

Governance of National Skills Policies and Strategies: the case of Portugal

Conference Matching Skills with Needs
Session 2. Policy responses to skills mismatch
EC, Brussels, 6 November 2019

Ana Cláudia Valente
Deputy Director
ANQEP I.P.

Building a National Skills Strategy in Portugal: a long way of

- **A comprehensive approach to the skills system: the 'nature' of the National Qualifications System (NQS) since 2007** (VET reform) having as main objectives, the following:
 - to make upper-secondary education the reference objective for the qualification of young people and adults;
 - to strengthen the integration between general education and professional training in all VET pathways ensuring for all of them the principle of double certification (a school and a professional certification);
 - to create mechanisms for the certification of academic and professional competences via recognition of prior learning;
 - to ensure that VET qualifications better match labour market needs.

OECD support, from diagnostic (2014/15): 12 Skills Challenges for Portugal

Developing relevant skills

1. Improving quality and equity in education
2. Strengthening the responsiveness of VET to labour market demands
3. Targeting adult education and lifelong learning towards the low-skilled

Enabling conditions for an effective skills system

10. Financing a more equitable and efficient skills system
11. Adjusting decision-making power to meet local needs
12. Building capacity and partnerships for evidence-based skills policy

Activating the supply of skills

4. Reducing youth unemployment and NEETs
5. Increasing labour market re-entry for the long-term unemployed
6. Reducing barriers to employment

Using skills effectively

7. Promoting entrepreneurship
8. Stimulating innovation and creating high-skilled jobs
9. Providing employers with incentives to engage in skills development, especially SMEs

OECD support, to action phase (2017/18): **improve adult learning**

10 recommendations for action under three main priorities:

- Awareness of the value of skills and motivation for adult learning
- Access, quality and relevance
- Governance and financing

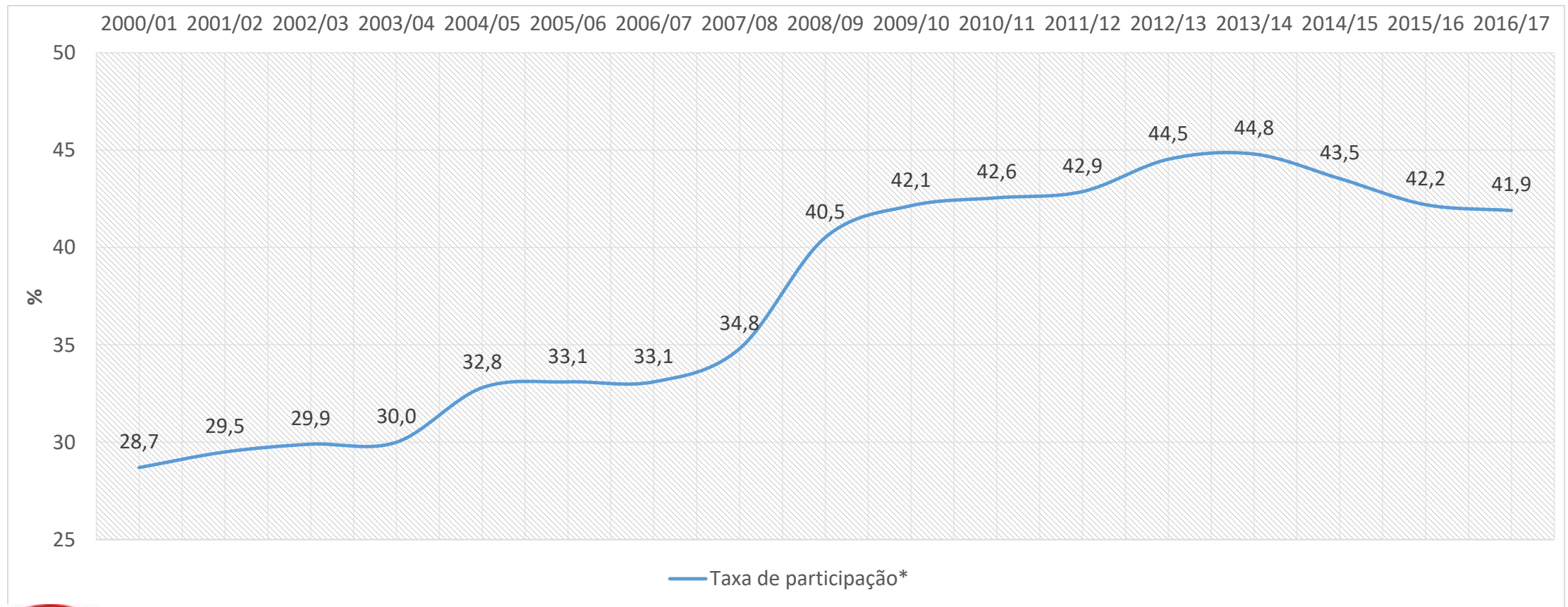
Overarching recommendation:

