

COUNTRY NOTE



Education at a Glance: OECD Indicators 2012

PORTUGAL

Under embargo until 11 September, at 11:00 am Paris time

Questions can be directed to:

Andreas Schleicher, Advisor to the Secretary-General on Education Policy, Deputy Director for Education

Email: Andreas.Schleicher@OECD.org

Telephone: +33607385464

Please visit our website: www.oecd.org/edu/eag2012 <http://dx.doi.org/10.1787/eag-2012-en>

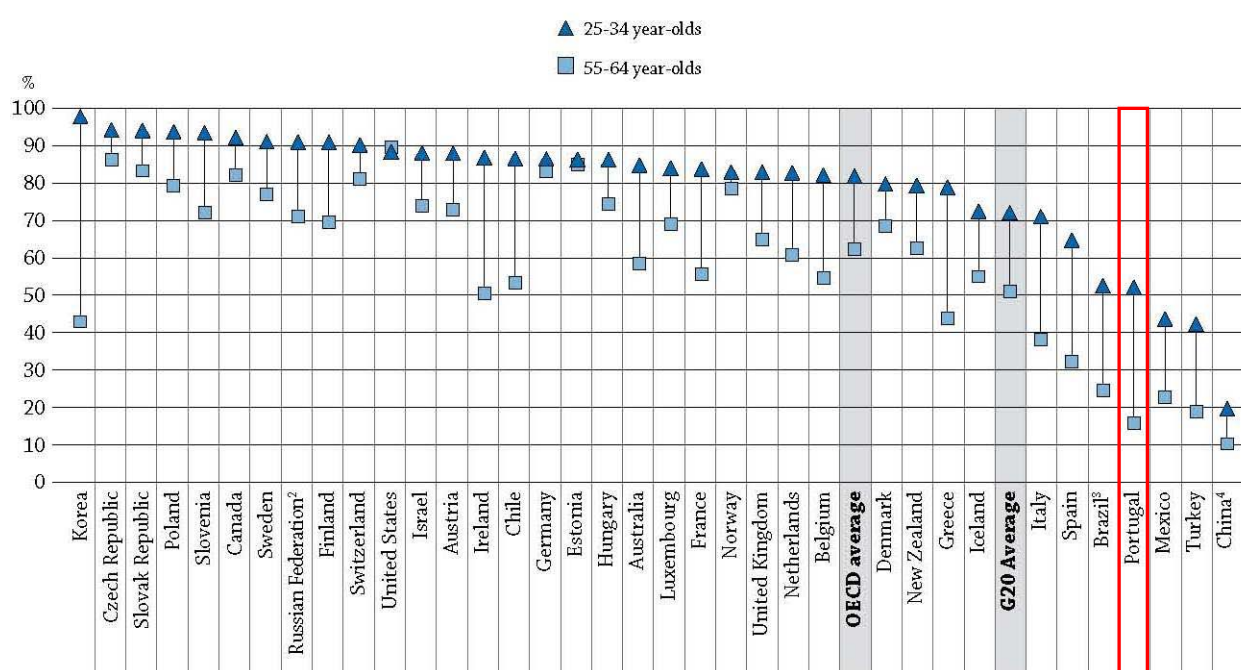
KEY FINDINGS

- Despite the expansion of the education system, educational attainment remains a challenge. Only half of 25-34 year-olds in Portugal had attained at least upper secondary education in 2010.
- In 2009, Portugal spent 5.9% of its GDP on education, up from 4.9% in 1995.
- Teachers in Portugal have higher salaries than workers with a university degree in other fields. But this will probably change in 2012 as austerity measures, including salary cuts for public education personnel, take hold.
- A Portuguese man with a university-level degree can expect a net gain of USD 373 851 over his working life – the largest economic benefit from attaining that level of education among all OECD countries.

Portugal is among those countries showing the most rapid progress in improving baseline qualifications, but it still lags well behind at upper secondary and tertiary levels....

Portugal is one of seven countries where the number of 25-34 year-olds with at least an upper secondary education is 30 percentage points or more higher than the number of 55-64 year-olds with similar levels of education (Table A1.2a). Nevertheless, Portugal has one of the lowest attainment rates for secondary education among 25-34 year-olds (52% compared with the OECD average of 82%; Portugal ranks 34 of 36 countries).

