



# **Independent national experts network in the area of adult education/adult skills**

## **Full Country Report - Portugal**

Written by Paula Guimaraes  
October - 2017



**EUROPEAN COMMISSION**

Directorate-General for Employment, Social Affairs and Inclusion

Directorate E — Skills

Unit E.3 — VET, Apprenticeship and Adult Learning

*Contact: Mantas Sekmokas*

*E-mail: [EMPL-E3-UNIT@ec.europa.eu](mailto:EMPL-E3-UNIT@ec.europa.eu)*

*European Commission  
B-1049 Brussels*

**Independent national experts network in the area  
of adult education/adult skills**

**Full country report - Portugal**

***Europe Direct is a service to help you find answers  
to your questions about the European Union.***

**Freephone number (\*):**

**00 800 6 7 8 9 10 11**

(\* ) The information given is free, as are most calls (though some operators, phone boxes or hotels may charge you).

## **LEGAL NOTICE**

This document has been prepared for the European Commission however it reflects the views only of the authors, and the Commission cannot be held responsible for any use which may be made of the information contained therein.

More information on the European Union is available on the Internet (<http://www.europa.eu>).

Luxembourg: Publications Office of the European Union, 2018

© European Union, 2018

Reproduction is authorised provided the source is acknowledged.

For any use of materials which are not under the European Union copyright, permission must be sought directly from the copyright holder(s) indicated.

## CONTENTS

1.0	COUNTRY OVERVIEW .....	6
1.1	Trends for the entire population .....	6
1.2	Trends for low qualified adults .....	9
2.0	BRIEF OVERVIEW OF ADULT LEARNING SYSTEM .....	13
2.1	Main features and a concise summary of historic development .....	13
2.2	Provision .....	15
3.0	ADULT LEARNING POLICIES.....	21
3.1	Context.....	21
3.2	Adult learning policy framework .....	23
3.3	National quantitative policy targets.....	27
3.4	Quality assurance.....	29
3.5	Future policy developments .....	30
4.0	INVESTMENT IN ADULT LEARNING SYSTEMS .....	32
4.1	Total investment in adult learning and change over time .....	32
4.2	Public national investment.....	32
4.3	EU support via structural funds (primarily ESF) .....	33
4.4	Effectiveness of investment .....	34
5.0	ASSESSMENT OF EXISTING POLICY .....	36
5.1	Develop learners' interest in learning .....	37
5.2	Increase employers' investment in learning .....	38
5.3	Improve equity of access for all.....	38
5.4	Deliver learning that is relevant .....	39
5.5	Deliver learning that is of high quality.....	40
5.6	Ensure coherent policy.....	40
6.0	STRENGTH AND WEAKNESSES OF THE ADULT EDUCATION SYSTEM .....	42
6.1	Strengths .....	42
6.2	Weaknesses.....	43
7.0	FURTHER POLICY REFORMS AND ORIENTATIONS NEEDED.....	46
8.0	SUMMARY.....	48
9.0	BIBLIOGRAPHY.....	50
	ANNEXES .....	54
	Annex 1: List of adopted legal acts, strategies, laws .....	54
	Annex 2: Inventory of policy interventions.....	55

## 1.0 COUNTRY OVERVIEW

### 1.1 Trends for the entire population

#### 1.1.1 Employment rate – entire population

**Table 1.1 Evolution of employment rate – national average (2010-2016) compared to EU data**

Geographical area	Years									Targets	
	2000	2005	2010	2011	2012	2013	2014	2015	2016	EU 2020	National 2020
EU-28 average	:	67.9	68.6	68.6	68.4	68.4	69.2	70	71	75% of the 20-64 year-olds in employment	75%
Portugal	73.4	72.2	70.3	68.8	66.3	65.4	67.6	69.1	70.6		

*Source:* Employment rates by age and educational attainment level (%) Eurostat code *lfsa\_ergaed*, last updated 25 April 2017.

*Explanatory note:* This table compares the average employment rate of the population (ISCED all levels) aged 20 to 64 in a given Member State over the period 2000-2016 to EU targets and average, including the EU2020 target, national 2020 targets and the average EU employment rate for 2016.

*-Comparison to EU data:*

From 2000 to 2013, employment rates have decreased (from 73.4% to 65.4%). From 2014 to 2016, this rate has been increasing (from 67.6% to 70.6%); however, this increase has not been enough to obtain the Portuguese rate from 2000 (73.4%), neither the EU-28 average in 2016 (71%), nor national 2020 and EU2020 targets (both of 75%).

*-Evolution over time*

Therefore, since 2000, the Portuguese economy has showed a significant reduction of employment rate that the international crises of 2008 and the adjustment policies (imposed by the European Commission, European Central Bank and International Monetary Fund in 2011)<sup>1</sup> have reinforced. 2013 had shown the lowest employment rate. From 2014 to 2016 there has been a recovery of employment rate, due to economic growth and labour market improvement; however, the employment rate from 2016 (70.6%) is lower from the one from 2000 (73.4%).

---

<sup>1</sup> On the 11<sup>th</sup> May 2011 the Memorandum of Understanding was signed by Portugal. It included a set of structural adjustment policies as a condition for a loan that was granted by the European Commission, The European Central Bank and the International Monetary Fund. Policies that were a result of this Memorandum had a strong impact in Portuguese economy and society as they included severe financial constraints, based on State-funding cuts, salaries cuts and a huge increase in taxation.

The increase of the employment rate is also visible in economic sector activity. In 2016 the total number of jobs was approx. of 4.6 million<sup>2</sup>, which was the best year since 2013 when the lowest number of jobs was observed (4.4 million<sup>3</sup>). Additionally, in the last 40 years, since the Democratic Revolution in 1974, the majority of jobs created were in service industries. In 1974 there were approximately 1.1 million jobs, a regular increase could be observed up until 2008 (approx. 3 million in 2008) whilst there was a slight decrease from 2008 up until 2012 (approx. 2.9 million). From then there was a recovery and in 2016 there were more than 3.1 million jobs in service industries. In industry, the number of jobs increased between 1974 (approx. 1.2 million) and 2000 (approx. 1.7 million). Since 2002 a decrease can be observed until the number in 2013 of approx. More than 1 million. A recovery can also be observed in 2014, 2015 and 2016. However, in agriculture the trend is of decrease from more than 1.2 million jobs in 1974 there was a constant decrease to 2016 (the total then being approx. 318,000)<sup>4</sup>.

The importance of services industries, namely financial services, transports, energy, communication sector, civil construction, commerce and distribution, hides the lack of relevance assumed by industries that have a low added value, very much exposed to international competitiveness, and with low technological intensity<sup>5</sup>.

According to the latest Eurostat data<sup>6</sup>, unemployment increased from 12.7% (in 2011) to 16.2% (in 2013) and decreased to 9.8%% (in April 2017). Long term-unemployment in 2015 was 7.2%<sup>7</sup>. In spite of the trend of decrease in unemployment, some authors have called the attention towards unemployed people that are out of unemployment statistics, due to the fact that they are joining programmes of vocational education and training of the Portuguese institute of employment and vocational education and training<sup>8</sup> or are not accountable in existing statistics. This situation involves considering that the decrease in unemployment is not so expressive as statistics may show<sup>9</sup>.

### 1.1.2 *Participation rate – entire population*

---

<sup>2</sup> Data from 1/06/2017 in <http://www.pordata.pt/Portugal/Popula%C3%A7%C3%A3o+empregada+total+e+por+sector+de+atividade+econ%C3%B3mica-32>

<sup>3</sup> Data from 1/06/2017 in <http://www.pordata.pt/Portugal/Popula%C3%A7%C3%A3o+empregada+total+e+por+sector+de+atividade+econ%C3%B3mica-32>

<sup>4</sup> Data from 1/06/2017 in <http://www.pordata.pt/Portugal/Popula%C3%A7%C3%A3o+empregada+total+e+por+sector+de+atividade+econ%C3%B3mica-32>

<sup>5</sup> Mamede, R., Rodrigues, J., Teles, N. & Cabral, R. (2013). Portugal no context Europeu. Speaking at the Conference "Economia portuguesa: propostas com futuro", on 16<sup>th</sup> February 2013, in Fundação Calouste Gulbenkian accessed on 2.06.2017 in [home.iscte-iul.pt/~rpme/Documentos/RPM\\_al\\_2013\\_EcFuturo.pdf](http://home.iscte-iul.pt/~rpme/Documentos/RPM_al_2013_EcFuturo.pdf)

<sup>6</sup> Data from 2/06/2017 accessed on 15/09/2017 in [http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Unemployment\\_rates,\\_seasonally\\_adjusted,\\_April\\_2017\\_\(%25\)\\_F2.png](http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Unemployment_rates,_seasonally_adjusted,_April_2017_(%25)_F2.png)

<sup>7</sup> Data from 2/06/2017 accessed on <http://www.pordata.pt/Europa/Taxa+de+desemprego+de+longa+dura%C3%A7%C3%A3o+total+e+por+sexo-2264>

<sup>8</sup> In Portuguese *Instituto de Emprego e Formação Profissional*.

<sup>9</sup> Data in *Barómetro das Coisas*, 26/03/2015, n.º 13.

**Table 1.2 Evolution of participation rate in education and training – national average (2010-2016) compared to EU data**

Geographical area	Years									Targets	
	2000	2005	2010	2011	2012	2013	2014	2015	2016	EU 2020	National 2020
EU-28 average	:	9.6	9.3	9.1	9.2	10.7	10.8	10.7	10.8		
Portugal	3.4	4.1	5.7	11.5	10.5	9.7	9.6	9.7	9.6	15% of adults in lifelong learning (LLL)	15%

*Source:* Participation rate in education and training by sex and age (%), Eurostat code *trng\_lfse\_01*, last updated 25 April 2017.

*Explanatory note:* This table compares the participation rate in lifelong learning of adults aged 25-64 to EU data over the period 2000-2016. Bibliography

#### -Comparison to EU data

In 2016, the Portuguese participation rate in education and training (9.6%) was still further away from the EU2020 target (15%) and EU-28 average (10.8%).

#### -Evolution over time

Participation rates have increased from 2000 (3.4%) to 2012 (10.5%) due to the development of the adult education policy (Programa Saber +<sup>10</sup> – 1999/2002 and especially Iniciativa Novas Oportunidades<sup>11</sup> – 2005-2011). However this rates have suffered a decrease in 2013 and 2014 (9.7% and 9.6%) maintained in 2015 (9.7%) and 2016 (9.6%) due to the suspension of the adult education policy in 2011, and to the end of the national strategic reference framework supported by European Union funding programmes (2007-2013). These programmes allocated funding to adult education provision and vocational education and training. It was also due to structural adjustment policies that involved severe cuts in State expenditure, reducing the scope, resources, capacity and beneficiaries of education public policies. The conditions in which Portugal had to provide education services and the capacity to meet the needs of adult learners became more challenging<sup>12</sup>. From 2013 up until today only few forms of provision were kept in development such as modular training<sup>13</sup> and adult education and training courses<sup>14</sup>. Apart from these, recognition of prior learning<sup>15</sup> enrolments' have to be stressed although

<sup>10</sup> In Portuguese *Saber+*. *Programa para o Desenvolvimento e Expansão da Educação de Adultos (1999-2006)* (To konw+. Programme for the development and expansion of adult education and training (1999-2006).

<sup>11</sup> In Portuguese *Iniciativa Novas Oportunidades* (New opportunities programme).

<sup>12</sup> Antunes, F. (2016). Economising education: from the silent revolution to rethinking education. A new moment of Europeanisation of education? *European Educational and Research Journal*, vol. 15, no. 4, pp. 410-427.

<sup>13</sup> In Portuguese *Formação Modular*.

<sup>14</sup> In Portuguese *Cursos de Educação e Formação de Adultos*.

<sup>15</sup> In Portuguese *Reconhecimento, Validação e Certificação de Competências*.



the number of learners certified by this means has not been relevant in recent years<sup>16</sup>. Recent changes in adult education and training policy from August 2016<sup>17</sup> might have an impact in participation rate in the next years.

It has to be noted that rates of non-participants in lifelong learning and adult education activities are high in Portugal<sup>18</sup> and present a very expressive cross-generational gap. In 2011, 40.1% of non-participants were 55 to 64 years old, 26.2% were 45-54, 18.4% were 35-44, 13.1% were 25-34.

## 1.2 Trends for low qualified adults

### 1.2.1 Share of low qualified adults

**Table 1.3: Share of low-qualified adults (ISCED 0-2) – national data (2010-2016) compared to EU-28 average 2016**

Geographical area	Years								
	2000	2005	2010	2011	2012	2013	2014	2015	2016
EU-28 average	:	30.6	27.3	26.6	25.8	24.8	24.1	23.5	23
Portugal	80.6	73.7	68.3	65.4	62.7	60.2	56.7	54.9	53.1

*Source:* Population by educational attainment level, sex and age (%), Eurostat edat\_lfse\_03, last updated 25 April 2017.

*Explanatory note:* this table compares the percentage of the population with low qualifications (ISCED levels 0-2) in 2016 to the EU-28 average for 2016 and the period 2000-2016.

#### -Comparison to EU data

In 2016, the share of low-qualified adults (ISCED 0-2) in Portugal was 53.1%. This rate was more than twice the EU-28 average, a situation that can be noticed from 2005 (73.7% in Portugal and 30.6% in EU-28 average). This high share has however evolved from 80.6% in 2000 to 53.1% in 2016, in regular and constant decreases.

#### -Evolution over time

From 2006 to 2015<sup>19</sup>, rates referring to the low qualified adults aged 15 years old or older (namely those that did not hold a school certification or those having completed the 6th year of school education) decreased. On the other hand, there was an increase of people holding the 9th year of school certification, upper secondary certification and tertiary

<sup>16</sup> Data from 2/06/2017

[https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Portugal:National\\_Reforms\\_in\\_Vocational\\_Education\\_and\\_Training\\_and\\_Adult\\_Learning#Qualifica\\_Programme](https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Portugal:National_Reforms_in_Vocational_Education_and_Training_and_Adult_Learning#Qualifica_Programme)

<sup>17</sup> Portaria n.º 232/2016, 29/08.

<sup>18</sup> See Instituto Nacional de Estatística (2013). Aprendizagem ao Longo da Vida. Inquérito à Educação e Formação de Adultos 2011. Lisboa: Instituto Nacional de Estatística and Valente, A. C. (Coord.), Simões, A & Santos, F.(2014), *Adultos de Baixa Escolaridade: Desafios para a Aprendizagem ao Longo da Vida (ALV) em Portugal*. Lisboa: Instituto de Estudos Sociais e Económicos.

<sup>19</sup> See Conselho Nacional de Educação (2016). *O Estado da Educação 2015*. Lisboa: Conselho Nacional de Educação.

education. Early school leaving has also decreased from 46.1% (male) and 30.7% (female) in 2006 to 16.4% (male) and 11% (female) in 2015.

According to Eurostat, in 2015<sup>20</sup> 48.4% of adults aged 25-54 years old held low educational attainment (levels 0-2), while 25.6% medium educational attainment (levels 3-4), and 26% had high educational attainment (levels 5-8). For adults aged 55-74 years old, 80.7% held low educational attainment, 8.8% had medium educational attainment and, 10.5% had high educational attainment.

Although educational attainment levels of the population have improved significantly over the last 40 years, Portugal is still among the five countries with the largest proportion of adults aged 25-64 years old below an upper secondary diploma (65%) and one of the three countries with the lowest proportion of adults aged 25-64 years old with tertiary education (17%). Portugal is part of a larger group of countries in which less than 30% of young adults (aged 25-35 years old) held tertiary qualifications<sup>21</sup>.

