Factbook Education System: Uruguay

Report

Author(s):
CES Chair of Education Systems

Publication date:
2022-06

Permanent link:
https://doi.org/10.3929/ethz-b-000569655

Originally published in:
CES Factbook Education Systems 22

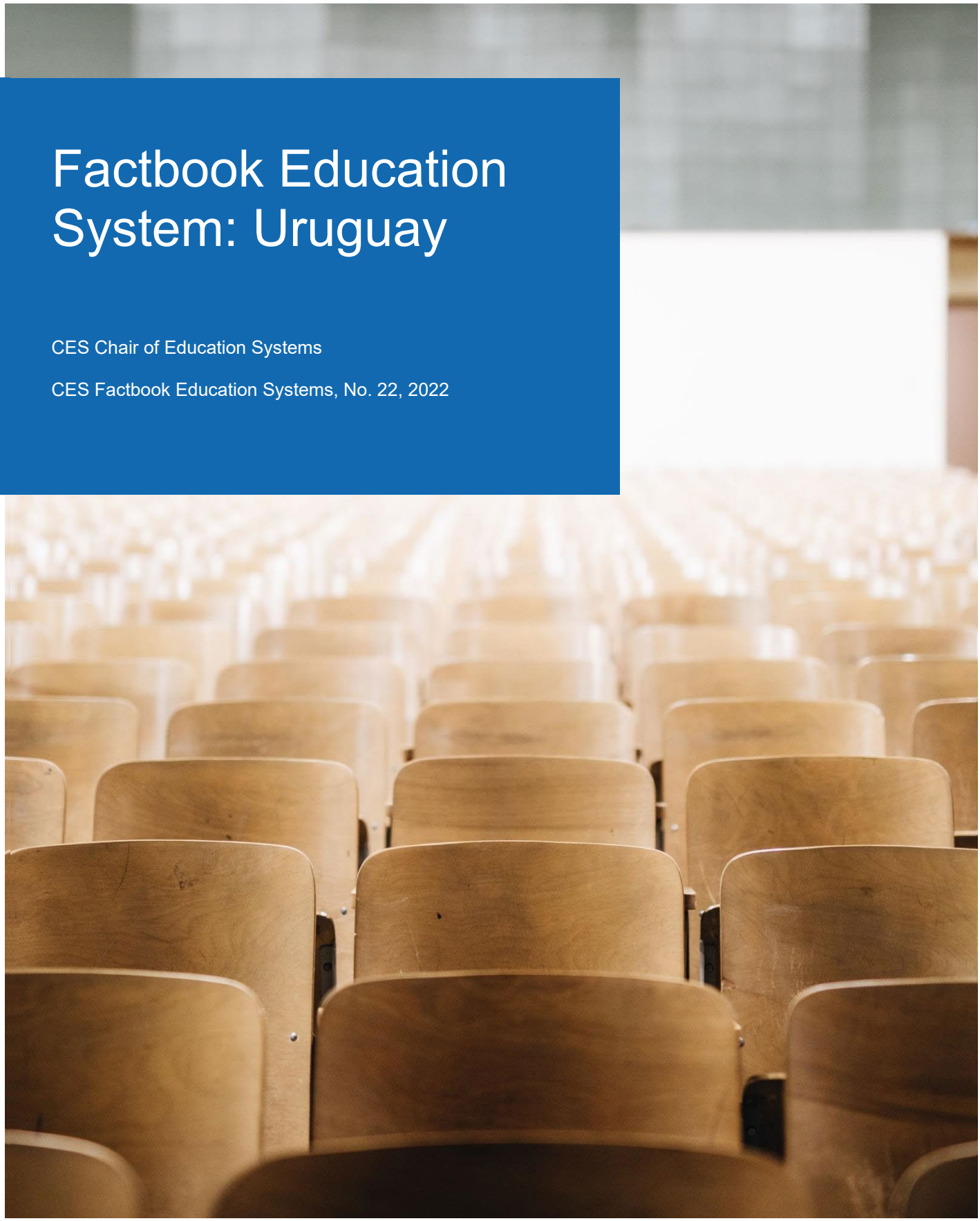
ETH zürich

CHAIR OF EDUCATION SYSTEMS

Factbook Education System: Uruguay

CES Chair of Education Systems

CES Factbook Education Systems, No. 22, 2022



DMTEC

Editing and Acknowledgement

This Factbook was edited by Gaspare Greco. We want to thank Emanuel Nussli for the elaboration of the contents, and Ishita Shreevastava for language editing.

