



LITERACY IN PORTUGAL

COUNTRY REPORT
ADULTS

March 2016

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A PERFORMANCE IN LITERACY

As Portugal did not take part in PIAAC the OECD's Survey of Adult Skills, and has not carried out any recent national surveys of adult literacy there is no data available on levels of literacy among the adult population.

B LITERACY POLICY

1 Provision

1.1 What types of adult literacy provision are there? What do you consider to be adult literacy provision in your country?

This report describes adult literacy provision, classes and other forms of State support for the development of adults' literacy skills. In Portugal, adult education and training, and adult literacy education, are not perfect synonyms. Adult education and training is broader and includes, among other things, adult literacy. However, for the Portuguese context, adult education and training is the most appropriate term, as will be explained in section 3 of this report.

The data available on adult literacy provision in Portugal is scattered, sometimes contradictory and often almost inaccessible. The implementation of policies regarding the education and vocational training of young people and adults, as well as [...] the development and management of the National System for the Recognition, Validation and Certification of Competences is coordinated, in Portugal, by the *Agência Nacional para a Qualificação e o Ensino Profissional (ANQEP)*² [National Agency for Qualification and Vocational Education and Training].

There are five different types of official adult education and training provision:

- 1) *Sistema Nacional de Reconhecimento, Validação e Certificação de Competências (RVCC)* [National System for the Recognition, Validation and Certification of Competences]:
 - a) *Processo escolar* [educational process]: through the recognition of (formal, but mostly non-formal and informal) learning acquired throughout life, adults obtain certification at: B1 (equivalent to the 1st cycle of basic education, i.e. 4th school year), B2 (equivalent to the 2nd cycle of basic education, i.e. 6th school year), B3 (equivalent to the 3rd cycle of basic education, i.e. 9th school year) or secondary education (12th school year) certificate.
 - b) *Processo profissional* [vocational process]: also through recognition of prior learning, adults obtain a *Certificado de Qualificações* [Certificate of Qualifications] and/or a 2 or 4 qualification level Diploma, if they already have the corresponding school qualification (level 2 corresponds to the 3rd cycle of basic education, i.e. 9th school year, and level 4 to secondary education, i.e. 12th school year) or if the RVCC process has also an educational component, i.e. double certification RVCC process.
- 2) *Cursos de Educação e Formação de Adultos* [Adult Education and Training (AET) Courses]: through these courses, adults obtain a B1, B2, B3 or secondary education certificate and/or a vocational certification. There are different types of AET Courses, with very different lengths. The workload of the *formação de base* [educational] component varies between 400 hours in B1 and 1,100 hours in secondary AET Courses. The *formação tecnológica* [vocational training] component ranges from 350 to 1,200 hours, also in B1 and secondary AET Courses, respectively.³
- 3) *Formações Modulares* [Modular Training]: these modules constitute the *Catálogo Nacional de Qualificações* [National Catalogue of Qualifications] and are related to the above mentioned

² See <http://www.en.anqep.gov.pt/>, accessed on 21.10.2015

³ See more examples in <http://www.en.anqep.gov.pt/>, accessed on 21.10.2015

educational training or vocational training components. The Catalogue encompasses 274 qualifications within 39 education and training areas.⁴

- 4) *Ensino Recorrente* [Recurrent Education Courses]: despite the changes that these courses have been suffering, they represent a scholastic tradition. However, even though research (e.g., Pinto, Matos & Rothes, 1998) has demonstrated their inefficiency, they remain part of the adult education provision.
- 5) *Vias de Conclusão do Nível Secundário de Educação* [Paths to Conclude the Secondary Education Level]: these administrative paths were created to facilitate the conclusion of secondary education for those who attended, without completing, now defunct secondary level syllabi.

These five types are of differing importance within the wider adult education provision. The available statistics⁵ on adult education and training shows that 1,456,470 adults enrolled in the *Iniciativa Novas Oportunidades* (INO)⁶ [New Opportunities Initiative] between 2006 and March 2012 (see Table 1), an impressive total for a country where the working population is just 5 million people (INE, 2012). Of these, 539,502 were certified through RVCC (513,907 of these with total certification and 25,595 with partial certification).

Table 1: Adults enrolled and certified within the New Opportunities Initiative (2006-March 2012)

Adult education and training provision	Adults enrolled	Adults with total certification	Adults with partial certification
New Opportunities Centres*	1,456,470	513,907	25,595
Adult Education and Training Courses*	217,842	121,731	22,722
Modular Training*	779,225	4,049	698,693
Recurrent Education Courses**	156,535	35,872	-
Paths to Conclude the Secondary Education Level*	4,046	3,488	-

Source:* ANQEP, 2012;** GEPE, 2008, GEPE, 2009, GEPE, 2010, GEPE, n.d., DGEEC, 2012, DGEEC, 2013, and DGEEC, n.d. Certification data are not available for 2010/2011 and 2011/2012.

⁴ See <http://www.catalogo.anqep.gov.pt/Home/CNQ/>, accessed on 21.10.2015.

⁵ These statistics were available in ANQ's website, that is, the former National Agency for Qualification [*Agência Nacional para a Qualificação*], which has now been superseded by ANQEP.

⁶ This initiative, launched in 2005, by the XVIII Constitutional Government of Portugal, aimed to "qualify" (particularly through the "recognition of competencies acquired throughout life") one million "active" adults until 2010 (MTSS/ME, 2006, pp. 2 and 20). INO was promptly suspended by the XIX and current Portuguese Government.

The political options that have been followed by successive Governments have disregarded the very diverse and highly relevant socio-community, popular education, baseline literacy (this concept was proposed by the EU High Level Group of Experts on Literacy [2002, p. 13]; in Portugal, these initiatives are often called "*ações de alfabetização*") and local development initiatives. These initiatives, although forming part, in their own right, of the adult education subsystem, have been *systematically* neglected by the State, through a "reductionism" that has extended the absence, in Portugal, of a "global and integrated" public policy on adult education (see Melo, Lima & Almeida, 2002, p. 122, but also Lima, 2013, and Lima & Guimarães, 2015).

The RVCC processes, along with Adult Education and Training Courses (particularly when these were launched, in 1999, by ANEFA, the National Agency for Adult Education and Training⁷, until INO's suspension) and Modular Training, have constituted the core of adult education and training in Portugal, not only because of their relevance to adult learners (promoting, for example, the recognition of prior learning, double certification and/or the modularisation of education and training), but also because they attracted more adult learners than the other two types.

Besides that, and notwithstanding their legal existence, the vocational processes of RVCC have always been rare (CNE, 2011, p. 155). Lima et al. (2012a), in an external evaluation of the New Opportunities Initiative, present some illustrative numbers: between the years 2007 and 2011, there were 233,000 enrolled participants in the basic education RVCC processes, 100,500 in the secondary level RVCC processes and only 3,900 in the vocational processes of RVCC (Lima et al., 2012a, p. 31). So, in terms of enrolled participants, for every 100 educational RVCC processes, there was only one vocational RVCC.

Recurrent Education is often presumed to have ceased to be offered some time ago. However, the numbers (see Table 2 and Figure 1) show that this is not true. Although there has been a general decline in numbers (with a decrease of approximately 90% over the period considered), Recurrent Education is still there⁸ and, in the last year for which data are available, 2012, it was the only type of provision in which enrolments increased.

Adult education and training in Portugal has been suspended since January 2012 when RVCC processes and the AET courses were interrupted. The only remaining provision is that of Modular Training (at the present time, the volume of provision during this period is unknown) and Recurrent Education.

⁷ See *Despacho Conjunto* [joint order] no. 1083/2000, of 20 November.