Chart A1.2. Population that has attained upper secondary education¹ (2010)
Percentage, by age group



1. Excluding ISCED 3C short programmes.

2. Year of reference 2002.

3. Year of reference 2009.

4. Year of reference 2000.

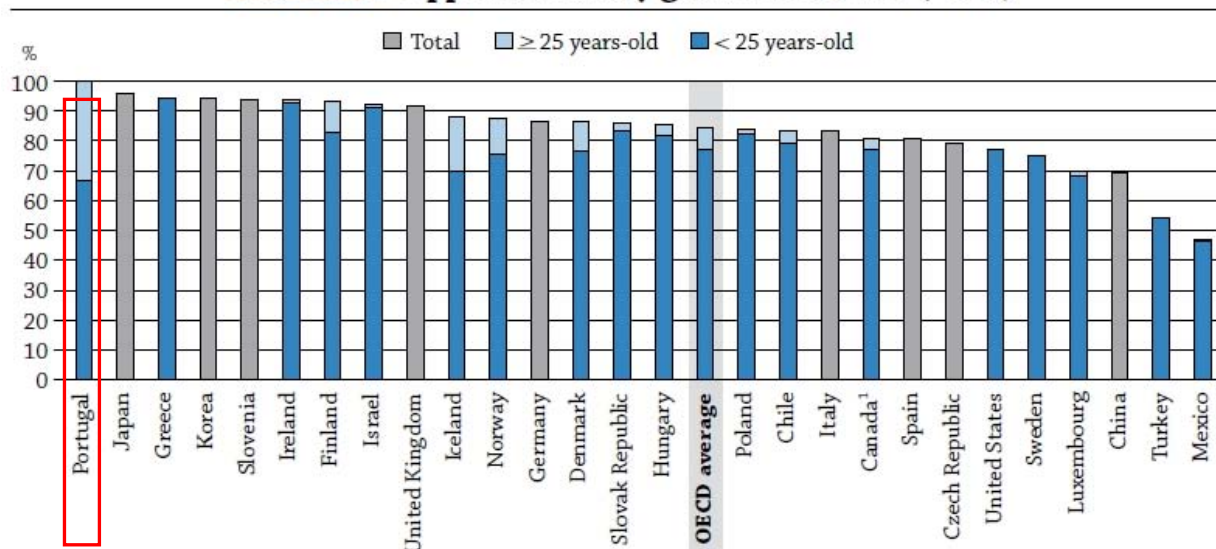
Countries are ranked in descending order of the percentage of 25-34 year-olds who have attained at least an upper secondary education.

Source: OECD, Table A1.2a. See Annex 3 for notes (www.oecd.org/edu/eag2012).

StatLink  <http://dx.doi.org/10.1787/888932661497>

However, for graduation rates, the situation is very different. Graduation rates in 2010 exceeded 100% (the OECD average is 84%), and more than 40% of concerned students were older than 25 (Table A2.1 and chart below). These rates increased dramatically in 2009 and 2010: more than 50 000 students older than 25 graduated for the first time from upper secondary school in those years, compared to fewer than 10 000 in 2008 and between 2 000 and 3 000 in previous years. This is the result of the “New Opportunities” programme, introduced by the Portuguese government in 2005, to provide a second opportunity to those individuals who left school early or are at risk of doing so, and to assist those in the labour force who want to acquire further qualifications.

Chart A2.1. Upper secondary graduation rates (2010)



Note: Only first-time graduates in upper secondary programmes are reported in this chart.

1. Year of reference 2009.

Countries are ranked in descending order of the upper secondary graduation rates in 2010.

Source: OECD. China: UNESCO Institute for Statistics (World Education Indicators programme). Table A2.1. See Annex 3 for notes (www.oecd.org/edu/eag2012).

StatLink <http://dx.doi.org/10.1787/888932661573>

Portugal's tertiary attainment rate is lower than the OECD average (25% compared with 38% among 25-34 year-olds); but Portugal is one of the six countries for which the average annual growth in the proportion of 25-64 year-olds with a tertiary education has exceeded 5% between 2000 to 2010 (Tables A1.3a and A1.4).

...with consequences for employment among those who only have an upper secondary education.

With 10% of the population with an upper secondary education unemployed, Portugal has the eighth highest unemployment rate among workers with this level of education among the 34 OECD countries with available data (a decade ago, Portugal ranked 23rd of 28 OECD countries on this measure). Indeed, unemployment rates among those with an upper secondary education rose from 3.5% in 2000 to 9.7% in 2010, while during the same period, the average unemployment rate for workers with this level of education in OECD countries rose from 5.7% to 7.6%.