Contents

List of Abbreviations

MEC Ministry of Education and Culture

INAU Institute for Children and Adolescents of Uruguay

ANEP National Administration of Public Education

INEEd National Institute of Education Evaluation

CES Secondary Education Council

CETP Technical and Professional Education Council

IPES Institute for Advanced and Higher Studies

MTSS Ministry of Work and Social Security

CIU Chamber of Industries Uruguay

INEFOP National Institute of Employment and Vocational Training

CUDECOOP Uruguayan Confederation of Cooperative Entities

INET Normal Institute of Technical Education

ATD Technical Teaching Assembly

List of Figures

List of Tables

Foreword

The increasing competitiveness of the world economy as well as the high youth unemployment rates after the worldwide economic crises in 2008/9 have put pressure on countries to upgrade the skills of their workforces. Consequently, vocational education and training (VET) has received growing attention in recent years, especially amongst policy-makers. For example, the European Commission defined common objectives and an action plan for the development of VET systems in European countries in the Bruges Communiqué on Enhanced European Cooperation in Vocational Education and Training for 2011-2020 (European Commission, 2010). In addition, a growing number of US states and other industrialized, transition, and developing countries (for example Hong Kong, Singapore, Chile, Costa Rica, Benin and Nepal) are interested in either implementing VET systems or making their VET system more labour-market oriented.

The appealing outcome of the VET system is that it improves the transition of young people into the labour market by simultaneously providing work experience, remuneration and formal education degrees at the secondary education level. If the VET system is optimally designed, VET providers are in constant dialogue with the demand-side of the labour market, i.e. the companies. This close relationship guarantees that the learned skills are in demand on the labour market. Besides practical skills, VET systems also foster soft-skills such as emotional intelligence, reliability, accuracy, precision, and responsibility, which are important attributes for success in the labour market. Depending on the design and permeability of the education system, VET may also provide access to tertiary level education (according to the ISCED classification): either general education at the tertiary A level or professional education and training (PET) at the tertiary B level. PET provides occupation-specific qualifications that prepare students for highly technical and managerial positions. VET and PET systems are often referred to together as “vocational and professional education training (VPET)” systems.

Few countries have elaborated and efficient VPET systems. Among these is the Swiss VPET system, which is an example of an education system that successfully matches market supply and demand. The Swiss VPET system efficiently introduces adolescents to the labour market, as shown by Switzerland’s 2007-2017 average youth unemployment rate of 8.1 percent compared to 14.8 percent for the OECD average (OECD, 2017).

Though not many countries have VPET systems that are comparable to Switzerland’s in terms of quality, efficiency and permeability, many have education pathways that involve some kind of practical or school-based vocational education. The purpose of the CES Education System Factbook Series[1] is to provide information about the education systems of countries across the world, with a special focus on vocational and professional education and training.

In the CES Factbook Education Systems: Uruguay, we describe Uruguay’s vocational system and discuss the characteristics that are crucial to the functioning of the system. Essential components comprise the regulatory framework and the governance of the VPET system, the involved actors, and their competencies and duties. The Factbook also provides information regarding the financing of the system and describes the process of curriculum development and the involved actors.

The Factbook is structured as follows: First, we provide an overview of Uruguay’s economy, labour market, and political system. The second part is dedicated to the description of the formal education system. The third section explains Uruguay’s vocational education system. The last section offers a perspective on Uruguay’s recent education reforms and challenges to be faced in the future.

[1] From 2013 to 2019, the Factbooks were produced within the framework of the Education Systems research division at the KOF Swiss Economic Institute. From 2020 they will be produced by the Chair of Education Systems (CES) group.