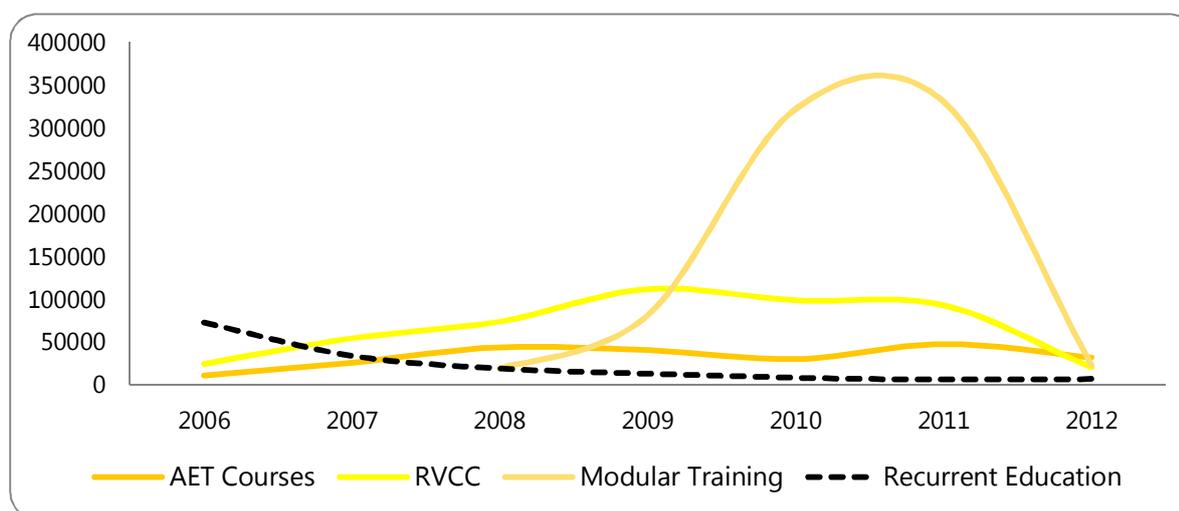
⁸ Even INO aimed to reorganise the model of recurrent education, in order to ensure provision based on the features of AET Courses, since they allow the building of more dynamic and flexible training pathways, and to maintain the upper secondary provision adjusted to the continuing of studies (MTSS/ME, 2006, p. 22).

Table 2: Adults enrolled in each type of adult education and training provision by year (2006- 2012)

	2006	2007	2008	2009	2010	2011	2012	Total
AET Courses⁹	11,389	26,710	44,524	41,177	30,675	48,379	32,709	235,563
RVCC*¹⁰	25,079	55,117	74,510	112,528	99,167	93,529	20,763	480,693
Modular Training¹¹	-	-	19,614	82,007	323,017	331,382	23,205	779,225
Recurrent Education¹²	73,317	34,393	19,619	13,677	8,910	6,619	7,426	163,961
Total	109,785	116,220	158,267	249,389	461,769	479,909	84,103	

* The numbers represent certifications instead of enrolments, as some of adults enrolled are guided to other type of provision, such as AET Courses or Modular Training.

Figure 1: Adults enrolled within the New Opportunities Initiative (from 2006 to 2012)



1.2 How is adult literacy provision funded?

Adult education and training, as described above, is either funded from the State budget or by the POPH (see 1.1.).¹³

From the latest available data, for 2012, it can be seen (Table 4) that the majority of funding is allocated to Modular Training (44.05%) followed by AET Courses (29.68%) and the New Opportunities Centres (26.27%) (POPH, 2013, pp. 133-134).

⁹ ANQ, 2010, p. 13 (from 2006 to 2010); DGEEC, 2013, and DGEEC, n.d. (2011 and 2012).

¹⁰ ANQEP, 2012 (from 2006 to 2011), and DGEEC, n.d. (2012).

¹¹ ANQEP, 2012 (data from the year 2012 are only until March).

¹² GEPE, 2008, GEPE, 2009, GEPE, 2010, GEPE, n.d., DGEEC, 2012, DGEEC, 2013, and DGEEC, n.d..

¹³ See also https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Portugal:Adult_Education_and_Training_Funding, accessed on 21.10.2015.

Table 4: Financial execution (2012)

Provision	Expenses approved by the Management Authority	Public contribution (European Social Fund + National Public Contribution)
New Opportunities Centres	52,696,610.62 €	52,692,249.44 €
AET Courses	59,542,213.04 €	59,533,002.66 €
Modular Training	88,366,195.28 €	87,644,700.81 €

Source: POPH, 2013, pp. 133

Although more recent statistics are not available, levels of funding for 2013 and 2014 are expected to be lower, due partly to the fact that Portugal has been receiving external financial assistance, but also because of the government's current political ideology and priorities. The President of ANQEP wrote in a blog that the "difficulties [are] associated with the absence of Community funding and the [...] transition to the new community support framework programmes 2014-2020."¹⁴

1.3 Is there a statutory entitlement to literacy provision up to a certain level?

No, there is no statutory entitlement to literacy provision. In Portugal, only compulsory education is universal and free, for children and young people aged between 6 and 18 years.¹⁵ In the last hundred years, the right to compulsory education has been extended from three (1911) to twelve years (2009).

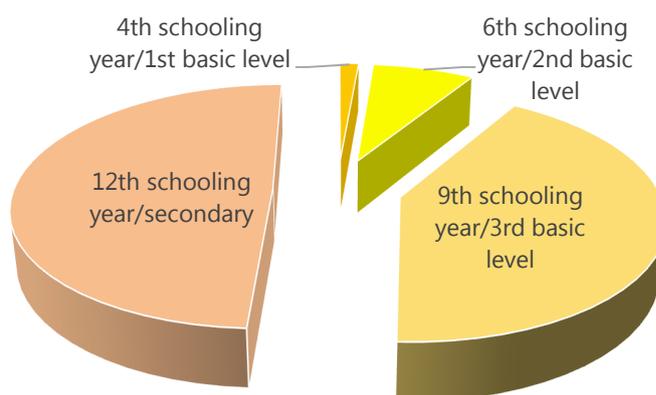
It is interesting to note that INO was "clearly based" on secondary education as the benchmark for the qualification of youth and adults. According to the authors of the Initiative, this is "the minimum level" necessary for individuals to function in the modern "knowledge-based economy", "the minimum level" to be able to acquire and retain, throughout life, new skills (MTSS/ME, 2006, p. 3).

An analysis of official statistics of education reveals that provision is imbalanced in favour of secondary education to the detriment of basic levels (B1 and B2). It should be noted that the B3 level (equivalent to the 9th schooling year) is lower secondary, in international terms. This means that, between the years 2008/2009 and 2011/2012, only 8.9% of adults in education and training were at levels B1 and B2 (only 1.4% at level B1 and 7.5% at B2) and, on the contrary, 91.1% were at the secondary levels (41.9% at B3 and 49.2% at secondary, i.e., lower and upper secondary, according to the ISCED) (see Figure 3, but also 3.1.).

¹⁴ "Após o período concursal, que terminou em novembro de 2013, 214 CQEP começaram, no início deste ano, a sua atividade num contexto caracterizado pelas dificuldades associadas à ausência de financiamento comunitário e ao período de transição para os novos programas do quadro comunitário de apoio 2014-2020." [see <http://www.aeducacaooeoemprego.blogspot.pt/>, accessed on 21.10.2015].

¹⁵ <http://dre.pt/pdf1s/2009/08/16600/0563505636.pdf>, accessed on 21.10.2015.

Figure 3: Adults in adult education and training (AET Courses + Recurrent Education + RVCC + Modular Training), at each schooling level (%) (2008/2009 to 2011/2012)

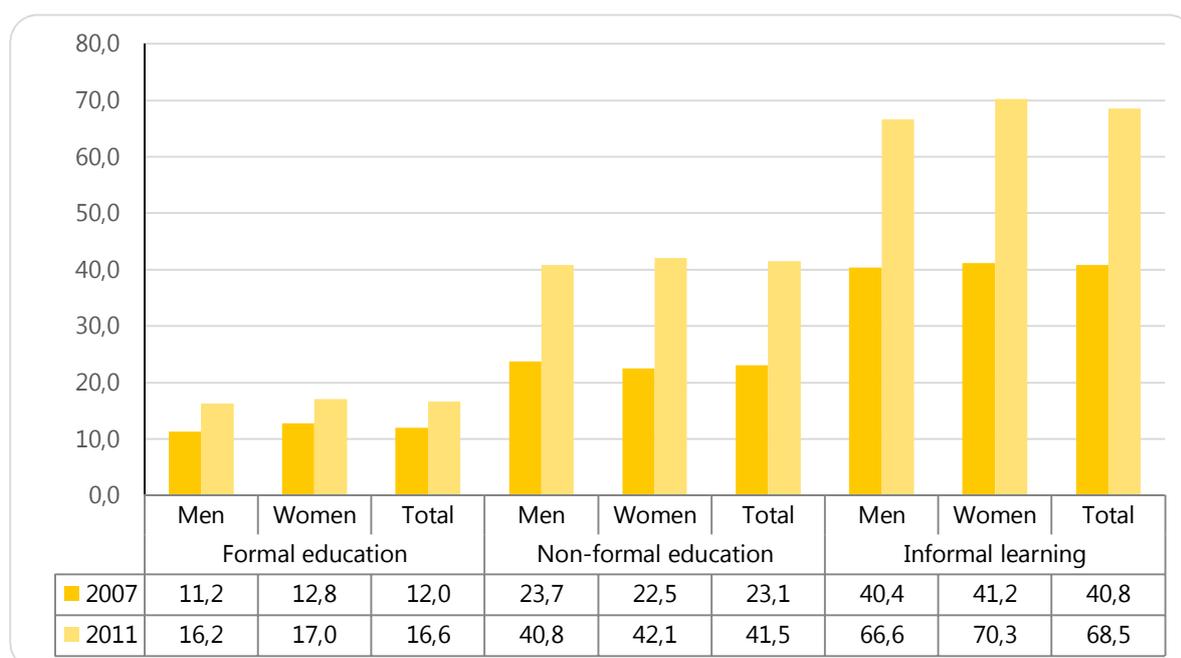


Source: GEPE, 2010, n.d.; DGEEC, 2012, 2013

1.4 What is the rate of participation in adult learning, workplace training, liberal adult education?

In addition to the data included in 1.1, other data published by the *Instituto Nacional de Estatística* [Statistics Portugal], enable a closer look at participation patterns. These data show a significant increase in the participation of women and men in all forms of education, but particularly in non-formal and informal provision (increases of 18.4% and 27.7%, respectively), between the years 2007 and 2011 (see Figure 4).