By 2013, cross-generational differences were clear, as the gap for those with below upper secondary education between older and younger adults was over 20%. Additionally, Portugal has still some of the highest proportion of younger adults (aged 25-34 years-old) with low qualifications (39%) and the lowest rate of young adults (aged 30-34 years old) with tertiary educational attainment (32%) in the European Union<sup>22</sup>.

There are no recent data from PIAAC/OECD as Portugal has not been a participating country in this study.

### 1.2.2 Employment rate of low skilled adults

**Table 1.4: Employment rates of low skilled adults (ISCED 0-2) – national data (2010-2016) compared to EU-28 average 2016**

Geographical area	Years								
	2000	2005	2010	2011	2012	2013	2014	2015	2016
EU-28 average	:	55.7	53.8	53.4	52.7	52	52.6	53.2	54.3
Portugal	72.8	71.4	68.1	65.7	62.9	61.6	63	64.3	65.5

*Source: Employment rates by age and educational attainment level (%) Eurostat code lfsa\_ergaed, last updated 25 April 2017.*

*Explanatory note: This table compares the employment rates of those with low qualifications (ISCED levels 0-2) to the EU average over the period 2010-2016.*

*-Comparison to EU data*

<sup>20</sup> Data from 2/06/2017 accessed on 15/09/2017 in [http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Share\\_of\\_the\\_population\\_by\\_level\\_of\\_educational\\_attainment,\\_by\\_selected\\_age\\_groups\\_and\\_country,\\_2015\\_\(%25\).png](http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Share_of_the_population_by_level_of_educational_attainment,_by_selected_age_groups_and_country,_2015_(%25).png)

<sup>21</sup> OECD (2013). *Education at a Glance 2016: OECD Indicators*, OECD Publishing. [10.1787/eaq-2016-en](https://doi.org/10.1787/eaq-2016-en)

<sup>22</sup> Data from 11/02/2016 accessed on 2/06/2017 in [http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Share\\_of\\_the\\_population\\_by\\_level\\_of\\_educational\\_attainment,\\_by\\_selected\\_age\\_groups\\_and\\_country,\\_2015\\_\(%25\).png](http://ec.europa.eu/eurostat/statistics-explained/index.php/File:Share_of_the_population_by_level_of_educational_attainment,_by_selected_age_groups_and_country,_2015_(%25).png)

Employment rate of low skilled adults in 2016 was 65.5%, a higher rate than the EU-28 average (54.3%). The employment rates of low skilled adults in Portugal since 2000 (72.8%) have decreased up until 2013 (61.6%), a similar situation to the EU-28 average rates (55.7% in 2005 to 52% in 2013). From 2014 to 2016 rates have increased (in Portugal from 63% to 65.5% such as in EU-28 average from 63% to 65.5%).

#### *-Evolution over time*

The high employment rate of low skilled adults in Portugal when compared to EU-28 average is dependent upon the economy and existing enterprises that are mainly micro (up to 10 workers) and small (up to 50 workers), many of these hiring low skilled adults<sup>23</sup> working in traditional economic sectors that do not require highly skilled workmanship.

The employment rate of low skilled adults follow a similar pattern of the employment rate of all levels that in 2015 was of 69.1%, the highest level since 2011 (68.8%) although from 2011 to 2013 (65.4%) there was a decrease. Regarding the employment rates of differently qualified adults aged 20-64 years old, the rate of the low qualified adults (levels 0-2) is significantly lower than the other rates and has noted a decrease from 2011 (65.2%) to 2015 (63.5%); the lowest rate was in 2013 (60.8%)<sup>24</sup>.

### 1.2.3 Participation rate of low skilled adults

**Table 1.5: Participation rate of low skilled adults – EU average in comparison to national average**

Geographical area	Years									
	2000	2005	2010	2011	2012	2013	2014	2015	2016	
EU-28 average	:	3.7	3.9	4	3.9	4.5	4.5	4.3	4.2	
Portugal	1.1	1.4	3.6	7.8	6.1	4.6	4.3	4.2	4.1	

*Source:* Participation rate in education and training by sex and educational attainment (%), Eurostat code and trng\_lfse\_03, last updated 25 April 2017.

*Explanatory note:* This table compares the participation rate in lifelong learning of adults aged 25-64 with low qualification levels (ISCED levels 0-2) to EU data and over the period 2000-2016.

#### *-Comparison to EU data*

The Portuguese participation rate in education and training of low skilled adults in 2016 was of 4.1% a similar rate to the EU-28 average (4.2%). This rate has evolved from 1.1% in 2000 to 7.8% in 2011. From 2012 (6.1%) to 2016 (4.1%) this rate has decreased. This trend can also be observed in EU-28 average rates, although the changes are not as strong (from 3.7% in 2005 to 4.5% in 2013 and 2014; and then to 4.2% in 2016).

<sup>23</sup> Instituto Nacional de Estatística (2017). *Empresas em Portugal 2015*. Lisboa: Instituto Nacional de Estatística.

<sup>24</sup> Data accessed on 2/06/2017 in [http://ec.europa.eu/eurostat/statistics-explained/index.php/Educational\\_attainment\\_statistics](http://ec.europa.eu/eurostat/statistics-explained/index.php/Educational_attainment_statistics)

*-Evolution over time*

The increase from 2000 to 2011 is to be related to the development of adult education and training policy, in specific to the new opportunities programme (2005-2011). The decrease that can be seen further on (2013 and after) was due to the suspension of the adult education policy in 2011, and to the end of the national strategic reference framework supported by European Union funding programmes (2007- 2013).

Since 2012, low qualified adults (in specific those unemployed) have been preferred for attending the few existing forms of provision such as modular training and adult education and training courses.

Portuguese participation rates are in general low (when compared to other Central European or Nordic countries) due to a lack of adult education policies, especially liberal adult education policies) after the II World war. Additionally, policies developed after 1974, when the Democratic Revolution occurred, have had a discontinuous character<sup>25</sup> and these were mainly centred on and secondary education (second-chance education directed at adults that did not achieve compulsory education).

---

<sup>25</sup> See Lima, L. C. (2008). A educação de adultos em Portugal (1974-2004). In R. Canário and B. Cabrito (orgs.), *Educação e Formação de Adultos. Mutações e Convergências*. Lisboa: Educa, pp. 31-60.

## 2.0 BRIEF OVERVIEW OF ADULT LEARNING SYSTEM

### 2.1 Main features and a concise summary of historic development

Up until the late 1990's, formal second-chance education was emphasised in adult education policy. It was supported by the idea that adults needed to accomplish compulsory education (of 9 years). It was a basic step for becoming democratic and participative citizens in a free society that fosters equality. Initiatives were developed in education, leading to the decrease in school abandonment and dropout, and the general increase of education levels (in formal education). However, these were not enough to overcome the significant educational differences in Portugal when compared to other European countries<sup>26</sup>. Since the late 1990s adult education policies became aligned with the European Union lifelong learning guidelines.

The European Union structural funding programmes, such as the national strategic reference framework<sup>27</sup> (2007-2013), had their objectives defined before the crisis of 2008 in the context of an economic growth cycle. The increasing link of investment trends and international trade had a significant influence on the New opportunities programme developed from 2005 to 2011. After 2012 (up until mid-2016), the adult education policy was suspended by the elected Government. The new opportunities programme was abandoned, the existing adult education centres were shut down and adult educators fired. Severe financial cuts were observed, and there was a decrease in adult learners enrolled and certified by existing forms of provision such as basic and secondary education

Especially after 2011, Portugal experienced a deep economic and social crisis as a result of the global crisis. It has also been affected by the European Union, the European Central Bank and the International Monetary Fund structural adjustment policies. Additionally, the European Union structural programmes were implemented in a context of economic and social constraints of unemployment, difficult living conditions, low expectations of the population in what refers to the future, and instability in social and political consensus and in the social pact<sup>28</sup>. The national strategic reference framework under development (2014-2020) was launched in a period of uncertainty, risks and threats.

Since 2014, the economy has been recovering slowly based on sectors such as tourism and industry (transports equipment, electric, electronic and computing equipment, pharmacy and chemical products and products from extractive industry)<sup>29</sup>. A new adult education programme was announced in August 2016 called the Qualify programme<sup>30</sup>. A

---

<sup>26</sup> See among others Conselho Nacional de Educação (2015). *O Estado da Educação 2014*. Lisboa: Conselho Nacional de Educação when referring to PISA performance improvements of Portuguese students.

<sup>27</sup> In Portuguese-*Quadro de Referência Estratégica Nacional* – QREN.

<sup>28</sup> See Mateus, A. (coord.)(2015). *Três Décadas de Portugal Europeu. Balanço e Perspectivas*. Lisboa: Fundação Francisco Manuel dos Santos.

<sup>29</sup> Data accessed on 18/09/2017 in

<https://www.pordata.pt/Portugal/Grau+de+exposição+ao+comércio+internacional+total+e+por+produto-2276>

<sup>30</sup> In Portuguese *Programa Qualifica* (Qualify programme) <https://www.qualifica.gov.pt/#/>

new trend in adult education policies seems to be emerging although its impact is not still clear, since it was announced so recently.

Portugal's education and training system beyond a person's school years primarily comprises: a publicly funded education and training, including forms of basic and secondary education and training such as recognition of prior learning (for those aged 23 or older); adult education and training courses providing a school education diploma and/or a professional qualification to those achieving education and training paths; modular training (for those aged 18 or older); and formal second-chance education (for those aged 16 or older)<sup>31</sup>. The adult education and training system incorporates an educational agenda (basic and secondary education) and a vocational education and training agenda. Apart from these but not being a clear part of the existing adult education and training policy, higher education sectors provide specific entrance paths for adults (such as the Older than 23 programme<sup>32</sup>) and the recognition of non-formal and informal learning<sup>33</sup>. Higher education institutions also offer short cycle tertiary education such as professional technical courses.<sup>34</sup>

Therefore, public provision can be categorised as follows:

- Adult basic and secondary education (in forms of provision such as recognition of prior learning and adult education and training courses) allowing a school education diploma (ISCED 1, 2 and 3);
- Higher education institutions allow specific entrance paths to adults such as the Older than programme. Additionally, validation of non-formal and informal learning can also be obtained by learners when enrolled in higher education degrees<sup>35</sup>. When enrolled in higher education institutions, adult students follow the same academic paths as other students (ISCED 5 and 6). Professional technical courses<sup>36</sup>, a short cycle tertiary education allowing a professional technician diploma (level 5 of the national qualification framework), are also available. In formal education (Table 2.1.), most adult learners can be found in upper secondary education both aged 20-24 and older than 25 (58,792 adult learners), and in lower secondary education (16,178 adult learners). These learners are joining adult basic and secondary education forms of provision such as recognition of prior learning and adult education and training courses. The number of adult learners in primary education is lower than the previous ones (8,442 adult learners). In higher education, most learners older than 25 are enrolled in bachelor's (50,159 adult learners); however, from these, only a smaller number are learners who are included in Older than 23 programme<sup>37</sup>. In master's there are 41,139 adult learners and in doctoral studies

---

<sup>31</sup> In Portuguese it is called *ensino recorrente*.

<sup>32</sup> In Portuguese *Maiores de 23* (Older than 23 programme) (Decreto-lei n.º 107/2008, 26/06). For more information see <http://www.dges.mctes.pt/DGES/pt/Estudantes/Acesso/ConcursosEspeciais/Legislacao/>, accessed on 29.09.2017.

<sup>33</sup> In Portuguese *reconhecimento de aprendizagens não formais e informais*.

<sup>34</sup> In Portuguese *Curso Técnico Superior Profissional*.

<sup>35</sup> Decreto-lei n.º 115/2013, 07/08.

<sup>36</sup> Decreto-Lei n.º 74/2006, 24/03; Decreto-Lei n.º 63/2016, 13/09.

<sup>37</sup> According to data from 2015-2016, 6.1% (2,827 adult learners) attend public higher education institutions and 14% (1,675 adult learners) attend private higher education institutions as students of the 1<sup>st</sup> bachelor's degree year after applying to the Older than 23 programme (data accessed on 9/10/2017 in <http://infocursos.mec.pt>).

Independent national experts network in the area of adult education/adult skills  
Full country report - Portugal

18,697 adult learners. The numbers of adult learners in post-secondary non-tertiary education and short-cycle tertiary education are the lowest.

- Vocational education and training/professional qualification according to the national qualification framework (in forms of provision such as recognition of prior learning and adult education and training courses allowing a professional qualification diploma; additionally, people can join modular training, short term vocational education and training courses);
- Apart from these forms of provision, people can join professional and continuing education courses funded by State-funded programmes in the workforce or re-entering the workforce. Literacy courses (adult basic skills courses on literacy, numeracy and ICT)<sup>38</sup> have also been provided by several institutions such as public institutions. Community and liberal (non-formal) adult education undertaken by adults in a large variety of settings both non-formal and informal that can be funded by State funding programmes, although not directly from public policy.

**Table 2.1 Number of participants in formal education and training by level of education and age**

	Age 20-24	Age 25+	Total
Level of education (i.e. basic, vocational, higher)			
Primary	664	7,778	8,442
Lower secondary	2,290	13,888	16,178
Upper secondary	37,148	21,644	58,792
Post-secondary non-tertiary education		2,870	
Short-cycle tertiary education		201	
Bachelor's or equivalent level		50,159	
Master's or equivalent level		41,139	
Doctoral or equivalent level		18,697	
			196,478

Source: Eurostat, Eurostat database table "Pupils and students enrolled by education level, sex and age (educ\_uoe\_enra02)", accessed 2017.08.21)

## 2.2 Provision

The adult education sector is very diversified and heterogeneous, including formal adult education and training (to obtain a formal school certification and/or a professional qualification by those who complete existing forms of public provision), vocational

<sup>38</sup> These courses are based on short term duration modules – in Portuguese *Unidades de Formação de Curta Duração* (Portaria n.º 1100/2010, 22/10; Portaria n.º 216-C/2012, 18/07).

Independent national experts network in the area of adult education/adult skills  
Full country report - Portugal

education and training, but also socio-cultural areas, and local development<sup>39</sup>. Apart from these four types of provision, other non-formal and informal activities and projects with an educational and learning impact within social movements and other non-formalised settings are also active<sup>40</sup>.

There is no overarching legal, financial and structural framework for adult education<sup>41</sup> as a whole (including the referred types of provision). Additionally, fragmented State policies have been in existence since 1974, when the Democratic Revolution occurred. At present, some activities are highly regulated, such as (formal) adult education and training, others are almost non-regulated or regulated such as domains that are not specifically educational, including sociocultural animation and local development. Many other non-State providers are civil society organisations (non-profit making) promoting educational, social, environmental and civic projects and activities<sup>42</sup>.

There are various organisations involved in adult education. Apart from formal education (basic and secondary schools, higher education) and training (such as vocational education and training) organisations, State-dependant services or departments (like museums, public libraries, public archives, etc.), private/profit making organisations can be found (directly involved in education – formal and non-formal - and training, such as enterprises that have training departments and also training enterprises). Also, there are civil society organisations, for example those in connection with specific economic sectors, trade unions, workers' associations and professional associations, non-governmental organisations involved in areas such as local development, cultural animation, environmental projects, civic or political activities involved in adult education.

The main providers of publicly funded adult education and training (recognition of prior learning) are local adult education centres. These are Qualify centres,<sup>43</sup> and they are mainly State funded, although they can also be privately funded. Adult education and training courses can be provided by several organisations, such as State funded basic and secondary education schools, and centres dependent on the institute of employment and vocational training. Other State funded organisations can also provide such courses, as well as private/profit-making institutions or these that are civil society organisations. Modular training courses can be provided by State funded organisations, such as the ones dependent upon the institute of employment and vocational education and training, but also private/profit-making institutions, or those that are civil society organisations.

