to an intention by companies to recruit, between 2020

⁶¹ These students were questioned while attending the internship in the last year of the three cycle VET programme; 64% of these students were 18years old and 36% between 18 and 20 and more years old.

and 2021, more than 300 000 workers corresponding to a gross increase of 10.8% in their staff. Of those workers to be recruited, almost 50% are expected to have a non-higher VET education (INE, 2020). It is important to note that occupations targeted by VET in Portugal (particularly intermediate technicians and administrative staff) take up only 19.5% of the employed population.

According to Eurostat statistical data, recent graduates in VET (within ISCED 3–4, aged 18 to 34) find less employment within 1 to 3 years than the European average (76% versus 78%). Even so, the employment rate of ISCED 3–4 is higher for those with VET graduations than for those with general (regular) education (Eurostat, 2020).

6 Conclusions

6.1 The VET system in Portugal

VET in Portugal is mainly school-based and had its greatest expansion in the late 1980s with the creation of the network of private VET schools under the LBSE 1986. The 2000s marked the further expansion of school-based VET with the introduction of these programmes in the public network of schools (initiated in 2004). This policy and political measure integrated into the 2004 secondary education reform (DL 74/2004) gave way, not only to the increase of schooling rates at upper secondary level of education, but also to annual average growth rates in VET programmes greater than the 10% that occurred until 2013–2014, both in private and public network of schools. The school year 2013–2014 recorded the highest percentage of students attending VET programmes (44%) at upper secondary level of education. Since then, the average growth rates have been negative (-0.3%). Nonetheless, more than 40% of students at upper secondary have attended VET programmes. The decrease of enrolment in VET follows a decrease of students in the education system as a whole, but the total number of enrolments in VET in Portugal is also decreasing relative to the European average which was around 48% in 2017. The decrease of the population in general, and particularly of school age population between 15 and 24 in particular, has contributed to this decline in VET enrolment.

Most scientific literature about VET originates in non-peer review studies and reports developed in research centres, as well as in a few PhD theses and masters dissertations, articles in national social sciences, education journals and conference papers. There are also reports from European and international organisations related to the state of the art and the evolution of vocational training.

VET has been on the political agenda and in social debate mainly since 2000. VET has been discussed as an instrument to improve qualifications, early school leaving rates and unemployment. More recently, and since 2010, debates are centred on the contribution of VET programmes/solution for school success through tackling early school leaving. These debates include political parties and social partners discussing the need to value the VET pathways more highly in the country.

6.2 *Apprenticeship: The Portuguese Dual VET system*

As for Dual VET, apart from the Dual VET courses provided by the private training Academy (ATEC), there is only one programme close to Dual VET consolidated in the country since 1986, which is the Apprenticeship System (*Sistema de Aprendizagem*). The Apprenticeship System has been stable in terms of students enrolled, registering average annual growth rates around 1%, despite the decrease in the number of students enrolled in the last six school years.

Furthermore, there was a recent experience of Dual VET (German-inspired Dual VET) in the Portuguese education system that started in 2012 and finished in 2014. This Dual VET experience did not prevail, mainly due to pressure from the education actors (teachers' unions and councils). The number of students enrolled in Dual VET courses during the time in which the programme was in force in the education system, corresponded to a transfer of these students from the CEF, to Dual VET ones. It should be stated that the numbers of students attending the German-inspired Dual VET in the education system does not clearly reflect students' choices for these programmes, whether lower secondary and/or upper secondary ones. It is reasonable to argue that

the transfer of students was more a result of the advice of teachers' advice than the students' choices.

Literature about the Apprenticeship System is scarce. These are three articles about the experience of the education system and the development of the Apprenticeship and its social impacts. Our review did not find any literature about the employment of Dual VET students, nor the role of social partners in the governance of Dual VET systems.