Figure 4: Proportion of persons (18-64 years old) participating in formal, non-formal and informal learning by gender, 2007 and 2011

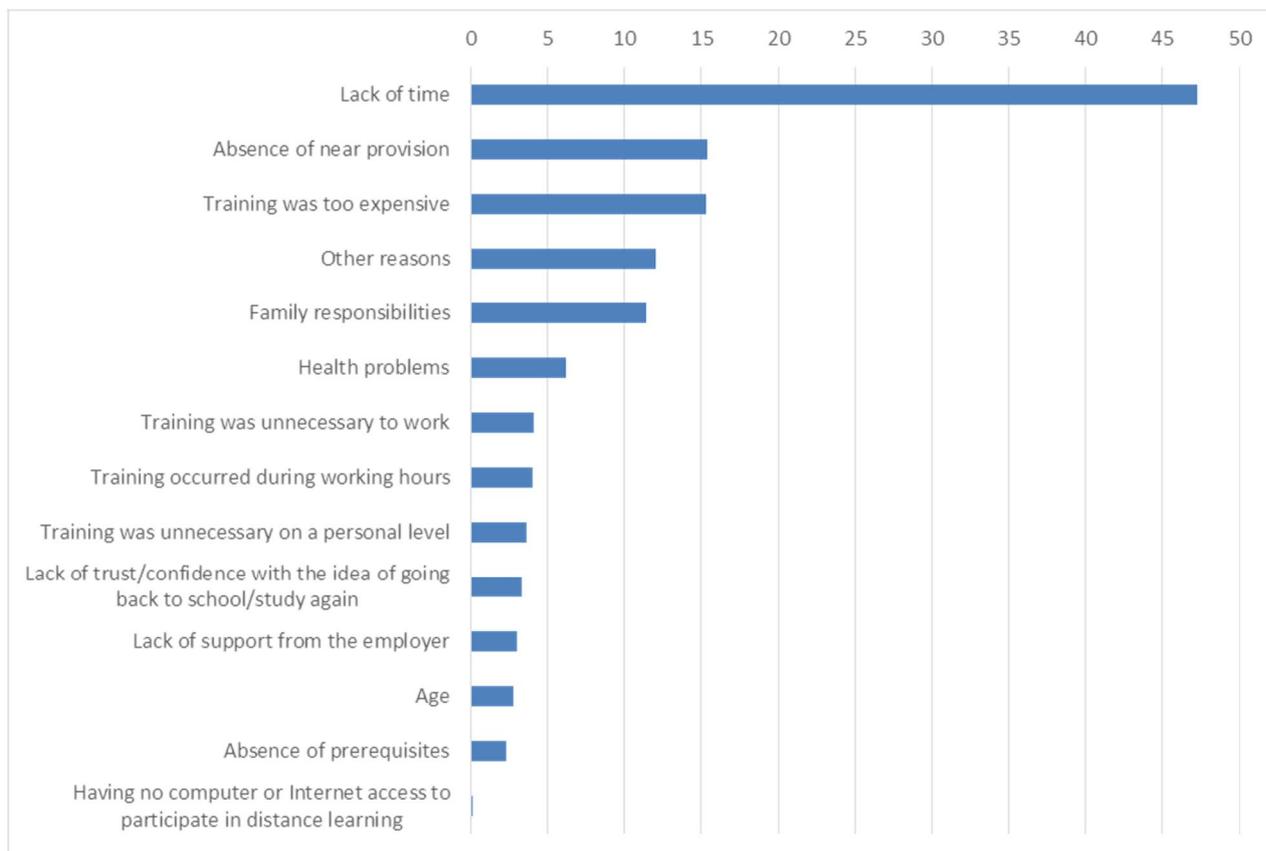


Source: INE, 2013, pp. 33 e 68

1.5 Are studies available on factors that inhibit or prevent participation in literacy education and in using literacy outside educational contexts? If yes, what are the factors?

According to INE (2013), lack of time (47.3%) is the most common reason that adults give for non-participation in education and training (see Figure 5). Distance (15.4%), cost (15.3%), and family responsibilities (11.2%) were also commonly cited factors.

Figure 5: Reasons for non-participation in education and training by persons aged from 18 to 64 years (%), 2011



Source: INE, 2013, p. 58

1.6 What progression routes are there from adult basic education courses to VET/HE courses?

Adult education and training can provide double certification. This means that frequently adult basic education and VET courses are intertwined. Even though the level B1 educational training is sometimes provided together with vocational training — for instance, in level B1 AET Courses —, the vocational certification begins only in association with level B2. The association between the two components of training, educational and vocational, is shown in Table 5.

Among other possibilities, it is important to guarantee the diversity of links between the different parts of the education and training system; the main progression route from adult education and training (regarding the basic and secondary education levels) to higher education was created by the Decreto-Lei [decree-law] no. 64/2006, which regulated “especially appropriate examinations the purpose of which is to evaluate the ability to attend higher education for those aged over 23 years” (article 1). The shift introduced by this law, related to the former “ad hoc examinations”, is explained by its article 4: “Assessing the ability to attend higher education shall take the forms that are considered the most appropriate for each particular course and for each candidate profile at each higher education

institute." The "ad hoc examinations" aimed to enable entry into higher education of people older than 25 years and who had not completed upper secondary education (see article 1 of Portaria [ministerial order] no. 122/94, of 24 February). Nonetheless, in the period 1997 to 2004, 17,143 of the 25,817 candidates (i.e. almost 70%) failed the Portuguese language examination. This was the first and most exclusionary step of the "ad hoc exams", which included also an interview and a specific exam. Unlike the current exams, which are defined by each higher education institution, the Portuguese exam of the "ad hoc examinations" was nationwide. With the entry into force of Decreto-Lei [decree-law] no. 64/2006, the access of "non-traditional adult students" to higher education has increased almost 17 times (see Amorim, 2013).

Table 5: The structure of the National Qualifications Framework

Qualification level (vocational certification)	Qualifications (educational certification)
Level 1	B2 (equivalent to the 6 th school year)
Level 2	B3 (equivalent to the 9 th school year) obtained through double certification education and training
Level 3	Secondary education (equivalent to the 12 th school year) with a view to pursuing higher level studies
Level 4	Secondary education obtained via double certification paths or secondary education with a view to pursuing higher level studies plus on-the-job training — minimum 6 months
Level 5	Post-secondary non-higher level qualification with credits to pursue higher level studies
Level 6	<i>Licenciatura</i> degree
Level 7	Master degree
Level 8	Doctoral degree

Source: ANQ, 2011, p. 23¹⁶

1.7 Does a right to advice and guidance regarding educational opportunities exist? If yes, who provides this advice?

Advice and guidance are provided mainly by the Centres for Qualification and Vocational Education and Training (CQEP). These CQEP provide the following steps of intervention:

- 1) Host: registration of the candidate (young or adult) and clarification of CQEP's mission and scope of intervention;
- 2) Diagnosis: analysis of the profile of the candidate, in order to identify *educational opportunities* adjusted to his/her motivations, needs and expectations;
- 3) Information: identification of individual projects of educational and vocational qualification, taking into account realistic options of pursuing higher level studies and/or of integration into the labour market;

¹⁶ See http://www.eqavet.eu/Libraries/EQF/PT_EQF_Referencing_Report.sflb.ashx, accessed on 21.10.2015.