---

<sup>39</sup> According to Lima, L. C. et al. (1988). *Documentos Preparatórios III. Comissão de Reforma do Sistema Educativo*. Lisboa: Ministério da Educação and Canário (2013). *Educação de Adultos. Um Campo, Uma Problemática*. Lisboa: EDUCA, among other authors.

<sup>40</sup> Several other authors claim that these are adult education domains to be considered, such as Cavaco, C (2009) *Adultos Pouco Escolarizados – Políticas e Práticas de Formação*. Lisboa: EDUCA - UI&DCE, and Alves et al. (2016). *Educação de adultos: aprender sempre*. In M. Silva et al. (coord.), *Pensar a Educação. Temas Sectoriais*. Lisboa: EDUCA, pp. 151-180.

<sup>41</sup> However, this framework has been claimed by several authors, among others Lima, L. C. et al. (1988). *Documentos Preparatórios III. Comissão de Reforma do Sistema Educativo*. Lisboa: Ministério da Educação.

<sup>42</sup> See Canário, R. (2013). *Educação de Adultos. Um Campo, uma Problemática*. Lisboa: EDUCA and Loureiro, A. & Caria, T. (2013). "To learn and to construct knowledge in the context of the work with adult education and training: a Portuguese case study", *International Journal of Lifelong Education*, Vol. 32, nº 2, pp. 149-164, among others.

<sup>43</sup> In Portuguese *Centros Qualifica*.



### 2.2.1 *Helps adults improve their Basic Skills*

Provision exists that has a specific emphasis on improving adults' basic skills, such as literacy/numeracy/ICT courses, based on short-term duration modules<sup>44</sup>. These courses are directed at adults willing to develop recognition of prior learning or adults that do not hold a 1st cycle school education level. These courses include literacy/reading and writing modules, numeracy modules, and ICT module, according to the national qualifications catalogue. Each module is 50 hours, and adults enrolled can attend a minimum of 150 hours and a maximum of 300 hours. These courses have been implemented by several institutions such as State dependant ones, the Institute of Employment and Vocational Education and Training, as well as by several civil society organisations or even by private/profit-making ones after application. No systemised data was found concerning adults enrolled or certified in these courses.

### 2.2.2 *Helps adults achieve a Recognised Qualification*

Recognition of prior learning makes it possible for low qualified adult learners to obtain school certification and/or professional qualification by means of validation of non-formal and informal learning at different stages of an individual's life/career progression. It is carried out according to different areas of key competences and levels of school certification and professional qualification, according to the existing standards of competences<sup>45</sup>. It has the same legal value as any other way of obtaining school certification. It allows learners to pursue further studies in other forms of provision of the national education and training system, and professional qualification. The validation of non-formal and informal learning is directed at acquiring school certification (equivalent to 6, 9 and 12 years of schooling, levels 1, 2 and 3 of the national qualifications framework and of the European Qualifications Framework; ISCED 1, 2 and 3) and/or professional qualification (equivalent to levels 2 and 4 of the national qualification framework and of the European Qualifications Framework).

Adult education and training courses are directed at low qualified adults older than 18 years. These courses are developed according to school certification and/or professional qualification, and, whenever suitable to adults' profiles and experience, for school certification only. The courses provide adult learners with the possibility to acquire school and/or professional competences, aiming for (re)integration or progression in the labour market. The courses are directed at acquiring school certification (equivalent to 6, 9 and 12 years of schooling, levels 1, 2 and 3 of the national qualifications framework and of the European Qualifications Framework – ISCED 1, 2 and 3) and/or professional qualification (equivalent to levels 2 and 4 of the national qualification framework and of the European Qualifications Framework).

---

<sup>44</sup> In Portuguese *Unidades de Formação de Curta Duração* (Portaria n.º 1100/2010, 22/10; Portaria n.º 216-C/2012, 18/07).

<sup>45</sup> In Portuguese *Referenciais de Competências-Chave*.

2.2.3 *Helps adults develop other knowledge and skills, not for vocational purposes*

There is a wide range of programmes and activities devoted to adults. These do not provide a formal certification, and are mainly implemented by non-State organisations (profit-making or civil society organisations). They can include social and personal development programmes, non-formal/liberal adult education and informal learning. Owing to the diversity of providers in adult education, it is not possible to find systematised data referring to these forms of provision nor participation of adult learners involved.

From these non-State organisations devoted at liberal education, third age universities are noticeable. More than 250 were established in Portugal over the last two decades, and they are members of the national network of third age universities<sup>46</sup>. This network has developed a relevant lobbying effort and obtained the formal State recognition of the work achieved with older learners<sup>47</sup>.

2.2.4 *Facilitates Transition to the Labour Market for unemployed people or those at risk of unemployment (ALMPs)*

Adult and secondary education such as adult education and training courses can be directed at unemployed people or those at risk of unemployment, in specific the courses that allow a school certification and a professional qualification after attendance (levels 2 to 4 of the national qualification framework). This provision is highly regulated and can be provided by many different organisations, being these State dependant, profit-making or civil society. This form of provision is mainly funded by European Union programmes, such as the European Social Fund.

Vocational education and training for those unemployed or those at risk of unemployment funded by the European Union funding programmes or by the State is highly regulated<sup>48</sup>. Vocational education and training that is state-funded is the responsibility of several State dependant organisations, such as the Institute of Employment and Vocational Education and Training<sup>49</sup>. In what refers to vocational education and training, courses that are the responsibility of the Institute of Employment and Vocational Education and Training can have as target groups long-term unemployed people, unemployed and (in few situations) working-adults. There are also different organisations (profit-making and civil society) that provide vocational education and training. After attendance, adult learners receive a certificate (of a professional kind) but not a school diploma.

---

<sup>46</sup> In Portuguese *Rede de Universidades Seniores – RUTIS*.

<sup>47</sup> Third Age Universities were formally recognised as important organisations in the development of educational and leisure time activities for older adults, including courses, seminars, cultural visits, artistic and recreational events, among others (Resolução do Conselho de Ministros n.º 76/2016, 29/11).

<sup>48</sup> Vocational education and training is regulated by specific legislation (Lei n.º 7/2009, 12/02, Articles 130, 131, 132, 133, 134).

<sup>49</sup>-In Portuguese *Instituto de Emprego e Formação Profissional*.

### 2.2.5 *Opens up Higher Education to adults*

The opening up of higher education institutions to adult learners within a specific programme in bachelor's form of provision is a recent occurrence in Portugal. This possibility was established in 2006<sup>50</sup> with the setting of procedures to recruit adult learners. After 2014, the Older than 23 programme has been directed at adults with 23 years old or older that did not achieve a traditional school education path, and do not hold already a higher education degree. To apply to a higher education degree (1st cycle - ISCED 5 and 6), learners have to achieve a written essay/exam on a specific scientific discipline. There is also an evaluation of these learners academic and professional CV<sup>51</sup>. These learners are called non-traditional students<sup>52</sup>.

Validation of non-formal and informal learning can also be obtained by learners when enrolled in higher education degrees. Evaluation of these learners academic and professional CV is made by a jury, depending on rules set by each higher education institution<sup>53</sup>.

Professional technical courses, a short cycle tertiary education allowing a professional technician diploma (level 5 of the national qualification framework), are also available at higher education institutions for people older than 18 years.

### 2.2.6 *Enables adult employees to develop their work-related skills*

Medium or large enterprises may have a specific department devoted at developing vocational education and training programmes for existing workers. This provision might be regulated, where the regulations are due to the fact this provision is certified. In general, this provision aims at answering to enterprises needs and problems.

Private providers and employers play a relevant role in adult education by promoting vocational education and training, namely in enterprises that have 10 or more employees<sup>54</sup>. In some large enterprises, employers may have programmes to support the development of their workers work-related skills in higher education institutions or others. Private providers and employers may develop vocational educational and training funded by the European Union programmes or State funding programmes after application. This

---

<sup>50</sup> Decreto-Lei n.º 64/2006, 21/03. Before 2006, adult learners could enrol in higher education institutions after an *ad hoc* exam (Portaria n.º 122/94, 24/02).

<sup>51</sup> Decreto-Lei n.º 63/2016, 13/09; Decreto-Lei n.º 113/2014, 16/07; and Decreto-lei n.º 64/2006, 21/03.

<sup>52</sup> For more details on this designation and on this programme, see Amorim, J. P. (2013). *Da "Abertura" das Instituições de Ensino Superior a "Novos Públicos": O caso Português* (PhD thesis). Porto: Universidade Católica Portuguesa.

<sup>53</sup> For more details, see European Commission, Cedefop and ICF International (2014). *European Inventory of Validation of Non-Formal and Informal Learning 2014. Portugal*. Retrieved April 19, 2017, from [www.cedefop.europa.eu/validation/inventory](http://www.cedefop.europa.eu/validation/inventory).

<sup>54</sup> For more details, see Ministério do Trabalho e Solidariedade Social/Gabinete de Estratégia e Planeamento (2009). *Inquérito ao Impacte das Acções de Formação Profissional 2005-2007*. Lisboa: Ministério do Trabalho e Solidariedade Social/Gabinete de Estratégia e Planeamento, Ministério da Economia e do Emprego/Gabinete de Estratégia e Estudos (2013). *Inquérito ao Impacto das Acções de Formação Profissional nas Empresas*. Lisboa: Ministério da Economia e do Emprego/Gabinete de Estratégia e Estudos and Ministério do Trabalho, Solidariedade e Segurança/ Gabinete de Estratégia e Planeamento (2017). *Relatório Anual de Formação Contínua 2015*. Lisboa: Gabinete de Estratégia e Planeamento/Ministério do Trabalho, Solidariedade e Segurança.

Independent national experts network in the area of adult education/adult skills  
Full country report - Portugal

provision is generally highly regulated. Medium or large enterprises may have a specific department devoted to developing vocational education and training programmes for existing workers. This provision might be regulated; these regulations are very much dependent upon enterprises rules.

According to Gabinete de Estratégia e Planeamento/Ministério do Trabalho, Solidariedade e Segurança (2017), in 2015, 895,849 workers were involved in vocational education and training courses, mainly people working in electricity, gas and water suppliers, as well as the ones in financial and assurance enterprises. A significant number of these courses approached contents concerning hygiene and work safety<sup>55</sup>.

*2.2.7 Other (if any)*

No other considerations.

---

<sup>55</sup> For more details, see Ministério do Trabalho, Solidariedade e Segurança/ Gabinete de Estratégia e Planeamento (2017). *Relatório Anual de Formação Contínua 2015*. Lisboa: Gabinete de Estratégia e Planeamento/Ministério do Trabalho, Solidariedade e Segurança.

### 3.0 ADULT LEARNING POLICIES

#### 3.1 Context

Portugal has had a lifelong learning strategy in place since the late 1990s, very much linked to the European Union guidelines for lifelong learning. Its scope emphasises the link between adult education and economic development, the need for increasing adult education participation rates in lifelong learning, and forms of provision centred on the learners such as recognition of prior learning and adult education and training courses.

The position of the different Governments (namely Socialist Governments<sup>56</sup>) expressed in policy documents since the late 1990s showed a significant change in adult education policies. The urgent need of the Portuguese economy to react to changing conditions in the European Union and the global economy was presented as a justification for having an adult education policy<sup>57</sup> that highlights the link between adult education and economic development<sup>58</sup>. This was followed by an enthusiastic discourse concerning the impact of increasing rates of adult education and training participation in economy<sup>59</sup>. The national strategic reference frameworks and adult education national policies expressed an optimistic understanding of the referred link and reinforced the urgent need of increasing the Portuguese economic competitiveness through the raise of workers' skills<sup>60</sup>.

##### 3.1.1 *Distribution of responsibilities regarding adult learning*

The national agency for qualification and vocational education and training<sup>61</sup> is dependant from two ministries, the Ministry of Education and the Ministry of Work, Solidarity and Social Security, in articulation with the Ministry of Economy. It coordinates the implementation of adult education policies and the development of different forms of provision, such as recognition of prior learning, adult education and training courses and modular training. It also monitors the work implemented by the Qualify centres created in the realm of the Qualify programme, evaluates provision, develops and updates provision

---

<sup>56</sup> See different Government programmes accessed on 27/09/2016 in <http://www.portugal.gov.pt/Portal/Print.aspx?guid={52DABCE1-604E-40DE-9615-7C92A1C34842}>, <http://www.portugal.gov.pt/pt/GC14>, <http://www.portugal.gov.pt/pt/GC15>, <http://www.portugal.gov.pt/pt/GC16>, <http://www.portugal.gov.pt/pt/GC17> and <http://www.portugal.gov.pt/pt/GC19>.

<sup>57</sup> See Melo, A. (coord.), Matos, L. & Silva, O. S. (2001). *S@ber+. Programa para o Desenvolvimento e Expansão da Educação de Adultos (1999-2006)*. Lisboa: Agência Nacional de Educação e Formação de Adultos and Iniciativa Novas Oportunidades (2005) accessed on 27.09.2016 in [www.oei.es/quipu/portugal/novas\\_oportunidades.pdf](http://www.oei.es/quipu/portugal/novas_oportunidades.pdf), among other policy discourses.

<sup>58</sup> See Lima, L. C. & Guimarães, P. (2015). Portugal: policy and adult education. In T. Corner (ed.), *Education in the European Union Pre-2003-Member States*. London: Bloomsbury, pp. 245-263.

<sup>59</sup> See Antunes, F. & Guimarães, P. (2015). An inconsistent policy: lifelong learning and adult education policy towards competitive advantage. In G. Zarifis and M. Gravani (eds.), *Challenging the 'European Area of Lifelong Learning'. A Critical Response*. Dordrecht: Springer, pp. 75-86.

<sup>60</sup> See Mateus, A. (coord.)(2015). *Três Décadas de Portugal Europeu. Balanço e Perspectivas*. Lisboa: Fundação Francisco Manuel dos Santos.

<sup>61</sup> Decreto-lei n.º 276-C/2007, 31/07 established the national agency for qualification (in Portuguese *Agência Nacional para a Qualificação*) and Decreto-lei n.º 36/2012, 15/02, established the national agency for qualification and vocational education and training (in Portuguese *Agência Nacional para a Qualificação e Ensino Profissional*).

standards following the national catalogue of qualifications and changes in the labour market.

The Qualify centres are local State-funded structures, strongly regulated and controlled in existing provision. These centres are established after formal application and for a short, specific period of time (three years)<sup>62</sup>.

Forms of provision such as recognition of prior learning and adult education and training courses that lead to dual certification (school certification and professional qualification) include a vocational education and training component.

Departments of the Ministry of Education are responsible for the development of formal second-chance education.

Vocational education and training programmes directed at unemployed or employed adults, of short, medium or long-term duration leading to a professional qualification are implemented by the institute of employment and vocational training dependant from the Ministry of Work, Solidarity and Social Security among other providers.

Higher education forms of provision directed at adult learners (such as the Older than 23 programme, validation of non-formal and informal learning, and professional technical courses) are regulated by the Ministry of Science, Technology and Higher Education.

### 3.1.2 *Major national socio-economic strategies governing the provision of Adult Learning*

After 2005, the New opportunities programme emphasised the need for economic and education convergence with more developed countries. This programme aimed to broaden the participation of working people and small- and medium-sized enterprises in the skills improvement process. Additionally, there has been a concern of guaranteeing adult education as a social right, with extended access, and to be based on priorities of economic modernisation through the development of knowledge and skills useful to the economy. For this purpose, recognition of prior learning became a central provision involving goals for adaptation and retraining workers to encourage economic growth and increase productivity and competitiveness.

The adoption of the national qualification framework<sup>63</sup> related in content and structure to the European Qualification Framework in 2009, is in line with European Union guidelines.

After 2007, there was a strong increase in the provision of adult education, and up until 2011 the participation figures of adults were the highest ever seen. An increase in adult appreciation of both formal and non-formal adult education and training occurred by 2011<sup>64</sup>. The European Social Fund has funded forms of provision (from 2007 to 2013 75%

---

<sup>62</sup> Portaria n.º 232/2016, 29/08.