The short-lived German-inspired Dual VET entered policy debate by the time of its creation in 2012 and 2013. The main actors involved in the discussions were political parties, teachers' unions and the advisors of the National Council of Education (*Conselho Nacional de Educação* – CNE). These educational advisors, actors and stakeholders presented two arguments against this 'pure' Dual VET courses: (1) the courses did not lead to a qualification level; and (2) the reduction of the cultural and scientific/technical teaching in the curricula was not acceptable in the context of the cultural role of education. Moreover, some actors, mainly teachers from the public and private network of VET schools reported the need to integrate students attending Dual VET into compulsory education drawing attention to the possible transfer of these students to training centres. In fact, these actors claimed that the Dual VET programme lasted less than 3 years, which is less than the time of completion of the compulsory upper secondary education. Teachers and other actors such as the representative of ANESPO, voiced further concerns Teachers and other actors such as the representative of the association of the network of private VET schools voiced further concerns about the early diversion to vocational paths for students aged as young as 13 (CNE, 2014a).

6.3 The role of social partners in Dual VET (Apprenticeship System or Aprendizagem)

The involvement of social partners and stakeholders was always a reference point in the European strategies and guidelines for Education and Training systems. It was considered that the effectiveness of VET systems was better guaranteed through the involvement of social partners, other stakeholders and partnerships between several actors from social and economic sectors. Importantly, the participation of social partners in the development of Portuguese VET was considered crucial since 1986 (through the Basic Law of the Education System). In this law, social partners and stakeholders are seen as key players in the provision of VET within the framework that created the private network of VET schools. In this network of private schools, social partners participate both as managers and stakeholders on a contractual basis with the Ministry of Education.

Later in the 1990s, regulations clarified the role of social partners in VET and also in Dual VET systems. Within the Professional Training Policy Agreement signed in 1991, the role of social partners both as beneficiaries and providers of VET was legally defined through the Decree-Law 405/91 of 16 October. The decree established the institutional framework of initial and continuous work-based VET. Importantly, work-based VET should be provided by the enterprise and the employers in general are established as the polarising reality and space for training, while the other training entities appear as subsidiary and complementary. Social Partners represented in the CPCS should contribute to the definition of VET policies, by participating not only as stakeholders but also as coordinators in the governance structures of the IIEFP tackling the issues of the Apprenticeship System.

The social partners' role in policy making is not clearly stated or evident after the changes that improved cooperation or coordination of VET and apprenticeship. Their role is formally defined but their interventions, apart from their direct interest as VET providers, have been more directed to the employment policies promoting qualifications of workers and qualified employment. That is, they are not focused solely on issues specific to initial VET or Dual VET. Organisationally, their voices are heard mainly indirectly in the governance structures of VET and Apprenticeship (i.e. CPCS and the board of Directors of IEFPP). In more detail, the IEFPP provides funding for Apprenticeship through the European Social Fund and the 'single social tax'. Depending on the student status, the pupil can receive up to 257 € per month and the schools also receive financing to give apprenticeship courses. In the Board of Directors of IEFPP, social partners negotiate the allocation of the 'single social tax' (budget and policies of training and employment) for the regional centres (but not the European Social Funds). They also discuss the creation and governance of apprenticeship courses and the numbers of students.

As mentioned, social partners are indirectly involved in the governance of VET through the Association of private VET schools (ANESPO) where they are represented. ANESPO has been contributing to changes in improving curricula issues, as well as methodologies of learning and policies through its participation in different spaces of governance and debate. Employee and employer confederations plus sectoral associations and federations are present through this Association as some of them own private VET schools. However, ANESPO's commitment is less immediate than that of other stakeholders in apprenticeship, as they have a natural interest in issues of school-based VET because these are their main business.

With the extension of VET programmes to the network of public schools, the teachers' unions and other educational stakeholders started to be more attentive to VET issues. They contributed recently to the discontinuation of school-based Dual VET in the education system, whilst simultaneously favouring alternating VET as an educational route that needs to be valued and promoted.