Develop a coherent adult-learning strategy that encompasses existing and new measures, and is aligned with other key economic policies.

Key Skills Challenges (1) in Portugal

- Increasing young students in VET pathways: to reach 50% up to 2020

Young students in VET pathways (%) in upper secondary, Portugal, 2000-2017



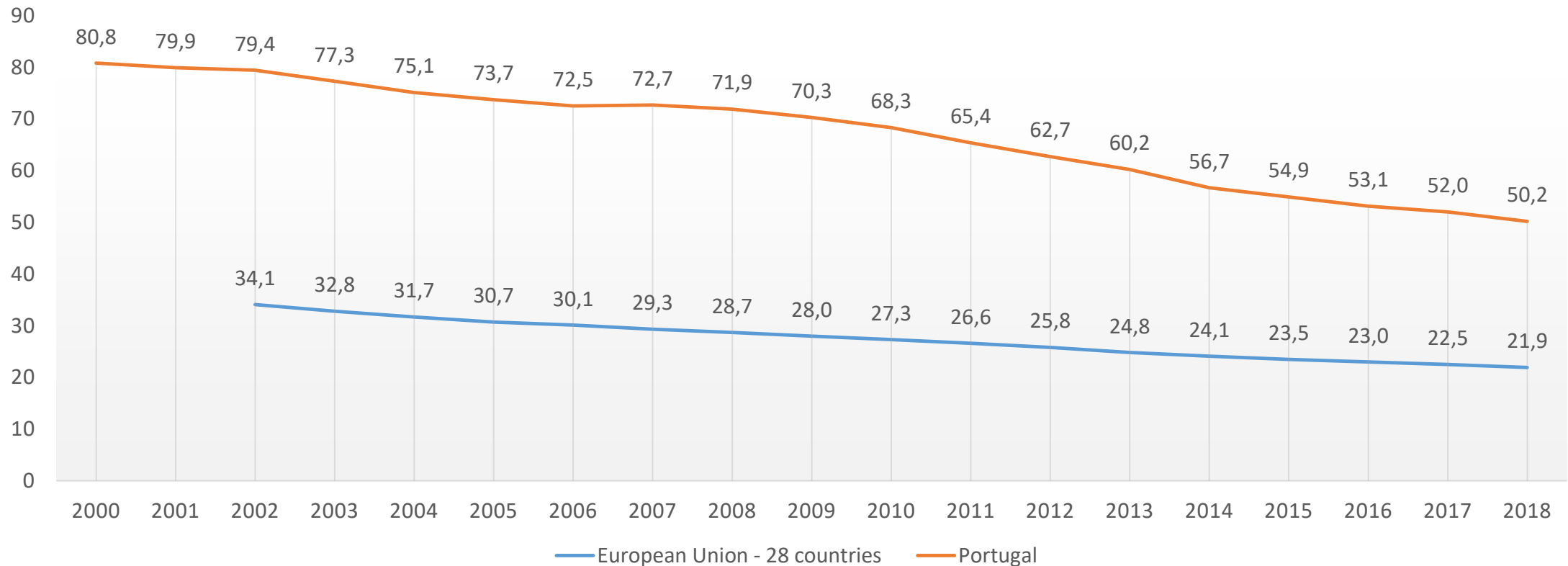
Key Skills Challenges (1) in Portugal

- Increasing young students in VET pathways: to reach 50% up to 2020
 - Valuing 'double certification' offers
 - Contribute for educational success (upper secondary attainment and progress to HE) and youth employability
 - Match qualifications with socioeconomic and labour market needs
 - Improve planning and quality mechanisms and criteria regarding VET provision and providers