<sup>63</sup> In Portuguese *Quadro Nacional de Qualificações* (Portaria nº 782/2009, 23/07).

<sup>64</sup> See Instituto Nacional de Estatística (2013). *Aprendizagem ao Longo da Vida. Inquérito à Educação e Formação de Adultos 2011*. Lisboa: Instituto Nacional de Estatística.

from the European Social Fund and 25% from the State budget; from 2014 to 2020 85% from the European Social Fund and 15% from State budget), which reinforces the strong link between the European Union and the adult education policy<sup>65</sup>.

Following a similar pattern, vocational education and training, supported by the European Social Fund, by private enterprises or by larger companies, has grown in terms of total numbers of activities implemented and participants benefiting<sup>66</sup> in the last decade.

After 2012, under the structural adjustment policies, the Government suspended the adult education policy. In 2014 centres for qualification and vocational education and training were established. However they did not have significant funding and were not able to hire adult educators. This policy was re-launched in 2016 based on the same aims, forms of provision and State departments in charge for its implementation. But this policy involves less funding as well as less adult educators hired, and adults enrolled and certified, up to the present time.

## 3.2 Adult learning policy framework

### 3.2.1 A summary of major developments/ changes since 2010

After 2005, the New Opportunities programme was adopted. Within this programme, forms of provision such as recognition of prior learning, and adult education and training courses were stressed. Due to the establishment of around 450 local education centres spread all over the country, and the hiring of around 10,000 adult educators, there was a very noticeable increase of adults enrolled and certified especially through the recognition of prior learning<sup>67</sup>. The suspension of adult education policy in 2011 led to a significant decrease of enrolled adults (as illustrated by Table 3.1). It was only in 2014/2015 that new developments occurred with the establishment of a national network of centres for qualification and vocational education and training<sup>68</sup>. This national network led to a recovery of the number of adults enrolled in recognition of prior learning as well as in adult education and training.

Table 3.1 shows adult learners enrolled in public forms of provision, such as: basic and secondary education; adult education and training courses; recognition of prior learning; and formal second-chance education and modular training). In recognition of prior learning there was an increase from 2007 to 2008-2009/2009-2010. 2008/2009 was the year in which most adult learners were enrolled (208,120). After 2010/2011 up until 2013/2014 there was a significant decrease that stopped in 2014/2015 (24,498 adult learners).

---

<sup>65</sup> See Mateus, A. (coord.)(2015). *Três Décadas de Portugal Europeu. Balanço e Perspectivas*. Lisboa: Fundação Francisco Manuel dos Santos.

<sup>66</sup> See Ministério da Economia e do Emprego/Gabinete de Estratégia e Estudos (2013). *Inquérito ao Impacto das Ações de Formação Profissional nas Empresas*. Lisboa: Ministério da Economia e do Emprego/Gabinete de Estratégia e Estudos and Ministério do Trabalho, Solidariedade e Segurança/ Gabinete de Estratégia e Planeamento (2017). *Relatório Anual de Formação Contínua 2015*. Lisboa: Gabinete de Estratégia e Planeamento/Ministério do Trabalho, Solidariedade e Segurança.

<sup>67</sup> For more details, see Agência Nacional para a Qualificação (2011). *Linhas Orientadoras para o Futuro da Iniciativa Novas Oportunidades. 30 de Novembro de 2010*. Lisboa: Agência Nacional para a Qualificação.

<sup>68</sup> Portaria n.º 135-A/2013, 20/03.

Independent national experts network in the area of adult education/adult skills  
Full country report - Portugal

2015/2016 was again a year with a smaller number. A similar trend can be observed in adult education and training courses: in 2008/2009, 152,175 adult learners were enrolled; from then up until 2013/2014 there was a clear decrease; in 2014/2015, a recovery was noticed, but this recovery was not observed in 2015/2016.

In what refers to formal second-chance education, there was a constant decrease from 2007/2008 to 2011/2012. This trend was inverted after 2012/2013 when recognition of prior learning and adult education and training courses observed lowest enrolment numbers.

Modular training courses had higher numbers of enrolments from 2009/2010 to 2011/2012; however since then a clear decrease was noticed.

**Table 3.1 Adult learners enrolled in public forms of provision from 2007 to 2015-16<sup>69</sup>**

Year	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016
Total	232,856*	156,960*	286,241*	104,793	131,521	61,940	39,302	58,973	62,045
Adult education and training courses	55,526	152,175	79,368	70,760	48,379	32,709	27,289	53,427	39,997
Recognition of prior learning	142,038	208,120	191,457	119,932	74,724	20,763	2,283	24,498	12,288
Modular training	-----	-----	1,739	1,322	1,799	1,042	169	348	399
Formal second-chance education**	35,292	19,506	13,672	8,910	6,619	7,426	9,561	10,689	9,361

\*These numbers include learners enrolled in scientific and humanistic courses, technological courses and visual arts and audio-visual courses.

\*\*Formal second-chance education is not directly funded by the European Social Fund.

<sup>69</sup> Data accessed on 27/09/2016 in

[http://www.dgeec.mec.pt/np4/96/{ \\$clientServletPath }/?newsId=145&fileName=GEPE\\_DSE\\_EE200708\\_ADULTOS.pdf](http://www.dgeec.mec.pt/np4/96/{ $clientServletPath }/?newsId=145&fileName=GEPE_DSE_EE200708_ADULTOS.pdf), [http://www.dgeec.mec.pt/np4/96/{ \\$clientServletPath }/?newsId=145&fileName=EE0809Adultos.pdf](http://www.dgeec.mec.pt/np4/96/{ $clientServletPath }/?newsId=145&fileName=EE0809Adultos.pdf), [http://www.dgeec.mec.pt/np4/96/{ \\$clientServletPath }/?newsId=145&fileName=EE0910Adultos.pdf](http://www.dgeec.mec.pt/np4/96/{ $clientServletPath }/?newsId=145&fileName=EE0910Adultos.pdf), [http://www.dgeec.mec.pt/np4/96/{ \\$clientServletPath }/?newsId=145&fileName=EE1011Adultos.pdf](http://www.dgeec.mec.pt/np4/96/{ $clientServletPath }/?newsId=145&fileName=EE1011Adultos.pdf), [http://www.dgeec.mec.pt/np4/96/{ \\$clientServletPath }/?newsId=145&fileName=EEF2012\\_Adultos.pdf](http://www.dgeec.mec.pt/np4/96/{ $clientServletPath }/?newsId=145&fileName=EEF2012_Adultos.pdf), [http://www.dgeec.mec.pt/np4/96/{ \\$clientServletPath }/?newsId=145&fileName=2\\_EEF2013.Adultos1.pdf](http://www.dgeec.mec.pt/np4/96/{ $clientServletPath }/?newsId=145&fileName=2_EEF2013.Adultos1.pdf), [http://www.dgeec.mec.pt/np4/96/{ \\$clientServletPath }/?newsId=145&fileName=EE2014\\_Adultos.pdf](http://www.dgeec.mec.pt/np4/96/{ $clientServletPath }/?newsId=145&fileName=EE2014_Adultos.pdf), [http://www.dgeec.mec.pt/np4/96/{ \\$clientServletPath }/?newsId=145&fileName=DGEEC\\_DSEE\\_2016\\_EE20142015\\_Adultos.pdf](http://www.dgeec.mec.pt/np4/96/{ $clientServletPath }/?newsId=145&fileName=DGEEC_DSEE_2016_EE20142015_Adultos.pdf); and [http://www.dgeec.mec.pt/np4/96/%7B\\$clientServletPath%7D/?newsId=145&fileName=DGEEC\\_DSEE\\_2017\\_EE20152016\\_ADULTOS.pdf](http://www.dgeec.mec.pt/np4/96/%7B$clientServletPath%7D/?newsId=145&fileName=DGEEC_DSEE_2017_EE20152016_ADULTOS.pdf) accessed on 7/10/2017



At the same time, during the first semester of 2014, official documents were published regarding the centres<sup>70</sup> operation, which had implications for the recognition of prior learning although they did not fundamentally change the process. According to data provided by the national agency for qualification and vocational education and training in March 2016:

- New methodological guidelines were published regarding recognition of prior learning, namely those concerning the evaluation of competences and acquisition of certification;
- Changes occurred in the electronic platform that recorded the operation of the centres and in its use by adult educators;
- There was the adoption of the methodological guide for lifelong guidance<sup>71</sup>. It is a guiding document for the work carried out by adult educators. This document included a set of aims that foster knowledge of oneself and the learner's decision concerning his/her education and training path and professional options;
- The valorisation of the interactions between different centres in the territories where they were based, with a view to adjusting the existing education and training offers to the learners' needs.

From 2012 to 2014/2015, no State funding was assigned to centres. It was only in 2016 that procedures to apply to the European Social Fund funding were put in place, namely for centres located in the North, Centre and Alentejo regions. It was also in 2016 that a new legal diploma was adopted in order to establish the Qualify centres (in substitution of centres for qualification and vocational education and training established after 2013). This legal document states the aim of increasing the activities of the centres in the recognition of prior learning, adult education and training courses and modular training<sup>72</sup>.

### 3.2.2 *Main legislative act(s) governing the provision of adult learning*

The general law of the education system from 1986 refers to formal second-chance education (basic and secondary education) that leads to a school certification (of 9th or 12th years of school education). This provision can be found in regular schools, vocational education, training schools, and centres. Adult basic and secondary education is provided by State-funded (public or private) schools. Compulsory education (basic and secondary education)<sup>73</sup> comprises 12 years of school education. In formal second-chance education traditional school subjects are approached, based on modular units in adult secondary education.

Specific legislation published since 2000 regulates other forms of provision such as recognition of prior learning, and adult education and training courses that lead to a formal school certification and/or professional qualification<sup>74</sup>. These forms of provision can be

---

<sup>70</sup> By that time the existing adult education centres were called Centres for qualification and vocational education and training (in Portuguese *Centros para a Qualificação e Ensino Profissional*).

<sup>71</sup> In Portuguese, *Guia Metodológico de Orientação ao Longo da Vida*.

<sup>72</sup> Portaria n.º 232/2016, 29/08.

<sup>73</sup> Decreto-lei n.º 85/2009, 27/08.

<sup>74</sup> Recognition of prior learning (in Portuguese *Reconhecimento, Validação e Certificação de Competências*) - Portaria n.º 211/2011, 26/05; Portaria n.º 232/2016, 29/08, and adult education and training courses (in

developed by the 'centres qualify' (in what refers to the recognition of prior learning) and also by other organisations (concerning adult education and training courses and modular training). Qualify centres are part of larger organisations (public, profit-making or civil society).

These centres may integrate quite different organisations. In September 2017, 300 centres were operational, of which most of these operated in public schools and in vocational education and training centres under the Institute of Employment and Vocational Education and Training. A few centres were in very diverse institutions, including in civil society organisations such as third sector, social solidarity and local development associations. The existing centres can carry out recognition of prior learning leading to school certification. Some of these are allowed to develop recognition of prior learning leading to professional qualification<sup>75</sup>.

### 3.2.3 *Main strategies*

The adult education policy under development has as its aims<sup>76</sup>:

- To revitalise adult education and training as a central pillar of the qualifications system. Owing to the suspension of the adult education policy in 2011, there were no significant forms of provision directed at adults up until 2013. The main aim of the current adult education policy is to re-launch provision such as recognition of prior learning and adult education courses and increase the number of learners holding formal certificates;
- To develop adult education policy according to lifelong learning guidelines. The current policy aims at following European Union guidelines in order to benefit from Structural Funds, such as the European Social Fund to support existing forms of provision;
- To foster the improvement of quality of learning processes and outcomes. Some of the reasons pointed in 2011 for suspending the adult education policy concerned the lack of quality of the learning processes in recognition of prior learning. The current policy stresses this point for allowing the emergence of tools, procedures, etc. that may improve the quality of the learning processes and avoid criticisms.

### 3.2.4 *Main implementing acts*

Main implementing acts referring to the education and training system are supported by specific legislation, such as the law of the educational system<sup>77</sup>.

---

Portuguese *Cursos de Educação e Formação de Adultos*) (Portaria n.º 817/2007, 27/07; Portaria n.º 230/2008, 7/03; Portaria n.º 710/2010, 17/08; Portaria n.º 1100/2010, 22/10; Portaria n.º 283/2011, 24/10; Despacho n.º 334/2012, 11/01).

<sup>75</sup> According to official numbers from <http://www.portaldasqualificacoes.pt/Pesquisa/pesquisarCQEP.jsp>, accessed on 20/09/2017.

<sup>76</sup> Portaria n.º 232/2016, 29/08.

<sup>77</sup> Decreto Lei n.º 64/2006, 21/03

Qualify programme was announced in August 2016,<sup>78</sup> and it includes adult basic and secondary forms of provision including recognition of prior learning, adult education and training courses (both providing a school certification and/or a professional qualification), and modular training. This programme establishes local adult education centres developing forms of provision such as recognition of prior learning, and counselling and guidance processes directed at adult learners so that they can join other forms of provision.

In higher education institutions, the Older than 23 programme<sup>79</sup> establishes a specific entrance path directed at adults learners who did not achieve the regular entrance path. Learners enrol in regular bachelor's and master's degree and get a formal diploma. Additionally, adult learners can apply to validation of non-formal and informal learning and afterwards enrol in a regular bachelor's and master's degree. Apart from this programme, professional technical courses<sup>80</sup> are also available for adult learners. The attendance of these courses results in a certificate (not a formal diploma).

A wide range of institutions provides (initial and continuing) vocational education and training and many of the courses directed at adult learners provide a certificate<sup>81</sup>.

Forms of provision allowing a certificate after attendance follow the National Qualification Framework<sup>82</sup> guidelines.

### 3.3 National quantitative policy targets

Although 241 centres for qualification and vocational education and training were established from 2013 to 2016, some regions did not have any of these centres, and few adult learners were enrolled in some forms of provision, such as recognition of prior learning. No significant funding was assigned to these centres. The latest legislation referring to Qualify centres referred to improvements achieved in last decades in adult education participation rates (especially from 2007 to 2011), despite stating that Portugal still has a low qualification rate of adults. This legal document was quite critical towards the previous Government policy (in specific to the fact that the adult education policy was suspended) and stressed that a cycle of convergence with EU average rates of adult participation and education attainment started in 2007 was abandoned. This document emphasised the lack of investment which led to a clear decrease in participation<sup>83</sup>.

---

<sup>78</sup> Decreto Lei n.º 63/2016, 13/09

<sup>79</sup> According to specific legislation (Lei n.º 7/2009, 12/02)

<sup>80</sup> Portaria n.º 782/2009, 23/07

<sup>81</sup> See Portaria n.º 232/2016, 29/08. According to this legal document, in 2013/2014, around 39,000 adult learners were enrolled in recognition of prior learning and adult education and training courses leading to a basic education certification, approx. one third of those enrolled in 2000/2001; in 2013/2014 around 50,000 adult learners were enrolled in secondary education forms of provision, while in 2008/2009 there were approx. 169,000 adult learners

<sup>82</sup> Portaria n.º 232/2016, 29/08

<sup>83</sup> See Portaria n.º 232/2016, 29/08. According to this legal document, in 2013/2014, around 39,000 adult learners were enrolled in recognition of prior learning and adult education and training courses leading to a basic education certification, approx. one third of those enrolled in 2000/2001; in 2013/2014 around 50,000 adult learners were enrolled in secondary education forms of provision, while in 2008/2009 there were approx. 169,000 adult learners.

Independent national experts network in the area of adult education/adult skills  
Full country report - Portugal

Today 300 Qualify centres can be found all over the country. Therefore, at present there is a political will towards the re-launch of the adult education and training policy.