To conclude, there is little potential for a more active involvement of social partners in the governance of Apprenticeship. Social partners mainly intervene indirectly in the governance of the VET systems through membership in ANESPO. They have a small direct role in Dual VET through the Board of Directors of IEFPP. There is no pressing reason to change the Apprenticeship System, unless more funds could be allocated at the regional level in the near future (e.g. Post-Covid 19). Thus, IEFPP could leverage the governance role of social partners in the Board of Directors, during institutional connections with members of the government and political parties at CPCS, as well as through their direct influence on policy makers. Our next step will be to better understand social partners' roles and discourses on VET governance, and how to productively involve social partners in the governance of Apprenticeship System.

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8 Annex – Methodology

The work was carried out from May to October 2020. It included extensive online searches of literature since there are digitalized documents available (circa 2000), and using the strings “*ensino profissional*”, “*ensino vocacional*”, and combining “*Portugal*” and “*Portuguese*” with the expressions “vocational education” and “vocational and professional education” and “vocational education and training”.

The searches were conducted in three different sites: First, the work compiled scientific literature existing in national and international databases using the search engine Nova Discovery, which aggregates: the main databases of scientific articles, B-On (the main scientific engine in Portugal), institutional repositories and catalogues of all libraries of Universidade Nova de Lisboa, as well as Science Direct. Second, the work included searches in official organizations with databases on VET such as DGEEC, DGESTE, ANQEP, IEFEP, IAPMEI, Instituto do Turismo, INE and Eurostat. Last, other searches were conducted in Google Search engine to assure the widest coverage possible of documents related to the topic. The typology of documents considered in the systematic review included: articles, theses, dissertations, books, book sections, conference proceedings, reports, bills, statutes, working papers, newspapers and magazines.

Our review of the literature compiled of 76 publications of all types about Vocational Education Training. We analysed 10 international scientific publications and 9 grey publications concerning VET, industrial relations and/or Portugal. We also considered 56 publications written about Portugal that mentioned the string *Ensino Profissional*, out of which 53 publications were selected for detailed analyses. The scientific publications selected consisted of 3 PhD Thesis, 13 Master Thesis, 17 Journal Articles, 2 book chapters, 5 books, 3 conference proceedings and 10 reports. We also examined 4 grey publications.

The public debate was based on several sources, such as the discussions in the magazine Fórum Futurália, searches in major newspapers (Expresso, Público, etc) and general Google searches.

9 Annexes – Tables and Figures

Annex I

Table 3.4.1. Number of students attending lower secondary VET in both private and public schools - Portugal

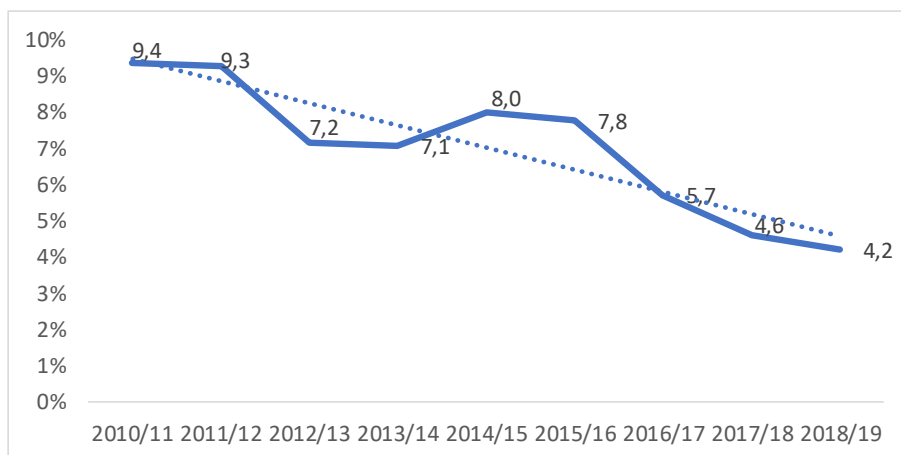
	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19
Vocational Courses (Dual VET)			243	8462	21 873	25 035	8237		
Education and Training Courses (CEF)	35 188	35 395	26 692	17 655	7180	2433	11 446	15 497	13 928
Vocational courses (Level II)	537	393	377	343	325	230	324	345	350
Total Vocational Lower secondary	35 725	35788	27 312	26 460	29 378	27 698	20 007	15 842	14 278
Total Lower secondary	381 183	385 569	381 836	372 994	367 488	356 674	349 254	344 040	338 657