- 4) Guidance: guide the candidate to an educational or vocational training provision and/or to a process of recognition and validation and certification of competences (RVCC; only possible for adult candidates. If they are between 18 and 23 years old inclusive, they must have at least 3 years of professional experience duly proven), based on the prior process of diagnosis;
- 5) Recognition and validation of competences: identification and validation of competences acquired by adults throughout life, in formal, non-formal and informal contexts.
- 6) Certification of competences: demonstration of competences by adults, before a jury, and through an examination.¹⁷

2 Quality monitoring

2.1 Is there an inspection service to monitor the quality of adult literacy providers (including classroom practice)?

Monitoring has been carried out by the regulatory authority: ANEFA, DGFV, ANQ and now ANQEP. This follow-up was firstly marked by high frequency monitoring, especially during the terms of ANEFA and DGFV. In this period, the role of the Local Organisers of adult education and training (see d’Espiney et al., 2000) should be highlighted. With the significant increase in the number of Centres (see Figure 6) conducted by ANQ, monitoring became much less frequent — and the focus of monitoring also shifted. Initially the logic of monitoring done by Local Organisers was primarily collaborative, pedagogical and oriented towards the quality of processes. However, this changed as the logic of the “audits” made by “inspectors” (from the Ministries of Education, of Employment or of Treasury, the IEFP¹⁸, the POPH...) began to look for “irregularities”. Furthermore, ANQEP suspended the Centres, the AET Courses and the RVCC processes, and subsequently, the monitoring. In his blog, the President of ANQEP argues that this period of suspension “was dedicated to the creation of instruments and technical conditions so that the CQEP could develop their activity”.¹⁹

Nonetheless, the implementation, in Portugal, of these innovative policies (e.g., not only RVCC processes but also AET Courses) has been accompanied by other attempts — in the form of “national reports”, “thematic reviews”, or “external evaluations” — to monitor the quality of the provision, such as:

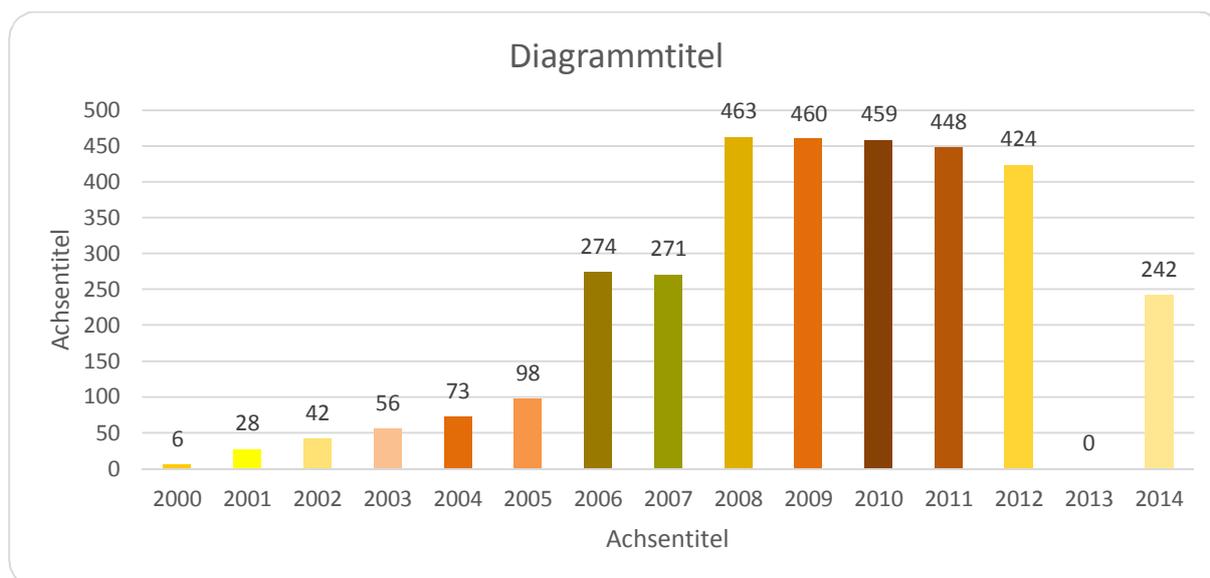
- Couceiro & Patrocínio (2002), and Imaginário et al. (2002), published by ANEFA;
- Ávila (2004), and CIDEDEC (2004, 2007), published by DGFV;
- Carneiro et al. (2009a, 2009b, 2009c, 2009d, 2009e, 2009f, and 2010), and *Comissão de Acompanhamento da Iniciativa Novas Oportunidades* (2011), published by ANQ;
- Lima et al. (2012a, 2012b), published by ANQEP.

¹⁷ See <http://cqep.anqep.gov.pt/cqep.html> and http://cqep.anqep.gov.pt/documents/Guia_Metodologico_OLV_CQEP.pdf, accessed on 21.10.2015.

¹⁸ *Instituto do Emprego e Formação Profissional* (IEFP) is the Portuguese Public Employment Service (see <https://www.iefp.pt/>).

¹⁹ See <http://www.aeducacaoeemprego.blogspot.pt/>, accessed on 21.10.2015.

Figure 6: Number of Centres²⁰ (2000-2014)



Source: ANQ, 2012, and ANQEP²¹

2.2 Are there national quality standards for the quality of adult literacy providers?

During the ANEFA and DGFV periods, quality was a concern, but it was promoted locally, in the very specific context of each organisation and technical team.

In the second period, ANQ published the *Carta de Qualidade dos Centros Novas Oportunidades* [Quality Charter of the New Opportunities Centres] (see Gomes & Simões, 2007). At this time, however, the “standards” used were actually the “goals” imposed by the Agency. The extent of compliance to these goals dictated the increase, or decrease in funding of the centres.

In the third period, ANQEP, there has been (almost) no activity. However, the Quality Charter is still available on the Agency’s website. This Charter is divided in two main parts. The first concerns the mission, the guiding principles, the steps and dimensions of intervention, *inter alia* (see Gomes & Simões, 2007, pp. 9-21). The second presents the reference indicators system for the quality of the centres (see Gomes & Simões, 2007, pp. 25-35). The assessment of each one of these indicators is based on different sources, so that 26 indicators are assessed through the *Sistema de Informação e Gestão da Oferta Educativa e Formativa* (SIGO) [System for Information and Management of Education and Training Provision], 9 through monitoring visits, 7 through the CNO’s activities report, 4 through a survey ... and another 4 through other sources.

The self-assessment has been central, as the centers have used primarily an adaptation of the Common Assessment Framework (see Carneiro et al., 2009f, 2010, 2011).

²⁰ RVCC Centres from 2000 to 2006. New Opportunities Centres between 2007 and 2012. Centres for Qualification and Vocational Education and Training (CQEP) since 2014.

²¹ See <http://cqep.anqep.gov.pt/rede.html>, accessed on 21.10.2015.

2.3 Are there national benchmarks/standards for adult literacy performance? How are adults' progress in reading and writing assessed/monitored?

There are two key competences frameworks for adult education and training: one for basic levels of education (Alonso et al., 2001) and the other for upper secondary level (Gomes et al., 2006). There are also vocational training frameworks, which integrate the National Catalogue of Qualifications.

In all cases, the *formador/a* [trainer] – or eventually the *professor/a*²² [teacher] – is the professional who assesses if the learner demonstrates the competences described in the frameworks. This process is called validation. In the case of AET courses, the *mediador/a* [mediator] monitors the whole process of adult education and training, namely the validation of competences, done throughout the course. In the case of RVCC processes, the role of the *técnico/a de orientação, reconhecimento e validação de competências* [technician of guidance, recognition and validation of competences] should be noted. Yet in the RVCC processes, an *avaliador/a externo/a* [external evaluator] only plays a part in the final jury of certification, and, among other functions, analyses and evaluates the candidate's portfolio; interprets, in conjunction with the technical-pedagogical team, the correlation between the frameworks and the evidence documented in the portfolio; and, finally, legitimises socially the RVCC process (see Gaspar, Milagre & Lima, 2009, p. 20).

2.4 What accountability measures are in place for adult education institutions?

Much of the centres' activity is recorded in SIGO. Even though this is the main accountability instrument, it is very rare for the data to be made public by ANQEP. ANQ, the former Agency, produced more frequent, but limited reports.

3 Literacy curricula/reading instruction

3.1 Is there a national literacy curriculum framework for adults? How is this linked to school curricula?

There are two distinct *Referenciais de Competências-Chave* [key competences frameworks] specifically conceived for and used in adult education and training: one for basic education (see Alonso et al., 2001) and another for secondary education (see Gomes et al., 2006). As noted above, adult education and training in Portugal is divided into basic education – which is in fact subdivided into three basic levels (B1, B2 and B3) – and secondary education (see Table 6). It is important to stress that each of these levels has an equivalence to school years, i.e. completion of formal schooling.

²² This term is used mostly in AET Courses running in schools.

Table 6: Levels of adult education and training, equivalence to schooling levels and correspondence to ISCED levels

		Equivalent to	ISCED 2011 levels
Basic education	B1	1 st cycle of basic education: 4 th school year	1 (primary education)
	B2	2 nd cycle of basic education: 6 th school year	1 (primary education)
	B3	3 rd cycle of basic education: 9 th school year	2 (lower secondary education)
Secondary education		Secondary education: 12 th school year	3 (upper secondary education)

So the framework for basic education has three different levels (B1, B2 and B3) and four areas of key competences:

- 1) *Linguagem e Comunicação* [Language and Communication],
- 2) *Tecnologias de Informação e Comunicação* [Information and Communications Technology],
- 3) *Matemática para a Vida* [Mathematics for Life], and
- 4) *Cidadania e Empregabilidade* [Citizenship and Employability].