The Qualify programme, has had a legislative background since August 2016<sup>84</sup> fosters the integration of existing resources, the coordination of the ministries in charge of education, work and higher education policies. It includes the elaboration of tools and implementation of forms of provision. It also aims at promoting educational processes that combine adult education and vocational education leading to a formal qualification through recognition of prior learning, and fostering processes and procedures that favour coherence in the intervention of local actors (both Qualify centres and adult educators), and in learners' pathways (individualised and based on learners needs)<sup>85</sup>.

Table 3.2 shows targets of broader economic policies that are linked to adult learning such as:

- 50% of working population holding secondary education by 2020;
- 15% of working adults participating in LLL by 2020;
- 40% of people (aged 30-34 years old) holding a higher education degree by 2020;
- The opening of 300 Qualify centres.

From these targets, only the last one referring to the opening of Qualify centres was already achieved.

**Table 3.2 Targets linked to Adult Learning in broader economic policies/LLL strategies/framework or implementing act (within Portugal 2020)<sup>86</sup>**

General information		Progress toward target		
Target (target figure and date to be achieved by)	Adoption date (e.g.31/03/2018)	Initial value (at date of adoption)	Current value	Summary of progress against target
50% of working population holding secondary education by 2020	2014	43.3%	46.9% (2016) <sup>87</sup>	The target for beneficiaries is still far from 50%, although important efforts have been achieved in this field (within Portugal2020). This target is far from being achieved, although existing efforts (within Portugal2020 and Qualify programme). This target is still far to be achieved, although efforts done by the Government (within Portugal 2020). Within the Qualify programme, the target was achieved.
15% of working adults participating in LLL by 2020	2014	9.6%	9.6% <sup>88</sup>	
40% of people (aged 30-34 years old) holding a higher education degree by 2020	2014	27.2% (2012)	31.9% <sup>89</sup>	
Opening of Centros Qualifica	2017	300	300 <sup>90</sup>	

<sup>84</sup> Portaria n.º 232/2016, 29/08.

<sup>85</sup> Portaria n.º 232/2016, 29/08.

<sup>86</sup> Data accessed on 20/09/2017 in [https://www.portugal2020.pt/Portal2020/Media/Default/Docs/Programas%20Operacionais/VERSOES%20CONSULTA/POCI\\_vs\\_pública.pdf](https://www.portugal2020.pt/Portal2020/Media/Default/Docs/Programas%20Operacionais/VERSOES%20CONSULTA/POCI_vs_pública.pdf)

<sup>87</sup> Data accessed on 20/09/2017 in <https://www.pordata.pt/DB/Europa/Ambiente+de+Consulta/Tabela>

<sup>88</sup> Data accesses on 20/09/2017 in [https://ec.europa.eu/education/sites/education/files/monitor2016-pt\\_pt.pdf](https://ec.europa.eu/education/sites/education/files/monitor2016-pt_pt.pdf)

<sup>89</sup> Data accessed on 20/09/2017 in [https://ec.europa.eu/education/sites/education/files/monitor2016-pt\\_pt.pdf](https://ec.europa.eu/education/sites/education/files/monitor2016-pt_pt.pdf)

<sup>90</sup> Portaria n.º 232/2016, 29.08 and Despacho n.º 1971/2017, 8/03.

### 3.4 Quality assurance

Several quality assurance procedures exist. In what refers to formal second-chance education the general law of the education system from 1986 refers to formal second-chance education (basic and secondary education) that leads to a school certification (of 9th or 12th years of school education). This provision can be found in regular schools and vocational training schools and centres. Adult basic and secondary education is provided by State-funded (public or private) schools. Compulsory education (basic and secondary education)<sup>91</sup> comprises 12 years of school education. In formal second-chance education traditional school subjects are approached. Schools are the object of quality assurance measures, including these that involve student achievement, teacher performance (professional performance) and school performance (monitoring processes implemented by the Ministry of Education services and departments).

The Qualify centres have their own quality assurance processes, concerning the performance of the centre itself, namely targets that each centre has to achieved during a specific period, adult educators/professional development assessment established by and for each centre, and recognition of prior learning quality assurance. Recognition of prior learning involves validating non-formal and informal learning through an assessment taken by adult learners. Assessment is carried out by a jury which includes people who are locally and socially recognised and are not directly involved in recognition of prior learning and by several experts from a professional field in the case of recognition of prior learning directed at professional recognition. Additionally, quality assurance measures to support assessment methodologies are carried out when the electronic platform makes available most information concerning recognition of prior learning (such as general information on learners, adult learners' enrolment, participation in education and training, etc.) for adult educators and trainers and other staff working in these Qualify centres. Besides, the National Agency for Qualification and Vocational Education and Training has produced and disseminated a set of methodological guidelines and a guidance for quality assurance in the Qualify centres. According to the existing legislation, annual reports on quality assurance referring to recognition of prior (of school certification and professional certification) would have to be made public, but these reports are not in the public domain<sup>92</sup>.

In higher education institutions, the quality assurance of existing forms of provision depends on each institution. Therefore, a large variety of practices can be found, as mentioned previously in this document. The national agency for evaluation and accreditation of higher education<sup>93</sup> has several quality assurance procedures that are followed by higher education institutions. The main objective of this agency is to improve the performance of higher education institutions and their study programmes and to guarantee the fulfilment of the basic requirements for their official recognition. This aim is

---

<sup>91</sup> Decreto-lei n.º 85/2009, 27/08.

<sup>92</sup> European Commission, Cedefop and ICF International (2014). *European Inventory of Validation of Non-Formal and Informal Learning 2014. Portugal*. Retrieved 19/04/2017, from [www.cedefop.europa.eu/validation/inventory](http://www.cedefop.europa.eu/validation/inventory).

<sup>93</sup> In Portuguese *Agência de Avaliação e Acreditação do Ensino Superior*.

pursued through the assessment and accreditation activities carried out, and the promotion of an internal quality assurance within higher education institutions.

The objectives of this agency include: “to develop the quality assessment of the performance of higher education institutions and their study programmes; to determine the accreditation criteria in order to translate their results into qualitative appreciations, as well as to define the consequences of assessment for the operation of study programmes and institutions; to promote the accreditation of study programmes and institutions, for the purpose of ensuring the fulfilment of the legal requirements for their recognition; to provide society with information on the quality of the performance of higher education institutions; to promote the internationalisation of the assessment process”<sup>94,95</sup>.

### 3.5 Future policy developments

The election of the most recent Government in 4/10/2015 influenced future policy developments. In line with the European Union guidelines for lifelong learning, future policy developments are directed at<sup>96</sup>:

- Improving the governance and the social recognition of the adult education and training;
- Increasing forms of provision, in order to increase access and adults’ participation;
- Improving access to existing forms of provision;
- Improving quality of existing forms of provision.

These policy developments however involve additional challenges that are not being addressed in the existing policy, according to the author’s opinion, such as<sup>97</sup>:

- The need of valuing of adult education as a central domain in social and economic policies and the avoidance of intermittent and discontinuous policies over time and according to governing political parties;
- The lack of a public policy that includes non-formal and informal education, with the development of liberal adult education programmes that foster the acquisition and improvement of general knowledge and skills and not directly connected to work and workplaces;
- The need to value adult educators hired in local education centres in the last decade that have developed relevant experience in recognition of prior learning, adult

---

<sup>94</sup> European Commission, Cedefop and ICF International (2014). European Inventory of Validation of Non-Formal and Informal Learning 2014. Portugal. Retrieved 19/04/2017, from [www.cedefop.europa.eu/validation/inventory](http://www.cedefop.europa.eu/validation/inventory).

<sup>95</sup> European Commission, Cedefop and ICF International (2014). *European Inventory of Validation of Non-Formal and Informal Learning 2014. Portugal*. Retrieved 19/04/2017, from [www.cedefop.europa.eu/validation/inventory](http://www.cedefop.europa.eu/validation/inventory).

<sup>96</sup>For more details, see <https://livestream.com/accounts/2649338/events/7714352/player?width=960&height=540&enableInfoAndActivity=true&defaultDrawer=feed&autoplay=true&mute=false>, <https://www.qualifica.gov.pt/#/> and <https://www.passaportequalifica.gov.pt/cicLogin.xhtml>, accessed on 20/09/2017.

<sup>97</sup> See Guimarães, P. (2017). Políticas públicas de educação de adultos e aprendizagem ao longo da vida em Portugal: circunstâncias e desafios. Speaking at the Educação e Formação para a População Adulta, on 29/05/2017 at the Faculty of Psychology and Education Sciences of the University of Coimbra.

Independent national experts network in the area of adult education/adult skills  
Full country report - Portugal

education and training courses, modular training courses and in other non-formal adult education organisations;

- The inexistence of national funding resources from the national state budget that might be directed to adult education, avoiding the strong dependence upon EU funding programmes and rules;
- The need for a restructuring of the existing National Agency for Qualification and Vocational Education and Training into a state dependant organisation that is directed at formal, non-formal and informal education aims and programmes.

Additionally, certain challenges, currently not being met by the existing mechanisms , are of concern to the Qualify centres<sup>98</sup>:

- The need for greater monitoring by the National Agency for Qualification and Vocational Education and Training of the work carried out in terms implementation: for instance, when using existing standards, the electronic platform, in the monitoring of the writing of portfolios by learners, etc.;
- The importance that self-assessment may have, in so far as it involves not only an indication of the objectives the centres are obligated to fulfil, but, above all, the analysis of practices that are developed and a reflection of the daily work carried out;
- Continuous education and training arrangements which include differentiated methodological approaches have to be considered as necessary. Continuous training for adult educators and trainers could include discussing and reflecting about recognition of prior learning, and about the validation of non-formal and informal learning.
- The need to value other in-service training activities, besides recognition of prior learning that centres can offer to adult learners, motivating and mobilising them towards education and learning, thus ensuring a better quality of the learning experiences of adult learners.

---

<sup>98</sup> These challenges have been identified by the author in the European Commission, Cedefop and ICF International (2014). *European Inventory of Validation of Non-Formal and Informal Learning 2014. Portugal*. Retrieved 19/04/2017, from [www.cedefop.europa.eu/validation/inventory](http://www.cedefop.europa.eu/validation/inventory). These are still relevant in present times.

## 4.0 INVESTMENT IN ADULT LEARNING SYSTEMS

### 4.1 Total investment in adult learning and change over time

From 2007 to 2013, adult education policy covers basic and secondary education forms of provision, and was mainly funded by the European Social Fund through the programme of human potential<sup>99</sup> within the national strategic framework<sup>100</sup> (at the level of 75%). National sources to finance adult education (from the general State budget) were 25% of the whole amount of funding directed at this policy. Since 2014 national sources to finance adult education (from the general State budget) are 15% of the whole amount of funding directed at this policy, and the European Social Fund is still the main source of funding (85%).

As it can be observed in Table 4.1, in 2009, 2010 and 2011, around €55 million each year funded adult education public policy. Since 2012, there were severe cuts and in 2015, €38 million were funding the referred policy.

**Table 4.1 Public funding (European Union and national funds) to adult education policy in Portugal (2007-2013)**

Year	2007	2008	2009	2010	2011	2012	2013	2014	2015
Millions of €	24	30	55	55	55	29	43	39	38

Source: Conselho Nacional de Educação (2015).

### 4.2 Public national investment

Table 4.2 includes data concerning public national investment in adult education policy within the New opportunities programme (€3,200 million from 2007 to 2013, although this programme was abolished in 2011) and The Qualify programme (€592 million from 2014 to 2023).

The impact of European Union funding (European Social Fund) has to be noted in both programmes.

**Table 4.2: Breakdown of public national investment**

Title of public investment source	Source of funding	Amount of funding	Targeted number of participants	Targeted level of provision	Start/ end date
New opportunities programme <sup>101</sup>	ESF (75%) and national funding (25%)	€3,200,000	1,500,000 adults in recognition of prior learning	Basic and secondary education (up to the 12th school year) and	2007-2013

<sup>99</sup> In Portuguese Programa Operacional do Potencial Humano.

<sup>100</sup> In Portuguese Quadro de Referência Estratégico Nacional.

<sup>101</sup> Data access on 20/09/2017 in [http://www.poph.qren.pt/upload/docs/apresentação/POPH\\_Roadshow.pdf](http://www.poph.qren.pt/upload/docs/apresentação/POPH_Roadshow.pdf)



Independent national experts network in the area of adult education/adult skills  
Full country report - Portugal

			315,000 in modular training 32,000 in adult education and training courses	professional qualification (level 4 EQF)	
Qualify programme <sup>102</sup>	ESF (85%) and national funding (15%)	€592,000,000	300,000 adults holding school diploma (up to the 12th school year) and/or professional qualification (level 4 EQF) 23,000 adults holding a school diploma (up to the 12th school year) after attending second-chance education (in Portuguese ensino recorrente)	Forms of provision allowing school diploma (up to the 12th school year) and/or professional qualification (level 4 EQF)	2014-2023

#### 4.3 EU support via structural funds (primarily ESF)

The EU support via structural funds, primarily European Social Fund, was fundamental for the:

- National reference framework – Human potential operational programme 2007-2013<sup>103</sup> (that funded New opportunities programme) – 75% of the funding was from the European Social Fund;

<sup>102</sup> Data accessed on 20/09/2017 in [https://www.portugal2020.pt/Portal2020/Media/Default/Docs/Programas%20Operacionais/BROCHURAS%20PO/POCH\\_Apresentação%20Lançamento%20PT2020A.pdf](https://www.portugal2020.pt/Portal2020/Media/Default/Docs/Programas%20Operacionais/BROCHURAS%20PO/POCH_Apresentação%20Lançamento%20PT2020A.pdf)

<sup>103</sup> In Portuguese *Quadro de Referência Estratégica Nacional – Programa Operacional Potencial Humano 2007-2013*.

- National reference framework – Human capital operational programme 2014-2020<sup>104</sup> (that funds Qualify programme) – 85% of the funding is from the European Social Fund.

#### 4.3.1 *Structural fund support planned as part of 2014-2020 financial framework*

The planned financial support from the European Union for the investment priority most directly targeting adult education, i.e. Investment priority 10.3 – Enhancing access to lifelong learning, is EUR 592 million. This funding aims at increasing qualification and the retraining of human resources, through the improvement of competences, these are more specifically relevant for work, the labour market, and lifelong learning<sup>105</sup>. This funding is supporting the 'Qualify centres' established in August 2016, recognition of prior learning, adult education and training courses and modular training courses. At present, no data is available in public domains concerning the adult learners enrolled.

#### 4.3.2 *EU support via structural funds (primarily ESF) provided as part of 2007-2013 financial framework*

The financial support from the European Union (European Social Fund) for the investment priority most directly targeting adult learning, i.e. Investment priority 2 – Adaptability and lifelong learning, was EUR 3,200 million<sup>106</sup>. This funding aimed at increasing qualification and the retraining of human resources (working adults), namely the increasing of school education diplomas up to secondary education (12th year of school education), through the improvement of competences, in specific these relevant for work and the labour market through the development of modular training, and lifelong learning<sup>107</sup>. This funding supported the establishment of centres – called by that time New opportunities centres<sup>108</sup>- that developed mainly recognition of prior learning.

### 4.4 **Effectiveness of investment**

Funding from 2007 to 2013 allowed a dramatic increase in adult learners joining adult education forms of provision such as the recognition of prior learning, as well as adult education and training courses from 2007 to 2011.

