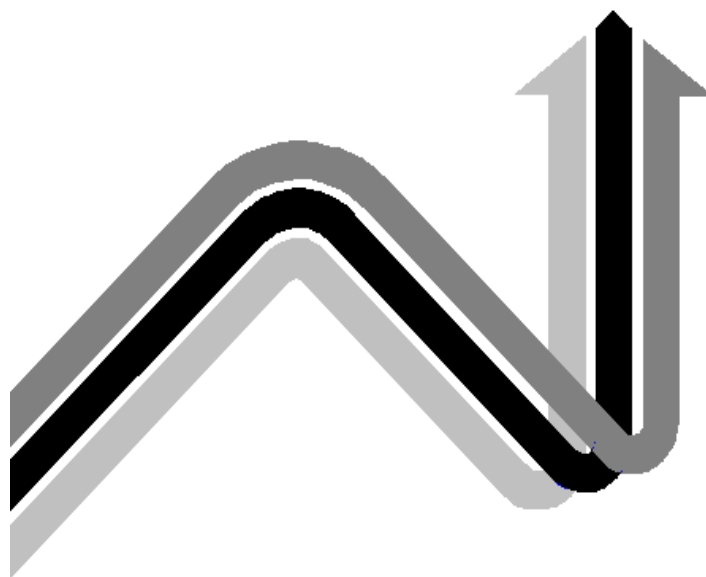


THEMATIC REVIEW OF THE TRANSITION FROM INITIAL EDUCATION TO WORKING LIFE



PORTUGAL

BACKGROUND REPORT

NOVEMBER 1997

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SUMMARY

Portugal is currently going through a phase of development in which the political, social and economic contexts make for deep reflection on the fundamental areas of individual and social development such as education, training and employment and the situation of young people faced with these issues. Thus, the realisation of this thematic investigation of the transition from initial training to working life was undertaken with particular interest.

In accordance with the indications given by the Secretary to OECD and the aim of incorporating diverse information and views, this report includes contributions from various state bodies and their social partners. The contact with each of those bodies was established via a personalised spokesperson who facilitated communication.

This report is structured in five chapters:

- one chapter which characterises the political, demographic, socio-economic and employment market contexts;
- one chapter presents the Portuguese education and training systems;
- then there is a chapter in which the concept of transition is identified and some data on the professional integration of graduates in secondary education;
- next, the problems which Portugal faces in this field are identified and argued;
- finally, within the context of broad political guidelines and legal instruments, there is a presentation of the main policy measures which are being executed and which make for a concerted intervention in the area of the transition from initial training to working life.

The problems were set out in five broad fields: structure, organisation and curricula of the education and training systems; schooling and professional guidelines; the structure and way the employment market works; co-operation between the education and production structures at a regional and local level; the articulation between the ministries responsible for the education and training systems.

Finally there is a presentation of some lines of reflection and action which appear to be fundamental for a more successful transition from initial training to working life and which it is hoped will work as a reference point for intervention in this field.

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INTRODUCTION

Objectives of the thematic investigation

This report aims to submit for reflection and analysis the main problems and lines of intervention which are open to Portugal in the field of the transition from initial training to working life. On account of the importance currently given to the questions of education and training in Portuguese society, it makes sense that their analysis reflects the way in which they are or are not meeting the expectations of the interested parties, namely of young people and employers. Particular emphasis is given to the integration of young people in the world of employment and to their preparation for meeting its multiple demands. In terms of national concerns, the question of employment is of equal importance, a fact which has led to the increase in support policies for employment and in the fight against the different causes and forms of unemployment.

There is, therefore, a need to understand to what extent the education and training services answer the needs of preparation for the world of employment and the requirements of ongoing training and an education throughout life. Thus, one of the objectives of this thematic investigation is to produce information which may permit the sustenance of lines of intervention in the field of young people's transition to working life.

“The thematic investigation shall, in particular, gather together information and better understand what was the recent evolution of the views, analyses and measures taken over these last years in order to resolve the problems of transition to working life, what programmes and kinds of action were more or less crowned with success and why, and which are the main guidelines of the training policies with regard to the transition to working life”¹.

Methodology for the realisation of the national report

Given Portugal's interest in participating in the first phase of this thematic investigation, efforts were made in order to define a methodology and identify the bodies involved.

The timings initially proposed were subject to adjustments by OECD. However, the temporal adjustments made may be considered as minimal and do not in any way question the respect for the period initially established.

¹ DEELSA/ED/WD (96) 1, pages 8 and 9

The structure of this report is in accordance with the broad lines of analysis already presented in the initial draft; since then care has been taken to develop and redefine the questions initially raised. Thus, it is important to mention two of the strategies used with a view to that end:

- to involve in this report the different national bodies which intercede in some way in the subject under analysis with a view to the systemisation of multiple experiences and views;
- to take into consideration the criticisms of the Secretariat to the OECD in relation to the sequence of the work carried out.

The representativeness of the information in the report is guaranteed by the involvement of the ministries with direct responsibilities in these areas - The Ministry for Education and the Ministry for Qualification and Employment - and by the verification carried out by the body responsible for the youth policy - the Secretary of State for Youth - and the social partners - employer confederations and trade unions.

The methodology used for carrying out this examination was based on the following facts:

- The transition from initial training to working life is a subject which requires the intervention of various ministries and services of the central government.
- The production of this report, by demanding the participation of various bodies, constitutes a step in the direction of promoting a concerted involvement which may facilitate the transition from initial training to working life;
- The need to respect this project's timings determined the option of identifying a personalised spokesperson in each body or service who could ensure and facilitate institutional communication.

OCDE's documents, DEELSA/ED/WD(96)1 and DEELSA/ED(96)14, constituted a work basis for this report and, as a result, it is considered to be important to mention the criteria underlying the selection and organisation of the chapters which appear in this report.

Taking the above mentioned documents as a starting point, care was taken to respect the guidelines suggested there at the same time as incorporating other questions and giving them another presentation in the report. The objective of this option was to give the report a structure which enables its comparison with the situations in other countries and to highlight the specific national characteristics in terms of the transition from initial training to working life.

In relation to the chapters in the report, the following structure and content were chosen:

1. The national context. This chapter deals with the following aspects of the Portuguese situation: the political context, the demographic evolution, socio-economic behaviour, the employment market and the main political guidelines in the field of the transition of initial training to working life.
2. Education and training systems. This chapter's objective is to describe and analyse the structure of the educational and training services which exist in Portugal, identifying its evolution in quantitative and qualitative terms and mentioning the articulation between the ministries most involved in the fields of education and employment.
3. The transition to working life. The objective of this chapter is to identify the main moments of transition, the observation and accompaniment mechanisms for transition and their role as a support for political guidelines.

4. Problems in the process of transition to working life. This chapter deals with the main concerns and restrictions in Portuguese society with regard to this subject, highlighting some of the main areas which are lacking articulated intervention.
5. Policy measures. Since the Portuguese government is clearly concerned with the subjects of transition to working life, this aspect is directly reflected in the very Government Programme, in the Agreement on Strategic Planning, in the Programme for the Integration of Young People in Working Life and other legislation published in the meantime. Thus, the policy measures which promote the transition from initial training to working life are presented in this chapter.
6. Lines of reflection. The aim in this last chapter is to take up once more the main elements which characterise our country with regard to the transition to working life and the main concerns of and lines of action.

1. THE NATIONAL CONTEXT

Based on the supposition that “teaching systems and their results do not exist in abstraction, since they are the produce of a complex historical process and are part of a demographic, social and economic context”², a short summary of the main characteristics of Portuguese society in the politico-economic and socio-demographic fields is presented below.

Throughout the 70’s, Portugal underwent significant political, social and economic changes, abandoning the characteristics of a closed society marked by the protectionism in which the State with its centralising and authoritarian character was a factor which blocked social dynamics.

1.1. The political framework

The 1974 democratic revolution was a turning point in the existing situation, marking the end of the colonial regime and the preparation for integration into Europe. This was the main thrust behind the economic growth and investments carried out, enabling the creation of a network of infrastructures supporting social and economic development, mostly visible in the road network and in the number of schools. At the same time, integration into Europe led to Portugal assuming the characteristics of a modern society, open to the outside and ruled by democratic principles.

1.2. Demographic characteristics

For the purposes of the report, the aim is to highlight the evolution of the age structures in relation to demographic aspects. In fact the latter effect the demand for education and the development of the employment market. Thus, it seemed essential to examine the demographic evolution of the last four decades, since apart from being a sufficiently long period in which to identify trends, it also corresponds to a phase when the changes, which are reflected in the subject under analysis in this report, took place.

Portugal, which up to the seventies enjoyed the characteristics of a young population, then set in motion significant changes which can be identified through the analysis of Table 1.

² OCDE, Regards sur l’éducation : les indicateurs de l’OCDE, Paris, OECD, 1996, p. 16.

Table 1
Resident population by age group

Resident Population							
Age	0-14	%	15-64	%	65 or +	%	Total
1960	2.591.955	29,1	5.588.868	62,9	708.569	8	8.889.392
1970	2.451.850	28,5	5.326.515	61,8	832.760	9,7	8.611.125
1981	2.508.673	25,5	6.198.883	63,1	1.125.458	11,4	9.833.014
1991	1.971.659	20,0	6.548.660	66,4	1.342.221	13,6	9.862.540

Source: Instituto Nacional de Estadística (The National Institute for Statistics) (INE)

The analysis of Table 1 reflects an ageing of the population for the period in question. In fact, all the age groups above 65 years old increased their numbers in absolute and relative terms. While in 1960 the population over 65 years old corresponded to 8% of the national total, that same age group in 1991 already stood at 13.6%. Simultaneously, for the same period, the age group up to 14 years old declined.

The observation of the numbers above brings us back to a question which we consider to be relevant with regard to the orientation of the education/training policies and which corresponds to the fact that the demographic performance was simultaneously marked by two distinct trends: the decline in young population and the increase in old population. These two demographic trends, associated to the growth of the number of working women, gave rise to a need for investment in new training for new work opportunities, namely those related to social support for the community, children and the aged.

An aspect of the analysis which we also consider to be relevant in the transition of the initial training for an active life is the relationship between the population distribution, according to the size of towns and whether they are coastal or inland, and the regional performance of training opportunities and the employment market. The training opportunities end up by being mostly concentrated in larger places where there is a larger young population and also the creation of more employment.

1.3. Socio-economic behaviour

With regard to socio-economic behaviour and as a result of a new political context, the 80's was characterised by establishing strong economic links to the outside, above all through external investment; these are accentuated in the 90's with free movement within the European Union (E.U.). As indicators of the trend towards growth for this decade, mention should be made of the inflation rate which in 1996 stood at 3.1% and which over this year has fallen, reaching 2.6% in August of this year. Although GDP was irregular, from 1995 it saw a continuous growth which in 1996, at current prices, stood at 6.0% (if inflation is taken into consideration) or 3.0% (at 1993 prices, in other words, without inflation).

In this economic context, there was a decline in employment between 1993 and 1995, which was more marked in certain production sectors such as is the case of industry. There is only a growth in overall employment after 1996, although employment in many of our traditional economic activities continue to decline. The possibility of these sectors incorporating a new development model in which competitiveness is not based on low labour costs requires processes of rehabilitation and modernisation, at the same time as the rise of educational levels of the work force. In compensation there has been an increase in employment in the construction and public works sector, in banks, insurance and services personnel. Table 2 illustrates this situation.

Table 2
Population employed by area of economic activity

	1992	1994	1996
Total	4340,700	4251,400	4250,500
Agriculture and fishing	490,100	490,200	518,100
Mining industries	22,300	17,500	17,200
Manufacturing industries	1038,700	1008,300	945,300
Electricity, gas and water	31,100	36,700	29,100
Construction	346,300	330,800	343,100
Commerce, restaurants and hotels	858,000	817,300	838,500
Transports, warehousing and communication	210,100	196,300	172,700
Banks, insurance and services rendered to Companies	281,000	300,800	334,700
Services rendered to the community, social and personal	1063,100	1053,500	1051,800

Source: National Institute of Statistics (INE)

In terms of employment, three main trends can be seen in accordance to the sectors:

- The decline in employment capacity has affected certain traditional sectors, such as is the case with textiles, agriculture and the canned goods manufacturing sector;
- The re-composition of the professional structure, taking into consideration technological evolution and the appearance of new professional profiles arising from the rehabilitation of the respective sectors (e.g.: clothing, ready made clothes and shoes);
- The growth of new sectors corresponding to a stage of industrial development which is more technologically demanding and which cover telecommunications, electronics and the automobile industry.

1.4. The employment market

i) From 1992 through to 1996, the unemployment situation in Portugal deteriorated with the number of jobless people standing at around 330 thousand at the end of 1996. This deterioration was felt by all the age groups and both sexes and it gave rise to an increase of 3 percentage points in the unemployment rate over four years from 4.2% in 1992 to 7.3% in 1996.

In keeping with this trend, the young population age group also registered a significant increase in unemployment, rising from an average level of 75 thousand young people unemployed in 1992 to levels of 110 thousand jobless young people in 1996.