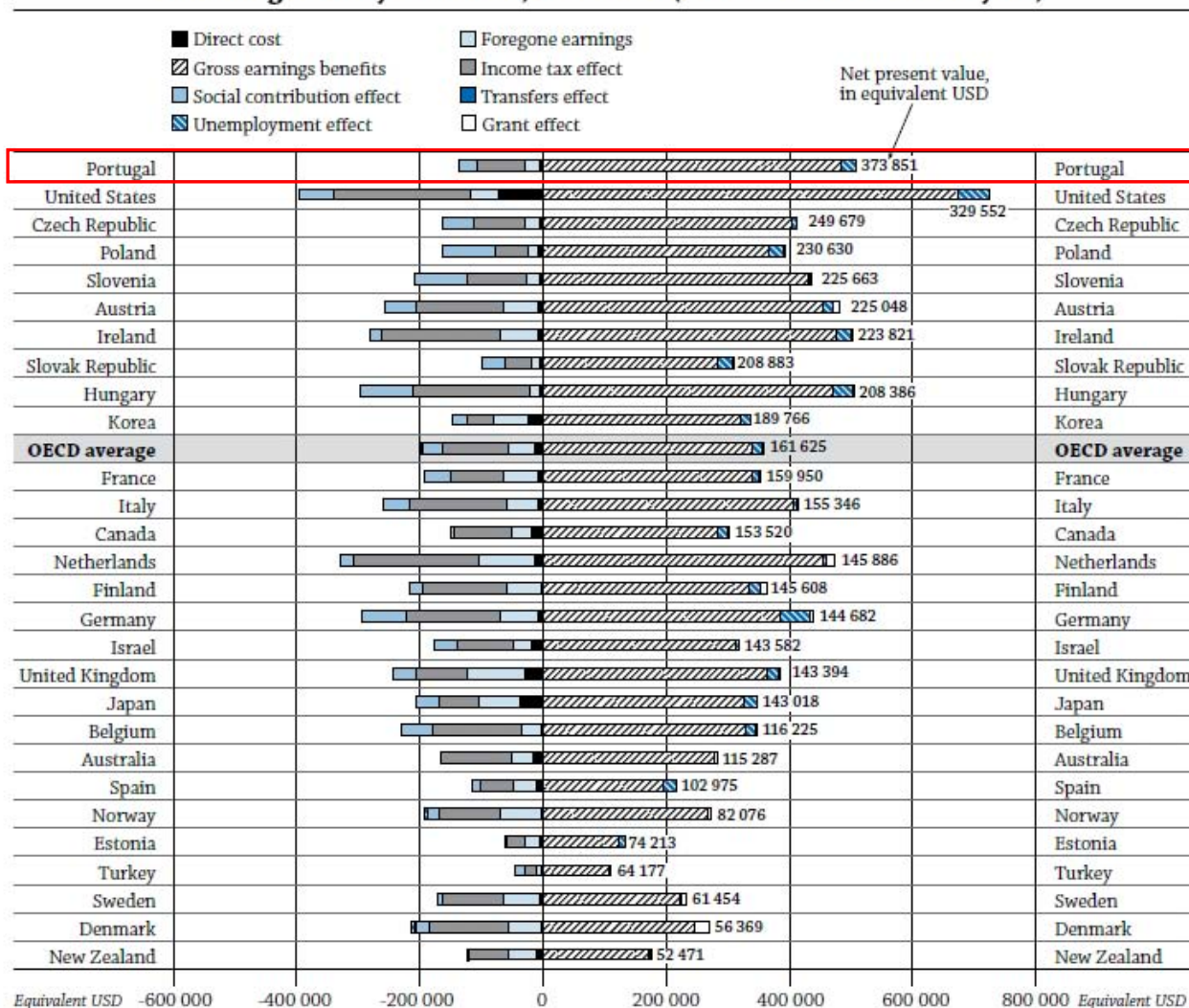
The situation is similar for those who have a tertiary education. Unemployment rates in Portugal rose from 2.7% in 2000 to 6.3% in 2010, while during the same period, the average unemployment rate among tertiary-educated adults in OECD countries rose from 3.5% to 4.7% (Table A7.4a).

Tertiary education brings substantial economic benefits to individuals, especially in Portugal.

On average across OECD countries, a person with a tertiary education can expect to earn 55% more than a person with an upper secondary education. This premium is 69% in Portugal, 14 percentage points above the OECD average, although it has decreased over the past decade (the earnings premium was 78% in 1999) (Table A8.2a).

On average across OECD countries with comparable data, people who invest in tertiary education can expect a substantial net gain of just over USD 160 000 for a man and almost USD 110 000 for a woman. In Portugal, the investment generates a gain (net present value) of over USD 370 000 for a man and USD 210 000 for a woman – a strong incentive to complete this level of education.

Chart A9.3. Components of the private net present value for a man obtaining tertiary education, ISCED 5/6 (2008 or latest available year)



Notes: Australia, Belgium and Turkey refer to 2005. Portugal refers to 2006. Japan and Slovenia refer to 2007. All other countries refer to 2008.

Cashflows are discounted at a 3% interest rate.

Countries are ranked in descending order of the net present value.