In 2012, there was a clear decrease (of 47.3%) of funding that had by that time a similar amount to the one from 2008. In 2012, the centres that were created – the New opportunities centres- were shut down as the adult education policy was suspended. At the end of 2013, the national framework of centres for qualification and vocational education and training was publicly announced and in 2014 these were authorised to carry

---

<sup>104</sup> *Quadro de Referência Estratégica Nacional – Programa Operacional Potencial Capital Humano 2014-2020.*

<sup>105</sup> Data accessed on 20/09/2017 in [https://www.portugal2020.pt/Portal2020/Media/Default/Docs/Programas%20Operacionais/BROCHURAS%20PO/POCH\\_Apresentação%20Lançamento%20PT2020A.pdf](https://www.portugal2020.pt/Portal2020/Media/Default/Docs/Programas%20Operacionais/BROCHURAS%20PO/POCH_Apresentação%20Lançamento%20PT2020A.pdf)

<sup>106</sup> Data access on 20/09/2017 in [http://www.poph.qren.pt/upload/docs/apresentação/POPH\\_Roadshow.pdf](http://www.poph.qren.pt/upload/docs/apresentação/POPH_Roadshow.pdf)

<sup>107</sup> Information accessed on 20/09/2017 in

[http://www.poph.qren.pt/upload/docs/apresentação/POPH\\_Roadshow.pdf](http://www.poph.qren.pt/upload/docs/apresentação/POPH_Roadshow.pdf).

<sup>108</sup> In Portuguese *Centros Novas Oportunidades*.

Independent national experts network in the area of adult education/adult skills  
Full country report - Portugal

out their activities<sup>109</sup>. However, in 2014 there was still a reduction of 4 million euros of funding compared to 2013<sup>110</sup>. Therefore, 2013-2014 was the period in which fewer adult learners were enrolled, and 2014-2015 showed an increase, although the number was lower than the one from 2007-2008 as already noticed in Table 3.1 (section 3.2.1 of this report).

---

<sup>109</sup> The centres for qualification and vocational education and training that belonged to the national public system and currently centres qualify were given financial support through the European Social Fund (in Portuguese *Programa Operacional Capital Humano*) (85 %) - Portaria n.º 60-B/2015, 02/03 – namely centres located in the North, Centre and Alentejo regions - and from the general State budget (15 %) for 2014-2020. Centres based in schools and training centres, in the Lisbon and Algarve areas, are mainly State-funded and it is possible to find very few that are not State-funded and need to find their own funding resources (data provided by the national agency for qualification in March 2016).

<sup>110</sup> See Conselho Nacional de Educação (2015). *O Estado da Educação 2014*. Lisboa: Conselho Nacional de Educação.

## 5.0 ASSESSMENT OF EXISTING POLICY

The New opportunities programme (2005-2011) was the object of an external assessment in 2011<sup>111</sup>. This assessment stressed the programme major achievement, which was the ability to attract low qualified adults to forms of provision, such as recognition of prior learning that valued informal and non-formal learning and by this means to achieve school education certification and/or professional qualification. The high number of enrolments was strongly emphasised. Additionally, it was noted that this programme involved bringing adult learners to lifelong learning by pedagogic innovation, and an increase of personal motivation and self-esteem. Consequently, adult learners started to believe that education was something good and interesting, and they wanted to keep on learning.

In 2012 another external evaluation<sup>112</sup> was made to existing forms of provision, namely the recognition of prior learning, adult education and training courses and modular training. This study was aimed at assessing adults (who attended recognition of prior learning, adult education courses and modular training) performance in the labor market. Conclusions stressed the fact that only the recognition of prior learning leading to professional qualification or the recognition of prior learning that included modular training, had improved adult employability. The impact of recognition of prior learning in salaries was negligible. For adult education and training courses there was a small impact when people were unemployed. After completing such a course there was an increase of possibilities of getting a job, and also higher possibilities for a salary raise. The political decision of suspending the adult education policy in 2011 was supported by conclusions in this evaluation, that adult education policy did not have a relevant impact in improving employability.

Therefore, evaluations that are available and referred in this report concern the adult education policy adopted after 2005 within the New opportunities programme<sup>113</sup>.

Neither the current adult education policy implemented after the legislation of August 2016<sup>114</sup>, or even the one adopted after the legislation from 2013<sup>115</sup>, have been evaluated in reports that are available in the public domain.

Few research projects have been paying attention to the Older than 23 programme<sup>116</sup>. These research projects refer the high drop-out rate of this category of learners, however

---

<sup>111</sup> See Carneiro, R. (dir.) (2011). Accreditation of Prior Learning as a Lever for Lifelong Learning: Lessons Learnt from the New Opportunities Initiative, Portugal. Braga: UNESCO/MENON/CEPCEP.

<sup>112</sup> See Lima, F. (coord.)(2012). *Os Processos de Reconhecimento, Validação e Certificação de Competências e o Desempenho no Mercado de Trabalho*. Lisboa: IST/CEG and Lima, F. (coord.)(2012). *Avaliação dos Cursos de Educação e Formação de Adultos e Formações Modulares Certificadas: Empregabilidade e Remunerações*. Lisboa: IST/CEG.

<sup>113</sup> See Carneiro, R. (dir.) (2011). Accreditation of Prior Learning as a Lever for Lifelong Learning: Lessons Learnt from the New Opportunities Initiative, Portugal. Braga: UNESCO/MENON/CEPCEP and Lima, F. (coord.)(2012). *Os Processos de Reconhecimento, Validação e Certificação de Competências e o Desempenho no Mercado de Trabalho*. Lisboa: IST/CEG and Lima, F. (coord.)(2012). *Avaliação dos Cursos de Educação e Formação de Adultos e Formações Modulares Certificadas: Empregabilidade e Remunerações*. Lisboa: IST/CEG.

<sup>114</sup> Portaria n.º 232/2016, 29/08.

<sup>115</sup> Portaria n.º 135-A/2013, 20/03.

<sup>116</sup> See Amorim, J. P. (2013). *Da "Abertura" das Instituições de Ensino Superior a "Novos Públicos": O caso Português* (PhD Thesis). Porto: Universidade Católica Portuguesa and Monteiro, A, Barros, R. & Moreira, J.

the high motivation they expressed in spite of the lack of time for studying is also emphasised.

No assessment report including other data could be found in the public domain referring to this programme, neither to validation of non-formal and informal learning and professional technical courses.

In general, projects and activities that are not State-regulated do not get funding within adult education policies. However, these initiatives are often funded indirectly by the State (through programmes directed at fighting poverty, supporting women socially deprived, etc.), through local public municipalities or European Union programmes (such as Erasmus+ and other lifelong learning programmes). In addition, many volunteers are involved in such activities and projects. Data referring to the programmes and activities may be found; however, it refers to very specific initiatives, not giving a general assessment overview.

The following sub-sections assess the existing policy through the lens of the six key success factors for effective adult learning policy that have been identified in a recent study.<sup>117</sup>

### 5.1 Develop learners' interest in learning

The evaluation studies of the New opportunities programme found that adult learners did understand the aims of the adult education policy implemented from 2005 to 2011, and were eager to attend the forms of provision existing, such as recognition of prior learning and adult education and training courses. The policy improved the adult learners disposition towards learning. The idea of improving school certification and professional qualification was very appreciated by adult learners. They believed that to have higher certification could have an impact in professional domain, and adult learners could get a better job after concluding learning, or could be promoted and get a higher salary<sup>118</sup> (which did not happen with the large majority of adult learners who got a certification/qualification).

Forms of provision improved access for adult learners, and there were many adult education centres located in every region of the country. These centres developed provision according to the needs and time available to adult learners. Additionally, after concluding the provision and getting a school certificate and/or professional qualification, adult learners felt more self-confident and able to face new challenges. Therefore, after concluding the provision, adult learners referred to an enlargement of cultural horizons, and a gain in personal experience and acquisition of new knowledge. They felt that they

---

(2015). Novos Públicos do ensino superior: abordagem à aprendizagem de estudantes de maiores de 23. *Revista Portuguesa de Pedagogia*, Ano 49-1, pp. 131-149.

<sup>117</sup> Key success factors, indicating the strength of evidence (available in all languages): <https://epale.ec.europa.eu/en/policy-tool/key-success-factors>; Study "An in-depth analysis of adult learning policies and their effectiveness in Europe" by EC (2015): <https://epale.ec.europa.eu/sites/default/files/final-report-20150817-en.pdf>

<sup>118</sup> According to Carneiro, R. (dir.) (2011). Accreditation of Prior Learning as a Lever for Lifelong Learning: Lessons Learnt from the New Opportunities Initiative, Portugal. Braga: UNESCO/MENON/CEPCEP.

were able to change their lives and wished to improve further formal education paths, by enrolling and attending other education and training provision, and they were pleased to see that other people recognised the effort they made to obtain a certificate or professional qualification.

## 5.2 Increase employers' investment in learning

Evaluations have noted that the link between adult education policy (basic and secondary education forms of provision) and work was the weakest dimension of provision. On the one hand, it was clear that higher educational attainment is important for economic development and the concern of increasing educational attainment rates has been stressed by a large number of international and national organisations and researchers: namely these that promote human capital theories<sup>119</sup>. However, the large majority of enterprises in Portugal are micro, small or medium sized, in which employers do not value much education and training and in which many workers are low educated and trained<sup>120</sup>. One of the reasons pointed to explain this situation is the fact that nor employers or workers seem to consider that adult education provision improves neither productivity nor an increase in skills. Important skills are the outcome from school certification, general in character, and skills that are not specific, nor clearly linked to professional tasks or a job<sup>121</sup>.

## 5.3 Improve equity of access for all

Existing provision is directed at people who did not have a school certification or professional qualification. Therefore, access is wide and adult learners face equality of access as provision is not target-oriented. The increase in adult learners enrolled and certified after attending the existing provision illustrates this situation. The New opportunities programme included a wide spread of information directed at the general Portuguese population (by the use of ICT, mass media, etc.). A large network of adult education centres, the New opportunities centres, was established in the whole country. These centres were open during the day and in the evening, in order to assist people that could not attend provision during working hours. Additionally, these centres hired adult educators who provided guidance and counselling. That was important for adult learners to choose and build education and training paths. Provision such as recognition of prior

---

<sup>119</sup> See Carneiro, R. (dir.) (2011). Accreditation of Prior Learning as a Lever for Lifelong Learning: Lessons Learnt from the New Opportunities Initiative, Portugal. Braga: UNESCO/MENON/CEPCEP, Lima, F. (coord.)(2012). *Os Processos de Reconhecimento, Validação e Certificação de Competências e o Desempenho no Mercado de Trabalho*. Lisboa: IST/CEG and Lima, F. (coord.)(2012). *Avaliação dos Cursos de Educação e Formação de Adultos e Formações Modulares Certificadas: Empregabilidade e Remunerações*. Lisboa: IST/CEG, among others.

<sup>120</sup> See Instituto Nacional de Estatística (2013). *Aprendizagem ao Longo da Vida. Inquérito à Educação e Formação de Adultos 2011*. Lisboa: Instituto Nacional de Estatística, Ministério do Trabalho e Solidariedade Social/Gabinete de Estratégia e Planeamento (2009). *Inquérito ao Impacte das Acções de Formação Profissional 2005-2007*. Lisboa: Ministério do Trabalho e Solidariedade Social/Gabinete de Estratégia e Planeamento, and Ministério da Economia e do Emprego/Gabinete de Estratégia e Estudos (2013). *Inquérito ao Impacto das Acções de Formação Profissional nas Empresas*. Lisboa: Ministério da Economia e do Emprego/Gabinete de Estratégia e Estudos.

<sup>121</sup> See Carneiro, R. (dir.) (2011). Accreditation of Prior Learning as a Lever for Lifelong Learning: Lessons Learnt from the New Opportunities Initiative, Portugal. Braga: UNESCO/MENON/CEPCEP, Lima, F. (coord.)(2012). *Os Processos de Reconhecimento, Validação e Certificação de Competências e o Desempenho no Mercado de Trabalho*. Lisboa: IST/CEG and Lima, F. (coord.)(2012). *Avaliação dos Cursos de Educação e Formação de Adultos e Formações Modulares Certificadas: Empregabilidade e Remunerações*. Lisboa: IST/CEG.

learning that valued life experiences and knowledge obtained through life, was also considered important to improve equality of access of adult learners interested in joining adult education and training<sup>122</sup>.

#### 5.4 Deliver learning that is relevant

In general, before elections the political parties' programmes are written after several consultation occasions, in which political leaders and other staff meet with relevant social actors in order to identify problems and needs of the Portuguese society. The consultation process which occurred between political parties and social programmes to design the political programmes prior to the elections played a significant role in identifying how to deliver relevant learning in adult education.

When the Socialist Party was elected in 2015, its programme included a few paragraphs devoted to adult education<sup>123</sup>. The referred paragraphs were included later in the main guidelines for public policies<sup>124</sup> to be implemented from 2016 to 2019. The argument that supported the adult education policy was the low productivity and competitiveness of the Portuguese economy due to lack of (school and professional) certification/qualification of the working population. This situation was considered a serious constrain to social cohesion. Therefore, the qualification of the Portuguese was set as one of the six pillars of the Government intervention.

The main guidelines included the importance of promoting adult education and training throughout life of working adults. These guidelines were again highlighted in 2017<sup>125</sup> and were reinforced by the economic and social council<sup>126</sup> in its statement (from 13/10/2016) on these main guidelines<sup>127</sup>. In this statement the professional and trade union organisations was emphasised the need to coordinate policies related to Portuguese qualifications and those that lead entrepreneurship. The valuing of social partners and civil society organisations in what refers to the qualification of working adults was also pointed

---

<sup>122</sup> See Carneiro, R. (dir.) (2011). Accreditation of Prior Learning as a Lever for Lifelong Learning: Lessons Learnt from the New Opportunities Initiative, Portugal. Braga: UNESCO/MENON/CEPCEP, Cavaco, C (2009) *Adultos Pouco Escolarizados – Políticas e Práticas de Formação*. Lisboa: EDUCA - UI&DCE, and Alves et al. (2016). Educação de adultos: aprender sempre. In M. Silva et al. (coord.), *Pensar a Educação. Temas Sectoriais*. Lisboa: EDUCA, pp. 151-180, among other authors.

<sup>123</sup> See p. 47 (*Capítulo V - 21 causas para mobilizar Portugal, 3- Investir na educação de adultos e na formação ao longo da vida*) accessed on 21/09/2017 in [http://www.ps.pt/wp-content/uploads/2016/06/programa\\_eleitoral-PS-legislativas2015.pdf](http://www.ps.pt/wp-content/uploads/2016/06/programa_eleitoral-PS-legislativas2015.pdf)

<sup>124</sup> In Portuguese *Grandes Opções do Plano 2016-2019*. Information accessed on 21/09/2017 in <http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c3246795a5868774d546f334e7a67774c336470626d6c7561574e7059585270646d467a4c31684a53556b76644756346447397a4c334277624445784c56684a53556b755a47396a&fich=ppl11-XIII.doc&Inline=true>

<sup>125</sup> In Portuguese *Grandes Opções do Plano para 2017*. Data accessed on 21/09/2017 in <http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c3246795a5868774d546f334e7a67774c336470626d6c7561574e7059585270646d467a4c31684a53556b76644756346447397a4c33427762444d324c56684a53556b755a47396a&fich=ppl36-XIII.doc&Inline=true>

<sup>126</sup> In Portuguese *Conselho Económico e Social*. The economic and social council is a "constitutional body for consultation and social concertation. Its main goals are to promote the participation of economic and social agents in decision-making procedures of the organs of sovereignty, within the scope of socioeconomic issues". It is the place for dialogue between the Government, trade union and entrepreneurial confederations. Data accessed on 21/09/2017 in <http://www.ces.pt/organizacao/sobre-ces/missao-objectivos>

<sup>127</sup> Data accessed on 21/09/2017 in [http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c3246795a5868774d546f334e7a67774c336470626d6c7561574e7059585270646d467a4c31684a53556b76644756346447397a4c33427762444d324c56684a53556c664d6935775a47593d&fich=ppl36-XIII\\_2.pdf&Inline=true](http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c3246795a5868774d546f334e7a67774c336470626d6c7561574e7059585270646d467a4c31684a53556b76644756346447397a4c33427762444d324c56684a53556c664d6935775a47593d&fich=ppl36-XIII_2.pdf&Inline=true)

out, as well as the need of an economic policy that would favour the increasing of salaries and career progression with the raise of qualifications.