Key Skills Challenges (2) in Portugal

- Still half of the adult population (aged 25-64) – around 2.7 millions - has not completed upper-secondary education

Low skilled adults (25-64) (% , ISCED 0-2), Portugal and EU28, 2000-2018



Source of data: Eurostat. Last update: 10.10.19

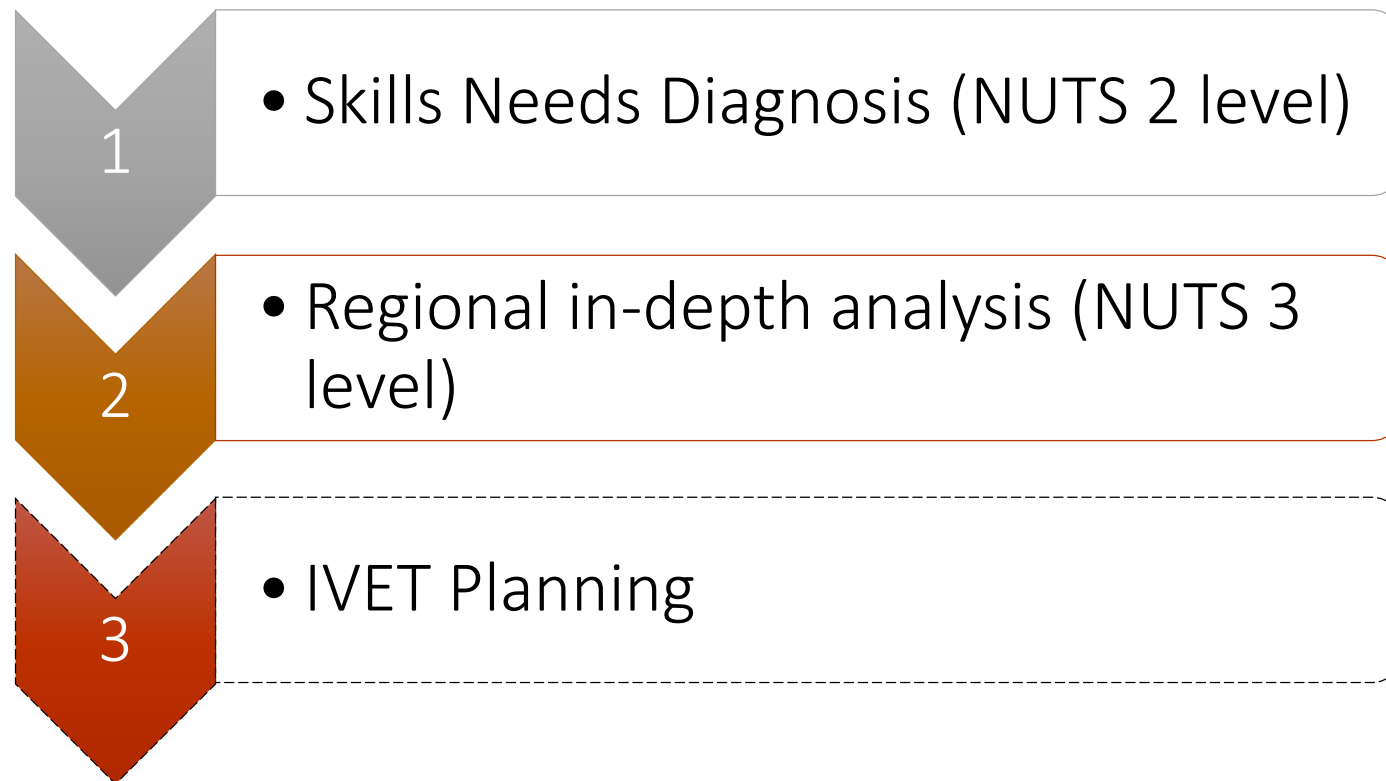
Key Skills Challenges (2) in Portugal

- Still half of the adult population (aged 25-64) – around 2.7 millions - has not completed upper-secondary education
 - Significant problems in basic skills (literacy, numeracy and digital skills).
 - Facing obstacles to get in the labour market and to achieve full social integration.
 - The less qualified tend not to participate in LLL activities (the *low-skills trap*).