In line with this, the young people's unemployment rate which was 10% in 1992 reached a rate of 16.6% in 1996 which represents more than double the general rate. Thus, it can be noted that it is the young people who have the greatest difficulty in being incorporated into the employment market. It should be highlighted that around half the young unemployed are looking for their 1st job, in other words, they were never previously employed and as a result do not have any professional experience which makes it even more difficult to find employment.

In terms of levels of education, the increase in unemployment rate amongst young people is particularly evident on two planes: in that of young people with very low qualifications (up to 4 years of schooling)

and in that of young people with qualifications from secondary school or above. Thus, it can be seen that the supply and demand for labour is increasingly out of step and it is important to analyse which of the training areas are particularly affected. Table 3 describes the rates of unemployment by levels of schooling, registered in 1992, 1994 and 1996.

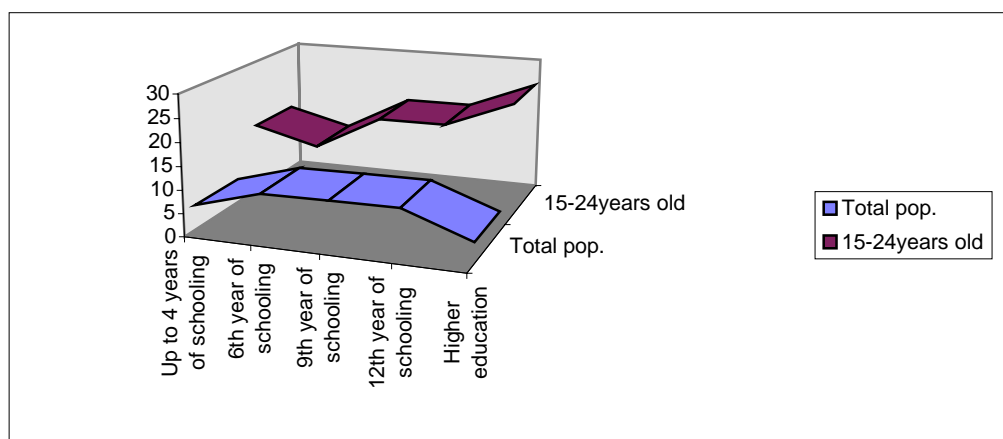
Table 3
Unemployment rates by levels of academic qualifications

	1992	1994	1996
Total	4,2	6,8	7,3
Up to 4 years of schooling	3,5	5,9	5,9
6 th year of schooling	5,8	9	9,1
9 th year of schooling	6,1	8,7	9,8
12 th year of schooling	5,2	9,4	9,7
Higher education	1,6	2,8	4,5
15 - 24 years old	10,1	14,7	16,6
Up to 4 years of schooling	9,2	11,3	15,3
6 th year of schooling	7,5	11,8	11,7
9 th year of schooling	13,9	20,1	19,3
12 th year of schooling	14	19,7	19,3
Higher education	17,4	15,7	25,1

Source: National Institute of Statistics (INE)

In relation to the unemployment rate of the population aged between 15 and 24 years old qualified through higher education, it should be noted that this age span essentially covers recent graduates and those who are looking for their 1st job which could explain the high level of 25.1% registered in 1996.

In Figure 1 the disparity between the unemployment rates according to age and education levels can be seen.



Source: National Institute of Statistics (INE)

Figure 1: Unemployment rate by levels of academic qualification and age (1996)

In fact, the unequal performance of the unemployment rate by levels of academic qualification and age is evident in Figure 1; while amongst the total population the rates of unemployment remain at lower levels where the lowest number corresponds to those qualified through higher education (4.5%), in the population aged between 15 and 24 years old, apart from the rates always being higher, the highest number is associated with those qualified through higher education.

Over the last years Portugal has been marked by increased concern with questions of unemployment in its various forms, namely with the unemployment of young people. The analysis of Table 4 allows the evolution of unemployment amongst young people aged between 15 and 24 years old to be understood.

Table 4
Unemployed population between the ages of 15 and 24
looking for their 1st job by level of education according to the year

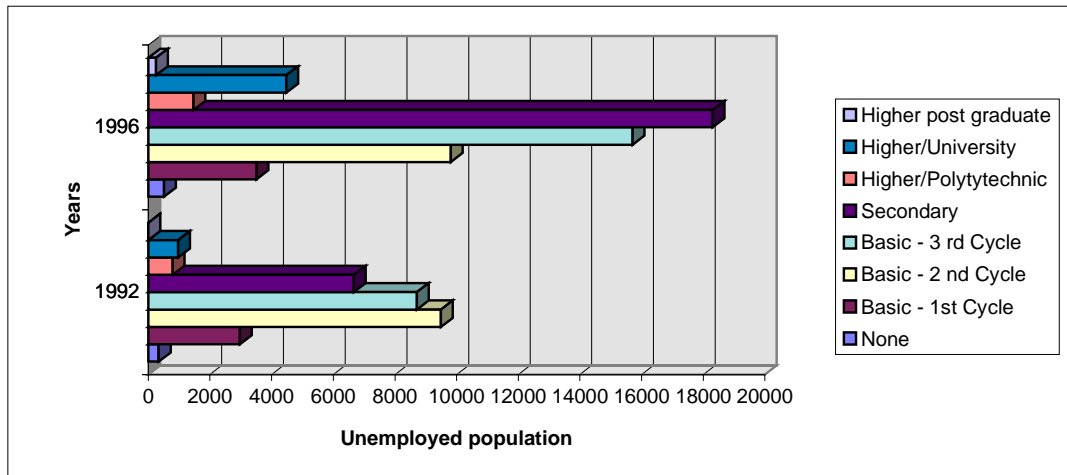
Level of education	1992	1993	1994	1995	1996
None	337	555	377	345	508
Basic - 1 st cycle	2969	2742	1790	1675	3516
Basic - 2 nd cycle	9494	9167	11279	10901	9804
Basic - 3 rd cycle	8715	8341	12893	17203	15706
Secondary	6663	9700	13534	15439	18298
Higher/Polytechnic	792	846	1351	1265	1467
Higher/University	971	1258	1765	1736	4474
Higher post graduate	0	0	0	160	247
Total	29942	32610	42989	48725	54020

Source: National Institute of Statistics (INE) (Adapted Table)

Whilst in 1992, the largest group of unemployed looking for their 1st job in percentage terms was that which was educated up to the 2nd cycle of basic education, in 1996 it is those who have secondary education who occupy that position. Other significant data lies in, on the one hand, the increase in the number of unemployed with a higher education level - 3.2% in 1992 and 8.3% in 1996 - and, on the other,

the appearance, in 1995, of nemployed with higher post graduate education. These readings should take into account the rise of the educational level of some of the population and the relationship between enrolments at training centres and access to training periods.

Figure 2 displays the evolution registered between 1992 and 1996 with regard to the unemployed population between 15 and 24 years old looking for their 1st job.



Source: National Institute of Statistics (INE)

Figure 2: Unemployed population aged between 15 and 24 years old looking for their 1st job

The data in Figure 2 shows that, in absolute terms, the greatest increase in unemployment is registered amongst those qualified with secondary education. However, the increase in unemployment is most striking amongst those who have a higher level of education. It is to note that this evolution is in keeping with the attendance trends in the education system.

The Instituto de Emprego e Formação Profissional (The Employment and Professional Training Institute) (IEFP) data also reveals that it is amongst young people who have average and higher qualifications that there is the greatest increase in the number of unemployed.

Table 5
Unemployment registered according to the numbers enrolled
in job centres by school qualification

Academic qualification	1996		1997		% Var.
	End 2nd Trimester	%	End 2nd Trimester	%	
< 4 years	37.868	8,3	34.950	8,3	-7,7
4 to < 9 years	261.076	57,5	244.017	58,1	-6,5
9 to 12 years	134.994	29,8	118.751	28,3	-12,0
Average/Higher	19.747	4,4	22.589	5,4	14,4

Source: Institute of Employment and Professional Training (IEFP)

A complementary approach related to the questions of initial training should take into consideration the existing situations in terms of the employment market's capacity to receive new workers; this can be observed by taking into consideration data related to the evolution of the employment market by sector of economic activity.

At the end of the 2nd trimester of this year unemployment registered a decline. According to data from the Institute of Employment and Professional Training (IEFP), the unemployment rate which, in 1996, stood at 7.3%, registered 6.5% in the 2nd trimester of 1997 and 6.7% in the following trimester.

The most recent information on the evolution of the employment market comes from the Institute of Employment and Professional Training (IEFP) and which is obtained by counting those enrolled at job centres. Although the official statistics on employment and unemployment use the data from the National Institute of Statistics (INE) as their source rather than those from the Institute of Employment and Professional Training (IEFP), the latter shall be used here as recent trend indicators for the evolution of unemployment. Thus, in Table 6 a decrease in registered unemployment can be seen and attention should be paid to the performance registered in terms of the population under 25 years old where in the period between the end of the 2nd trimester of 1996 and the end of the 2nd trimester of 1997 the number of unemployed in the above mentioned age group dropped 19.8%.

Table 6
Unemployment registered according to the numbers enrolled
in job centres by age group

Age	1996		1997		% Var. month
	End 2nd Trimester	%	End 2nd Trimester	%	
< 25 years old	124169	26,7	99554	22,9	-19,8
>= 25 years old	341178	73,3	335494	77,1	-1,7

Source: Institute of Employment and Professional Training (IEFP)

The above mentioned evolution does not, however, mean that the latter may be considered as a common performance throughout the country. The existence of regional variations should be taken into

consideration with the emergence of regions marked by higher unemployment rates or by seasonal variations.

The analysis of the performance of unemployment by region also ends up reflecting the economic characteristics which exist there. According to associated data from the Institute of Employment and Professional Training (IEFP) and the National Institute of Statistics (INE) referring to the 2nd trimester 1997, the ratios of unemployment by region were as follows: North 6.6; Centre 3.2; Lisbon and Vale do Tejo 7.5; Alentejo 9.9; Algarve 7.9.

ii) Mention should be made of the importance of small companies in terms of employment capacity in the characterisation of Portuguese production structure. According to 1994 data, small companies (with up to 19 employees) covered around 44% of employment, employing an average of 3 employees per company. Mention should be made of the increase in their employment capacity in the 1990/94 period. However, this performance which can be observed in Table 7 did not take place in companies with 100 or more workers employed; although they increased in number, they saw their employment capacity decline from 847,853 employees in 1990 to 757, 290 in 1994.

Table 7
Companies and personnel employed by scales of numbers of employees

	1990	1991	1992	1993	1994
Companies					
Up to 19	359.267	354.522	350.043	359.105	356.936
20 to 99	12.970	13.892	14.505	15.368	15.485
100 and more	2.460	2.562	2.583	2.617	2.565
Personnel employed					
Up to 19	1.001.831	1.055.646	1.006.074	1.054.597	1.065.967
20 to 99	545.449	560.840	570.052	583.372	591.292
100 and more	847.853	839.257	816.803	781.939	757.290

Source: National Institute of Statistics (INE)

In generic terms, the average size of Portuguese companies shows a downward trend with 12 employees per company in 1994 whereas, in 1990, the average was 16 employees. At a sectorial level there are generally many small companies but this is particularly evident in the services sector and specially in commerce, restaurants and hotels and in services rendered to the community.

Thus, as mentioned in the previous point, the predominance of small companies is responsible for characteristics related to investment in training. In real terms, small companies, on account of their structure, have difficulty not only in guaranteeing in house training programmes but also in making their workers available for training. Table 8 reveals how small companies carry out less training.

Table 8
Percentage of companies with training in the total number of companies according to the size of the company by business sector

	1990	1991	1992	1994
--	------	------	------	------

Economic activities (CAE 73)	10 to 49	500 or +	10 to 49	500 or +	10 to 49	500 or +	10 to 49	500 or +
Mining industries	4,6	100	6,3	100	9,7	66,7	0	100
Manufacturing industries	3,2	52,4	7,3	48,5	6,5	56,8	6,9	70,5
Electricity, gas and water	66,7	100	0	66,7	0	100	25	37,5
Construction and public works	2,4	53,3	3,4	42,9	4,2	46,2	2,6	41,7
Commerce, restaurants and hotels	6,3	64,7	7,2	71,9	6,5	58,3	8,5	56,3
Transports and communication	3,9	100	19,2	66,7	6,3	66,7	3,8	82,4
Banks, insurance and real estate operations	15,8	93,5	15,2	78,1	15	93,5	18,3	80,6
Services rendered to the community, social and personal	9,7	52,6	15,6	30,4	14,2	55	12,1	43,5
Total	5,3	59,9	8,3	53,5	7,4	60,6	7,8	65,2

Source: Department of Statistics of the Ministry for Qualification and Employment (MQE/DE)

Given that there is a predominance of small companies in our business structure, it can be seen in the analysis of training that it is essentially the medium and large companies which invest in training for their employees. As can be seen in Table 8, in 1994 only 7.8% of companies with 10 to 49 employees carried out training programmes whilst in companies with more than 500 employees this number increased by around 65%.