Note: Data refers to young students in compulsory education

Source: DGEEC, Statistics of Education 2010-2019; Education in Numbers, 2020

Annex II

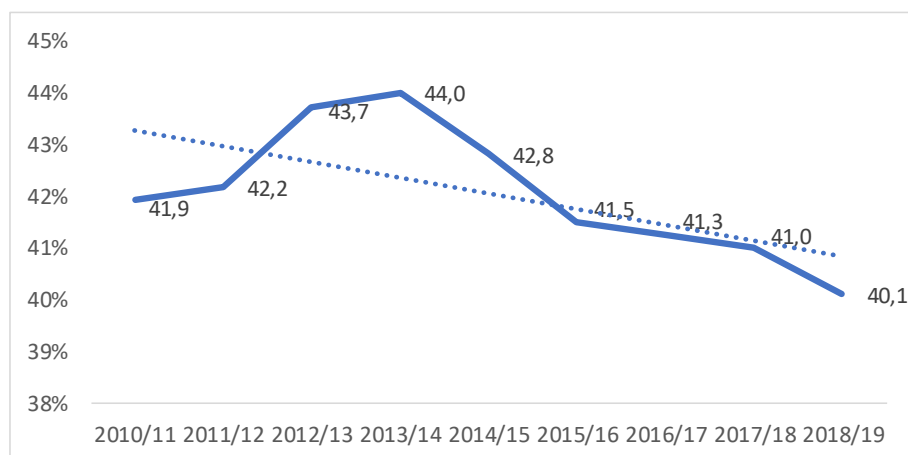
Figure 3.4.1. Percentage of students attending lower secondary VET both private and public schools: evolution – Portugal



Data source: DGEEC, Statistics of Education 2010-2019; Education in Numbers, 2020

Annex III

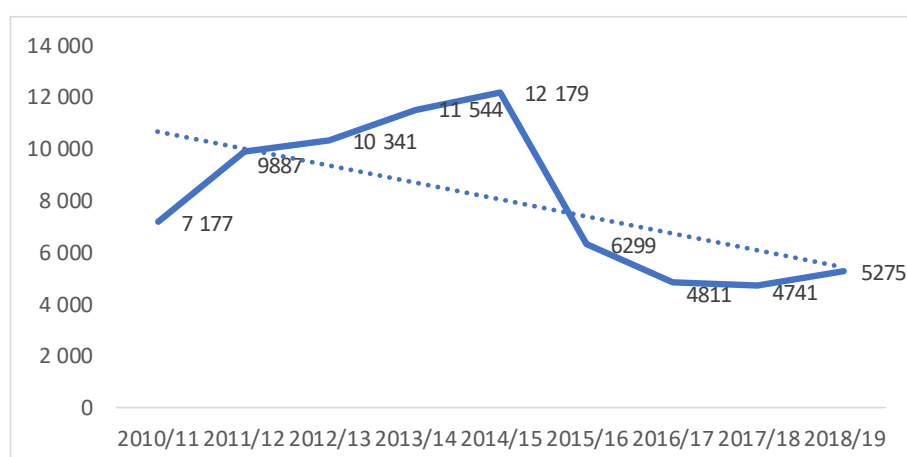
Figure 3.4.2. Percentage of students attending upper secondary VET both private and public schools: evolution – Portugal