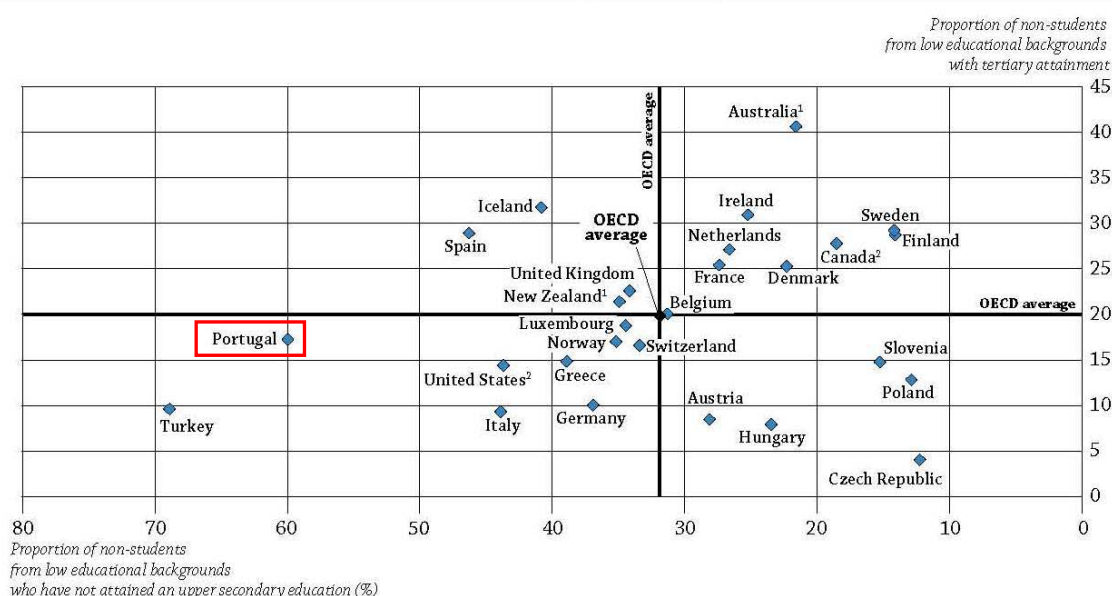
Source: OECD, Table A9.3. See Annex 3 for notes (www.oecd.org/edu/eag2012).

StatLink <http://dx.doi.org/10.1787/888932662238>

Portuguese children from families with low levels of education are least likely to attain a higher level of education than their parents.

Despite the fact that attainment levels have increased in Portugal, children of parents with low levels of education are unlikely to attain a higher level of education than their parents. Some 60% of young people from families with low levels of education have not completed upper secondary education, and fewer than 20% of those young people have enrolled in tertiary education (Chart A6.4, Table A6.2). However, both Portugal and Turkey record the greatest likelihood that young adults from highly educated families will continue into higher education. On average across OECD countries, a 20-34 year-old from a highly educated family is almost twice (1.9) as likely to enroll in higher education, as compared with the proportion of such families in the population. In Portugal, a young adult from this background is more than three times as likely to do so.

Chart A6.4. Where do individuals from low educational backgrounds succeed? (2009)
Educational achievement among 25-34 year-old non-students with parents who have not attained an upper secondary education



Note: The number of students attending higher education are under-reported for Australia, Canada, New Zealand and the United States compared to the other countries as they only include students who attained ISCED 5A, while the other countries include students who attained ISCED 5A and/or 5B. Therefore, the omission of data on 5B qualifications may understate intergenerational mobility in these countries.

1. Data source from Adult Literacy and Lifeskills Survey (ALL) of 2006.

2. Data source from Adult Literacy and Lifeskills Survey (ALL) of 2003.

Source: OECD, Table A6.2. See Annex 3 for notes (www.oecd.org/edu/eag2012).

StatLink  <http://dx.doi.org/10.1787/888932661991>

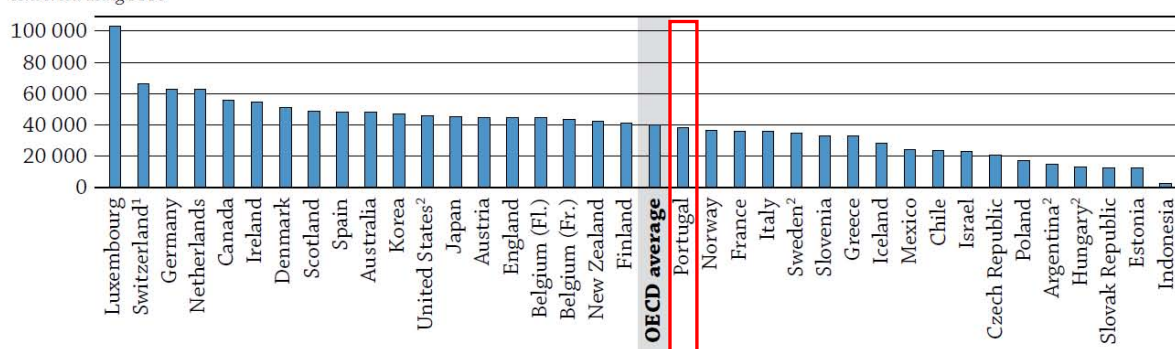
Portuguese teachers are better paid than workers in other fields with comparable education...