Additionally, the national agency for qualification and vocational education and training establishes sectoral councils for qualification that are technical and consultation working groups<sup>128</sup> on specific fields of economic and work development to identify qualification needs. These are to be included in the national qualifications catalogue in order to develop adult education and training forms of provision relevant for economic development.

Apart from these documents and organisations referred before that have had influence in the definition and implementation of the adult education and training policy, civil society organisations (such as the Portuguese association of adult education and training<sup>129</sup>, and the Portuguese association for culture and permanent education<sup>130</sup>, among others) have released statements on adult education policy, for example concerning illiteracy and also the lack of adult education non-formal public provision. However, the impact of these civil society organisations statements in adult education policy was insignificant.

### **5.5 Deliver learning that is of high quality**

Quality assurance decisions and procedures are implemented within the adult education policy as referred in section 3.4 of this report). There is a control system and electronic platform, as well as formal procedures of existing provision and assessment methodologies in use by adult educators in Qualify centres. New methodological guidelines were published regarding recognition of prior learning, concerning evaluation of competences and acquisition of knowledge as well as the adoption of the reference guide for lifelong learning, and a guidance document for the work carried out by the adult educators, including a set of aims that foster knowledge of oneself and the learner's decision concerning his/her education and training path and professional options.

### **5.6 Ensure coherent policy**

The current adult education policy cannot be considered an integrated policy owing to the small number of provision existing and to the short scope of this provision. According to the European Union documents, such as the Memorandum on Lifelong Learning, published in 2000, lifelong learning includes formal learning, non-formal and informal learning. The current adult education policy only includes provision directed at formal education (basic and secondary education), and no non-formal education provision is supported.

If the co-ordination of the existing provision is considered, such as recognition of prior learning and adult education and training courses, the Qualify centres are developing a

---

<sup>128</sup> In Portuguese Conselhos Setoriais para a Qualificação. Data accessed on 21/09/2017 in <http://www.catalogo.anqep.gov.pt/Home/CSQ>

<sup>129</sup> In Portuguese Associação Portuguesa de Educação e Formação de Adultos. See <http://apefa.org.pt> accessed on 21/09/2017

<sup>130</sup> In Portuguese Associação Portuguesa para a Cultura e Educação Permanente. See <http://www.apcep.pt> accessed on 21/09/2017



Independent national experts network in the area of adult education/adult skills  
Full country report - Portugal

relevant role in this domain. It is in these centres that guidance and counselling are provided to adult learners and that support to options referring to education and training pathways building can be obtained<sup>131</sup>.

---

<sup>131</sup> Portaria n.º 232/2016, 29/08.

## 6.0 STRENGTH AND WEAKNESSES OF THE ADULT EDUCATION SYSTEM

According to the author of this report, and to analysis made by several Portuguese authors referred in this section, the adult education system in this country includes strengths and weaknesses as follows.

### 6.1 Strengths

#### **Adult learning is relevant for learners**

Since 2000, innovative forms of provision (different in structure, contents and evaluation and closer to adult learners needs) were established such as recognition of prior learning, as well as adult education and training courses. These forms of provision have allowed the improvement of learners' disposition towards learning, the delivery of learning that meets the needs of adult learners, in specific when they attended recognition of prior learning. It has raised the equality of access, and seen an increase of adults' participation rates and of certification and professional qualification. Meanwhile, these provisions made people consider education as a relevant domain that all could attend and benefit from<sup>132</sup>.

#### **Involvement of diverse organisations (State dependent, profit-making and civil society ones)**

Adult education includes several types of provision, apart from the ones (of a formal kind) included in adult education policy. These other types of provisions suggest the diversity of projects, activities, adult educators and participants. Activities that can be found are implemented by a large variety of organisations: State-dependent, private/profit-making and civil society. These organisations form a wide network that have even established Centros Qualifica, and have implemented existing forms of provision (like recognition of prior learning, adult education courses and modular training). Therefore, these types of provision should be involved in a future adult education policy of a global and integrated nature in order to promote other provision (than basic and secondary education as well as vocational education and training) and to improve equality of access to non-formal and informal education.

#### **Experienced adult educators**

At present, a large number of adult educators<sup>133</sup> hold a higher education degree, even if there cannot be found a specific adult education pathway for these practitioners at the

---

<sup>132</sup> See Carneiro, R. (dir.) (2011). Accreditation of Prior Learning as a Lever for Lifelong Learning: Lessons Learnt from the New Opportunities Initiative, Portugal. Braga: UNESCO/MENON/CEPCEP, Cavaco, C (2009) *Adultos Pouco Escolarizados – Políticas e Práticas de Formação*. Lisboa: EDUCA - UI&DCE, and Alves et al. (2016). Educação de adultos: aprender sempre. In M. Silva et al. (coord.), *Pensar a Educação. Temas Sectoriais*. Lisboa: EDUCA, pp. 151-180, among other authors.

<sup>133</sup> See Guimarães, P. & Barros, R. (2015). A nova política pública de educação e formação de adultos em Portugal. Os educadores de adultos numa encruzilhada? *Educação & Sociedade*, v. 36, n.º 131, pp. 391-406 and Loureiro, A. & Caria, T. (2013). To learn and to construct knowledge in the context of the work with adult education and training: a Portuguese case study", *International Journal of Lifelong Education*, Vol. 32, nº 2, pp. 149-164 and Loureiro, A.; Cristóvão, A. & Caria, T. (2013). Between external prescription and local practice:

Licenciatura level in higher education institutions. This is a different situation from some decades ago when only a few adult educators held specific knowledge and skills to work in existing forms of provision as well as in other adult education projects and activities. This situation is due to the emergence of professionalisation paths for adult educators in specific those hired in Centros Qualifica, but also owing to the development of research and critical thinking in this scientific domain. This situation suggests a higher quality of education provision that needs to be maintained and reinforced.

## 6.2 Weaknesses

### Illiteracy rates

Most of the policy discourse since 1974 refers to the historical educational delay of the Portuguese population. Illiteracy rate in 2015<sup>134</sup> of 5.2% (3.5% for men and 6.8% for women) was still of concern. According to research such as IALS (International Adult Literacy Survey) literacy levels of the adult population were low involving several personal and social constraints for most people, the economy and society<sup>135</sup>. Currently, school abandonment and dropout still present high rates when compared with other European Union or OECD countries<sup>136</sup>. Eurostat data referring to adults' participation in lifelong learning in 2015 was still far from the benchmark of 15% and further from rates observed in Nordic and Central European countries<sup>137</sup>.

Additionally, non-participants have been hard to involve in lifelong learning<sup>138</sup>. Even if education policies in the last decades have had a significant impact by increasing educational attainment, there is still a long way to go and existing adult education forms of provision do not seem enough for solving this long-term problem. Additionally, current adult education policy only includes major kinds of provision: recognition of prior learning and adult education and training courses. Owing to the wide variety of education activities, involving organisations and people in formal, non-formal/liberal and informal adult education, the current adult education policy seems insufficient to solve the long-term educational problem of the Portuguese population and to benefit from a wide spectrum of providers, participants and activities.

---

the uses of official knowledge by adult education professionals in Portugal, *European Journal for Research on the Education and Learning of Adults (RELA)*, vol 4, n.º 1, pp. 65-80.

<sup>134</sup> Data accessed on 29/09/2016 in

<http://www.pordata.pt/Portugal/Taxa+de+analfabetismo+segundo+os+Censos+total+e+por+sexo-2517>

<sup>135</sup> See Ávila, P. (2008). *A Literacia dos Adultos. Competências-Chave na Sociedade do Conhecimento*. Lisboa: CIES-ISCTE/Celta Editora.

<sup>136</sup> See Conselho Nacional de Educação (2016). *O Estado da Educação 2015*. Lisboa: Conselho Nacional de Educação.

<sup>137</sup> See data accessed on 29/09/2016 in [http://ec.europa.eu/eurostat/statistics-explained/index.php/Lifelong\\_learning\\_statistics](http://ec.europa.eu/eurostat/statistics-explained/index.php/Lifelong_learning_statistics)

<sup>138</sup> See Instituto Nacional de Estatística (2013). *Aprendizagem ao Longo da Vida. Inquérito à Educação e Formação de Adultos 2011*. Lisboa: Instituto Nacional de Estatística and Alves et al. (2016). *Educação de adultos: aprender sempre*. In Silva et al. (coord.), *Pensar a Educação. Temas Sectoriais*. Lisboa: EDUCA, pp. 151-180.

### **Lack of an integrated and global adult education policy**

The lack of an integrated and global adult education policy (a policy that would co-ordinate programmes and projects implemented by very different types of provision of adult education) has as a main outcome the lack of diversification of forms of provision that are State-funded and regulated. Many projects and activities currently implemented are not part of adult education policy, which allows the existence of several types of provision without coherence and policy consistence. This situation has been reinforced by discontinuous adult education policies imposed both at a national<sup>139</sup> and European Union level<sup>140</sup> and by the uniform pattern imposed by funding, namely by the European Social Fund that is mainly directed at school certification and professional qualification including a vocational education and training component. Additionally, the existing adult education policy stresses (formal) education (certification) and (formal) professional qualification for the development of the economy. Although adult education is important, the global and national economy is affected by other more important variables. Therefore, recent policy discourses seem to emphasise too much the link between education and the economy but do not refer to other relevant dimensions (such as the impact of education on social, cultural, political and civic dimensions) of adult education.

### **Lack of relevance of adult education**

Only on a very few occasions has the adult education policy been considered a central point in policy agenda, and a relevant issue for the Portuguese population. Formal and school education for children and young people has received the main attention from different governments and State departments in charge of education. Even if adult education policy was relevant from 2000 to 2011, the improvement of participation rates in the last decade has not revealed a consistent pattern, which explains the recent decrease of participation rates in lifelong learning. Non-participants still represent an important percentage of the population<sup>141</sup>. A preference for short-term programmes is a characteristic of adult education policies and of projects implemented by many non-State, civil society and non-governmental organisations. The limited national funding and the importance of European Social Fund is another expression of the lack of importance attributed to adult education<sup>142</sup>. Therefore, the lack of social, economic, political, cultural

---

<sup>139</sup> See Lima, L. C. (2008). A Educação de Adultos em Portugal (1974-2004). In Rui Canário e Belmiro Cabrito, Orgs., *Educação e Formação de Adultos. Mutações e Convergências*. Lisboa: Educa, pp. 31-60. This discontinuous trend in adult education policy in Portugal is very different from what can be observed in Central European countries, such as Germany and France, in which adult education is considered a pillar of the education and training systems, and in the Nordic countries, in which for instance non-formal/liberal adult education has been supported by State policies for several decades. Authors have claimed that continuous policies in Nordic countries justify the high adults' participation rates in lifelong learning – see Desjardins, R. Rubenson, K. & Milan, M. (2006). *Unequal Chances to Participate in Adult Learning: International Perspectives*. Paris: UNESCO-IIEP and Rubenson, K. & Desjardins, R. (2009). The impact of welfare state regimes on barriers to participation in adult education. A bounded agency model. *Adult Education Quarterly*, vol. 59, n.º 3, pp. 187-207.

<sup>140</sup> Antunes, F. (2016). Economising education: from the silent revolution to rethinking education. A new moment of Europeanisation of education? *European Educational and Research Journal*, vol. 15, no. 4, pp. 410-427.

<sup>141</sup> See Instituto Nacional de Estatística (2013). *Aprendizagem ao Longo da Vida. Inquérito à Educação e Formação de Adultos 2011*. Lisboa: Instituto Nacional de Estatística.

<sup>142</sup> See Alves et al. (2016). Educação de adultos: aprender sempre. In M. Silva et al. (coord.), *Pensar a Educação. Temas Sectoriais*. Lisboa: EDUCA, pp. 151-180.

Independent national experts network in the area of adult education/adult skills  
Full country report - Portugal

and civic relevance of adult education is a significant weakness that might only be overcome by long-term and stable aimed policies.

## 7.0 FURTHER POLICY REFORMS AND ORIENTATIONS NEEDED

Portugal is facing challenges in economic, social and educational domains. A weakness of adult education policies is their discontinuous character. Adult education needs to be part of the national (political, economic, social, cultural and civic) agenda in long-term policies. Funding needs to be assured at a short, medium and eventually a long-term, avoiding discontinuity which has led to suspension and abandonment of policies in the past. It also needs to be based on a model that would include several adult education types of provision that right now do not receive any kind of support or are not even considered domains of adult education policy.

Additionally, future policy reforms and orientations should be supported by an integrated adult education policy that would have to include aims, regulations and funding of several types of provision<sup>143</sup>. It would be an adult education policy that would co-ordinate programmes and projects from different domains in order to foster equality of access in non-formal and informal learning. In policy reforms, the maintenance of the existing forms of provision is important in order to avoid the provision intermittence and recurrent changes according to Governments changes.

The maintenance of the diversification of forms of provision is also important, with special emphasis to the ones that are not formally certified. Literacy will have to be included through specific orientations and programmes, concerning basic skills and advanced reading and writing skills<sup>144</sup>. Non-formal/liberal education (approaching different aims, contents, pedagogic methods and assessment strategies) needs to be included too. In-service training, referring to informal learning in the workplace should also be part of this policy reform.

The experience and learning of practitioners involved in adult education in the last two decades need to be valued in formal regulations and in the building of professionalisation paths, including the reinforcement of the role of higher education institutions in initial training of adult educators<sup>145</sup>. The research developments in the field of adult education in last decades also needs to be supported, in order to comprehend policy developments and impacts. This is an important step to improve the higher quality of education provision. Data on policy implementation (on existing forms of provision, adult learners, labour

---

<sup>143</sup> See Lima, L. C. (2008). A Educação de Adultos em Portugal (1974-2004). In R. Canário and B. Cabrito (orgs.), *Educação e Formação de Adultos. Mutações e Convergências*. Lisboa: Educa, pp. 31-60, Canário, R. (2013). *Educação de Adultos. Um Campo, uma Problemática*. Lisboa: EDUCA, Lima, L. C. & Guimarães, P. (2015). Portugal: policy and adult education. In T. Corner (ed.), *Education in the European Union Pre-2003-Member States*. London: Bloomsbury, pp. 245-263 and Barros, R. (2016). Da conceção à implosão da nova política de educação e formação de adultos (EFA) em Portugal: e agora tudo o vento levou? *Laplage em Revista*, vol. 2, n.º 1, pp. 63-86, among others.

<sup>144</sup> See Ávila, P. (2008). *A Literacia dos Adultos. Competências-Chave na Sociedade do Conhecimento*. Lisboa: CIES-ISCTE/Celta Editora and Cavaco, C. (2016). Políticas públicas de educação de adultos em Portugal – a invisibilidade do analfabetismo. *Laplage em Revista*, vol. 2, n.º 1, pp. 51-62.

<sup>145</sup> See Guimarães, P. & Barros, R. (2015). A nova política pública de educação e formação de adultos em Portugal. Os educadores de adultos numa encruzilhada? *Educação & Sociedade*, v. 36, n.º 131, pp. 391-406 and Loureiro, A. & Caria, T. (2013). To learn and to construct knowledge in the context of the work with adult education and training: a Portuguese case study”, *International Journal of Lifelong Education*, Vol. 32, n.º 2, pp. 149-164 and Loureiro, A.; Cristóvão, A. & Caria, T. (2013). Between external prescription and local practice: the uses of official knowledge by adult education professionals in Portugal, *European Journal for Research on the Education and Learning of Adults (RELA)*, vol 4, n.º 1, pp. 65-80.

