

NATIONAL REPORTS 2004 – 2005

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Responsible member of the BFUG (one name only):	Professor Sebastião Feyo de Azevedo
Official position:	National Delegate
	Email address: sfeyo@fe.up.pt
Contributors to the report:	Professor António Morão Dias, Director General of Higher Education; Professor Fernando Ramôa Ribeiro, President, Foundation for Science and Technology; Professor Teresa de Lemos Director, Observatory of Science and Higher Education

1. Main achievements since Berlin***1.1. Give a brief description of important developments, including legislative reforms***

Portugal is engaged in restructuring the whole of the higher education system. New laws were promulgated or are under discussion for promulgation during 2005: Law 1/2003 was promulgated legislating development and quality of higher education; Law (37/2003) was promulgated, legislating the basis for financing of higher education institutions;

A law establishing the regulatory principles of instruments for the creation of the European Area of Higher Education, including the ECTS system and the Diploma Supplement was approved by the Council of Ministers and is on the constitutional process of promulgation;

A law regulating the recognition by the Portuguese State of the Master degrees within Erasmus Mundus programmes was approved by the Council of Ministers and is on the constitutional process of promulgation;

A new law concerning the autonomy of public higher education institutions and a law concerning a new statute of teaching staff are ready for public discussion;

Finally a new basic law on education, that will define the new three cycle structure for higher education, within the Bologna Process agreements, is to be discussed and approved by the Parliament.

2. National organisation***2.1. Give a short description of the structure of public authorities responsible for higher education, the main agencies/bodies in higher education and their competencies (For example, do higher education institutions report to different ministries?)***

The Minister of Science, Innovation and Higher Education (MCIES) is the entity responsible for the policies concerning higher education, innovation and research.

The General Directorate for Higher Education (DGES), the National Foundation for Science and Technology (FCT) and the Office for International Relations of Science and Higher Education (GRICES) are the three departments operating under the Minister's ruling. The National Council for Evaluation on Higher Education (CNAVES) is the national agency responsible for the evaluation of the higher education system, including both public and private institutions and reporting to the Minister.

2.2. Give a short description of the institutional structure

(For example, number of public/private universities/other HE institutions or numbers/percentage of students in public/private sector. To what extent are private and State higher education institutions covered by the same regulations?)

The Portuguese structure of higher education is composed of 14 state universities and 1 non-integrated university institution, 15 state polytechnic institutes and 17 non-integrated polytechnic institutions, 1 concordatory university, 14 private universities and 105 private higher education institutions. Moreover, there are also 4 military university institutions and 1 military polytechnic institution.

Of the total of approximately 400.000 students, about 220.000 are in the university system (~ 55%) and 180.000 in the public polytechnic system (~ 45%).

From the same total, about 295.000 students attend the public (university or polytechnic) system (~ 74%), with the remaining 105.000 (~ 26%) attending the private and concordatory systems (also university or polytechnic)

Regulations differ from state to private institutions.

2.3. Give a brief description of the structure which oversees the implementation of the Bologna Process in your country

(National Bologna group, thematic working groups, composition and activities, stakeholder involvement)

The implementation of the Bologna Process is directly supervised by the Minister of Science, Innovation and Higher Education in liaison with the Directorate General for Higher Education. The internal co-ordination is committed to a senior advisor who is also delegate to the BFUG, with the support of permanent senior staff. Representatives of relevant higher education bodies are also involved in the process, namely through the work done by the 23 coordinators responsible for studying and preparing a report for the restructuring of the respective field of study (see 4.)

3. Quality assurance

The following questions have been included in the template at the request of the Working Group on Stocktaking.

3.1. National quality assurance systems should include a definition of the responsibilities of the bodies and institutions involved.

Please specify the responsibilities of the bodies and institutions involved.

The National Council for Evaluation of Higher Education (CNAVES) was created in 1998 and is responsible for the process of developing and implementing procedures for the assessment of both public and private universities and polytechnic institutions.

This National Council intervenes in the following areas:

(i) In monitoring the evolution of international co-operation, with view to ensure a permanent assessment of the existing capacities and the responsibilities in the field; (ii) In the analysis

of the existing institutions performance according to the internal and external demands; (iii) In the analysis of the higher education system's contribution to the exercise of citizenship.

3.2. National quality assurance systems should include a system of accreditation, certification or comparable procedures.

Describe the system of accreditation, certification or comparable procedures, if any.