At the lower secondary level, Portuguese teachers with 15 years of experience earn USD 37 542 per year, slightly below the OECD average of USD 39 401, but 25% higher than the 2000 level. Furthermore, the relative salaries for lower secondary teachers in Portugal are up to 19% higher than the salaries of comparably educated workers in other fields (Chart D3.1 below, Table D3.2). These higher salaries could attract better candidates to the teaching profession.

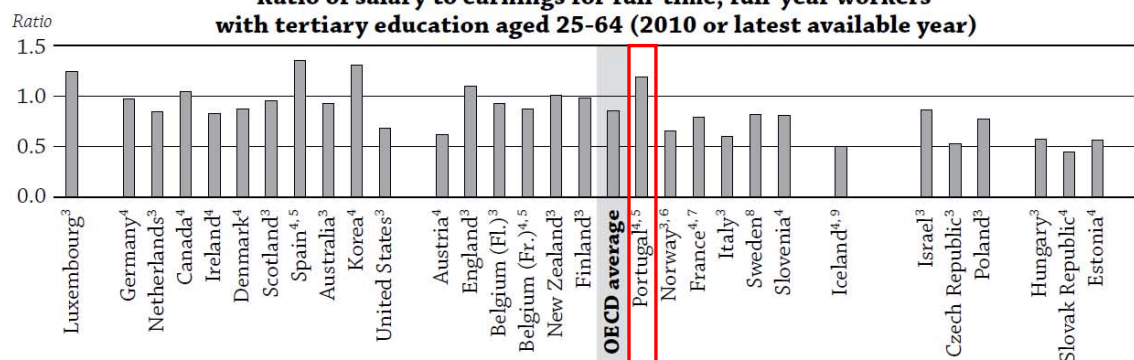
Chart D3.1. Teachers' salaries in lower secondary education (2010)

Annual statutory teachers' salaries after 15 years of experience and minimum training in public institutions in lower secondary education, in equivalent USD converted using PPPs, and the ratio of salary to earnings for full-time, full-year workers with tertiary education aged 25-64

Equivalent USD
converted using PPPs



Ratio of salary to earnings for full-time, full-year workers with tertiary education aged 25-64 (2010 or latest available year)



1. Salaries after 11 years of experience.

2. Actual base salaries.

3. Ratio of actual salary, including bonuses and allowances, for teachers aged 25-64 to earnings for full-time, full-year workers with tertiary education aged 25-64.

4. Ratio of statutory salary after 15 years of experience (minimum training) to earnings for full-time, full-year workers with tertiary education aged 25-64.

5. Year of reference 2009.

6. Year of reference 2007.

7. Year of reference 2008.

8. Ratio of actual teachers' salary after 15 years of experience (minimum training), not including bonuses and allowances, to earnings for full-time, full-year workers with tertiary education aged 25-64.

9. Year of reference 2006.

Countries are ranked in descending order of teachers' salaries in lower secondary education after 15 years of experience and minimum training.

Source: OECD. Argentina: UNESCO Institute for Statistics (World Education Indicators programme). Tables D3.1. See Annex 3 for notes (www.oecd.org/edu/eag2012).