In the meantime, it can be seen that small companies have more unqualified personnel (27.5%) and workers with low academic qualifications (66% with up to the 2nd cycle of basic education); this highlights an evident lack of training of the workforce. Data on the need for training indicates that around 44% of small companies consider that they require their respective workers to be trained; most of these belong to the commercial sector and the manufacturing industries. Of all the companies which show the need for training, around 65% would opt to overcome those requirements by training the company's personnel while only 28% consider it more convenient to recruit trained personnel.

The current situation of the employment market in Portugal is already marked by the need for professional changes during working life; this makes it necessary to complement initial training with ongoing training measures with a view to education and training throughout life. This situation is true both for the self employed and those employed by others as well as for employers; the low qualification level of the latter may condition investment initiatives in this field.

In Portugal unemployment has shown a markedly contra-cyclical performance, in other words, it decreases when economic activity is in expansion and increases in periods of recession although it does respond with a certain delay in relation to the improvement of the economic situation. In comparison with other European countries, unemployment in Portugal is very different, namely because the phenomena of persistence does not seem so significant since the unemployment rate has not increased from cycle to cycle. The explanations given suggest that, here, there are characteristics of flexibility which are not shared by other countries.

There are suffocation factors which may continue to operate if they are not corrected and which affect the position of some workers negatively, especially those who are least qualified. It is sufficient to remember that long term employment (more than 12 months) has continued to grow. This performance, in conjunction with drop in global unemployment, resulted in its relative position increasing to 44.9% in the 1st semester of 1997.

With regard to the trend towards unstable work relationships, this continues to make itself felt as is the case in other countries. In fact, contracts of an undetermined length continue to decline, failing to

accompany the growth of economic activity. This a characteristic of the employment market which is particularly significant in relation to young people who are at the beginning of their careers.

Part-time work has undergone rapid growth in Portugal (an increase of 22% against a decline of 3.9% in full-time work in the 1992 to 1996 period), although it still represents a small percentage of the total employment figures (8.7% in 1996). In fact, the numbers which exist in other countries, namely amongst our partners in the Community, are much higher since, in 1994, part-time work already represented 17% of the total European Union employment.

It should be added that in Portugal, part-time work is concentrated in the service sector (51.4% of the total in 1996) and in agriculture (37.8%). In the service sector the kind of work under analysis was above all represented in terms of commerce and personal services and services to the community. With regard to total employment in services and agriculture, the percentage occupied by part-time work was, in 1996, in the order of 8% and 27.9% respectively.

Therefore, it is not surprising that part-time work is mostly associated with people with a low education level; in 1995, around 30% of the latter had no education and 41% had schooling up to the 1st cycle.

Amongst the young population the existence of part-time work emerges as a strategy for faster integration into the employment market and, in other cases, it is the only way of reconciling remunerated work and studies.

Although the trend in the evolution of the young people's employment market points to a great rigor in relation to qualification, there continue to be employment market segments where the lack of qualifications is prevalent. The first situation makes for a flexible performance in the employment market and at the same time allows young people with different education and training levels access to it.

Young unemployed people who have a maximum of nine years of education are above all concentrated on looking for a new job, while those who have secondary or higher education are mainly found looking for 1st job as can be seen in Table 9.

Table 9
Unemployed population between 15 and 24 years old according to education level

	1994			1995			1996		
	Total	1st job	New job	Total	1st job	New job	Total	1st job	New job
Total	109.00	43.000	66.000	112.80	48.700	64.100	114.70	54.000	60.700
None	0	400	1.900	0	300	1.000	0	500	900
Basic - 1 st cycle	2.300	1.800	12.700	1.400	1.700	11.100	1.400	3.500	10.000
Basic - 2 nd cycle	14.500	11.300	25.800	12.800	10.900	24.800	13.500	9.800	22.000
Basic - 3 rd cycle	37.100	12.900	15.900	35.700	17.200	16.200	31.800	15.700	15.800
Secondary	28.800	13.500	8.700	33.400	15.400	9.300	31.500	18.300	10.900
Higher/Polytechnic	22.300	1.400	600	24.700	1.300	1.100	29.200	1.500	200
Higher/University	2.000	1.800	300	2.400	1.700	600	1.700	4.500	900
Higher post graduate	2.100	x	x	2.300	200	x	5.300	200	x
	x			200			200		

Source: National Institute of Statistics (INE) (adapted Table)

As can be seen in Table 9, in the 1994/95 period, the number of unemployed looking for their first job increased, contrary to those who were looking for a new job. This highlights the need to find means to ease the integration of young people in the work market.

1.5. Main political guidelines

In the Portuguese socio-economic context, whose main characteristics were described above, the XIII Government approved a government programme which included measures which had an impact on the problem of transition from initial training to working life. The objectives defined in that Programme for the policy on employment are the strengthening of development potential based on an improvement in the working of the labour market and qualifications of human resources, as well as the promotion of mechanisms for the professional integration of young people. The policy on education is based on guiding principles which promote a general access to education, a guarantee of educational quality and the assumption of responsibility for and negotiated participation of the different social participants. These principles were realised in the policy measures set out in The Educational Pact for the Future.

The Educational Pact acknowledges education and training as fields which require priority intervention and which are an indispensable condition for social development. The realisation of the objectives set out in the Pact are based on ten commitments to action of which the following are highlighted: to guarantee training for working life, to guarantee the relationship between the education and the training systems, to adopt measures which guarantee education and training throughout life, to de-centralise the educational policy measures and to call for the participation of local participants.

The Agreement on Strategic Planning signed by the Government and the social partners in December 1996 foresees active policies for employment, education and training, recognising that unemployment has contextual and structural components; the latter, amongst other factors, is rooted in the lack of qualifications whose attempted solution requires a conjugation of the macro-economic policy with sectorial and regional development policies.

It is recognised that the fight against and prevention of youth unemployment demands and integrated policy capable of providing adequate answers to the different stages of schooling and of professional

integration and it was in this framework that the Programme for the Integration of Young People in Working Life was approved.

2. EDUCATION AND TRAINING SYSTEMS

The Portuguese education and training system is the responsibility of the Ministry of Education and the Ministry of Qualification and Employment, shown in Appendix I.

Covered by The Basic Law for the Education system (Law 46/86), the Portuguese Education system, includes pre-school education, school education and extra-school education. School education is comprised of basic, secondary and higher education and also by special modalities of school education which cover special education, professional training, included in the education system, continuing adult education, long distance education and the tuition of Portuguese abroad. This organigramme also covers professional training within the employment market. In all, the education and professional training system covers different circuits, some of an educational nature, others predominantly involving training, thus allowing the users of the system to choose different routes according to their objectives. There are, therefore, circuits capable of providing young people with a training which, without neglecting an educational component capable of promoting their development, is simultaneously able to provide an initial training which qualifies them to carry out a professional job.

The last ten years have been marked by investment in the expansion of the education system and in the massive schooling of the school age population, a fact which can be observed when the number of pupils who attend school is taken as a point of reference.

Table 10
Pupils enrolled by level of tuition

	1980/81	1990/91	1992/93	1994/95
Pre-school	100.178	146.739	179.135	185.310
Basic education 1 st cycle	917.925	669.525	613.697	571.348
Basic education 2 nd cycle	322.382	356.380	339.244	324.540
Basic education 3 rd cycle	259.299	408.120	431.552	439.970
Regular secondary education	137.397	282.528	328.519	347.818
Professional schools (*)	0	6.439	16.711	25.932
Higher education	84.173	156.878	247.523	298.089

Source: Department for Evaluation, Forecasting and Planning of the Ministry for Education) (DAPP/ME)

(*) *Source:* Department of Secondary Education (DES)

In effect, the last years have been marked by an educational policy which simultaneously aimed to reinforce, at the different levels of the services, the capacity to cover the network through the creation of a greater number of schools and the development of integrated support programmes for education thus permitting an increase in schooling rates. As can be seen in Table 10, contrary to the trend registered in the 1st cycle of basic education where the drop is provoked by demographic factors, there was a significant growth in the number of pupils enrolled in pre-school education between 1980/81 and 1994/95. This trend shall be reinforced given that the expansion of the pre-school network is one of the priorities targeted by the current Government. It is forecast that in 2000/01 the pre-school network will reach 76% of the population between 3 and 5 years old.

Taking 1994 as a reference point, it can be seen that the percentage of the population with secondary education as a maximum schooling level was 30% of the 25 to 34 year old age group and 8% of the 55 to 64 year old age group. In the same year the percentage of the population who had access to higher education was 13% amongst people aged 25 and 34 years old; this figure drops to 6% when the population aged between 55 - 64 years old is taken as a reference point. Taking the population aged between 25 and 64 years old as a reference point, it can be seen that only 18% had academic qualifications superior to those of the 9th year of schooling.

On analysing the number of pupils who passed to the next level between 1993/1994 and 1994/1995 we find that in 1993/1994, 125,329 pupils concluded Basic Education, and 115,489 pupils began Secondary School in the next academic year; also in 1993/1994, 94,391 pupils concluded Secondary Education, with 64,133 pupils starting Higher Education in the following year.

The evolution of this network between 1986/87 and 1997/98 increased the number of public school from 861 to 1140, in other words, it registered a growth of 32% (these figures do not take into account kindergartens, 1st cycle basic schools and media-run basic education).³

2.1. Basic education

At the basic education level, which in the Portuguese Education system corresponds to 9 years of age, coinciding with the compulsory schooling for pupils who first attended school in 1987/88, the education opportunities which give qualifications are to be found at the level of continuing education where courses may confer a certificate of professional qualification for level I or II. These are courses aimed at an audience which is no longer of normal school age or at those who left school early. It is also possible, whenever appropriate, to organise alternative curricula for audiences with specific educational requirements. Level I courses are already functioning and in the 3rd cycle the preparation of supplementary units capable of giving the candidates a level II qualification is underway.

Also at the level of basic education, the education and training courses, which are integrated in a measure of the Programme for the Integration of Young People in Working Life shall start to function, still with a limited supply network, in the 1997/98 academic year in a network of 34 schools reach 529 pupils distributed in 12 courses. These training and education courses link compulsory schooling to a level II professional qualification. The aim is to reach the objective set out in the Agreement on Strategic Planning of guaranteeing young people one year of qualifying training when they leave the education system. The education and training courses are destined for young people who have attended the 9th year of schooling or who have the 9th year diploma but who do not immediately aim to continue their studies.

The professional schools, which in terms of the system are included in secondary education, also organise courses which give compulsory schooling diplomas and a level II professional qualification or this same level of qualification after the 9th year in cases where the education and training opportunities correspond to the more pressing regional requirements.

2.2. Secondary education

Regular secondary education includes two training opportunities: general courses or courses predominantly geared towards continued studies and technological courses or courses predominantly geared towards working life, all of which cover three years. These course are formed in four groups - natural-scientific, arts, socio-economic and humanities. There are four general courses and their

³ DAPP, 1997/98 academic year: overall reference data, Lisbon, 1997, p.29

designations coincide with that of their respective grouping; there are 11 technological courses which are distributed as shown in the following table.

Table 11
Regular secondary education groupings and courses

Groups	Courses
Natural-scientific	General course Chemistry technological course Civil construction technological course Electrical engineering / electronics technological course Mechanics technological course Data processing technological course
Arts	General course Design technological course Arts and crafts technological course
Socio-economic	General course Commercial services technological course Administration technological course
Humanities	General course Social animation technological course Communication technological course

In developing the acquisitions made in basic education, secondary education with a vocational inclination towards working life aims to develop the mechanisms for bringing school closer to working life and local communities, namely providing work experience with a view to giving the young people an appropriate preparation in relation to their entry into the world of work.

Apart from the technological courses, training with a qualifying nature in terms of secondary education is guaranteed by continuing education technical courses and by professional courses.

Similarly to the technological courses, there are also 11 continuing education technical courses: drawing of mechanical constructions, electrical engineering, accountancy, secretarial, data processing, cultural animation, civil construction, visual arts design, communication, arts and crafts and chemistry.

The professional courses constitute a special modality of school education which is an alternative to that provided by the regular system. The majority of the professional schools are private, which emerged following contract programmes between the Ministry for Education and the sponsoring bodies which are mostly socio-professional and business associations.

The professional courses are organised in accordance with the following training areas: administration, services and commerce, agri-foodstuffs, environment and natural resources, performing arts, graphic arts, civil construction, design and technical drawing, electricity and electronics, hotel trade and tourism, information, communication and documentation, data processing, personal and social services, metallurgy, cultural heritage and arts production, chemistry, textiles, clothing and shoes. The Professional School's courses give a level III professional qualification, guaranteeing the equivalent qualification of that from the 12th year of schooling. The courses are structured by components (socio-cultural, scientific, technical/technological and practical) enabling contact with the world of work by different means, namely through training periods in companies.

Although there is not yet a very specific context for post secondary specialisation training (the Decree no. 1272/95 was never published), its objective shall be to complement an initial training with a greater approximation to more restricted professional practices. Thus, the aim is to establish a link between training aimed at giving a broad base and a professional practice with a more limited scope.

2.3. Higher education

Higher education covers university and polytechnic education. In terms of the responsibility for giving degrees and diplomas, university education distinguishes itself from polytechnic education by giving doctor's and master's degrees as can be seen in Table 12.