There is not yet a general system of degree accreditation. Professional associations of some of the regulated professions have started and run their own accreditation systems. The first of such accreditation systems was started by the Institution of Engineers in 1994. Nowadays, the Institution of Architects and the Institution of Pharmacists have also introduced their own accreditation procedures. In general, registration with such associations is a requisite for the legal practice of the profession and it normally requires an admission examination. The accreditation process exempts candidates, possessing an accredited course degree, of such examination. The system of accreditation still follows essentially the guidelines of the original ABET system, concentrating mainly in assessing course curricula, education means and evaluation methods. A shift is taking place to introduce new guidelines that include a significant focus on the analysis of evidences of professional competences. In particular, the Institution of Engineers is currently engaged in the European project EUR-ACE that aims at defining common European structures for professional accreditation.

3.3. National quality assurance systems should include international participation, co-operation and networking.

Are international peers included in the governing board(s) of the quality assurance agency(ies)?

The National Council for Evaluation of Higher Education (CNAVES) is a member of ENQA and maintains international co-operation through this network. International peers are not included in the governing board of CNAVES. Though there is no general rule, more and more Evaluation Panels include international peers.

Please add any general comments, reflections and/or explanations to the material on quality assurance in the stocktaking report.

Quality assurance is not merely seen as a requisite of the Bologna Process, but as a crucial issue for national development, due to the remarkable expansion of the higher education sector, which led to an heterogeneous universe of institutions, programmes and degrees. In Portugal the national system for assessing higher education institutions was created by law 38/94, dated November 21. Law 1/2003, dated January 6 constitutes a step forward on accreditation of higher education institutions and programmes, quality assurance etc. and shows the strong commitment of the Ministry for Science, Innovation and Higher Education in reinforcing a quality assurance system that enables to support the international credibility of the implementation of a common degree structure in accordance with the objectives of the Bologna Declaration. The two legal diplomas referred to lay down the basis of a system of quality assurance in Portuguese higher education institutions. Besides the internal and external evaluation of the study programmes carried out by qualified experts some professional associations have already implemented accreditation schemes. However, there is still much to do regarding quality assurance, namely in institutional evaluation, integration of quality assessment results and merit assessment. Issues such as the concept of accountability of higher education institutions, the criteria for

assessment (including peer review or performance indicators, or a combination of both sources of information) and the visible effects of accreditation in the future of institutions (follow-up of accreditation) remain for discussion.

4. The two-cycle degree system

The two-cycle degree system is covered by the stocktaking exercise. Please add any comments, reflections and/or explanations to the stocktaking report.

For preparing the new structure of higher education the Minister organised the universe of the offer of the education system in 23 thematic areas, having appointed for each cluster an 'area-coordinator' responsible for studying and preparing a report with proposals for re-structuring his/her area. These co-ordinators were in turn responsible for bringing together other specialists, contacting professional associations in their fields and performing all required action they understood to be appropriate for wide consultation. The report should include comprehensive aspects of the changes, namely proposals of degree profiles, more theoretically oriented or more applied oriented, levels of competence for the first cycle and second cycle studies and appropriate duration of each cycle. Such study was finished by December 1st, 2004, the reports are available on the web and a period on national discussion was open by the minister, till the end of January 2005. The new basic law on education to be approved by the Parliament is the key issue left for fully implementing the new Portuguese degree structure. The conditions are created for having all legislation required for re-structuring the Portuguese system approved during 2005. In general a two cycle system (before doctoral studies) will be adopted. However, for those areas where professions are regulated by specific directives programmes of integrated studies will probably remain for the time being.

5. Recognition of degrees and periods of study

Recognition of degrees and periods of study is covered by the stocktaking exercise. Please add any comments, reflections and/or explanations to the stocktaking report.

New laws have been approved by the Council of Ministers, concerning the application of the ECTS system, the Diploma Supplement and the recognition of Master degrees under the Erasmus Mundus programmes. Portugal is in legal position to recognise and to provide the means for external recognition of degrees and periods of study, both abroad and in our country.

6. Doctoral studies and research

6.1. Give a short description of the organisation of third cycle studies

(For example, direct access from the bachelor level, balance between organised courses, independent study and thesis)

Portugal is not yet in the Bologna three-cycle system. Currently, access to doctoral studies ("doutoramento") is not open to holders of a "bacharel" degree, the minimum requirement being the "licenciado" degree ("licenciante") that depending on the area takes a minimum of 4 to 6 years of work, or a legally equivalent qualification. Holders of a high standard academic, scientific and professional curriculum may also be

admitted to doctoral studies.