StatLink  <http://dx.doi.org/10.1787/888932663682>

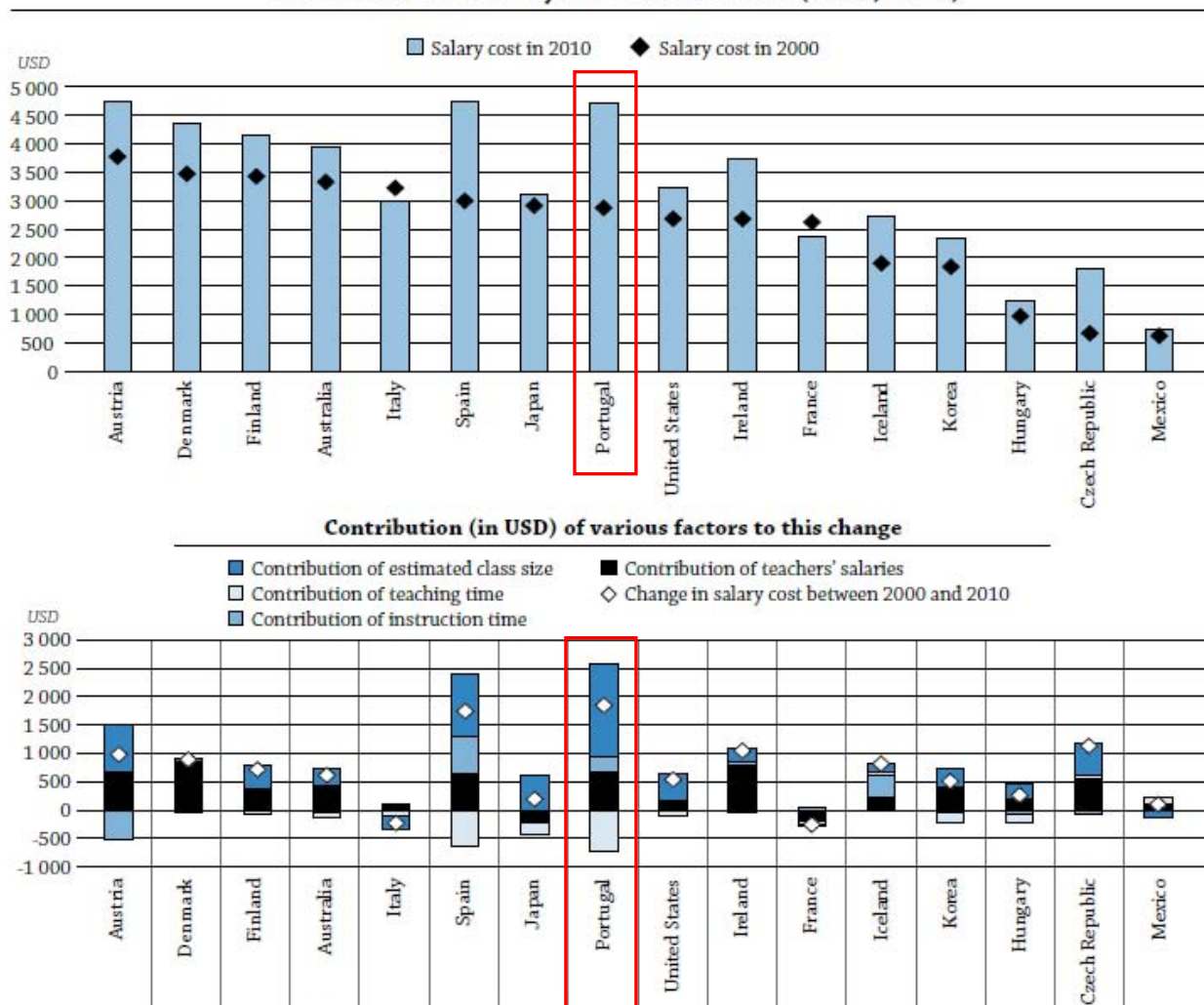
...and they spend more time teaching than teachers in other OECD countries.

In Portugal, the number of teaching hours at lower secondary level increased by almost 30% between 2000 and 2010, whereas it remains largely unchanged in most OECD countries. In 2010, lower secondary teachers spent 761 hours per year teaching (the OECD average was 704 hours), compared with 595 hours in 2000.

And salary costs per student are high.

Teachers' salary cost per student reflects various factors, including instruction time for students, teaching time, teachers' salaries, class size and any combination of these. Because of the 25% increase in teachers' salaries and the 34% decrease in class size between 2000 and 2010, the salary cost of teachers per student in Portugal was USD 4 743 in 2010, compared to USD 2 873 in 2000 (Table B7.3). While the same pattern is found in Portugal's neighbour, Spain, the total change in the salary cost of teachers per student between 2000 and 2010 was slightly smaller in Portugal (+ USD 1 849).

Chart B7.5. Change (in USD) in the salary cost of teachers per student at the lower secondary level of education (2000, 2010)



Countries are ranked in descending order of the salary cost of teachers per student in 2000.

Source: OECD, Table B7.3. See Annex 3 for notes (www.oecd.org/edu/eag2012).

StatLink  <http://dx.doi.org/10.1787/888932662960>

Even if expenditure per student has increased since 2000 at all levels of education, Portugal still spent less per student than the OECD average in 2010.

On average, OECD countries spend USD 9 252 per student, per year from primary through tertiary education: USD 7 719 per primary student, USD 9 312 per secondary student and USD 13 728 per tertiary student. In comparison, Portugal spends USD 7 829 per student per year: USD 5 762 per primary student, USD 8 709 per secondary student, and USD 10 481 per tertiary student (Table B1.1a).

In almost all countries, expenditure per student rises with the level of education. Portugal spends 1.5 times more per secondary student than per primary student. This particularly large difference is mainly due to an increase in the number of instructional hours for older students and a decrease in the number of teaching hours between primary and secondary education, as compared with the OECD average (see Indicators B7, D1 and D4).