Data source: DGEEC, Statistics of Education 2010-2019; Education in Numbers, 2020

Annex IV

Figure 3.4.3.1. Evolution of students attending post-secondary VET (CET) in education institutions – Portugal

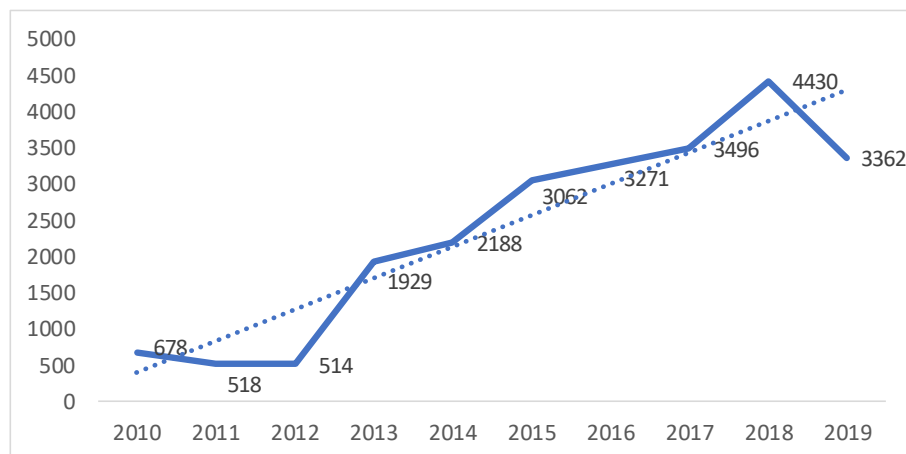


Source: DGEEC/MEC: Survey on the Registration of Students Attending and Graduated in Higher Education; DGEEC: Statistics of Education 2010-2019

* CETs Provided by Higher and Non-Higher Education institutions

Annex V

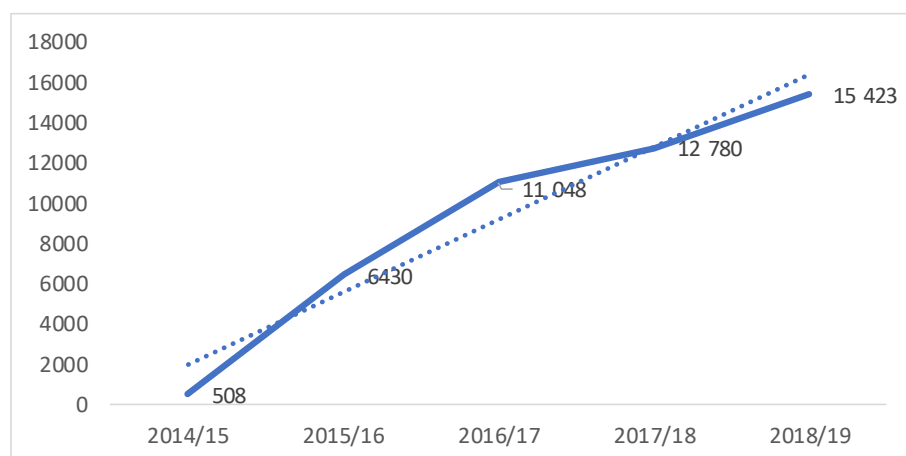
Figure 3.4.3.2. Evolution of total students attending post-secondary CET – in training institutions and technological schools – Portugal



Data Sources: IEFP Statistics; Physical and Financial Reports- 2010-2109; School of New Technologies of Azores; Technological School of Continent's Inner Region - 2010-2019

Annex VI

Figure 3.4.4. Evolution of students attending higher education VET (CTeSP) – private and public institutions – Portugal



Data source: DGEEC–DSEE–DSEE, Statistics of Education – Attending Higher Education - 2014-2019;