A candidate finishing the 'licenciado' degree with a final qualitative mark of 'very good' (a minimum final mark of 16 in the scale 0 to 20) has immediate access to the doctorate. A candidate with a final mark of 'good' (final mark of 14 or 15 out of 20) has access to the doctorate subject to a probatory year.

A candidate with a mark of 'fair' requires a master degree to have access to the doctorate. This master degree is awarded only by universities and may take one or two years, depending on the programme.

At present in Portugal most doctoral studies are limited to the thesis work. The trend is for doctoral programmes that will require a significant component of at least 30 ECTS of course work to be approved. A growing number of such programmes is being approved in several universities. It is expected that before 2010 these doctoral programmes will be the standard.

6.2. What are the links between HE and research in your country?

(For example, what percentage of publicly-funded research is conducted within HE institutions?)

Using as reference the affiliation of research staff in 2003, research is mainly developed in HE laboratories, including in this group laboratories based in research institutes of which universities are partners with a major share.

In terms of 'Equivalent to Full-time Activity' (EFTA) the research population is of about 20.000, with the following distribution: about 12.800 EFTA are associated to HE and research institute laboratories, 3.200 to state laboratories and 4.000 to companies.

The Portuguese government has proposed for 2005 a public budget of circa 1.120 million euro in Science and Technology (Sc&T), this corresponding to about 0,87% of the GDP. Circa 86% of such budget can be classified as directed to research & development activities (GBAORD – Government Budget Appropriations or Outlays for Research and Development).

About 74% of the budget will be absorbed by HE, research institutes and state laboratories. About 8%, corresponding to 100 million euro, will be invested in funding postgraduate formation through research grants.

Concerning the distribution of investment between public and private sectors, recent data indicates that in 2003 (provisional data) 1.033 million euro have been invested in Research and Development, with about 67% having been performed by the public sector, with 33% coming from the private sector.

7. Mobility of students and staff

7.1. Describe the main factors influencing mobility of students from as well as to your country (For instance funds devoted to mobility schemes, portability of student loans and grants, visa problems)

Portugal has been from the very beginning an active participant in the mobility programmes Erasmus-Socrates, Tempus, Leonardo da Vinci.

Portuguese students have no problem in adapting and successfully following courses or carrying out research projects. Also, incoming students readily adapt to our system, mainly when doing research project work

The main factor hindering the increase of the number of students going abroad is the cost of mobility, since grants cover only a fraction (about 20%) of the total cost of travelling plus accommodation and living expenses.

Language may be seen by students from other countries as an obstacle for mobility, mainly

for those students who wish or are required to do course work.

7.2. Describe any special measures taken in your country to improve mobility of students from as well as to your country

Higher education institutions that participate in the EU mobility programmes have made a substantial effort to disseminate relevant information on mobility opportunities at European level. However, much has yet to be done in order to meet other EU countries participation rate, namely by increasing the average amount of national funds and providing attractive loan schemes for both undergraduate and postgraduate students.

Specific measures are being taken at institution level for the improvement of the internal organisation, within the institutions of higher education, on supporting students, both in providing information and help in finding accommodation as well as in organising activities of cultural interest.

Within the wide Operational Programme 'Science and Innovation 2010', launched in December 2004, for the horizon 2004-2006, a 7 million euro sub-programme committed to promoting student internal mobility in the HE network, through mobility grants.

7.3. Describe the main factors influencing mobility of teachers and staff from as well as to your country (For instance tenure of appointment, grant schemes, social security, visa problems)

The main factors hindering mobility of teachers and staff are mainly the lack of a clear consequence in professional progression, the limited financial support in mobility grants and the rigid system of managing teaching resources that does not leave management with instrumental tools for promoting these policies.

7.4. Describe any special measures taken in your country to improve mobility of academic teachers and staff from as well as to your country

The national Center for Mobility of Researchers is being launched this month of January, 2005. This is a node of the European ERA-MORE (European Research Area-MOBile REsearcher) network and aims at supporting both national and non-national researchers and teaching staff that wish to work for a period abroad or to come and work in Portugal. Still, this type of measures can hardly be successful without changes in the professional statute of university and polytechnic institutes staff and in the legislation concerning autonomy and management. These are laws ready for public discussion and subsequent approval.

8. Higher education institutions and students

8.1. Describe aspects of autonomy of higher education institutions

Is autonomy determined/defined by law? To what extent can higher education institutions decide on internal organisation, staffing, new study programmes and financing?

The situation concerning autonomy and management is substantially different from public to private institutions.