Table 12
Grades given by sub-systems of higher education

University education	Polytechnic education
degree	bachelor's
master	degree
doctor	
diploma of specialised higher studies (DESE)	
other diplomas and certificates for short term courses	

The investment is reflected in the corresponding increase in demand for training of a higher level can be seen in Table 13.

Table 13
Pupils enrolled in higher education by tuition modality

	1980/81	1990/91	1991/2	1992/93	1993/94	1994/95	1995/96*	1996/97*
Public	75830	120816	150685	165827	182251	193506	201.532	216.446
Private/Co-op.	8343	36062	68739	81696	94283	104583	115.297	122.050
Total	84173	156878	219424	247523	276534	298089	316.829	338.496

Source: Department of Evaluation, Forecasting and Planning of the Ministry of Education, ME/DAPP (Unpublished data)

**Source:* Department of Higher Education

Despite the numbers of pupils enrolled having increased in both modalities, the growth is most accentuated in private and co-operative education. The growth of the network in terms of higher education led to the diminishing of regional asymmetries in the access to education since it enabled populations resident outside the large urban centres to have access to that education without implying great inter-regional migrations.

The analysis of the distribution of the population between the ages of 15 and 24 years old by levels of qualification, taking the E.U. countries as a reference point, positions Portugal as the country with the highest percentage of population whose maximum schooling level does not exceed the 3rd cycle of basic

education. It is significant that only 10% of the above mentioned population reaches higher level schooling.⁴

2.4. Guaranteeing compulsory schooling

The objective of guaranteeing that an increasingly large number of young people receive compulsory schooling has been an important line of action in terms of intervention in basic education. To this end alternative curricula which emerge as a route to the curricula of regular and continuing education were implemented.

With this in mind, classes with alternative curricula were created for pupils from the basic education with records of repeated failure in school and failure to integrate in the school community, for those who were in danger of abandoning basic education and others with learning difficulties. One of the main aspects of these curricula is the attempt to promote the practical application of knowledge on account of which they include vocational, artistic, pre-professional or professional components.

The alternative curricula also constitute a way of implementing repeat basic education for audiences with specific educational requirements arising from their professional or social context.

The courses corresponding to the implementation of programme 3.3 - continuing education - of the Programme for Educational Development in Portugal (PRODEP) are included amongst the realisation of the alternative curricula, aimed at young people over 15 years old and adults who meet the following requirements: those who have not completed compulsory schooling, are long term unemployed and require updating and professional rehabilitation and do not have the basic qualifications which allow them to be of value or to change the area they work in.

Within the scope of the objective of curricula diversification and considering the undertakings of the Agreement on Strategic Planning and of the Programme for the Integration of Young People in Working Life, educational and initial professional training courses were launched this year with a double objective. On the one hand to guarantee the completion of basic schooling associated to a professional qualification certified to level II aimed at young people who are in danger of not completing compulsory schooling on account of leaving school early or giving up. On the other hand, to provide young people who have completed basic schooling with the access to one year of professional training which guarantees obtaining a certificate of professional qualification at level II. The proposal to develop courses and organise them is an initiative which belongs to the schools, hopefully in conjunction with other community bodies, namely the centres for professional training of the Institute of Employment and Professional Training (IEFP).

The creation of priorities for intervention in educational areas resulted in the materialisation of the development of multi-annual projects in terms of the education; while respecting the schools' autonomy, the latter made for an integrated and articulated view on schooling in the different cycles. Thus, the school is conceived as an educational community, in other words, a local learning and training system constituted by pupils, teachers, parents, representatives from the local, economic and social authorities, geared towards the creation of conditions which favour the school - working life connection.

The figures which exist at the level of the second and third cycles in terms of dropping out or repetition are factors which reflect the improvement in our indicators related to education where the number of pupils who pass the yearly exams is mostly above 80%. However, there continue to be regional variations which oblige the consideration of other analysis perspectives which are complementary to the national view.

⁴ OECD, Regards sur l' éducation : les indicateurs de l'OCDE, Paris, OECD, 1996, p. 35

In terms of drop outs, the data in Table 14 reveals significant regional variations. The following aspects deserve careful consideration: given that the analysis is only based on compulsory schooling, the figures registered are high with a trend towards growth in proportion to the increase in the level of schooling; in a regional analysis, the rates show significantly different figures. These facts indicate the need for the corresponding educational policy measures to take this situation into consideration.

Table 14
Percentage of drop outs in the 2nd and 3rd cycles of basic education - 1995

Region	5 th year	6 th year	7 th year	8 th year	9 th year
North	2	4	8	6	11
Centre	1	3	4	6	11
Lisbon	3	2	6	3	5
Alentejo	4	7	9	5	13
Algarve	1	3	4	6	9
The continent	2	3	6	5	9

Source: Department of Evaluation Forecasting and Planning of the Ministry of Education (DAPP/ME)

As can be seen in Table 14, the greatest percentage of drop outs can be found amongst pupils in the 9th year of schooling. In terms of regional variations, the situation in the Alentejo stands out; with the exception of the 8th year; the latter is always the region which registers the greatest percentages of drop outs.

2.5. Professional training

In the 70's in western countries there was a drop in the traditional barriers between education, training and employment and a growing array of these which defended new models of organisation of qualifications. Within this perspective, the professional training system in Portugal is the joint responsibility of the Ministry for Education (ME) and the Ministry for Qualification and Employment (MQE).

In terms of the legislation which rules professional training (Law 46/86; Decree Law 401/91 and 405/91) a distinction is made between **training incorporated in the education system** and **training incorporated in the employment market**, the two services being differentiated by their respective institutional bases, the Ministry for Education and the Ministry for Qualification and Employment, by the training services and their target audience. Enabling equivalent levels of qualification and professional profiles they sometimes diverge on underlying concepts, objectives and on the process certification. It should be mentioned that the current trend is to promote an articulation between the services of the two areas of responsibility, this articulation being governed by the principle of transferability and by the concern in allaying school progress to a professional qualification and vice versa.

The statement that training will have to correspond increasingly to the requirements and expectations of the employment market and of the individual who is increasingly given value in personal and social terms, and the greater demand for non technical competence such as the capacity of adaptation, understanding, perceiving the whole, of relating and communicating makes a strategic reflection on the subject of professional training increasingly relevant.

The Basic Law for the Education System contemplates the possibility of the existence of professional training as a special modality of school education on par with special education, continuing adult education, long distance education and the teaching of Portuguese abroad. Professional training is structured in such a way as to carry out programmes related to induction, qualification, refresher courses and professional rehabilitation.

Within the educational system, professional training, as a special modality of school education, aims to give an alternative answer to the professional training scheme developed in the traditional school institution. Professional schools are included in this context.

Professional training complements the preparation for working life started in basic education with a view to a dynamic integration in the world of work through the acquisition of knowledge and skills which make it possible to meet the challenges of development and technological evolution.

Professional training within the labour market is intended mainly for the active population (employed and unemployed) and includes those applying for their first job; its main objective is to provide qualifications to carry out a professional activity. This training is mainly done in training centres, companies or with other employment and training bodies. The Ministry for Qualification and Employment, via the Institute for Employment and Professional Training is responsible for the coordination and holding of this training.

Of importance among the principle modalities included in this training, being initial training and as referenced in the organigramme in Appendix I., are :

- the apprenticeship system
- initial qualification courses

Apprenticeship, which is an alternative training programme, was in response to a need to introduce a form of coordinated professional training for young people with basic training.

The Ministry for Qualification and Employment is responsible for the apprenticeship programme in close coordination with the Ministry of Education. It is aimed mainly at young people between the ages of 15 and 25 years.

The development of apprenticeship is monitored by the National Commission of Learning which comes under the Institute of Employment and Professional Training (IEFP); it is made up of three parties, with representatives from the various Ministries as well as employers' and trade union organisations.

The **apprenticeship system**, alternative professional training for young people has been working in Portugal since 1985 and has the following characteristics:

- the training process alternates between the centre or the point of professional training and a unit where practical training is given in the real working context;
- courses last between one and three years;
- after passing the course, the trainee receives a certificate of professional aptitude which corresponds to a level of qualification;
- a grade is given which is the equivalent of a school grade;

The **initial qualification course** aims to provide a basic qualification for those with obligatory schooling and are made available by the professional training centres under the direct management of the Institute of Employment and Professional Training (IEFP), as well as by professional training centres with participating management (or agreed centres in which one of the partners is the Institute of Employment and Professional Training (IEFP) , which provides financial, technical and pedagogical support; the other partners are business associations, trade union and professional associations).

These initial qualification courses are also made available by other public sector entities, for example the training opportunities in fishing and tourist sectors.

The Institute of Employment and Professional Training is responsible for this professional training integrated in the labour market and, indeed, the large volume of different kinds of professional training carried out by this Institution is worthy of note.

Table 15
Directly managed centres and centres with participating management

Training Type ⁵	1995	%	1996	%	1997*	%
Distance	1,551	4.05	1,330	3.03	951	2.45
Refresher courses	13,660	85.64	16,651	37.88	15,749	40.49
Apprenticeship	5,206	13.58	5,688	12.94	4,688	12.05
Specialisation	1,247	3.25	1,021	2.32	811	2.09
Initiation	521	1.36	413	0.94	293	0.75
Qualification	14,161	36.94	16,786	38.18	14,178	36.45
Recycling	622	1.62	1,135	2.58	596	1.53
Rehabilitation	273	0.71	79	0.18	368	0.95
Awareness	1,092	2.85	859	1.95	1,261	3.24
Total	38,333	100	43,962	100	38,895	100

Source: Institute of Employment and Professional Training (IEFP)

** Included data until September*

As can be seen in Table 15, in the period 1995/1996 recycling, qualification and refresher training register a relatively strong increased, considering the number of trainees. With regard the distribution of trainees by sex, it is notable that in 1996 a large part of trainees were male (64%).

The emergence of the information society, characterised by great changes in the socio-economic, technological and cultural context, requires the continuous acquisition of skills necessary for competitiveness and the non-exclusion from the employment market - thus, ongoing training is imposed as an answer to meet the needs of organisations, companies and individuals. In this context professional training is considered as a global and permanent process of acquisition and development of skills and attitudes which should not be confined to initial training.

This trend towards giving value to professional training can be seen in Table 16 through the relative weight of pupils who take courses, within the education system, which give them qualifications.

⁵ Distance - Training with limited presence, using various didactic support material: written, video, audio and or computer, intended both for the acquiring of knowledge and the evaluation of the trainees progress; Refresher courses - aims to complement and improve knowledge and skills in individuals with previous professional qualifications; Apprenticeship – professional training in an alternative regime; Specialisation - programmes aimed at already qualified individuals which aim to increase knowledge or skills for a job or task; Initiation - Aims to offer young people who drop out of the school system without finishing obligatory schooling an opportunity to prepare for working life; Qualification - provides an individual without any previous qualification complete preparation on the professional level; Recycling courses - the aim here is to update knowledge or skills or to re-organise work according to the introduction of new technologies; Rehabilitation - an identical process to that of qualification but aimed at already qualified professionals who need to change profession; Awareness - aimed at the reflection and debate on the organizational structures and the factors which condition its development.

Table 16
Number of pupils in secondary education in 1996/97

	No. pupils enrolled	%
Total	427.409	100%
General courses	237.953	55,7%
Technological courses	79.580	18,6%
12 th year via education	36.547	8,6%
Night time secondary education	20.676	4,8%
Professional schools	26.372	6,2%
Continuing education	26.281	6,1%

Source: Department for Evaluation, Forecasting and Planning of the Ministry for Education) (DAPP/ME)

Between 1994/95 and 1996/97 the number pupils attending technological courses and professional schools increased in the order of 4.7%. If only the professional schools are taken into consideration and their beginning is taken as a reference point, the number of pupils enrolled increased from 2,028 to 26,372 between 1989/90 and 1996/97.

With regard to the organisation and administration of the education and training systems, there is involvement at central or national, regional and local levels. Taking that which is happening in terms of the education system as an example, there are offices and departments on which intervention with a national scope, regional offices, centres of educational areas and the teaching establishments are dependent.

Apart from the training offered by the Ministry for Education and the Ministry for Qualification and Employment there is also training carried out by other official bodies, examples of which can be found in the Ministry for the Economy, the Ministry for the Equipment, Planning and Administration of the Territory, the Ministry for Agriculture, Development and Fishery, the Ministry for Culture and the National Institute for Training related to Tourism. This training is first and foremost aimed at a guaranteeing access to a profession and career progress; some of these are directed at the young population: the young farming businessman's course, the general agriculture course and the agricultural businessman's course (whose certification comes under the responsibility of the Ministry for Agriculture, Rural Development and Fisheries) were and still are important in keeping young people in rural areas and in their integration in working life as agricultural businessmen. The Ministry for the Economy promotes training, namely in the areas of mechanics and maintenance, quality and chemical industries. The Ministry for the Equipment, Planning and Administration of the Country promotes training in the areas of transport, mechanics and maintenance, agriculture and fisheries amongst others.

The Social Partners within the scope of the new rules of access to the European Social Fund has also played an important role in the management and implementation of the Integrated Training Plan in areas connected to the relevant sectors of activity.