Improving IVET responsiveness to skills needs and LM demands: using SANQ

- Targeted for intermediate qualification needs (levels 4 and 5), without excluding level 2 QNQ;
- Combines the collection of qualitative and quantitative inputs and complementary approaches;
- Combines a short-term (reactive) diagnostic approach with a medium-term prospect (horizon 2030);
- Articulates a national analysis (specified at NUTS 2 level, by ANQEP) with a regional analysis at a supramunicipal scale (specified at NUTS 3 level, by CIM and AM);
- Assumes a flexible organization which favors the incorporation of territorial existing dynamics;
- Favors a wide participation of the various stakeholders in the NQS.

SANQ components



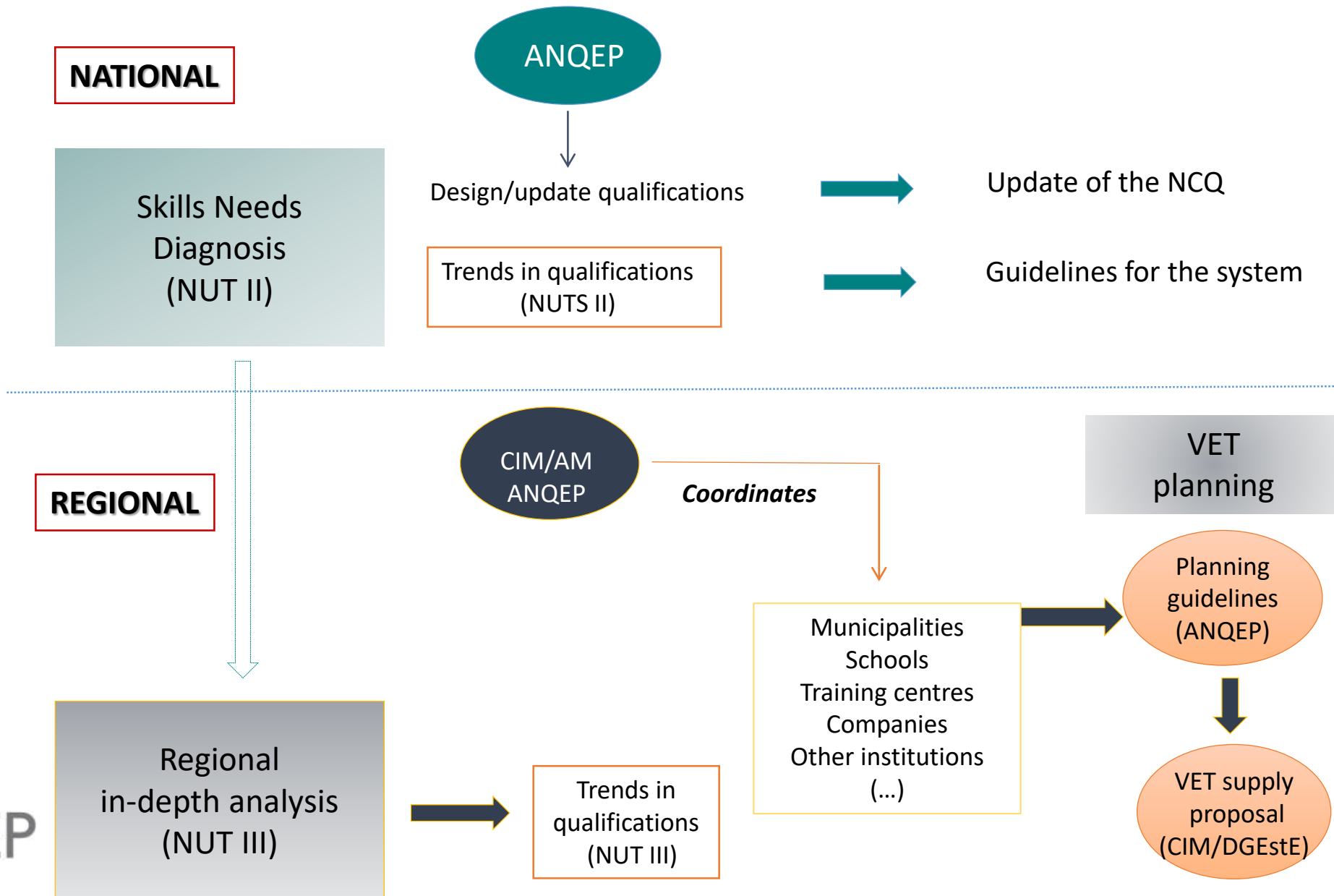
IVET Planning

- Uses SANQ results as a starting point
- Add 4 main criteria for VET planning at intermunicipal level
- CIM/AM and DGESTE* are the key actors in the regional coordination process
- The coordination process has to take into account three aspects:
 - Relevance of the qualifications (SANQ)
 - Existing VET capacity (at providers level and locally)
 - New and innovative skills and qualifications and socioeconomic developments

* decentralized services of the Ministry of Education

Criteria	Share in the regional VET supply proposal (NUTS 3, CIM and AM)
Proportional distribution + Relevance of the qualifications + Providers' performance	≥ 70%
Sustainability and cohesion (to be defined by the CIM/AM)	≤ 30%

SANQ and IVET Planning: Governance model



The Qualifica Program: relaunching adult upskilling pathways



- **Main objectives**

- Raise the qualification level of adults and their employability;
- Increase digital and functional literacy;
- Better align the training provision with labour market needs;
- Facilitate tailored training pathways that lead to raising the qualification level of adults (better combining RPL with adult education and training).

- **Target groups**

- Less qualified adults (under upper-secondary education);
- Unemployed people;
- Young NEET.

The Qualifica Program: main results (2017 to September 2019)



- Almost 400 000 enrolments in Qualifica Centres
- 82% of them (enrolments) have already had their skills assessed