In accordance with the autonomy law, Portuguese public universities are autonomous institutions and are free to manage their academic, administrative and financial affairs. This implies the right to grant their own degrees, and diplomas, to create new courses and to establish teaching methods, but there is limited scope for deciding on policy for dimensioning staff numbers and no say on salaries negotiation.

Polytechnics and other higher education institutions benefit from similar types of autonomy.

8.2. Describe actions taken to ensure active participation from all partners in the process

Actions can be reported at two levels: (i) in promoting participation in decision; and (ii) in financial support to institutions for adapting their structures.

In preparing their reports on the new structure for the different degrees the area coordinators (see 4.) were given guidelines on requirements and objectives of their work.

Requirements contained the obligation of wide consultation with higher education institutions and professional associations.

The proposals are under public discussion and workshops per area, open to all, widely publicised, are being organised.

Student organisations were heard by the Minister and their proposals taken into account in the preparation of new legislation.

From the point of view of financial support, also a sub-programme of the programme 'Science and Innovation 2010', with a budget of 8 million euro is now operational, for 2004-2006, to support HE institutions in applying and adapting to the changes required by the Bologna Process.

8.3. How do students participate in and influence the organisation and content of education at universities and other higher education institutions and at the national level?

(For example, participation in University Governing Bodies, Academic Councils etc)

Students have significant participation both in university governing bodies and in academic councils.

They have up to 40% of the seats in electoral bodies, in university senates and in faculties' assembly of representatives, the electoral and monitoring bodies of faculties.

They also have up to 40% of representatives in faculties' executive boards and 50% representation in the pedagogical councils, that by law analyse and give an opinion on all proposals for changes in course programmes.

9. The social dimension of the Bologna Process

9.1. Describe measures which promote equality of access to higher education

Within the framework of law n° 1/2003, dated January 2003, which approved the Legal Regime Governing the Development and Quality of Higher Education and acting via a higher education social action system, the State ensures fulfilment of the right to equal opportunities in the access to, attendance at and success in education by overcoming economic, social and cultural inequalities. The current social action scheme provides both direct and indirect forms of support. The former include study grants and emergency assistance; the latter, access to meals, accommodation, health services, support for cultural and supporting activities and other types of educational support.

For 2005, 70.000 grants for supporting studies have been awarded, this representing the direct support to about 18% of the student population.

10. Developments in lifelong learning

10.1. What measures have been taken by your country to encourage higher education institutions in developing lifelong learning paths?

No relevant developments concerning new legislation on lifelong learning can be reported.

However, lifelong learning is beyond doubt recognised at institutional level as one of the most important themes in the implementation of the Lisbon Strategy and a determining factor in the development of the competitiveness of the European economy. It is clear that higher education institutions are playing an essential role in the implementation of European policies in the lifelong education framework, having a significant contribution to make to a knowledge-based economy, by systematically organising continuous education and training programmes at both undergraduate and post-graduate level.

The major complementary question has to do with the perception that all partners in society have (or have not) of the relevance of lifelong education of their employees in the productivity and progress and with the concomitant measures they should take to promote such education, by co-operation with other institutions in organising them and by giving incentives for their attendance.

10.2. Describe any procedures at the national level for recognition of prior learning/flexible learning paths

Currently, there are no national mechanisms for recognition of prior learning.

11. Contribution to the European dimension in higher education

11.1 Describe any legal obstacles identified by your country and any progress made in removing legal obstacles to the establishment and recognition of joint degrees and/or joint study programmes

High priority has been given by the Ministry to the development of joint degrees with institutions in other countries and to the promotion of joint programmes or similar co-operative activities

11.1.1. Describe the extent of integrated study programmes leading to joint degrees or double degrees

It is at present limited. The existing integrated programmes with institutions from other countries are generally the result of individual initiatives of some teachers.

11.1.2. How have these programmes been organised? (joint admissions, mobility of students, joint exams, etc.)

The existing programmes have normally as objective promoting student mobility, namely by having the final project or research work done in a country different from the student's country. The scheme of admissions guarantees students from several different countries. In general joint exams take place.

11.2. Describe any transnational co-operation that contributes to the European dimension in higher education

Portuguese Institutions of Higher Education participate actively in the ERASMUS-SOCRATES exchange scheme particularly in what concerns undergraduate students. Higher education institutions are offering postgraduate programmes in European studies. Also through institutions and through professional associations portuguese delegates are active in European Working Parties of Education in different areas of knowledge. These actions have contributed to build an European dimension in the Portuguese higher education system.