The secondary education framework is organised into three areas:

- 1) *Cidadania e Profissionalidade* [Citizenship and Professionality],
- 2) *Sociedade, Tecnologia e Ciência* [Society, Technology and Science], as well as
- 3) *Cultura, Língua e Comunicação* [Culture, Language and Communication].

Even though, in both frameworks, literacy is transversal, literacy issues are specifically addressed in the area related to the learning and development of the Portuguese language, that is, Language and Communication in the basic levels, and Culture, Language and Communication, at secondary level.

Despite the fact that it was designed specifically for adult education and training, the basic education key-competences framework had very limited use in adult literacy teaching. Most adults with literacy needs would be unable to access adult education and training, since they would be below the minimum level required to be “selected” for the vast majority of adult education and training provision. This threshold has been defined by literacy skills: a candidate who couldn't read or write, or who could do so with great difficulty, would not be able to write his/her own “learning reflexive portfolio”, which is the core of the RVCC process, and would represent, in the AET courses, an expenditure of time and energy that the institutions and the pedagogical teams avoided by selecting candidates who were likely to require less support and achieve better results. Because of this, for about a decade (that is, since the launch of AET courses in the year 2000 and of RVCC processes in 2001) adults with the greatest literacy needs were not selected for the AET Courses or for the RVCC processes. In other words, those who were excluded were those who most needed it. To solve the problem, a specific response to teach adults how to read and write was (and still is) necessary (see 5.4.).

It should be noted that the *Programa de Formação em Competências Básicas* [Training Programme in Basic Competences] was introduced only in October 2010, by the ministries of labour and social solidarity and of education, through *Portaria* (ministerial order) no. 1100/2010, of 22 October. In the introduction of this ministerial order it was recognised that – despite the existing provision – a significant part of the Portuguese adult population lacked the basic skills that allow them to access relevant education provision and engage in the available training pathways (see p. 4765).

This Training Programme in Basic Competences was created to allow those adults to acquire the basic skills of reading, writing, calculation and use of ICT, thus promoting their “qualification”, “certification”, “autonomy”, “self-learning”, “collaborative work” and “employability” (see p. 4765).

The Training Programme in Basic Competences consists of six *Unidades de Formação de Curta Duração* (UFCD) [Short Training Units]:

- 1) *Competências Básicas – Leitura e Escrita – Iniciação* [Basic competences – reading and writing – introduction] (50 hours);²³
- 2) *Competências Básicas – Leitura e Escrita – Aprofundamento* [Basic competences – reading and writing – development] (50 hours);²⁴
- 3) *Competências Básicas – Leitura e Escrita – Consolidação* [Basic competences – reading and writing – consolidation] (50 hours);²⁵
- 4) *Competências Básicas – Cálculo – Iniciação* [Basic competences – calculation – introduction] (50 hours);²⁶
- 5) *Competências Básicas – Cálculo – Aprofundamento* [Basic competences – calculation – development] (50 hours);²⁷
- 6) *Competências Básicas – Sensibilização às Tecnologias de Informação e Comunicação* [Basic competences – ICT awareness] (50 hours).²⁸

Nonetheless, teachers and trainers in the field complain that even the 300 total hours of the Programme are insufficient, in many cases, to teach adults to read and write. Besides that, it is common to hear that the Programme is insufficiently funded. There are no global data that could prove or reject this idea, however a search for the training provision on the IEFP website produces (only) 67 results for this Training Programme in Basic Competences.²⁹

3.2 What is the accepted methodology for the teaching of literacy to adults?

The methodology has two main elements: on the one hand, the recognition of prior learning (particularly in the RVCC processes); on the other hand, the articulation of educational and vocational training, within paths of double certification.

²³ <http://www.catalogo.anqep.gov.pt/UFCD/Detail/7303> (accessed on 21.10.2015).

²⁴ <http://www.catalogo.anqep.gov.pt/UFCD/Detail/7304> (accessed on 21.10.2015).

²⁵ <http://www.catalogo.anqep.gov.pt/UFCD/Detail/7305> (accessed on 21.10.2015).

²⁶ <http://www.catalogo.anqep.gov.pt/UFCD/Detail/7306> (accessed on 21.10.2015).

²⁷ <http://www.catalogo.anqep.gov.pt/UFCD/Detail/7307> (accessed on 21.10.2015).

²⁸ <http://www.catalogo.anqep.gov.pt/UFCD/Detail/7308> (accessed on 21.10.2015).

²⁹ <https://www.iefp.pt/ofertas-formacao?page=1#> (accessed on 21.10.2015).

3.3 How do curricula and learning materials cater for diversity of learner groups and learning needs?

The key competences frameworks (see 3.1.) are based on principles of adequacy and relevance, on the one hand, and of openness and flexibility, on the other. They are not fixed and regulatory documents, but rather frames of reference that must be adjusted (and not the other way around) to each person and each group of learners, according to their various contexts of life. In addition, it is intended that their structure is flexible enough to enable a plurality of combinations of competences and training components, as well as a differentiation of rhythms and individual learning processes (see Alonso et al., 2001, p. 13, but also Gomes et al., 2006, pp. 20-21).

3.4 Is there a specific focus on literacy in VET provision for adults?

Yes, because a significant part of the vocational training is provided in dual certification pathways that integrate an educational training component and, thus, the areas of Language and Communication, at the basic levels, and Culture, Language and Communication, at the secondary level.

4 Screenings/assessments/support

4.1 Is there a specific focus on literacy in VET provision for adults?

There are no established mechanisms to identify adult literacy needs, and so the national picture is uncertain. The current Government has withdrawn from the OECD's PIAAC study, and the previous national literacy surveys date back to the 1990s with the *Estudo Nacional de Literacia* [national literacy study] (Benavente et al., 1996) and the International Adult Literacy Survey (OECD, 2000).

That said, informally, adults are often identified through self-referral, as a result of training processes and even through *Redes Sociais*³⁰ [social networks], which bring together the activity of *câmaras municipais* [municipal councils] and *juntas de freguesia* [parish councils], social security, job centres, health centres, schools and other public bodies, as well as associations and other third sector organisations.

4.2 How are adults' prior literacy knowledge and skills recognised and validated?

In the RVCC processes (see 1.1.), the prior learning is not only recognised and validated but also certified (with diplomas equivalent to those of schools). These processes may include (or not) complementary training.

4.3 Are there any standard tests to assess literacy needs or learning progress in literacy programmes?

In the early days of implementation of the current model of adult education and training (see 10.1.), under the tutelage of ANEFA and DGFV, there was a rejection of the school model lexicon. Words like "school", "tests", "teachers", "students" were rejected, as a way to build an alternative model of adult education (Amorim, 2006, 2013). But this initial effort soon began to falter, (i) with the early reformulation of the areas of Mathematics for Life and of Language and Communication (see 3.1.),

³⁰ See <http://www4.seg-social.pt/a-rede-social>, accessed on 21.10.2015.

which brought them closer to school curricula (Amorim, Azevedo, Coimbra & Imaginário, 2006), (ii) because when the AET courses were launched, they followed a pedagogical model adequate to adults, but gradually their model became more school-like and, finally, (iii) with the completion of an “exam” at the end of the RVCC process. This “exam” was introduced by *Portaria* (ministerial order) no. 135-A/2013, of 28 March 2013, and it was later defined by *Orientação Metodológica* (methodological guidance) no. 4/2014 in October 2014, i.e., one year and seven months after being announced as a legal requirement. According to this guidance, the “exam” can be written, oral or practical (p. 2) and it should be created by each CQEP team (p. 4).

So, although there are no standard tests, the key competences frameworks (see 3.1.) establish literacy competences (see the areas Language and Communication, at the basic levels, and Culture, Language and Communication, at the secondary level) that learners must demonstrate in each level of education.

4.4 How are adults with dyslexia identified and supported?

There are no specific mechanisms for the identification and support of adults with dyslexia.

5 Special support for second-language learners/migrants

5.1 Is there literacy provision for adult migrants whose home language is not the official language of the host country?

First of all, in terms of migration policy, it is important to say that the Portuguese case has been recognised internationally. The Human Development Report 2009, for example, stated that

“Similar results were found in our policy assessment, which allowed us to distinguish between different components of migration policy. [...] Developed countries, which have more migrants, also tend to have rules that provide for better treatment of migrants. For example, [...] Portugal has the highest score [on provision of entitlements and services to international migrants] while having an immigrant share of 7 percent” (United Nations Development Programme, 2009, p. 38).