3. THE TRANSITION TO WORKING LIFE

3.1. The concept of transition

“The concept of transition refers to a passage between two distinct situations: education and stable employment. There can be a long period time between these two situations during which young people may go through periods of unemployment, benefiting from support mechanisms for integration or from complementary training, or they may have short term, temporary or part time employment, etc.”⁶

In accordance with this definition, the young person is considered to be in a transition phase from initial training to working life when he/she shall begin a process of integration into the world of work through post-training training periods, employment as a worker for a third party, setting up a business through his/her own initiative or through complementary or specialised training with a view to getting a better job. Therefore, this phase often sees situations where training and work is combined. “In relation to this context the Education Committee concluded that the thematic investigation should not only cover those who move directly from secondary school into the employment market but that it should also cover those who undertake training prior to looking for a job and those who combine training and employment in different ways. It was also noted that it was important to take into consideration the young people who do not look for work after leaving school or who leave the employment market relatively quickly since this type of young person is most in danger of social and economic exclusion.”⁷

Following on from this and despite giving greater emphasis to the population who holds a level of initial qualification, this thematic investigation nonetheless considers the population who passes through the education system and leaves without completing the minimum compulsory schooling or training which would give them a professional qualification. This is because this segment is faced with additional problems when they move into working life; these are the people who run the greatest risk of finding themselves excluded not only from the employment market and access to ongoing training on account of often not having the knowledge and/or the required academic certificates but also of finding themselves involved in broader processes of social exclusion. In this context the Agreement on Strategic Planning highlights the role of education and training as an instrument for creating new skills and fighting social exclusion.

3.2. Observation models for transition and some results

In Portugal the accompaniment and evaluation of the education and training systems, with regard to the transition to working life, is covered by the following initiatives:

- **Entrance into Working Life Observatory (OEVA)**, established in 1986 within the scope of a specific agreement signed between the Ministry of Education and the Ministry for Qualification and

⁶ OECD, Formation et emploi, Paris, OECD, 1995, page 57.

⁷ OECD, “Transition de la formation initiale à la vie active. Examen thématique: problèmes, objectifs et conception. Réunion de planification des représentants nationaux. (DEELSA/ED/WD(96)1). P. 7

Employment with a view to gathering and systematising information regarding the transition to working life by those graduated from education and initial training sub-systems for which those two ministries were responsible. The recent Resolution of the Council of Ministers no. 44/97 which creates the Programme for the Integration of Young People in Working Life foresees the expansion of that observatory's scope to include secondary education.

- **The Permanent Observatory of Secondary Education (OPES)** whose constitution was specified by Order no. 113/ME/96 and which covers all the subsystem of Secondary Education. This observatory shall work as an information and monitoring system on the contexts, resources, procedures and results of the education given by each establishment. Initially this observatory shall be implemented in a group of 50 selected schools according to criteria which represent the areas of training and capacity to motivate partners, among others.
- **Work Group on professional integration** sponsored by the **Inter-ministerial Commission for Employment (CIME)** which, apart from representatives from the Ministry of Education and the Ministry for Qualification and Employment, includes representatives from other ministries and bodies who are responsible for the creation of opportunities for training which gives professional qualifications (as is the case of the Ministry for Agriculture, Rural Development and Fisheries, The Ministry for the Economy, The Ministry for the Equipment, Planning and Administration of the Country, the Ministry for Culture and also the National Institute for Training related to Tourism). The Observatory for Integration and Trajectory in Employment (OIPE) was set up in this framework with the aim to follow on a regular basis young trainees; it comes under the former ministries.

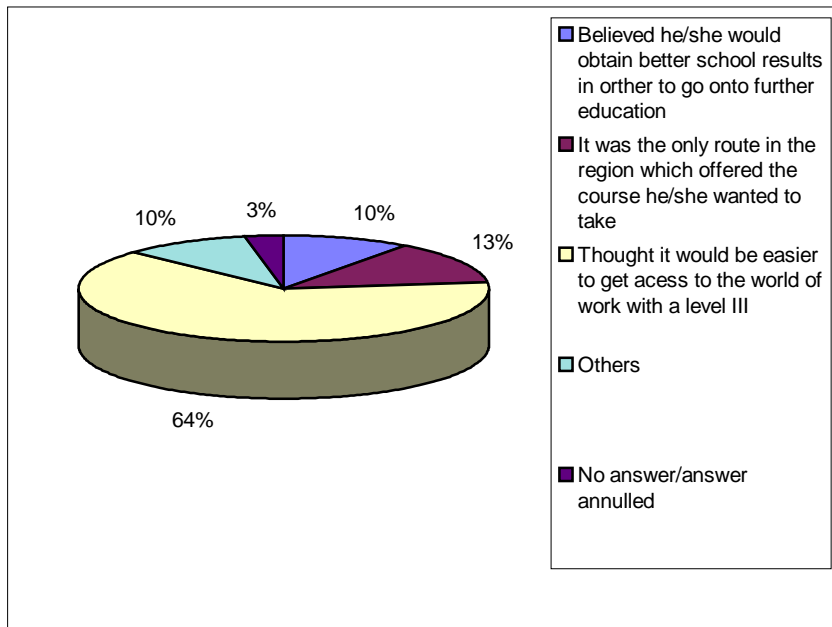
Within the scope of the transition from school to working life, it is also important to stress the observation system of the entrance into working life and the path to integration of higher education graduates; this is motivated by the Institute for Innovation in Training (INOFOR) of the Ministry for Qualification and Employment working in conjunction with the Ministry of Education. The general aim of this Observation System is to produce information which can clarify certain aspects of how the higher education system and the employment system work, as well as the complex relationship which exists between them. In this way it aims to support decision making and the conceiving of employment and education policies.

- There are also **The National Council for Education**, the **Inter-ministerial Commission for Employment** and the **Employment and Professional Training Observatory** which have a wider observation scope on matters of education and can also function as consultative bodies. Representatives of Unions and employers federations are also represented in the latter body.

With specific reference to the observation mechanisms of the procedures for entering working life and the professional careers of the young people who complete cycles and the training modality after they finish compulsory schooling, although an effort is made to achieve inter-departmental and inter-ministerial articulation, there are still some difficulties, namely in producing data and comparative analyses.

The studies carried out on the professional integration of young graduates permit significant information to be obtained both with regard to the accompaniment and evaluation of the sub-systems and to their social manifestations. The most relevant information is related to the motivations and expectations associated to choices of training sub-systems and courses, to the graduates' situation in relation to economic activity in the post training period, to the means of obtaining employment and to the organisational framework in which the graduates work, to the obstacles encountered in obtaining employment by the unemployed graduate and elements which make for understanding how the graduates evaluate the training in the light of their working or academic careers.

Some data taken from a survey on the universe of graduates by the professional schools in 1993 is presented below. Figure 3 shows the motives which presided over the choice made by the pupils in effecting their secondary level training in a professional school. In the light of these figures, the expectations that the choice of a professional school creates in terms of an easier access to the world of work is lacking in consideration from those responsible both with regard to curricular development and to school and professional orientation.

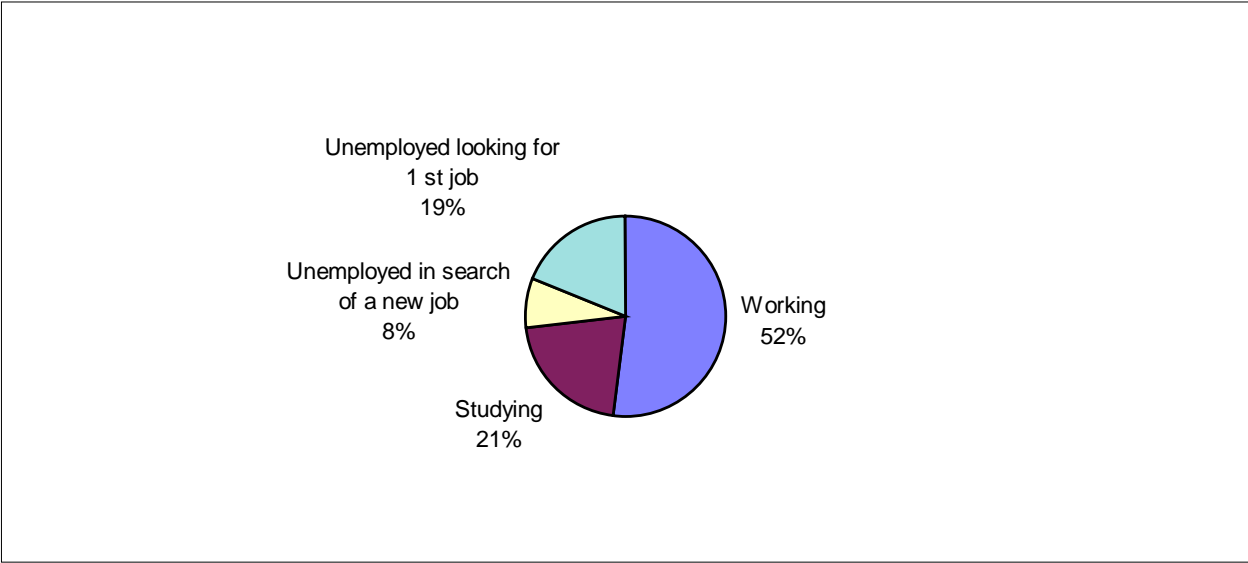


Source: Department of Programming and Financial Management of the Ministry of Education (DEPGEF/ME)

Figure 3: Reasons behind the choice of a professional school

In effect, 64% of the young people who opted to carry out their secondary level training in a professional school believed that the level III professional qualification obtained there would facilitate their access to the employment market.

This reflection of expectations is important if associated to the knowledge of the graduate’s real situation after finishing training. In this case it can be seen that, in accordance with the predominant expectation, the pupils’ professional careers after completing the course are mostly associated with moving into working life. The analysis of Figure 4 elucidates this statement.



Source: Department of Programming and Financial Management of the Ministry of Education (DEPGEF/ME)

Figure 4: The graduates’ situation at the time of the survey (January 1995)

Around one and a half years after having completed professional courses, 53% of graduates were working, 8% were in search of a new job and 19% were still looking for their first job.

The economic activities which have established themselves as the largest employers of these graduates are construction, education, real estate, other collective, social and personal services, public administration, defence and compulsory social security and wholesale and retail commerce. Of the graduates who were working at the time of the survey, 28.5% were working in small companies with less than 10 employees.

Since the professional schools’ courses are directed at working life, the processes of looking for employment associated to that choice of training should be understood. The following tables raise some strategic questions in relation to regionally based training which gives qualifications; for example the role played by schools and job centres in prospecting for work opportunities and the existence or not of adjustment between the school’s training opportunities and the regional requirements of the employment market.

Table 17
Methods of obtaining the 1st job

Through professional school	12,1%
Staying in the company where they carried out their training period	8,8%
Through the job centre	3,1%
Answered advertisements	11,6%
Applied to companies/organisms	6,9%
Through personal contacts	30,5%
Other situations	5,0%
No answer/answer annulled	22,0%

Source: Department of Programming and Financial Management of the Ministry of Education (DEPGEF/ME)

Apart from the importance of personal contacts in obtaining the first job, the most relevant aspect of Table 17 is related to the role played by professional schools in helping those young people get their first jobs. The importance of the training period should also be mentioned; 8.8% of the young people continued to work in the company where they spent their training period.

When employment is obtained through the professional schools or as a result of the training period, the period spent working for that company is longer; cumulatively, obtaining employment through the professional schools seems to be associated to a stable link with the employer.

For example, these results reveal the need for investment in schools in order to oblige them to accompany their pupils during the transition period to working life, increasing the recognition, that the schools and their training opportunities, or the people who are respectively responsible for them, may have in the surrounding community to the pupils' benefit.

Reinforcing this idea, the fact that pupils stated that the lack of employment in the region, lack of experience or the lack of knowledge about or reluctance towards the sub-system constitute the main obstacles to obtaining employment - Table 18 - deserves due consideration in a sub-system based on local partnership.

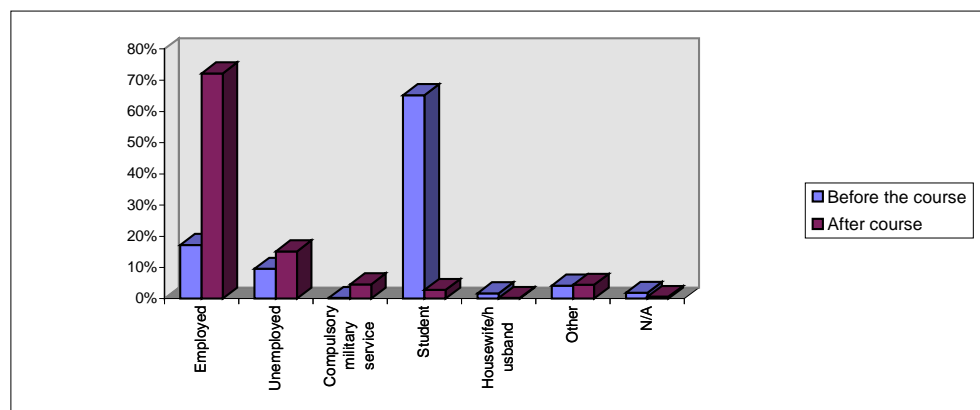
Table 18
Obstacles to employability

Lack of experience	10,4%
Lack of jobs in the region	58,7%
Lack of knowledge on the part of the companies in relation to the professional schools' courses	7,6%
Reluctance on the part of the companies towards employing graduates from professional schools	7,6%
Not having had a training period	1,8%
Other obstacles	4,3%
No answer / answer annulled	9,5%

Source: Department of Programming and Financial Management of the Ministry of Education (DEPGEF/ME)

The interpretation of these results suggests on the one hand, the need to, condition the courses according to a prospective survey of the qualification and work opportunities requirements at a regional level and, on the other, reinforce the training component in a work context. This shall cumulatively allow for more information about the system to be given to the potential employers.