At the tertiary level, expenditure per student in Portugal increased more than 30% between 2000 and 2009 – more than double the average increase of 15% across OECD countries during that period (Table B1.5b). Nearly 50% of the USD 10 481 expenditure per tertiary student in Portugal funds R&D activities (the OECD average is 31%).

Although the share of private funding for tertiary education has increased, it remains below the OECD average.

Between 2000 and 2009, the share of private funding for tertiary education increased by 7 percentage points, on average among OECD countries, and by nearly 22 percentage points in Portugal. In 2009, 29% of funding for tertiary educational institutions in Portugal came from private sources, close to the OECD average of 30% (Table B3.2b).

Virtually all funding for primary, secondary and post-secondary non-tertiary education in Portugal comes from public sources, compared with the OECD average of 91% (Table B3.2a).

Portugal has moderate tuition fees and above-average levels of scholarship/grants.

Portugal is one of a few European countries where public tertiary institutions charge annual tuition fees of more than USD 1 200 per full-time national student (Table B5.1). Compared to other non-European OECD countries, these fees are considered moderate, and the burden of paying these fees is eased by the relatively generous support to households through scholarships and grants (14.8% of public spending on tertiary education in 2009 was devoted to scholarships/grants to households, compared to the OECD average of 10.4 %) (Table B5.3).

School governance is fairly centralised.

In most countries, decisions about various aspects of lower secondary education are most commonly taken at the school level. However, this is not the case in Portugal, where only 22% of decisions are taken at that level (Table D6.1). Furthermore, between 2003 and 2011, decision making in Portugal's education system became increasingly more centralized: the percentage of decisions taken at the state or central level rose from 50% in 2003 to 74% in 2011.

In 2012, Portugal introduced a national examination at the primary level.

According to the 2012 edition of *Education at a Glance*, national examinations in primary education are rare: in 2011, only Indonesia and the United States used such examinations (Indicator D7). During the academic year 2012-13, Portugal will introduce a national examination for Grade 4 students.

Severe austerity measures have been put in place in Portugal as a result of the economic crisis.

In 2009, OECD countries spent an average of 6.2% of their GDP on educational institutions. Portugal spent 5.9% of its GDP on education that year, up from 4.9% in 1995.

However, the economic crisis has severely affected Portugal, with a significant impact on the resources available for education. Austerity measures include salary cuts for personnel working in public education (all personnel above a given salary threshold), the freezing of career progression in public service (including for teachers), fewer posts in school management, a downsizing of regional administration for education, and a major rationalisation of Ministry services that led to a restructuring of its organisation (source: OECD Reviews of Evaluation and Assessment in Education).

KEY FACTS

| Indicator | Portugal | OECD average | Portugal rank* |
|--|----------|--------------|--------------------|
| Educational Access and Output | | | |
| Enrolment rates | | | |
| 3-year-olds (in early childhood education) | 73% | 66% | 17 of 36 countries |
| 4-year-olds (in early childhood and primary education) | 85% | 81% | 21 of 38 countries |
| 5-14 year-olds (all levels) | 102% | 96% | 4 of 39 countries |
| Percentage of population that has attained pre-primary or primary levels of education only | | | |
| 25-64 year-olds | 49% | m | 4 of 37 countries |
| Percentage of population that has attained at least upper secondary education | | | |
| 25-64 year-olds | 32% | 74% | 35 of 40 countries |
| 25-34 year-olds | 52% | 82% | 33 of 36 countries |
| 55-64 year-olds | 16% | 62% | 35 of 36 countries |
| Percentage of population that has attained tertiary education | | | |
| 25-64 year-olds | 15% | 31% | 33 of 41 countries |
| 25-34 year-olds | 25% | 38% | 29 of 37 countries |
| 55-64 year-olds | 9% | 23% | 36 of 37 countries |
| Entry rates into tertiary education | | | |
| Vocational programmes (Tertiary-type B) | 0% | 17% | 32 of 33 countries |
| University programmes (Tertiary-type A) | 89% | 62% | 3 of 36 countries |
| Graduation rates | | | |
| Percentage of today's young people expected to complete upper secondary education in their lifetime | 104% | 84% | 1 of 27 countries |
| Percentage of today's young people expected to complete university education (tertiary-type A) in their lifetime | 40% | 39% | 13 of 28 countries |
| Economic and Labour Market Outcomes | | | |
| Unemployment rate of 25-64 year-olds | | | |
| Below upper secondary | 11.8% | 12.5% | 14 of 33 countries |
| Upper secondary and post-secondary non-tertiary | 9.7% | 7.6% | 8 of 34 countries |
| Tertiary | 6.3% | 4.7% | 6 of 34 countries |
| Average earnings premium for 25-64 year-olds with tertiary education (compared to people with upper secondary education; upper secondary = 100) | | | |
| Men and women | 169 | 155 | 9 of 32 countries |
| Men | 172 | 160 | 9 of 32 countries |
| Women | 171 | 157 | 8 of 32 countries |
| Average earnings penalty for 25-64 year-olds who have not attained upper secondary education (compared to people with upper secondary education; upper secondary = 100) | | | |
| Men and women | 68 | 77 | 26 of 32 countries |
| Men | 66 | 78 | 29 of 32 countries |
| Women | 67 | 74 | 27 of 32 countries |