Independent national experts network in the area of adult education/adult skills  
Full country report - Portugal

market outcomes, stakeholders, adult educators, etc.) has to become available. Studies and research on adult education in general and on adult education policy in particular have to be funded and supported by State agencies in order to assess and evaluate most recent developments.

The monitoring and evaluation of institutional actors need to be considered in the implementation of provision. But the purpose of monitoring and evaluation cannot only be to achieve rates of access and the numbers of certificates given to adult learners. It has to include improving the quality of provision (content, pedagogic methods, assessment of adult learners) and staff considering the needs of the learners, the improvement of learner disposition towards learning and equality of access for all. Specifically, low qualified adults, individuals from disadvantaged social groups and traditional non-participants in adult education activities have to be considered.

## 8.0 SUMMARY

Adult education policy in Portugal has observed changes since 2016 with the election of the recent Government. However, these changes are recent and it is difficult to identify their impact. For this reason, the summary of this report is rather similar to the summary of the previous report written in 2016.

This report has examined the (fragile) recovery of the Portuguese economy in the last couple of years, the rates of unemployment, adult participation in learning, and educational attainment that are still low, particularly those who are low qualified. In spite of (adult) education policies in last decades, results achieved seem to be insufficient to reduce the distance between Portugal and other European Union countries (such as Nordic and Central European ones) in what refers to access, participation and achievement of adults in education and training.

The stress upon economic development in adult education policy, even if including a reference to low qualified adults, reflects the ambivalence of the role assigned to adult education. It has gone from a central pillar in some policy discourses, something that could improve economic development, to a minor position in the political, social, educational, cultural and civic agenda. Additionally, the existing policy does not cover all or a large majority of types of provision in adult education. Only the certification and professional qualification issues and rates have been expressively stressed in policy discourses and programmes, which is a very short concern when education is at stake.

Challenges in adult education policy are strongly linked to:

- The need to consider a diversification of provision and to use the experience and knowledge acquired in the different types of provision of adult education (namely non-formal and informal education);
- Keep on fostering equality of access for all, maintaining the existing provision, such as recognition of prior learning and adult education and training courses, and promoting other provision that meets learner needs;
- Overcome the pattern of the discontinuous policies, by reinforcing the importance of adult education in the Portuguese society (in educational, social, cultural, political, economic and civic terms) and assuring a new public funding model than the one existing highly dependent on the European Union programmes;
- Build a global and integrated policy, improving co-ordination of existing policy and including programmes and projects that promote formal, non-formal and informal education;
- Reinforce the quality of adult education, through fostering research and professionalisation paths of adult educators (based on academic specific knowledge and also on valuing knowledge obtained from experience) and improving procedures and schemes that are devoted at meeting needs of the learners;
- Develop studies and research on adult education (policies and existing practices) based on quantitative and qualitative data, to improve knowledge and foster more coherent policy-decision process.



Independent national experts network in the area of adult education/adult skills  
Full country report - Portugal

After considering adult learners, their needs, motivation, problems and challenges when attending adult education provision, it will be possible to think of employer needs and to devise ways of increasing the investment in education, not only from the State or the European Union, but also from different providers, such as civil society and non-governmental organisations.

## 9.0 BIBLIOGRAPHY

Agência Nacional para a Qualificação (2011). Linhas Orientadoras para o Futuro da Iniciativa Novas Oportunidades. 30 de Novembro de 2010 (Main guidelines for the future of the new opportunities programme. November 30th 2010). Lisboa: Agência Nacional para a Qualificação.

Alves et al. (2016). Educação de adultos: aprender sempre (Adult education: to learn always). In Silva et al. (coord.), Pensar a Educação (To think about education). Temas Sectoriais. Lisboa: EDUCA, pp. 151-180.

Amorim, J. P. (2013). Da "Abertura" das Instituições de Ensino Superior a "Novos Públicos": O caso Português (On the opening of higher education institutions to new publics: the Portuguese case) (PhD Thesis). Porto: Universidade Católica Portuguesa.

Antunes, F. (2016). Economising education: from the silent revolution to rethinking education. A new moment of Europeanisation of education? European Educational and Research Journal, vol. 15, no. 4, pp. 410-427.

Antunes, F. & Guimarães, P. (2015). An inconsistent policy: lifelong learning and adult education policy towards competitive advantage. In G. Zarifis and M. Gravani (eds.), Challenging the 'European Area of Lifelong Learning'. A Critical Response. Dordrecht: Springer, pp. 75-86.

Ávila, P. (2008). A Literacia dos Adultos. Competências-Chave na Sociedade do Conhecimento (Adults literacy. Key-competences in the knowledge society). Lisboa: CIES-ISCTE/Celta Editora.

Barros, R. (2016). Da conceção à implosão da nova política de educação e formação de adultos (EFA) em Portugal: e agora tudo o vento levou? (From the conception to the suspension of the new adult education and training policy in Portugal: and now all gone with the wind?). Laplage em Revista, vol. 2, n.º 1, pp. 63-86.

Canário, R. (2013). Educação de Adultos. Um Campo, uma Problemática (Adult education. A field, a Thematic). Lisboa: EDUCA.

Carneiro, R. (dir.) (2011). Accreditation of Prior Learning as a Lever for Lifelong Learning: Lessons Learnt from the New Opportunities Initiative, Portugal. Braga: UNESCO/MENON/CEPCEP.

Cavaco, C (2009) Adultos Pouco Escolarizados – Políticas e Práticas de Formação (Adults with low school levels – Policies and practices). Lisboa: EDUCA - UI&DCE,

Cavaco, C. (2016). Políticas públicas de educação de adultos em Portugal – a invisibilidade do analfabetismo (Public policies of adult education in Portugal – the invisibility of illiteracy). Laplage em Revista, vol. 2, n.º 1, pp. 51-62.

Independent national experts network in the area of adult education/adult skills  
Full country report - Portugal

Conselho Nacional de Educação (2015). O Estado da Educação 2014 (The state-of-the-art of education 2014). Lisboa: Conselho Nacional de Educação.

Conselho Nacional de Educação (2016). O Estado da Educação 2015 (2014 (The state-of-the-art of education 2014)). Lisboa: Conselho Nacional de Educação.

Desjardin, R. Rubenson, K. & Millana, M. (2006). Unequal Chances to Participate in Adult Learning: International Perspectives. Paris: UNESCO-IIEP.

European Commission, Cedefop & ICF International (2014). European Inventory of Validation of Non-Formal and Informal Learning 2014. Portugal. Retrieved April 19, 2017, from [www.cedefop.europa.eu/validation/inventory](http://www.cedefop.europa.eu/validation/inventory).

Guimarães, P. & Barros, R. (2015). A nova política pública de educação e formação de adultos em Portugal. Os educadores de adultos numa encruzilhada? (The new public adult education and training policy in Portugal. Adult educators at a crossroad?). *Educação & Sociedade*, v. 36, n.º 131, pp. 391-406.

Instituto Nacional de Estatística (2011). Aprendizagem ao Longo da Vida. Inquérito à Educação e Formação de Adultos 2007 (Lifelong learning. Survey to adult education and training 2007). Lisboa: Instituto Nacional de Estatística.

Instituto Nacional de Estatística (2013). Aprendizagem ao Longo da Vida. Inquérito à Educação e Formação de Adultos 2011 (Lifelong learning. Survey to adult education and training 2011). Lisboa: Instituto Nacional de Estatística.

Lima, F. (coord.)(2012). Avaliação dos Cursos de Educação e Formação de Adultos e Formações Modulares Certificadas: Empregabilidade e Remunerações (Evaluation of adult education and training courses and modular training: employability and salaries). Lisboa: IST/CEG.

Lima, F. (coord.)(2012). Os Processos de Reconhecimento, Validação e Certificação de Competências e o Desempenho no Mercado de Trabalho (Recognition of prior learning processes and labour market performance). Lisboa: IST/CEG.

Lima, L. C. & Guimarães, P. (2015). Portugal: policy and adult education. In T. Corner (ed.), *Education in the European Union Pre-2003-Member States*. London: Bloomsbury, pp. 245-263.

Lima, L. C. et al. (1988). Documentos Preparatórios III. Comissão de Reforma do Sistema Educativo (Preparatory documents III. Commission for the reform of the education system). Lisboa: Ministério da Educação.

Lima, L. C. (2008). A Educação de Adultos em Portugal (1974-2004) (Adult education in Portugal 1974-2004). In R. Canário and B. Cabrito (orgs.), *Educação e Formação de Adultos. Mutações e Convergências* (Adult education and training. Mutations and convergences). Lisboa: Educa, pp. 31-60.

Independent national experts network in the area of adult education/adult skills  
Full country report - Portugal

Loureiro, A. & Caria, T. (2013). To learn and to construct knowledge in the context of the work with adult education and training: a Portuguese case study", *International Journal of Lifelong Education*, Vol. 32, nº 2, pp. 149-164.

Loureiro, A.; Cristóvão, A. & Caria, T. (2013). Between external prescription and local practice: the uses of official knowledge by adult education professionals in Portugal, *European Journal for Research on the Education and Learning of Adults (RELA)*, vol 4, n.º 1 , pp. 65-80.

Mateus, A. (coord.)(2015). *Três Décadas de Portugal Europeu. Balanço e Perspectivas (Three decades of European Portugal. Overview and perspectives of development)*. Lisboa: Fundação Francisco Manuel dos Santos.

Melo, A. (coord.), Matos, L. & Silva, O. S. (2001). *S@ber+. Programa para o Desenvolvimento e Expansão da Educação de Adultos (1999-2006) (To Kow+. Programme for the development and expansion of adult education – 1999/2006)*. Lisboa: Agência Nacional de Educação e Formação de Adultos.

Ministério do Trabalho, Solidariedade e Segurança/Gabinete de Estratégia e Planeamento (2017). *Relatório Anual de Formação Contínua 2015 (Annual report of vocational education and training 2015)*. Lisboa: Ministério do Trabalho, Solidariedade e Segurança/Gabinete de Estratégia e Planeamento

Ministério da Economia e do Emprego/Gabinete de Estratégia e Estudos (2013). *Inquérito ao Impacto das Ações de Formação Profissional nas Empresas (Survey to the impact of vocational education and training courses in enterprises)*. Lisboa: Ministério da Economia e do Emprego/Gabinete de Estratégia e Estudos.

Ministério do Trabalho e Solidariedade Social/Gabinete de Estratégia e Planeamento (2009). *Inquérito ao Impacte das Acções de Formação Profissional 2005-2007 (Survey to the impact of vocational education and training courses 2005-2007)*. Lisboa: Ministério do Trabalho e Solidariedade Social/Gabinete de Estratégia e Planeamento.

Monteiro, A, Barros, R. & Moreira, J. (2015). *Novos públicos do ensino superior: abordagem à aprendizagem dos estudantes maiores de 23 anos (New publics in higher education: discussion to learning of older than 23 programme students)*. *Revista Portuguesa de Pedagogia*, Ano 49-1, pp. 131-149.

OECD (2013). *Education at a Glance 2013: OECD Indicators*, OECD Publishing. Accessed in <http://dx.doi.org/10.1787/eag-2013-en> on 15.09.2016.

OECD (2015). *Education at a Glance Interim Report. Update of Employment and Educational Attainment Indicators* accessed in <https://www.oecd.org/edu/EAG-Interim-report.pdf> on 15.09.2016.

Ricardo, R. (2016). *A educação e a terceira idade em Portugal: estudo exploratório de uma universidade sénior (Education and the third age in Portugal: an exploratory study of a third age university)*. *Investigar em Educação*, II série, vol. 5, pp. 99-116.

Independent national experts network in the area of adult education/adult skills  
Full country report - Portugal

Rubenson, K. & Desjardins, R. (2009). The impact of welfare state regimes on barriers to participation in adult education. A bounded agency model. *Adult Education Quarterly*, vol. 59, n.º 3, pp. 187-207.

Valente, A. C. (Coord.), Simões, A. & Santos, F. (2014). *Adultos de Baixa Escolaridade: desafios para a Aprendizagem ao Longo da Vida (ALV) em Portugal (Adults with low school education: challenges for lifelong learning in Portugal)*. Lisboa: Instituto de Estudos Sociais e Económicos.

Veloso, E. (2011). *Vidas Depois da Reforma (Lives after retirement)*. Lisboa: Coisas de Ler.

ANNEXES

**Annex 1: List of adopted legal acts, strategies, laws**

Name	Date of adoption	Short description of content
Law of the educational system (Lei de Bases do Sistema Educativo)	1986 (Lei n.º 46/86, 14/10; Lei n.º 115/97, 19/09; Lei n.º 49/2005, 30/08; Lei n.º 85/2009, 27/08)	Describes the structure and tasks of the whole educational system.
National qualification framework	2009 (Portaria n.º 782/2009, 23/07)	Sets the national qualification framework according to several levels.
Law of vocational education and training	2016 (Lei n.º 7/2009, 12/02)	Sets vocational education and training, namely continuing education and training directed at workers.
Programa Qualifica	2016 (Portaria n.º 232/2016, 29/08)	Second-chance basic and secondary education as well as vocational education and training programme. Establishes centres qualify and these centres activity.
Programa Maiores de 23	2006 (Decreto-Lei n.º 64/2006, 21/03; Decreto-Lei n.º 113/2014, 16/07; Decreto-Lei n.º 63/2016, 13/09)	Sets higher education entrance path for adult learners.
Launching of professional technical courses	2016 (Decreto Lei n.º 74/2006, 24/03; Decreto Lei n.º 63/2016, 13/09)	Establishes rules for the implementation of professional and technical courses in higher education institutions.
Validation on non-formal and informal learning in higher education institutions	2013 (Decreto—Lei n.º 115/2013, 07/08)	Sets rules for validation of non-formal and informal learning in higher education institutions.

Independent national experts network in the area of adult education/adult skills  
Full country report - Portugal

**Annex 2: Inventory of policy interventions**

Name of intervention	Source (with hyperlink)	Budget	Outputs	Which of the 6 building blocks for successful adult learning policies does it target? (tick all relevant)						Further details/description (purpose, duration, responsible entity etc.)
				Fosters learners' interest in learning	Employers' investment in learning	Improve equity of access for all	Learning that is relevant	High quality learning	Coherent policy	
Iniciativa Novas Oportunidades	<a href="http://www.catalogo.anqep.gov.pt/boDocumentos/getDocumentos/149">http://www.catalogo.anqep.gov.pt/boDocumentos/getDocumentos/149</a>	€3,200 million	More than 500,000 adult learners certified	X		X	X	X		

## HOW TO OBTAIN EU PUBLICATIONS

### Free publications:

- one copy:  
via EU Bookshop (<http://bookshop.europa.eu>);
- more than one copy or posters/maps:  
from the European Union's representations ([http://ec.europa.eu/represent\\_en.htm](http://ec.europa.eu/represent_en.htm));  
from the delegations in non-EU countries  
([http://eeas.europa.eu/delegations/index\\_en.htm](http://eeas.europa.eu/delegations/index_en.htm));  
by contacting the Europe Direct service  
([http://europa.eu/eurodirect/index\\_en.htm](http://europa.eu/eurodirect/index_en.htm)) or calling 00 800 6 7 8 9 10 11  
(freephone number from anywhere in the EU) (\*).

(\* ) The information given is free, as are most calls (though some operators, phone boxes or hotels may charge you).

### Priced publications:

- via EU Bookshop (<http://bookshop.europa.eu>).

### Priced subscriptions:

- via one of the sales agents of the Publications Office of the European Union  
([http://publications.europa.eu/others/agents/index\\_en.htm](http://publications.europa.eu/others/agents/index_en.htm)).





■ Publications Office  
of the European Union