With regard to the professional integration of the graduates from the apprenticeship system for which the Instituto de Emprego e Formação Profissional is responsible, there is information available which makes for the understanding of the trainee's situation in relation to work before and after training. Taking the data related to the trainees who completed training in the 4th trimester of 1995 as a reference point, their situation in the 3rd trimester of 1996 is set out in Figure 5.



Source: Institute of Employment and Professional Training (IEFP)

Figure 5: The situation of ex-trainees with regard to employment, before and after training

Around nine months after training, 72.2% of the ex trainees were employed and 15.2% were unemployed. In analysing the access to the employment market by areas of training, it can be seen that the ex-trainees coming from the areas of ceramics, wood and cork, transport, personal services and electricity, electronics and telecommunications revealed lower rates of unemployment. On the other hand, the ex-trainees from

the areas of commerce, data processing, administration and management, textiles and clothing revealed the highest rates of unemployment.

Taking the training bodies as a reference point, it can be seen that the higher employment rates are linked to professional training centres with joint management. Thus, while the rate of employment of the ex-trainees from professional training centres with joint management was 96.7%, in the professional training centres with direct management and the job centres it was 75% and 69.5% respectively.

As a rule, the integration of young people in working life is faced with obstacles which result from the absence of previous experience of contact with the world of work. It should also be added that, in Portugal, there are difficulties which are derived from the still insufficient schooling of the very young, from the lack of articulation between education, training and employment as well as from the lesser sensitivity shown by many employers towards the potential of new diplomas and new professions such as is recognised by the Resolution of the Council of Ministers no. 44/97 of 21st March.

4. PROBLEMS IN THE TRANSITION PROCESSES TO WORKING LIFE

The problems which Portugal faces in the field of transition from initial training to working life are able to be contextualised in five broad areas: that of the structure, organisation and curricula of the education and training systems, that of school and professional orientation, that of the structure and working of the employment market, that of co-operation between the education and production structures at regional and local levels and that of the articulation between the Ministries responsible for the education and training systems.

4.1. Structure, organisation and curricula of the education and training systems

In short, the problems raised in this field are the following:

- a) The basic and secondary education curriculum seems to be excessively conditioned by the following on of studies in higher education. In secondary education there is the concrete example of that which happens at this level with the technological courses. They are created as courses which are predominantly geared towards working life and lead to a III level professional qualification equivalent to the completing of secondary school; but at this moment, they are neither fully meeting the expectations of the young people who, having completed that training, want to enter into the employment market nor are they meeting the expectations of those who want to go on to studies in higher education.
- b) The secondary education curriculum tends to emphasise academic content at the expense of technical or technological content, creating a clear imbalance between these two components of the curriculum. This is a characteristic which seems to permeate the whole education system, from basic to higher education. With regard to the latter, polytechnic education could be constituted as an example.
- c) The articulation between secondary education and higher education, particularly in terms of the polytechnic, still seems not to be very appropriate and, therefore, there is room for improvement here. This articulation is a factor which is essential to enabling the education and training structures to wholly meet their responsibilities, thus contributing to the development of human resources in the regions.
- d) The tradition and culture of the old secondary schools and the existence of a unified period of education after 1974 are aspects which still have some weight in our educational establishments. This factor has gradually influenced the organisation of schools and the design of the curricula which results in the already mentioned over emphasis on academic and encyclopaedic learning, as well as the mechanisms for integrating in working life.

The previous points situate the problem in terms of the need for clarification of the identity of secondary education within the scope of the education system. "Secondary education should be established as a sub-system to the education system which does not raise doubts as to the ends and objectives it sets out to

achieve(...)"⁸. In other words, the role of this sub-system in the preparation for the employment market, the pursuit of studies and citizenship and the most appropriate structure and curricula for these objectives should be clarified.

As has already been recognised, "there are signs and indicators of the education system and, in particular, of the secondary education sub-system which cannot leave us indifferent:

- 12th year pupils with relatively low results in most subjects and very low results in the subjects considered to be essential for their development;
- very high indices of being held back a year and dropping out in the first years of secondary education, particularly in technological courses;
- a significant number of schools with a teaching body which is somewhat unmotivated and not always appropriately prepared to face the scientific, pedagogic and didactic challenges which the curricula presuppose;
- low expectations with regard to the pupils' learning;
- a great number of subjects with the corresponding excess in the pupils' curricular/hourly load;
- programmes characterised by an emphasis on academics and an unjustifiable prolonging of secondary level courses."⁹

As already mentioned, these problems are essentially characteristic of regular secondary education establishments and are particularly felt in the technological courses. However, these problems cannot be attributed to professional schools. The origins and the private nature of this sub-system, involving local, social and economic institutions as partners, has facilitated the integration of young people into working life. In effect, the organisation of the system and curriculum seems to be more suited to achieving the objectives of a training which offers professional qualification and promotes a successful transition and establishment in the employment market.

Something of this kind could be said about the initial professional training which comes under the responsibility of the Ministry for Qualification and Employment given that its structure and organisation are based on a very close articulation with the social participants and the bodies representing the sectors of economic activity. For example, the network of professional training centres with joint management was established as a result of an agreement between the Institute of Employment and Professional Training and the business associations which represent the sectors of economic activity. Mention should also be made of the Apprenticeship system, accompanied by a National Committee which has representatives of the various Ministries, including the Ministry for Education and the employer and trade union organisations.

Although the aspects mentioned here are more directly related to questions of structure of the systems, they are also relevant from the point of view of another area of problems (see 4.4 Co-operation between education and production structures at a local and regional level); their inclusion in this point is the result

⁸ Ministry for Education / Department of Secondary Education, Encontros no secundário -documentos de apoio ao debate 1. 1997, p 5.

⁹ Ministry for Education / Department of Secondary Education, Encontros no secundário -documentos de apoio ao debate 1. 1997, p 7.

of obvious implications of the organisational models on the curricular aspects and the respective impact on training in terms of employability.

However, although some models are more successful at overcoming this kind of problem, it can be said that the articulation between the interests and expectations of the different bodies and the social recognition of the different training opportunities are two problems which persist in the whole education and training system whatever the level of education or the responsible body in question.

The social expectation has been clearly attributed to the functional area of the system; it is hoped that the increase of education shall be associated to a quantitative and qualitative increase in employability .

The socially generalised evaluation results from this kind of expectation that there is a lack of adjustment between the profiles of the skills produced by the education and training system and the professional profiles sought by potential employers. Taking into consideration the opinion of the different social participants on the objectives of each of the sub-systems, a process of reflection and shared revision of the curricula is underway in the hope that they can be made appropriate to the different profiles of skills.

As already mentioned, the need to adjust those profiles results in a large part from the fact that there is a generalised and socially acceptable consensus that the profiles of the skills produced by the education and training system and the professional profiles sought by the employment market are not in keeping each other.

One of the problems identified in the contact established by the Employment and Professional Training Observatory with spokespersons for the area of education was precisely that of the relationship between secondary and higher education, there always being someone who argues that the secondary education reform was carried out without due articulation with higher education. It has been suggested that polytechnic higher education is trying to effect a bad copy of higher university education, running the risk of undermining the qualification of polytechnic education. "The passage of secondary education to higher education continues to raise problems. Nobody is directly responsible for that moment and the interruption of studies for a prolonged period of time can have adverse effects. There are many students who fail or give up during the course or who choose courses which are not suited to their needs nor to the needs of society. The passage between secondary and higher education reveals weaknesses which require the attention of the public powers."¹⁰

Still within this area of structure, organisation and curriculum, it is important to mention the problems of the pupils who leave or drop out of the education system, whether at basic or secondary education level, without any kind of professional qualification and often without having completed an education cycle. This situation is particularly worrying when the absence of professional qualifications is associated to the failure to complete compulsory schooling.

Bearing in mind the figures shown in Table 14, the school drop out figures in 1995 in the 2nd and 3rd cycles of basic education are shown in Table 19.

¹⁰ OECD news letter. 1997 / 1

Table 19
Drop outs in 1995
2nd and 3rd cycles of basic education/daytime schooling/continent

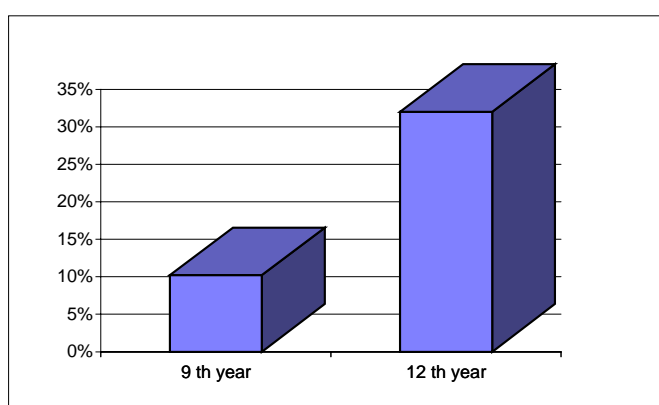
Basic education 2 nd cycle				Basic education 3 rd cycle					
5 th year		6 th year		7 th year		8 th year		9 th year	
2918	2%	4622	3%	9271	6%	6660	5%	12679	9%*

Source: Department of Evaluation, Forecasting and Planning of the Ministry of Education (DAPP/ME)
(Unpublished data)

*Note:** 2% left the system without a diploma and 7% left it with a Diploma

The data shows that, despite measures underway to combat dropping out, this problem is still felt particularly in the 3rd cycle of basic education.

Given that it would be interesting to know the post training career paths of professionally qualified young people and also of those who do not receive any professional training, Figure 6 shows the results of a study which covered pupils who were attending the 9th and 12th years of school in 1992/93.



Source: Department of Programming and Financial Management of the Ministry of Education (DEPGEF/ME)

Figure 6: Percentage of graduates who enter the employment market.

Of the pupils who completed their training, 10% of those who completed the 9th year and 33% of those who completed the 12th year entered the employment market.

In this same study on “what ex-pupils do after leaving school”, around 45% of the 9th year ex-pupils stated that the school training they had received did not facilitate their integration in the employment market. In relation to the knowledge acquired at school, 50.8% of the ex-pupils consider that they used only “some” of that knowledge. It is important to highlight the fact that this is a population who completed predominantly non vocational training for the exercise of a profession.

The problems identified here lie in the insufficient diversity of the curricula, on the one hand, according to the specific objectives of each of the training opportunities and, on the other, to the specific needs of some audiences. Initiatives are already appearing in terms of basic education in this area; this is the case of the alternative curricula and the education and training courses.

One of the other problems which is related to the curricular question is, on the one hand, that of the level of specialised / multipurpose nature of training and, on the other, that of the teaching - learning methods. On a theoretical level, it is agreed that initial training should have a wide scope in order to make for multipurpose professional skills; in practice, however, that trend seems to create immediate difficulties for integration into the employment market because the relationship between the training received and the job is less evident. The discussion about the role of courses of a technologically specialised nature is included in this context. With regard to teaching -learning methods, few opportunities are considered to develop learning based on trial in a simulated situation or in real work contexts.

The debate about the curricular revision underway both in basic and in secondary education should contribute significantly to the rectification of the problems identified.

4. 2. School and professional orientation

The school and professional orientation activities take place under the jurisdiction of the Ministry for Education and the Ministry for Qualification and Employment.

Within the scope of the Ministry for Education, the existing structures are the designated the psychology and orientation services (SPO). Established in 1991 by Decree Law no. 190/91, their statutes cover the accompaniment of pupils throughout the educational process as well as support for the development of inter-personal relationships within the school and between the latter and the community, carrying out their work in the pre-school, basic and secondary education establishments. Although the SPO network has gradually expanded, not yet all schools have a service of this nature. Meanwhile, some psychology and orientation services (SPO) have developed their activities in schools where they are based (Head Office) and also in other surrounding schools. The distribution of the head office establishments of psychology and orientation services (SPO) by regional education departments is presented in Table 20.

Table 20
Network of head office educational establishments of SPO in 1997
by area of the regional education departments

	No. of head off. Estab. of SPO
Reg. Educ. Dept for North	144
Reg. Educ. Dept for Centre	116
Reg. Educ. Dept for Lisbon	198
Reg. Educ. Dept for Alentejo	30
Reg. Educ. Dept for Algarve	22
Total	510

Source: Department for the Management of Educational Resources of the Ministry of Education (DEGRE/ME)

Even considering that many psychology and orientation services support a group of schools, it is thought that the figures shown in Table 20 are clearly insufficient given the requirements which continue to exist in this field and the fact that the schools do not yet regularly work in a rationale of educational areas.