In the same sense, the International Organisation for Migration advocates that

“Although Portugal has only recently become a country of immigration, the investment made in integration policies in the past few years has had positive outcomes that merit attention. Public attitudes towards immigration, as shown by a 2007 Eurobarometer poll, are among the most positive in Europe (Portugal was the second-most positive country in the EU-25), with the majority of those questioned stating that the contribution of immigrants to Portuguese society was positive” (International Organisation for Migration, 2010, p. 59).

In this context, provision is made for the teaching and learning of Portuguese for migrants. The National Catalogue of Qualifications, for instance, contains eleven *Unidades de Formação de Curta Duração* (UFCD) [Short Training Units] of Portuguese:

- 1) UFCD de português para falantes de outras línguas - Utilizador Elementar - nível A1 [UFCD of Portuguese for speakers of other languages - Basic User - level A1]:
 - a) *Eu e a minha rotina diária* [Me and my daily routine] (25 hours);³¹
 - b) *Hábitos alimentares, cultura e lazer* [Eating habits, culture and leisure] (25 hours);³²
 - c) *corpo humano, saúde e serviços* [The human body, health and services] (25 hours);³³
- 2) *UFCD de português para falantes de outras línguas - Utilizador Elementar - nível A2* [UFCD of Portuguese for speakers of other languages - Basic User - level A2]:
 - a) *Eu e o mundo do trabalho* [Me and the world of work] (25 hours);³⁴
 - b) *O meu passado e o meu presente* [My past and my present] (25 hours);³⁵
 - c) *Comunicação e vida em sociedade* [Communication and life in society] (25 hours);³⁶
- 3) *UFCD de português para falantes de outras línguas - Utilizador Independente - nível B1* [UFCD of Portuguese for speakers of other languages - Independent User - level B1]:
 - a) *Eu, a sociedade e a cultura* [Me, society and culture] (50 hours);³⁷
 - b) *Eu e os outros* [Me and the others] (25 hours);³⁸
 - c) *Atualidade cultural* [Cultural news] (25 hours);³⁹
- 4) *UFCD de português para falantes de outras línguas - Utilizador Independente - nível B2* [UFCD of Portuguese for speakers of other languages - Independent User - level B2]:
 - a) *Sociedade e projetos de vida* [Society and life projects] (50 hours);⁴⁰
 - b) *Atualidades* [Current affairs] (25 hours).⁴¹

5.2 Who pays for this provision?

These UFCD are funded by the European Social Fund, via the POPH (see 1.1.), so they are free for learners (see *Despacho* [dispatch] no. 18223/2008, of 8 July).

5.3 Does this provision employ specialist teachers?

The teaching of these courses is carried out by teachers with specific training in teaching Portuguese as a foreign language or second language, or by certified trainers in the same area (see *Portaria* [ministerial order] no. 1262/2009, of 15 October).

³¹ <http://www.catalogo.anqep.gov.pt/UFCD/Detail/6562> (accessed on 21.10.2015).

³² <http://www.catalogo.anqep.gov.pt/UFCD/Detail/6563> (accessed on 21.10.2015).

³³ <http://www.catalogo.anqep.gov.pt/UFCD/Detail/6564> (accessed on 21.10.2015).

³⁴ <http://www.catalogo.anqep.gov.pt/UFCD/Detail/7288> (accessed on 21.10.2015).

³⁵ <http://www.catalogo.anqep.gov.pt/UFCD/Detail/7289> (accessed on 21.10.2015).

³⁶ <http://www.catalogo.anqep.gov.pt/UFCD/Detail/7290> (accessed on 21.10.2015).

³⁷ <http://www.catalogo.anqep.gov.pt/UFCD/Detail/5734> (accessed on 21.10.2015).

³⁸ <http://www.catalogo.anqep.gov.pt/UFCD/Detail/5735> (accessed on 21.10.2015).

³⁹ <http://www.catalogo.anqep.gov.pt/UFCD/Detail/5736> (accessed on 21.10.2015).

⁴⁰ <http://www.catalogo.anqep.gov.pt/UFCD/Detail/7291> (accessed on 21.10.2015).

⁴¹ <http://www.catalogo.anqep.gov.pt/UFCD/Detail/7292> (accessed on 21.10.2015).

5.4 Is there specialist provision for those who have poor literacy skills in their L1?

There is the *Programa de Formação em Competências Básicas* [Training Programme in Basic Competences] (see 3.1.). However, this does not envisage any special support for second-language learners/migrants.

5.5 Is there a separate curriculum for this type of provision?

For this type of provision, yes, there is the previously mentioned *Programa de Formação em Competências Básicas* [Training Programme in Basic Competences] (see 3.1.), but this was conceived for native Portuguese speakers.

6 Reading environments to stimulate reading motivation

6.1 Are there schemes to promote reading for pleasure among adults?

Since the year 2006, the *Plano Nacional de Leitura* (PNL) [National Reading Plan] aims “to raise the level of literacy of the Portuguese people and to place the country on a par with its European partners.”⁴²

The PNL has had diverse schemes related to adult people, families and local communities, such as:

- *Adultos a Ler+* [Adults Reading more],⁴³
- *Ler+ em Família* [Read more in Family],⁴⁴
- *Ler+ dá Saúde* [Read more is good for one’s Health],⁴⁵
- *Ler+ Teatro* [Read more Theatre],⁴⁶
- *Clube de Leituras* [Reading Club],⁴⁷
- *Voluntários de Leitura* [Reading Volunteers],⁴⁸

But also *Ler+ para Vencer* [Read more to Win], *Leitura em Vai e Vem* [Reading To-and-Fro], *Já Sei Ler* [Now I Know How to Read], *Leitura-a-par* [Reading in Pairs] (Costa et al., 2011, pp. 61-78).

6.2 Is there systematic cooperation with civil society – e.g. libraries, bookstores, literature institutions, theatres, media, newspapers, publishers etc. in reading promotion for adults?

Yes, there are many institutions involved in the National Reading Plan: schools, libraries, theatres, museums, hospitals, public transport, prisons, media, municipalities, foundations, health organisations, companies, associations, international organisations (the Embassy of Japan in Portugal, EU Read,

⁴² See <http://www.planonacionaldeleitura.gov.pt/pnl/v/english.php> (accessed on 21.10.2015).

⁴³ See <http://www.planonacionaldeleitura.gov.pt/novasoportunidades/index.php> (accessed on 21.10.2015).

⁴⁴ See <http://www.planonacionaldeleitura.gov.pt/lermaisemfamilia/index.php> (accessed on 21.10.2015).

⁴⁵ See <http://www.planonacionaldeleitura.gov.pt/lermaisdaude/> (accessed on 21.10.2015).

⁴⁶ See <http://www.planonacionaldeleitura.gov.pt/teatro/> (accessed on 21.10.2015).

⁴⁷ See <http://www.planonacionaldeleitura.gov.pt/clubedeleituras/> (accessed on 21.10.2015).

⁴⁸ See <http://www.voluntariosdaleitura.org/> (accessed on 21.10.2015).

National Literacy Trust, Reach Out and Read, Government of East Timor), the Social Security public institute, scientific and professional associations, and state organisations.⁴⁹