PORTUGAL – Country Note – Education at a Glance 2012: OECD Indicators

| Indicator | Portugal | OECD average | Portugal rank* |
|---|----------|--------------|--------------------|
| Percentage of people not in employment, education or training | | | |
| 15-29 year-olds (2005 data) | 12.9% | 15.0% | 17 of 32 countries |
| 15-29 year-olds (2010 data) | 13.5% | 15.8% | 19 of 32 countries |
| Financial Investment in Education | | | |
| Annual expenditure per student (in equivalent USD, using PPPs) | | | |
| Pre-primary education | 5 661 | 6 670 | 19 of 34 countries |
| Primary education | 5 762 | 7 719 | 23 of 35 countries |
| Secondary education | 8 709 | 9 312 | 21 of 37 countries |
| Tertiary education | 10 481 | 13 728 | 22 of 37 countries |
| Total public and private expenditure on education | | | |
| As a percentage of GDP | 5.9% | 6.2% | 23 of 37 countries |
| Total public expenditure on education | | | |
| As a percentage of total public expenditure | 11.6% | 13.0% | 19 of 32 countries |
| Share of private expenditure on educational institutions | | | |
| Primary, secondary and post-secondary non-tertiary education | n | 8.8% | 31 of 32 countries |
| Tertiary education | 29.1% | 30% | 15 of 31 countries |
| All levels of education | 6.5% | 16% | 24 of 30 countries |
| Schools and Teachers | | | |
| Ratio of students to teaching staff | | | |
| Pre-primary education | 15.7 | 14.4 | 15 of 32 countries |
| Primary education | 10.9 | 15.8 | 32 of 36 countries |
| Secondary education | 7.5 | 13.8 | 38 of 38 countries |
| Number of hours of compulsory instruction time per year | | | |
| 7-8 year-olds | 865 | 774 hours | 11 of 33 countries |
| 9-11 year-olds | 859 | 821 hours | 12 of 34 countries |
| 12-14 year-olds | 908 | 899 hours | 15 of 34 countries |
| Number of hours of teaching time per year (for teachers in public institutions) | | | |
| Primary education | 865 | 782 hours | 9 of 35 countries |
| Lower secondary education | 761 | 704 hours | 8 of 34 countries |
| Upper secondary education | 761 | 658 hours | 7 of 35 countries |
| Ratio of teachers' salaries to earnings for full-time, full-year adult workers with tertiary education | | | |
| Primary school teachers | 1.19 | 0.82 | 3 of 27 countries |
| Lower secondary school teachers | 1.19 | 0.85 | 4 of 27 countries |
| Upper secondary school teachers | 1.19 | 0.90 | 4 of 27 countries |

* Countries are ranked in descending order of values.

See: *Education at a Glance 2012: OECD Indicators*

Visit: www.oecd.org/edu/eag2012

Country note author: Corinne HECKMANN (corinne.heckmann@oecd.org)



From:

Education at a Glance 2012

OECD Indicators

Access the complete publication at:

<https://doi.org/10.1787/eag-2012-en>

Please cite this chapter as:

OECD (2012), "Portugal", in *Education at a Glance 2012: OECD Indicators*, OECD Publishing, Paris.

DOI: <https://doi.org/10.1787/eag-2012-51-en>

This work is published under the responsibility of the Secretary-General of the OECD. The opinions expressed and arguments employed herein do not necessarily reflect the official views of OECD member countries.

This document and any map included herein are without prejudice to the status of or sovereignty over any territory, to the delimitation of international frontiers and boundaries and to the name of any territory, city or area.

You can copy, download or print OECD content for your own use, and you can include excerpts from OECD publications, databases and multimedia products in your own documents, presentations, blogs, websites and teaching materials, provided that suitable acknowledgment of OECD as source and copyright owner is given. All requests for public or commercial use and translation rights should be submitted to rights@oecd.org. Requests for permission to photocopy portions of this material for public or commercial use shall be addressed directly to the Copyright Clearance Center (CCC) at info@copyright.com or the Centre français d'exploitation du droit de copie (CFC) at contact@cfcopies.com.