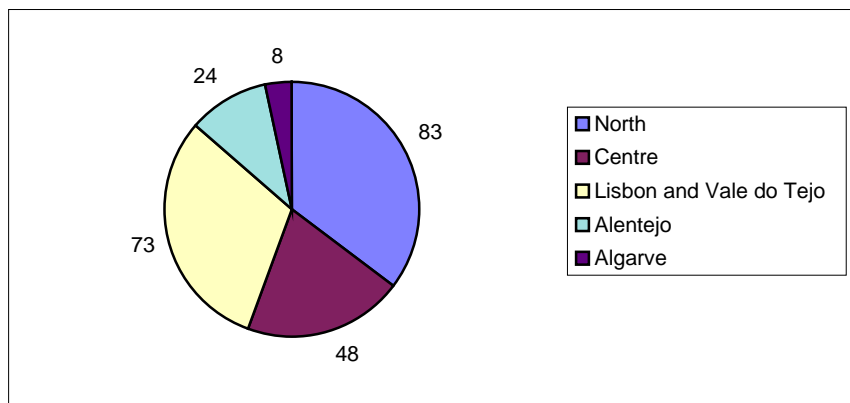
The human resources dependent on the SPO are mainly psychologists as there is a limited number of guidance specialists and social service workers.

In terms of the Ministry for Qualification and Employment, the activities in the field of vocational orientation are carried out by professional guidance counsellors from the job centres. These professionals

carry out individual and collective information and professional guidance programmes in basic and secondary education establishments, training centres and also in job centres.

The work that has been developed in the scope of the Institute of Employment and Professional Training (IEFP) in the area of information and professional orientations falls into the following categories : planning and management of the professional career; integrating in the dynamics of searching for a job; giving a different value to the role of information; opening to the outside. The driving force of these interventions are professional guidance counsellors who are integrated in interdisciplinary teams connected to the problems of employment, professional training and / or professional retraining; they ensure the different users of the Institute of Employment and Professional Training in employment centres and professional training centres, the formulation and reformulation of professional projects as well as putting them into practice; they promote self orientation and encourage decision making in the definition of the career project and the development of employable skills and this makes it possible for the individual to become more autonomous in playing the different roles necessary in different life contexts.

Figure 7 shows the national distribution of professional guidance counsellors by regional delegation of the Institute of Employment and Professional Training (IEFP).



Source: Ministry for Qualification and Employment

Figure 7: National distribution of professional guidance counsellors

As can be seen, the Northern and Lisbon and Vale do Tejo delegations register a greater concentration of professional guidance counsellors which are related to demographic aspects and the spatial distribution of economic activities. It is important to note the improved capacity of the Institute of Employment and Professional Training (IEFP) in the area of professional orientation, through the development of training for professional guidance counsellors.

In this area of vocational orientation, it is also important to mention the role played by the Units for Integration into Active Life (UNIVA). Established in 1992, these are services which are responsible for the reception, information and guidance of young people with a view to resolving their problems regarding professional integration or re-integration. These programmes are carried out in conjunction with the job centres, the accreditation of the bodies coming under the responsibility of the Institute of Employment and Professional Training. In May of this year, 286 UNIVA units with the following distribution were operating:

Regional Education Department for the North -107

Regional Education Department for the Centre - 57
Regional Education Department for Lisbon and Vale do Tejo - 72
Regional Education Department for the Alentejo - 32
Regional Education Department for the Algarve - 18

The professional schools, the Portuguese Youth Institute, the basic and secondary education schools and the local authorities stand out in the group of bodies which promote UNIVA.

In this field, the main problems lie in the lack of sufficient physical and human resources involved with the activities of school and professional orientation and the failure to make the most of the resources which exist in the intervention area of each Ministry.

Independently of the lack of resources, the vocational orientation of pupils is an area without any rooted tradition in Portugal and, as a result, there is not yet a generalised demand for these services by the target audience.

4.3. The employment market's structure and working method

One of the problems which many young people who begin the transition process to working life are faced with lies precisely in the fact that they leave the education system without any qualification which qualifies them to carry out a profession. This situation gives rise to added problems when the absence of professional qualification is associated to a low level of schooling.

This approach presumes that one of the recruitment and selection criteria to which the employers give importance is the holding of a certificate of professional training. Since it is not possible to generalise and given that the business sectors differ globally from each other with regard to this aspect and also that there are differences of opinion amongst the groups of teachers, the criteria which still seem to predominate are schooling and professional experience.

Underlying the criteria regarding schooling there is the social recognition of the school institution as the body for the task of education. In effect, it should be noted that the processes of transition to working life are always influenced by the social recognition of the training, and namely by the view that the employer holds regarding the training guaranteed. It should be taken into account that often the businessmen are not qualified and the lack of knowledge about the skills created by the existing professional training. We stress the fact that workers in small companies are selected by the company which normally has a low qualification level and therefore recruits at a similar level.

The organisation itself as well as the knowledge and the stability of the training opportunities contribute to the recognition linked to the social accreditation of the training body amongst young people. It is necessary that the training opportunity gives stability in terms of the courses and institutions without resulting in the loss of dynamism in the demand for new training which is readjusted or which leads to new professional profiles.

The composition of the business sector's structure in Portugal raises the following questions:

- The predominance of small companies is associated to lesser investment possibilities for training. This can happen for various reasons: (1) on account of a lesser capacity for flexibility in the management of the workers in order to free them up for periods of training; (2) on account of the economic limitations of investment in training; (3) if it is considered that some of these companies have a small average life span, on account of a management choice.

- Globally, small companies have greater difficulties in making available an organisation which is suited to the reception and accompaniment of trainee workers. This situation is particularly relevant when there are cases of alternation between the school and the company when this accompaniment component is of even greater importance as it involves the pursuit of training.

4.4. Co-operation between the education and production structures at a regional and local level

Despite the fact that it is not possible to think of the education structures solely in relation to the needs of production businesses, it is also true that the credibility given to the previous structures rests on the kind of participation which the social participants can carry out there. The tradition in Portugal which, for a long time was marked by the alienation of civil society with regard to its educational responsibilities, has gradually been modified over the last two decades although there is still a long road to cover.

This modification has taken place through the emergence of the education and training sub-systems based on the direct participation of bodies which, at a regional or local level, represent production structures. Professional schooling, the apprenticeship system and the network of professional training centres with joint management are an example of this. Since the bodies associated to the production businesses in the region are associated to the establishment of schools and the definition of training opportunities, a greater capacity for integrating recently trained young people in the local employment market would be hoped for. Here it should be remembered that in a survey on graduates from professional schools carried out in 1993, around 59% of these, when questioned on the obstacles to employment, mentioned the “lack of jobs in the region”.

Training opportunities could become more suited to the needs of the local employment market by:

- a) creating training opportunities related to short term needs at the same time as having a long term view;
- b) making the education and training structures more flexible in order to make the most of the investments made. The physical and human resources should no longer be individually managed by each body but rather as a network. In other words, if public money was invested in order to carry out courses in a certain area of training, this equipment should be able to move between all the education and training bodies of the local and regional network.
- c) giving greater responsibility to the training bodies with regard to the integration of the trainees in the employment market, carrying out the necessary initiatives in terms of the accompaniment of the young people in their transition to working life.

In order that the education/training systems be given increasingly more credibility, it is important that it should include a significant social participation. At the same time it is important that the training opportunities reflect the characteristics of the employment markets in terms of sectors and regions. Since the employment markets are not static, when each training activity is started, it would be desirable to have available information regarding the evolutionary trends which include training profiles which can meet the different professional profiles. This means that the current integration in working life and the future professional careers could only win by backing wide scope training which promote personal and business initiatives.

4.5. The articulation between the ministries responsible for the education and training systems

In their concept and structure, education and training opportunities have elements which make it difficult to use the system, namely because:

- a) training opportunities come under the responsibility of different ministries, each using its own model of the concept of training;
- b) as a result of the previous point, although this problem persists within each ministry, the different structuring options for training do not seem to be based on the same criteria;
- c) the principles which rule the definition of the areas of training and the terminology used for the designation of the same, and of the courses, are extremely diverse; there are very frequent situations where the same course designation refers to completely distinct programmes and where the various designations are used for an identical programme.
- d) there are no clear and specific rules regarding the criteria for training certification which results in one body being able to certify training which another, in the same circumstances, cannot. This situation obviously gives no credibility to the training and its certification on the employment market.
- e) only very recently was a certification system set up for trainers and there is an accreditation process for the training bodies underway.

The resolution of these problems requires a concerted effort by the bodies who are responsible for education and training opportunities and the employers for whom it is essential that the system be understandable. It is necessary that the steps already taken towards articulating the ministries responsible for training opportunities be further developed. The training opportunity structures, independently of the ministerial body responsible for them, should reflect clear and comprehensible aspects to all the participants in the training system.

5. POLICY MEASURES

Having identified some of the problems which are raised in terms of the transition from initial training, at the different levels of the education and training system, to active life, it is important to take into consideration some data related to the prospective evolution of the system as the context within which the measures should be developed.

The data given below indicates that in 1995/96 school cover showed figures open to improvement and even taking into account the evolution forecast for 2000/01 there is still the need to increase cover, namely in secondary education.

Table 21
The prospective evolution of the education system

	Pre-school 3-5 Years	Basic education 9 th year	Secondary education 12 th year**
1995/96	57%*	85%	56%
2000/01	76%	100%	66%

Source: Department of Evaluation, Forecasting and Planning of the Ministry of Education (DAPP/ME)

* 1996/97

** Not including students from professionals schools

Thus, Table 21 indicates the effort which must continue to be made in order to ensure that 100% is reached in basic education in 2000/01; it is, therefore, important that investment be made in two areas:

- to expand the cover rate of the system and at the same time improve the quality of the education and training opportunities;
- to develop alternative resources which guarantee that basic compulsory schooling is completed.

Table 22 shows the situation forecast for the 1997/98 academic year more specifically.

Table 22
Total number of pupils by level of schooling and modalities

	1996/97	1997/98(*)
Pre-school	186.000	195.000
Basic education	1.200.802	1.182.000
Basic education/1 st cycle	489.759	475.000
Basic education/continuing 1 st cycle	2.219	
Basic education/2 nd cycle	276.105	272.000
Basic education/continuing 2 nd cycle	4.446	
Basic education/3 rd cycle	434.938	435.000
Basic education/continuing 3 rd cycle	39.380	
Secondary education	427.384	(**)3.16436
Sec. education/general courses	237.953	
Sec. education/technological courses	79.580	
Sec. education/professional schools	26.372	28.745
Sec. education/continuing	26.281	
Sec. education/12th school year	36.547	
Sec. education/night	20.676	

Source: Department of Evaluation, Forecasting and Planning of the Ministry of Education (DAPP/ME)

(*) Forecast

(**) Includes only general and technical courses

Within the scope of professional training in the labour market, Table 23 presents a forecast of the number of trainees covered by the different training modalities in 1997 and 1998.

Table 23
Trainees by modality

	1997	1998*
Apprenticeship	14.923	17.908
Initial Training	13.314	15.977
Continuing Training of Workers	76.152	91.382
Training for Unemployed	2.668	3.202
Retraining	1.291	1.549
Training of trainers	12.231	14.677

Source: Institute of Employment and Professional Training (IEFP)

(*) Forecast

All modalities show a positive trend in the number of trainees reached, and it is estimated that training specifically directed to young people includes a total of about 34.000 people.

In December 1996 the Government and the Social Partners concluded the 1996/99 Agreement on Strategic Planning which basically covers the following fields:

- economy and companies;
- productivity, work conditions and participation;

- active work, education and training policies and the information society;
- reform of social protection: solidarity, social security and health;
- re-structuring of the tax system;
- modernisation and reform of public administration.

During the period it is in force, the Agreement points to the creation of 100.000 new jobs, a figure which might increase to 120.000 if employment starts to show a very intensive growth strategy. The Agreement therefore presents specific measures for job creation along with new measure for education and training policy.

The measures proposed in terms of employment in the 1996/99 Agreement on Strategic Planning are based on the following objectives:

- to modernise through the creation of more jobs, namely in business areas involving marketing, quality and information;
- to manage the re-structuring through professional rehabilitation and social protection;
- in the more sheltered areas of the economy, to make the most of intensive sources of employment, namely proximity services, quality arts and crafts, small scale farming and the social requirements which are lacking;
- to promote development, innovation and employment at a local level through investing in the endogenous potential of each region;
- to re-organise the way the employment market works, improving the integration of young people and the re-integration of the unemployed and workers at risk;
- to create new skills and fight social exclusion through education / training policies capable of guaranteeing an educational preparation with a broad base and regularly renewed professional skills.

Important measures for the improvement of young peoples' conditions for integrating in to working life are contemplated for the in the chapter "Active employment, education and training policies and the information society", namely:

- To define a policy of trainee periods for young people from all levels of education which may specifically promote their professional integration, the adaptation of training to jobs and the recognition and development of their qualifications by the employment market.
- To improve guidance and support services for the integration of young people, inter-connecting schools, professional training centres and job centres, merging the integration units in working life and promoting the communication of information on the professions and the training available.
- To reinforce programmes for training - employment, self-employment and young people who set up companies in order to facilitate the professional integration of the young people.
- To strengthen the institutional co-operation between the Ministries for Education and for Qualification and Employment and increase the coherence of the politically defined objectives; as well as the State should also guarantee that it will fulfill its responsibilities to control and supervise the situation.