6.3 Are there family literacy programmes with a focus on supporting adult literacy?

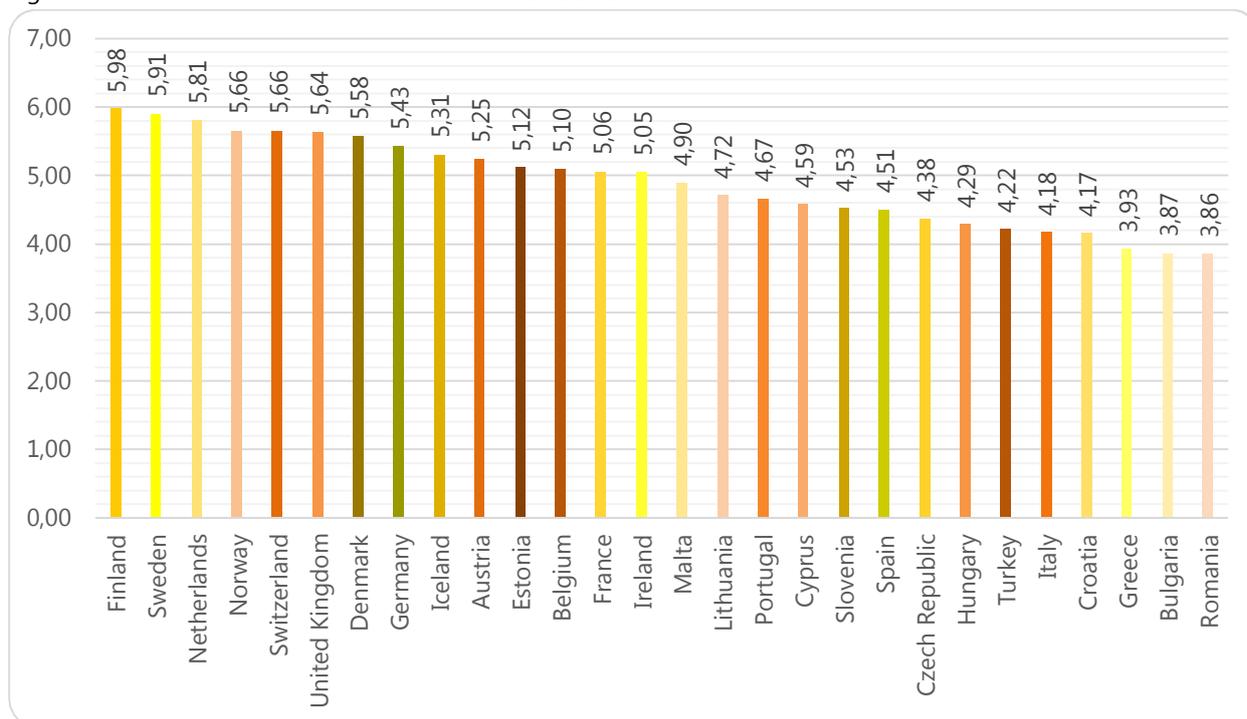
No.

7 Digital environments/use of technology in education

7.1 Is there a digital gap? How are adults supported in acquiring digital skills/digital literacy?

Yes, there is a digital gap. Among the 28 ELINET countries, Portugal occupies the 17th place (with 4.67, slightly below average, which is 4.91) in the Networked Readiness Index (see Figure 9). This index comprises “four subindexes that measure the environment for ICTs; the readiness of a society to use ICTs; the actual usage of all main stakeholders; and, finally, the impacts that ICTs generate in the economy and in society. The three first subindexes can be regarded as the drivers that establish the conditions for the results of the fourth subindex, ICT impacts” (Bilbao-Osorio, Dutta & Lanvin et al., 2013, p. 6).

Figure 9: The Networked Readiness Index of the 28 ELINET countries



Source: Bilbao-Osorio, Dutta & Lanvin et al., 2013

⁴⁹ See <http://www.planonacionaldeleitura.gov.pt/pnlvtv/parceiros.php?idTipoParceiro=2>, accessed on 21.10.2015.

Eurostat data concerning "Internet access of households and frequency of internet use of individuals", in 2013, allow two key conclusions about Portugal:

- 1) the percentage of households with internet access and broadband connection is lower than the average of countries in the EU28 (62 against 79, and 62 against 76, respectively);
- 2) only five countries have a percentage of individuals who have never used the internet higher than Portugal's 33%: Turkey (with 51%), Romania (42%), Bulgaria (41%), Greece (36%) and Italy (34%).

Adults are supported in acquiring digital skills/digital literacy through the diverse types of education and training provided, which very frequently address ICT (see 7.4.). Besides that, the Portuguese government created the "*Agenda Portugal Digital*", which encompasses six global measures.⁵⁰ The third one is "*Melhorar a literacia, qualificações e inclusão digitais*" [improve literacy, digital qualifications and digital inclusion], and has five specific goals:

- 1) To develop skills for the Digital Economy;
- 2) To promote the availability and use of e-books;
- 3) To promote digital inclusion and regular use of the Internet;
- 4) To define an accessibility policy to Portuguese content and digital platforms provided on the Internet;
- 5) To promote the creation and mass digitisation of content.

7.2 Which population groups are excluded from access to ICTs?

See 7.1.

7.3 Are there any web-based programmes for adults to improve their literacy & numeracy skills?

No, there aren't.

7.4 What classroom resources (E-books, notebooks, internet, mobile phones...) are used to support the development of adults' literacy?

There are few nationally produced resources. Instead, there is a reliance on the initiative of trainers, particularly in the areas of Information and Communications Technology, at the basic levels, and Society, Technology and Science, as well as Culture, Language and Communication, at the secondary level (see 3.1.).

⁵⁰ See <http://www.portugaldigital.pt/medidas/>, accessed on 21.10.2015.

8 Teachers

8.1 What are the professional roles within adult education?

The professional roles are as follows:

- 1) *Formadores* [trainers] and *professores* [teachers] (in all provision);
- 2) *Mediador* [mediator] (AET Courses);
- 3) *Tutores da formação prática em contexto de trabalho* [tutors of practical training in a work contexto] (AET Courses with vocational training);
- 4) *Coordenador de CQEP* [CQEP Coordinator] (RVCC process);
- 5) *Técnico de Orientação, Reconhecimento e Validação de Competências* [Technician of Guidance, Recognition and Validation of Competences] (RVCC processes).⁵¹

8.2 What are their working conditions?

Their status/reputation is very diverse. Teachers have a professional career as school teachers. For some, adult education is a supplement to their regular school schedule. IEFP professionals have some career stability, since they are state employees. The status of the remaining adult educators is one of great precarity.

There is a very significant difference between mainstream adult education — which is offered in the public schools (affect to the Ministry of Education and Science) and in the IEFP centres (Ministry of Solidarity, Employment and Social Security) — and the remainder of adult education, which tends to be completely dependent on EU structural funds, and the success (or not) of individual grant applications.

8.3 How do salaries compare to the national average?

Given the diversity of working conditions already indicated (see 8.3.), it is not possible to compare with the national average salary.

⁵¹ See Article 24 of the *Portaria* (ministerial order) no. 283/2011, of 24 October, and <http://cqep.anqep.gov.pt/equipa.html>, accessed on 21.10.2015.

9 Teacher education

9.1 What are the statutory qualification requirements for adult literacy teachers?

The vast majority of professionals working in adult education have at least a pre-Bologna degree or a post-Bologna Master's degree, which means, in both cases, five years of higher education.

So, in detail:

- 1) For teachers and trainers of the educational training component, a "license for teaching"⁵² is required, that is, a Master's degree in the corresponding specialty,⁵³:
 - 1.1) Secondary level: license for teaching in secondary education for at least one group of recruitment in each area:
 - 1.1.1) Citizenship and Professionality: *História* [History] (code 400), *Filosofia* [Philosophy] (code 410), *Geografia* [Geography] (code 420) or *Economia e Contabilidade* [Economics and Accounting] (code 430);
 - 1.1.2) Society, Technology and Science: *Economia e Contabilidade* [Economics and Accounting] (code 430), *Matemática* [Mathematics] (code 500), *Física e Química* [Physics and Chemistry] (code 510) or *Biologia e Geologia* [Biology and Geology] (code 520);
 - 1.1.3) Culture, Language and Communication: *Português* [Portuguese] (code 300), *História* [History] (code 400) or *Filosofia* [Philosophy] (code 410);
 - 1.2) Basic levels B2 and B3: license for teaching in the 2nd and 3rd cycle of basic education for at least one group of recruitment in each area:
 - 1.2.1) Language and Communication:
 - 1.2.1.1) Portuguese language: *Português* [Portuguese] (code 300), *Português e Estudos Sociais/História* [Portuguese and Social Studies/History] (code 200), *Português e Francês* [Portuguese and French] (code 210) or *Português e Inglês* [Portuguese and English] (code 220);
 - 1.2.1.2) Foreign languages: *Inglês* [English] (code 330), *Francês* [French] (code 320), *Alemão* [German] (code 340) or *Espanhol* [Spanish] (code 350), *Português e Francês* [Portuguese and French] (code 210) or *Português e Inglês* [Portuguese and English] (Code 220).
 - 1.2.2) Mathematics for Life: *Matemática* [Mathematics] (code 500) or *Matemática e Ciências da Natureza* [Mathematics and Natural Sciences] (code 230);
 - 1.2.3) Information and Communications Technology: *Informática* [Informatics] (code 550) or any recruitment group, since they have other qualifications for teaching of ICT or the ECDL (7 modules);
 - 1.2.4) Citizenship and Employability: any recruitment group;

⁵² "*Habilitação para a docência*", in Portuguese. See subparagraph a), point 3, article 13 of the *Portaria* (ministerial order) no. 135-A/2013, of 28 March.

⁵³ See article 4, *Decreto-Lei* [decree-law] no. 79/2014, of 14 May.