Suggested citation:

CES Chair of Education Systems (2022). Factbook Education Systems: Uruguay. CES Factbook Education Systems, ed. 1. ETH Zurich.

The Education System Factbooks have to be regarded as work in progress. The authors do not claim completeness of the information which has been collected carefully and in all conscience. Any suggestions for improvement are highly welcome!

Contact: factbook@ethz.ch

1 Uruguay's Economy and Political System

Table 1: Key Statistics and Information on Uruguay

Category	Outcome
Population	3`544`000 (2021)
Area	193`356 km^2
Location	South America
Capital City	Montevideo
Government	Republic with two legislative houses
Official Language	Spanish
National Currency	Peso Uruguayo (UYU)

Source: Own table based on **(Encyclopedia Britannica, 2022)**

One of the main purposes of an education system is to provide the future workforce with the skills needed in the labour market. The particularities of a country's economy and labour market are important factors determining the current and future demand for skills. Therefore, these are briefly described in the first chapter of this Factbook. In addition, this chapter provides an overview of Uruguay's political system with an emphasis on the description of the education politics.
Table 1 reports key statistics and information about Uruguay, which are further discussed in this chapter.

1.1 Uruguay's Economy

Uruguay is located on the south-eastern coast of South America where it is locked in by Argentina and Brazil. Uruguay has a gross domestic product (GDP) of US$56`630`000. That amounts to a gross domestic product per capita[2] of US$21`608. This puts Uruguay on 101st rank on the global distribution of GDP and 59th rank on GDP per capita (World Bank, 2020). Uruguay is considered to be a high-income country by World Bank standards since 2012 (World Bank, 2021). The neighbouring countries of Brazil and Argentina measure a lower GDP per capita compared to Uruguay – US$14`063 for Brazil and US$19`691 for Argentina. Uruguay`s annualized growth rate of GDP from 1990 to 2020 was 2.60%. The OECD-average for the annualized growth rate of GDP for the same period of time was 1.20%, which is considerably lower. As a direct comparison, Argentina reached an annualized growth rate for the GDP of 2.20%. Brazil measures an annualized growth rate of GDP for this period as 2.20%[3].

[2] Measured in constant 2017 US$ at purchasing power parity (PPP); see (Measurement, 2005) for more information.
[3] GDP at constant LCU is used to compute these annualized growth rates. See (Measurement, 2005) for more information.

Table 2: Value added and employment by sector (2019)