Important actions are being taken to expand the universe of co-operation:

(i) a protocol has been signed for applying the general agreements of the Bologna Process to the Space of Portuguese Spoken Countries;

(ii) also, a Portugal-China protocol has been signed for such type of co-operation to be developed between the two countries.

11.3. Describe how curriculum development reflects the European dimension
(For instance foreign language courses, European themes, orientation towards the European labour market)

Foreign languages as well as European themes are being introduced into the curricula especially in programs of law, economics, political sciences and management.

12. Promoting the attractiveness of the European Higher Education Area

12.1. Describe actions taken by your country to promote the attractiveness of the EHEA

Educational systems in Europe should attract students from all groups in society, both from within and outside Europe. Long study periods are recognised as a deterrent for certain social groups to enter higher education. In this traditional paradigm students that drop out often end up with no recognised degree or diploma of education and qualification.

The three-cycle system should be made attractive mainly through the flexibility of offer of studies.

Such attractiveness will increase for all groups in society if transparent and recognisable European qualifications are offered, with recognised exit points representing differentiated levels of competences and allowing both vertical and horizontal orientation of studies through bridges between different modules of formation.

Portugal is working on designing such a structured system of higher education with the formal three-cycle system as backbone to which modules of alternative or complementary education are associated and offered either as post-secondary education, with a minimum duration of 18 months, or as post-first cycle education, with a dimension equivalent of 60 ECTS or still as post-second cycle education, also with a typical dimension equivalent to 60 ECTS.

Specifically, considering post-secondary education, 52 'Technological Specialization Courses' will be active in 2005-2006, the policy being that of promoting the emergence of more of such courses.

A bridging system will exist with some recognition of studies when vertical or horizontal migration for further studies is sought by a student. Respecting the autonomy that is recognised to institutions of higher education in these matters the concept is that students having done a post-secondary course may have, under well defined conditions, some credits for subsequent studies for the formal first-cycle, or students that have gained credits on a post-first cycle course may have some credits for subsequent studies for a second-cycle degree, or finally students with a post-second cycle diploma may see some credits recognised for pursuing doctoral studies.

These parallel short courses should represent the basis for a system of lifelong learning.

13. Concluding comments

13.1. Give a description of your national Bologna strategies

The national Bologna strategy aims at achieving the following strategic political and academic objectives:

* The building of new European awareness and dimension in higher education, research and innovation: for which cultural interchange through mobility plays a major role.

- * The increase of European cohesion: always through mobility and knowledge, the latter being considered as the only way for strengthening the role of Europe in the World.
- * The re-structuring of the higher education system: in order to bring higher education closer to the needs of Society and simultaneously to offer a wider choice to the youngsters that may bring them personal and professional success.
- * An evolution of the teaching and learning paradigms: (i) adapting this learning process to the prevailing views and concepts of modern societies and to the available pedagogical means; and (ii) projecting the education for the adult stages of life, in this way adapting to the evolution of knowledge and to the evolution of individual and collective interests. In order to attain such objectives, the design and implementation of the structural reform should go along the following guidelines:
 - * be preceded and based on a wide national discussion, involving namely institutions of higher education, professional associations and students.
 - * constitute an added value for the national competitiveness in European strategic co-operation.
 - * be thus based on two formal cycles of studies, prior to doctoral studies, leading to readable and comparable higher education degrees in the European framework.
 - * include a qualified and accredited system according to European patterns.
 - * offer complementary education modules, not only as post-secondary studies, but also at post-first cycle and post-second cycle levels, this structure constituting the basis for a lifelong education system.

13.2. Give an indication of the main challenges ahead for your country

The Bologna Process is inducing a number of very significant changes in the higher education and R&D systems. New pedagogical methods and degree structures will have to be adopted. The former will particularly require very significant effort of academics both in reviewing their courses and teaching paradigms, and in thinking of student competence, transnational co-operation and concepts of longlife learning.

- * The response of the academics, their behavioural acceptance of such changes and the related commitment for these changes to occur represent a major challenge.
- * Also, structuring a system for longlife learning and leading the society to understand the need to promote such pattern of education will have to be taken as a major objective for sustained development.
- * Regarding research & development, the major challenge is to bring together or closer researchers and the society, leading the private companies to increase significantly the investment in innovation, research and development.
- * The target of 3% of the GDP, with 2/3 coming from private sources, is still very much out of reach. New (more effective) incentives for companies to increase their investment in Science & Technology should be a priority of government forthcoming policies.