- Adults were predominantly (almost 238 000) oriented to ET pathways (tailored learning offer)
- 88 thousand are in RPL processes and around 44% already attained a certification

The Qualifica Program: who is the program reaching?



- More women (58%) than men (42%);
- Especially those between 30 and 44 years old (38%);
- 61% with less than upper secondary education;
- Both unemployed (44%) and employed (49%).

Skills Strategy in Portugal: developments and challenges

- A strong **political focus** on skills development
- Although severe discontinuities in AE investment, **adult education and training policies were relaunched as one of the government priorities, after 2016**
 - Stronger outreach strategies
 - Targeting and motivating (very) low skilled adults
 - Keep tracking adults and providing guidance and opportunities to complete a learning pathway and to get a full qualification
 - Better information on learning opportunities (www.qualifica.gov.pt)
 - Providing an online tool for LLL guidance using credit accumulation and transfer (www.passaportequalifica.gov.pt)
 - Reviewing and updating key competences standards and qualifications

Skills Strategy in Portugal: developments and challenges

- Active involvement of [sectoral stakeholders and employers](#) and more recently an increasing participation of [regional and local players](#), e.g.:
 - Almost all Intermunicipal Communities (CIM and AM) are working at skills needs analysis (SANQ) and IVET planning
 - Municipalities as new promoters of Qualifica Centres
 - Bottom-up Local Qualifica Partnerships
 - New Qualifica branches: “Qualifica Public Administration” and “Qualifica Social (Care Sector)”
- [A whole-of government approach](#), with new and integrated initiatives with the involvement of several ministries, e.g.:
 - Portugal INCoDe.2030 for digital competences
 - 10 Clusters and Sectoral Pacts for Competitiveness (i4.0; HR development; Internationalization)
 - Participation in the 2nd Cycle of PIAAC.

Thank you

Siga-nos em:



www.facebook.com/ANQEP



www.linkedin.com/company/anqep



twitter.com/ANQEP



Agência Nacional para a Qualificação e o Ensino Profissional, I.P. (ANQEP, I.P.)

Avenida 24 de julho, n.º 138 - 1399-026 Lisboa

Telefone: 21 394 37 00 Fax: 21 394 37 99

E-mail: anqep@anqep.gov.pt www.anqep.gov.pt