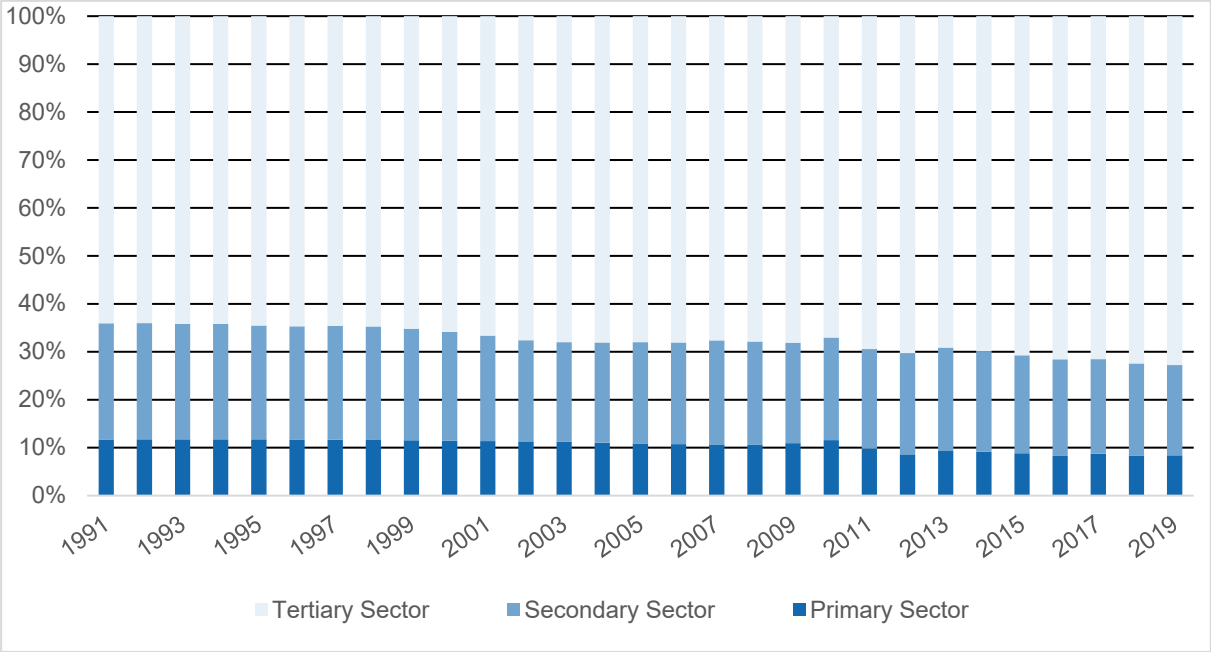
Sector	Uruguay: Value added (%)	EU-28: Value added[4] (%)	Uruguay: Employment (%)	EU-28: Employment (%)
Primary sector	6.5	1.6	8.4	4.1
Agriculture, hunting and forestry, fishing	6.5	1.6	8.4	4.1
Secondary sector	18.8	24.5	18.8	21.6
Manufacturing, mining and quarrying and other industrial activities	NA	18.9	NA	15.6
of which: Manufacturing	10.4	15.6	NA	13.6
Construction	NA	5.6	NA	6.5
Tertiary sector	72.2	73.9	72.8	74.3
Wholesale and retail trade, repairs; hotels and restaurants; transport; information and communication	NA	24.4	NA	28.0
Financial intermediation; real estate, renting & business activities	NA	26.9	NA	16.7
Public administration, defence, education, health, and other service activities	NA	22.0	NA	29.6

Source: own table based on (World Bank, 2020)

Table 2 provides an overview of the value added and share of overall employment by sector for Uruguay and, as a reference, the member states of the European Union (EU-28) in 2019. The tertiary sector is the biggest sector in Uruguay, both in terms of value added and employment: around 73% of the workforce is employed in the tertiary sector and the sector is responsible for 72% of the GDP. The primary sector employs around 8.5% of the workforce while the secondary sector employs around 19% of the workforce. The secondary sector also provides 18.8% of the value added, which lies in correspondence with the share of working population employed in the secondary sector. The value added of the primary sector is smaller compared to the share of working population employed in the primary sector, which is normal as the primary sector is typically less productive compared to the secondary and the tertiary sectors. The main difference to the EU-28 is that the primary sector is still marginally larger in Uruguay, while the tertiary sectors are very comparable. Around 2.5% of the value added in Uruguay cannot be attributed to any sector.

The share of the workforce that is employed in the respective sectors is a key factor of the economic structure. Figure 1 depicts the development of the distribution of the workforce between the three sectors. While the tertiary sector already employed 64% of the workforce in 1990, the sector continued to grow and employed 72.8% of the workforce in 2019. During the same period, the employment in the primary sector shrank considerably from 11.7% to 8.4% and the employment in the secondary sector declined persistently from 24.3% to 18.8%.

Figure 1: Employment by sector (as % of total employment) (1991 – 2019)



Source: own figure based on World Bank (2020)

The Global Competitiveness Index (GCI) measures the competitiveness of an economy based on the set of institutions, policies and factors that determine the level of productivity within the economy. In the 2019 Global Competitiveness Report issued by the World Economic Forum (WEF), Uruguay was ranked 54th out of 141 included countries. Uruguay reaches an incredible 14th rank regarding *ICT Adoption* and a remarkable 40th rank in *Institutions.* In the indicators *Labour Market* (78th), *Market Size* (93rd) and *Business Dynamism* (82nd), Uruguay underperformed in relation to its overall rating (WEF, 2019).

The Global Innovation Index (GII) determines the innovative capability of an economy based on both the input into innovation, such as infrastructure or human capital, as well as the innovative output an economy produces. In 2021, Uruguay was ranked 65th out of 132 countries. Uruguay performs similarly in the input (69th) and output (63rd) dimensions. While *institutions* (44th) and *Infrastructure* (53rd) of the country are rated relatively well, its *Business Sophistication* (81st) and *Market Sophistication* (108th) rankings were far worse in international comparison (62th) (WIPO, 2021).