- To adopt structuring measures which promote a better articulation between education and working life through the reinforcement of experimental and technological components, the progressive expansion of the psychology and orientation services, the generalisation of the UNIVA in educational establishments and to promote programmes and collaboration agreements between the schools and companies.
- To reinforce the training component in jobs (training period) in post compulsory education, grading the supply according to the contracts agreed with employment social organisations and a careful diagnosis of requirements.
- To promote the value of qualifying professional training - both in terms of apprenticeship and through professional schools - and the controlled diversification of the supply of technological courses in secondary education.
- To develop means of interface between higher education, the business world and the surrounding community with a view to disseminating innovation, advanced human resources and the enrichment and appropriate nature of the content of tuition and R & D.
- To guarantee the supply of education and training careers which allow young people and adults who leave the system prematurely to acquire academic qualifications which are equivalent to the 9th year, hopefully in conjunction with a level II professional qualification. These solutions should be able to be supplied by continuing education, the apprenticeship system or by training courses for qualification and should be driven by policies of orientation, certification, grants for training and time off from work.

Following the above mentioned Agreement, the Council of Ministers approved the Programme for the Integration of Young People in Working Life carrying out different integrated policy measures capable of meeting the requirements of young people's personal and professional careers with a view to a better integration into working life. The Programme covers intervention at various levels:

- in school and professional information and orientation;
- in professional education and training;
- support for professional integration;
- in access to employment.

Returning to the main problems in the field of the transition from initial training to working life identified in the previous chapter and having the broad objectives defined in the Acordo de Concertação Estratégica as a context, some of the policy measures which are being carried out shall be analysed below.

5.1. Training sub-systems, curricular options and the promotion of qualifying training

In this area, reflection is underway about basic and secondary education which, it is hoped, will become an important prop for the proposed curricular revision. Since a common training matrix must exist between the different sub-systems, which is essential to making the courses transferable, it is important to introduce the specific curricular and organisational characteristics into each course in order that it may be possible to differentiate them according to the objectives of each one and to clarify the ends and objectives undertaken; a horizontal and vertical co-ordination of training opportunities should therefore be guaranteed. The conception of secondary education curricula which, historically, have been subordinated to the requirements of higher education, shall have to meet the requirements of other demands, namely of the employment market.

The effort to give priority to the practical application of knowledge which is appropriate to a certain target audience - generally characterised as unmotivated, in danger of dropping out of school and, sometimes, with learning difficulties, is one of the main aspects of the alternative curricula which implies the inclusion of a vocational, artistic, pre-professional or professional component in the curriculum. In accordance with these concerns, education and training courses were held at the initiative of basic and secondary schools. A training opportunity has been established which is identical to that which is preferably run by the professional training centres of the Institute of Employment and Professional Training (IEFP).

To this end, and promoting training in a work context and the importance of trainee periods in the transition to working life, the National Plan for Trainee Periods was launched, aimed at qualified young people with a view to adapting training to jobs thus articulating the education and training system with the employment market.

The AGIR programme, which aims to place young people in the employment market, complement the knowledge acquired in the education system and develop new professional activities, allows a theoretical-practical training to be developed under an alternative regime; this programme is aimed at young people between the ages of 18 and 30 years old who are looking for their first job and have been unemployed during less than one year.

As a result of the promotion of new jobs in areas associated to traditional crafts and the environment, the Schools - Workshop Programme is underway; this is aimed at young people who are unemployed or looking for their first job as well as the long term unemployed.

In this framework in which qualifying training is intended to be given value as a way of easing integration into working life, the profiles of training should take into consideration the acquisition of business skills and the creation of self employment. The Institute for the Innovation in Training (INOFOR) is producing studies forecasting the needs of professional profiles and the corresponding training profiles.

5.2. Vocational information and orientation

Measures are being taken in different areas within the scope of vocational information and orientation:

- a) Aiming to overcome the lack of information on the education and training opportunities available, an integrated data base is being constructed containing detailed information on the opportunities which exist ranging from basic to higher education and which shall be articulated with a job guide. That data base, which shall be accessible to 817,000 young people, shall be available on the Internet, using a measure of the Ministry for Science and Technology which is proceeding with the connection by electronic network of all the basic and secondary education establishments to the National Network of Information for Young People. The development of written documentation, audio-visual and computer aids are also to be noted.
- b) Given the need to strengthen the role of vocational orientation in the choice of educational and training careers, initiatives are being undertaken to make parents and teachers, particular the class teachers, aware of the importance of using the resources of vocational orientation and of their own role given the relative proximity of the pupils. This is one of the concerns which orientates the process of evaluation and renewed national intervention which the Ministry for Education carries out in the area of vocational orientation, called the "9th year and now what?" Campaign.

- c) Within the field of the existing structures in the schools, there is investment towards the expansion and consolidation of the psychology and orientation services (SPO) network and the contracting of professional guidance counsellors.
- d) The contracting of professional guidance counsellors is also the route being taken by the Institute of Employment and Professional Training (IEFP) which, in 1979, contracted 70 new professional guidance counsellors.
- e) The aim is to reinforce the network of units for integration into working life (UNIVA) in order to reach 350 units at the end of this year (there are 280 at present) and to be able to carry out programmes with 33,000 young people.
- f) The role of the psychology and orientation services shall have to undergo the necessary changes resulting from a new understanding of their role as support bodies for the development of the inter-personal relationship system within the school and between it and the community.
- g) In this area, the development programmes in educational areas destined for priority intervention (TEIP) aim to reinforce the role of the class teachers with regard to matters of orientation and to reinforce the mechanisms which connect the school to the surrounding environment. The programme having been started in 10 TEIP, it is now estimated that 11,000 pupils shall be covered by it.
- h) Within the scope of the articulation between the Ministry for Education and the Ministry for Qualification and Employment, the following initiatives are also forecast in the area of school and professional orientation:
 - joint training programmes for professionals in this area with a view to the better articulation of the intervention programmes and to making the most of the services. Thus, it is hoped that the psychology and orientation services (SPO), the units for the integration into working life (UNIVA) and the job centres will work as an integrated network for rendering vocational information and orientation services
 - the articulation between the resource centres for orientation based at the Ministry of Education and the Ministry for Qualification and Employment.
 - the joint realisation of regional school and professional orientation fairs and educational, training and working world weeks. It is forecast that the first of these programmes shall reach 221.000 young people and the second 150.000.

5.3. Inter-ministerial articulation and co-operation between the education and production structures

The above mentioned joint programmes fit into the spirit which presided over the establishment of the Programme for the Integration of Young People in Working Life which was conceived within the scope of the Contact Group between the Ministry for Education, the Ministry for Qualification and Employment and the Secretary of State for Young People.

This contact group has been discussing and proposing measures within the area of the promotion of schooling and professional qualification for both young people and working people. As an example of this the education and training courses were recently launched with a view to promoting the completion of compulsory schooling associated to a professional qualification.

Taking as a reference point an integrated and articulated vision of compulsory schooling which favours bringing the various cycles closer, initiatives which involve the community have emerged particularly with regard to production structures. In terms of higher education, the Higher Education - Company Council was established. Amongst the programmes envisaged by this Council particular emphasis should be given to the creation of mechanisms and means of organisation which facilitate the exchange of personnel between the higher education establishments and companies, the promotion of training periods for pupils in higher education, the promotion of collaboration between companies and the higher education establishments in the definition of training opportunities, methodologies and apprenticeship contents. In terms of basic and secondary education, the Associação dos Empresários para a Educação (the Association of Businessmen for Education) was recently established and made an agreement with the Ministry for Education which aimed to increase the promotion of training amongst young people at school and in companies (e.g.: training periods and study visits) and the training of teachers with technical and technological backgrounds. The objectives aimed at are the promotion of learning in a work context, the development of specific curricular characteristics in the pupils' study plans and the endowment of qualifying training with credibility.

6. LINES OF REFLECTION

Portuguese society is going through a period of global development. Some characteristics and trends which are marking the country in the areas of politics, demography and socio-economics and employment market are considered to be worth highlighting:

- Portugal is taking on the characteristics of a modern society, open to the outside and governed by democratic principles.
- In terms of demographics, there are two distinct trends: a drop in the young population and the increase of the aged population.
- The production system is essentially based on small and medium sized companies and there is a trend which seems to point towards reducing the average size of the companies. On the other hand, the working population still has a low level of academic and/or professional qualifications.
- Recently, the employment market has been characterised by a drop in the rate of overall unemployment at the same time as a slight decrease in unemployment rate amongst young people. In relation to this, two aspects deserve highlighting: (1) the unemployment rates amongst young people seem to have a tendency to increase in line with the increase in academic qualifications; the increase in unemployment is most marked amongst those with a higher level of training; (2) around half of the young unemployed are looking for their 1st job.
- The current Government is investing in the education and training systems as set out in the Agreement on Strategic Planning and the Educational Pact for the Future.

i) In accordance with the problems identified, and the possible solutions, measures are already being taken which are based on the following principles:

- The assumption that pre-school education is a significant step both in a person's harmonious development and in that person's success in their forthcoming schooling. Thus, investment in the expansion of the network of pre-school education establishments and in the strengthening of their intervention capacity is considered a priority.
- The diversification of the ways taken within the education and training system as well as a coherence between their different levels. Important steps have been taken to finding truly effective ways which answer the different needs and expectations while respecting the transferability principle. Priority has been given, in the application of these objectives, to groups at risk of dropping out or of repeated school failure; appropriate alternatives have been created which encourage their social and professional integration.
- The valuing of the role of practical training and/or training in the workplace as an option which facilitates apprenticeships and an approximation to the labour market. This has been a progressively important aspect of curricula planning.

Whilst this is not an exhaustive list, these main orientations for measures already taken are the central strategy and are also the framework for medium term action.

ii) To deal with the problems of transition from initial training to working life calls for the continuation of interministerial reflection, with a view to the following lines of action:

- Increasing the diversification of educational and training trajectories, particularly in basic and secondary schooling.
- Giving credit to professionally qualifying training courses and those with a more practical bias, in an attempt to overcome the growing difficulties felt by young people trying to enter the job market.
- The overall identity of each education or training career should be reflected in organised modalities of training, curricula and evaluation methods which respect the objectives of that career.
- The above mentioned objectives are not able to be realised if they are not identified in good time and if the respective requirements are not satisfied in terms of teachers and trainers. That training should, therefore, give them skills appropriate to the careers which they are following. In other words, it is a priority to develop skills which qualify teachers in the areas of teaching-learning and as an intervening element in the transition of pupils to working life.
- When based on an integrated vision educational intercession, the educational areas give rise to coherence of articulation between school cycles and the integration of the school in the community. The principle of autonomous educational management should constitute a context which facilitates greater dynamism in the school and the approximation of the school to the community in which it is based.
- This approximation to the community should aim to make the most of physical and human resources, particularly involving the employers in the education and training processes through participation in defining training trajectories of a local/regional nature, the loan of space and equipment, making specialised staff available in order to guarantee training in specialised fields and welcoming and accompanying trainees.
- Within the rationale of educational areas, the psychology and orientation services (SPO), the units for integration into working life (UNIVA) and the job centres increase their capacity for intervention in if they work as a single network meeting the existing requirements in the fields of vocational orientation and the transition to working life. With this objective, it becomes indispensable to develop training programmes which bring together the professional people who come from those bodies and give origin to the concept and realisation of joint projects.
- The training of working people which currently constitutes a national priority as a development strategy, should serve as an element for reflection in order that the limitations in the working population do not occur in future generations. The initial qualification is essential as a support for ongoing training within the context of life long education and training. Within this context in which the professional career is marked by changes, the role of initial training should be given equal importance to the level of specialisation which it should have.
- The consistent intervention in the area of the transition from initial training to working life is lacking an extensive information vehicle for the country's situation in this field which might allow for permanent understanding and evaluation.

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ANNEX 1

THE EDUCATION AND PROFESSIONAL IN TRAINING SYSTEM IN PORTUGAL



Source:IEFP

(1) Regular Education or Regular and Systematic Training (2) Regular Education or or another Special Modality of Secondary Education or Systematic but no Regular Training (3) Special School Education Type (Professional Training included in the Education System) or Systematic but Not-Regular Training and/or Professional Training included in the Employment Market (4) Basic Education Diploma (5) Secondary Education Diploma (6) Certificate of Professional Qualification Level I (7) Certificate of Professional Qualification of Level II (8) Certificate of Professional Qualification Level III (9) Bachelor's Degree (10) Degree or Diploma of Specialised Higher Studies

#TRANSLATOR'S NOTE:The use of the term "public school" here is to be interpreted literally and not in the U.K. English sense of public school =private secondary school

Source: INC of the LEONARDO DA VINCI program,Report in the implementation and impact of the Leonardo da Vinci Program and the professional training devices in Member States (report programmed in article 10 of the Decision that creates the Program), December 1996.

ANNEX 2

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