- 1.3) Basic level B1: teachers and trainers may have, besides those already mentioned for B2 and B3, a license for teaching in the recruitment group of the *1.º ciclo do ensino básico* [1st cycle of basic education] (code 110).⁵⁴
- 2) Teachers and trainers of the vocational component must have a “license to perform the duties of a trainer”,⁵⁵ i.e., they must have a certificate of pedagogical competences,⁵⁶ which means that, to this end, the college degree is not a requirement but a “preference”.⁵⁷
- 3) All the mediators are graduates (that is, they have at least a pre-Bologna degree or a post-Bologna Master’s degree) and they have either (i) specific training for the performance of that function or (ii) relevant experience in the field of adult education and training.⁵⁸
- 4) Finally, the technicians of Guidance, Recognition and Validation of Competences must be graduates and they must possess either (i) proven professional experience in education and training and rehabilitation, where applicable, of young people and adults, or (ii) in diagnostic and guidance techniques and strategies, or (iii) in methodologies for the assessment of competences and the building of portfolios.⁵⁹

Under a narrow understanding of adult literacy (see 3.1.), one could say that teachers and trainers of the areas specifically related to the Portuguese language must have the following “license for teaching” (see 8.5):

- 1) Language and Communication (basic levels): 2nd and 3rd cycles of basic education for at least one of the following groups of recruitment: *Português* [Portuguese] (code 300), *Português e Estudos Sociais/História* [Portuguese and Social Studies/History] (code 200), *Português e Francês* [Portuguese and French] (code 210) or *Português e Inglês* [Portuguese and English] (code 220). In the case of the B1 level, teachers and trainers may have, besides those already mentioned, license for teaching in the recruitment group of the *1.º ciclo do ensino básico* [1st cycle of basic education] (code 110);
- 2) Culture, Language and Communication (secondary level): secondary education for at least one of the following groups of recruitment: *Português* [Portuguese] (code 300), *História* [History] (code 400) or *Filosofia* [Philosophy] (code 410).⁶⁰

However, the professional experience in the field of adult education and training is (only) “preferred”⁶¹, which means that specialisation in adult literacy teaching is not mandatory. Hence, the aforementioned “licenses” are mostly oriented towards teaching children and youths.

9.2 Are there specialist qualification routes for adult literacy teachers?

There are diverse (and some rather comprehensive) courses that address subjects related to adult education and training, such as educational sciences, socio-cultural “animation” and social education,

⁵⁴ See points 6, 7 and 9 of the *Despacho* [dispatch] no. 11203/2007, of 8 June.

⁵⁵ “Habilitação para o exercício das funções de formador”, in Portuguese. See subparagraph b), point 3, article 13 of the *Portaria* (ministerial order) no. 135-A/2013, of 28 March. See also article 26 of the *Portaria* (ministerial order) no. 283/2011, of 24 October.

⁵⁶ “*Certificado de competências pedagógicas*”, In Portuguese.

⁵⁷ See article 3 of the *Portaria* (ministerial order) no. 214/2011, of 30 May.

⁵⁸ See point 5, article 25 of the *Portaria* (ministerial order) no. 283/2011, of 24 October.

⁵⁹ See point 6, article 12 of the *Portaria* (ministerial order) no. 135-A/2013, of 28 March.

⁶⁰ See points 6, 7 and 9 of the *Despacho* [dispatch] no. 11203/2007, of 8 June.

⁶¹ See subparagraph a), point 3, article 13 of the *Portaria* (ministerial order) no. 135-A/2013, of 28 March.

albeit there are other courses that provide or may provide training relevant to adult education, such as those on psychology and sociology, among others.

In fact, there has been frequent training of adult educators, all over the country, especially master's degrees but also post-graduate degrees and even doctorates (see also 2.1.), which doesn't mean that this provision is specifically geared for adult literacy, understood in a narrow sense (see 3.1.). On the contrary, it is usually broad-based training.

Moreover, and taking into account the fact that to teach literacy to adults, professionalisation is required (see 9.1.), it is quite revealing that few of the professionalisation *licenciaturas* [degrees] on *Educação Básica* [basic education] have curricular units related to adult education or adult literacy. Of the 28 degrees on basic education provided throughout the country, only the one from the *Instituto Superior de Ciências Educativas* provides an optional curricular unit on "education for adults", while the *Instituto Politécnico de Portalegre – Escola Superior de Educação* states, as one of the goals of the course, the development of competences appropriate to the exercise of functions in non-formal educational contexts, namely for the education of adults.

9.3 What are the entry requirements for Initial Teacher Education?

Taking as example the degree in basic education (see 9.2.), the access conditions differ from institution to institution. In general, candidates have two main routes:

- 1) They completed secondary education and carry out a proof of admission among a set of various disciplines indicated by each HEI. Examples include the following: biology and geology, physics and chemistry, geography, descriptive geometry, history, English, Portuguese literature, mathematics, mathematics applied to social sciences, Portuguese;
- 2) Through the exams for "over 23" candidates (see 1. 6.).

There are, in addition, other possibilities of access, in particular for graduates, holders of a Diploma of Technological Specialisation, students from foreign higher education systems or in the event of a change of course, re-entry or transfer.

9.4 Who pays for training?

Higher education fees are paid by students. In general, public higher education institutions (HEI), which are funded by the Ministry of Education and Science, have lower fees — despite variation within public higher education — than the private institutions.⁶²

9.5 Is there a curriculum/quality standards?

The curriculum is set by each HEI.

9.6 Are there compulsory (or optional) language and literacy modules in all adult education ITE?

No, there aren't (see 9.2).

⁶² See https://webgate.ec.europa.eu/fpfis/mwikis/eurydice/index.php/Portugal:Higher_Education_Funding, accessed on 21.10.2015.

9.7 What is the length of the required training?

N/A

9.8 Is there a curriculum/quality standards?

Not exactly standards. In order to be accredited, courses, study plans and teaching staff are evaluated by the *Agência de Avaliação e Acreditação do Ensino Superior (A3ES)* [Agency for Assessment and Accreditation of Higher Education].⁶³

9.9 Is there continuous professional development (in-service training) for teachers which focuses on literacy development?

There has been some continuous professional development for teachers focused on adult education, particularly in times of ANEFA/DGFV, given the momentum generated by the regulatory authority and their Local Organisers, and, after that, of ANQ (see 2.1.). However, specific aspects of literacy development are not usually addressed in the training provided. The trainers responsible for literacy frequently complain that they have to seek information by themselves and to develop their own training support materials.

9.10 What is the take-up among teachers?

There is no available data on this take-up. Even the data on the workforce are very scarce: in one of the latest online publications in April 2012, ANQ reported only the total number of professionals in the New Opportunities Centres teams: 7,572. In any case, given the precarity, the volatility and the marginalisation of adult education in Portugal, many professionals end up having to look for other activities.

9.11 Who delivers this training?

This training has been delivered mostly by higher education institutions – public and private universities and polytechnics (see 9.2.) – and by the regulatory authority: ANEFA, DGFV, ANQ and, currently, with the limitations abovementioned, ANQEP (see 1.1.).

9.12 How is quality assured?

There is no available data on this issue, although it is expected that the quality is ensured by the various institutions involved in this training, such as, for example, the regulatory authority of adult education – currently, the ANQEP – as well as the HEI and the A3ES.

⁶³ See <http://www.a3es.pt/en/about-a3es>, accessed on 21.10.2015

10 Policy-making

10.1 Who is involved in policy-making for adult literacy education?

The *Grupo de Missão para o Desenvolvimento da Educação e Formação de Adultos* [taskforce for the development of adult education and training], coordinated by Alberto Melo, has played a key role in the conceptualisation of the current model of adult education and training (*Grupo de Missão para o Desenvolvimento da Educação e Formação de Adultos*, 1999).

As regards legislation, it has been produced under the double jurisdiction of the Ministry of Education and of the Ministry of Labour and Social Solidarity, with the exception of the DGFV, which was governed only by the Ministry of Education.

10.2 How is inter-sectoral and interministerial cooperation promoted and coordinated?

Inter-sectoral and interministerial cooperation in adult education and training has been promoted by the successive regulatory authorities. Currently, this function is the responsibility of the ANQEP.

10.3 What financing mechanisms exist that facilitate inter-sectoral cooperation?

There are no available data to answer this question.

10.4 Which policies promote for the provision of broad and varied access to adult literacy education?

Frequently, education and training is mandatory for those who benefit from social support, such as unemployment benefit. The failure of this social "obligation" implies a loss of social benefits for the citizen.

10.5 How are the motivation, interests and needs of adults taken into account in the policy-making processes?

There are no available data to answer this question.

10.6 Does government promote adult literacy in its lifelong learning policy?

Adult literacy has been promoted mainly at the level of secondary education (see 1.3). With regard to the lower levels of performance, the promotion has been mostly on the level of rhetoric, given not only the limitations of the Training Programme in Basic Competences (see 3.1) but also the political choice that has funded exclusively the provision promoted and regulated by the State. This means that many socio-community initiatives have been deprived of funding... unless they adapt to the rules, the times and the intermittency of Community funds.

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