1.2 The Labour Market

In the first part of this section, we describe the general situation of Uruguay's labour market. In the second part, we focus on the youth labour market in particular.

1.2.1 Overview of the Uruguay Labour Market

As a high-income country in South America with improving economic conditions, Uruguay has seen an increase in employment rates for both men and women since 2004. Further, Uruguay employs a minimum wage policy that was last changed in 2005. The minimum wage corresponds to 10`000 Peso Uruguayo (UYU) per month for full-time employment which is above the poverty line. This entails that Uruguay is situated in the top 28% of countries in regard to minimum wages. Workers have the right to form and join independent trade unions, bargain collectively and conduct strikes. Furthermore, the government successfully punishes violations against civil rights in the labour market. The criminalization of compulsory or forced work was effectively enforced by the government – which however did not impede compulsory labour, mostly by foreign workers in more unregulated industries such as agriculture and construction. Child labour is prohibited and minimum age to work is set as 15 years – which may

be undermined by special work permits for children aged 13-15 years. The enforcement of these policies were not the best (mixed). It was observed to be poor for the informal labour market – which is where the most child labour occurs. Discrimination in the labour market is strictly regulated and prohibited. The enforcement of the same is quite successful due to strict penalties. Most discrimination stems from factors related to sex, race, disability, gender identity, and nationality. For example, conditional on the job-related characteristics, women earned around 25% less than men. Regarding conditions of work, Uruguay manages to enforce the wage law successfully. These laws can however not be enforced for the informal sector, which constitutes 24% of the workforce. The laws regarding working hours define that the workers are not allowed to work more than 8 hours per day and that the weekly working hours do not exceed 44 hours for the industrial sector and 48 hours for the retail sector. Paid annual vacancies are guaranteed and overtime exceeding 50 hours per week is prohibited (U.S Department of State, 2020).

Furthermore, we look at employment protection through the OECD Index of Employment Protection, which is a multidimensional index that quantifies the strictness of Employment Protection legislation (EPL) across countries. It is scaled between zero to six, where zero refers to a low level of EPL, and six to a high level of protection. Uruguay has a value of 1.13 (2019) whereas the average of the OECD countries is 2.06 (2019). More specifically, Argentina received a value of 1.85 (2019) while the last entry for Brazil was 1.53 (2012) (OECD, 2019).

As illustrated in Table 3, Uruguay exhibits a comparable labour force participation rate (LFPR) to the OECD average for all considered age cohorts[5]. The total unemployment rate is above the OECD average. The unemployment rate for the youth is extremely high in Uruguay (33% in 2020), which is a common pattern in a lot of South American countries. Furthermore, the age dependency ratio of the young[6] was 31.5% in 2020 for Uruguay while this ratio was considerably lower across the OECD (average) with the value being 27.4%. Brazil`s age dependency ratio was lower with the value 29.7% (2020) while for Argentina it much higher with the value of 38.1% (2020). Combined with the high unemployment rate for the youth, there are a lot of unemployed young people (World Bank, 2020). There is unfortunately no public information on the labour participation rate and the unemployment rate for the age brackets 25 – 54 years and 55 – 64 years.

Table 3: Labour force participation rate and unemployment rate by age (2019)

	Labour-force participation rate		Unemployment rate	
Age group	Uruguay	OECD average	Uruguay	OECD average
Total (15–64 years)	70.0	71.5	10	7.3
Youth (15–24 years)	42.0	45.9	33	15.0
Adults (25–54 years)	NA	81.6	NA	6.5
Adults (55–64 years)	NA	63.7	NA	5.2

Source: Own table based on OECD (2019) and World Bank (2019).

Table 4 shows the LPFR, the unemployment rate of Uruguay and the OECD average grouped by educational attainment in 2019. The LFPR in Uruguay is similar to the OECD average for people with tertiary education but substantially higher for people with upper secondary education or less than upper secondary education. The unemployment rate is the same compared to the OECD average for the lowest education attainment and lower for the upper secondary education as well as for the tertiary education. 91.3% (2019) of people aged 25 years or older have at least attained primary education while only 31.5% have attained at least upper secondary education. Only 11.8% (2019) reached a Bachelor`s degree. This entails that the unemployment rate of 10.6% is to be interpreted more drastically as it reflects the unemployment rate for a large part of the population. The low unemployment rate for people

[5] The data stems from the modelled ILO estimates.

[6] Number of people aged 15 and younger in relation to working population (e.g. people in workforce aged 15 – 64) (World Bank, 2020).

with a tertiary degree is observed as only a very small part of the population belongs to this category (11.8%). In comparison, 16.5% (2018) of the population have attained at least a Bachelor`s degree in Brazil[7]. 47.4% (2018) have attained at least upper secondary education in Brazil while 80.3% (2018) have attained at least primary education. Hence, the attainment of primary education seems to work rightly in Uruguay while Brazil reigns superiority in regard to attainment of upper secondary and tertiary education (World Bank, 2020).

Table 4: Labour force participation rate and unemployment rate by educational attainment (2019) (% of total working population)

	Labour force participation rate		Unemployment rate	
Education level	Uruguay	OECD average	Uruguay	OECD average
Less than upper secondary education	62.3	44.1	10.6	10.6
Upper secondary education	76.1	62.0	6.3	8.5
Tertiary education	82.2	76.7	3.0	6.1

Source: Own table based on World Bank (2019)

1.2.2 The KOF Youth Labour Market Index

The KOF Swiss Economic Institute developed the KOF Youth Labour Market Index (KOF YLMI) to compare the youth labour market situation across countries (Renold et al., 2014). The foundation for this index is the critique that a single indicator, such as the widely used youth unemployment rate, does not suffice to describe the youth labour market situation adequately nor provide enough information for a comprehensive cross-country analysis. To increase the amount of information considered and to foster a multi-dimensional view, the KOF YLMI consider twelve indicators that are grouped into four dimensions (see the information box at the end of Chapter 1.2.2).

Dimensions and corresponding indicators of the KOF YLMI
Activity State - Unemployment Rate - Relaxed Unemployment Rate - Neither in Employment, nor in Education or Training (NEET) Rate
Working Conditions - Temporary Worker Rate - Involuntary Part-time Worker Rate - Atypical Working Hours Rate - In-work At-Risk-of-Poverty Rate - Vulnerable Employment Rate
Education - Formal Education and Training Rate - Skills Mismatch Rate
Transition Smoothness - Relative Unemployment Ratio - Long-term Unemployment Rate
Source: Renold et al. (2014).

The first dimension is the **Activity State**. It contains three indicators, and captures to what extent the youth are active. Youth refers to all individuals aged 15-24. The indicators are the Unemployment Rate, the Relaxed Unemployment Rate and the NEET Rate. The **Working Conditions** dimension consists of five indicators that capture the quality of employment. Those are the Temporary Worker Rate, the Involuntary Part-time Worker Rate, the Atypical Working Hours Rate, the In-work At-risk-of-Poverty Rate and the Vulnerable Employment Rate. **Education**, the third dimension, aims to capture the quantity and quality of education and training via two indicators: The Formal Education and Training Rate and the Skills Mismatch Rate. Finally, the **Transition Smoothness** dimension describes the dynamics of the transition process between school and work. The indicators Relative Unemployment Ratio and Long-Term Unemployment Rate compose this dimension.

Before aggregating the indicators into a single index, each indicator value is rescaled into an indicator score that takes values between 1 and 7, where higher scores suggest more desirable outcomes. The data for the indicators is collected from different international institutions and cover up to 178 countries from 1991 onward. Unfortunately, data are not available for all countries every year, so one of the major limitations of the KOF YLMI is data availability. When data is lacking, a dimension can occasionally be

[7] There is no data available for Argentina on this matter.

based on a single indicator or must be omitted entirely when no indicator for that category has data available. A lack of indicators can make comparisons across countries or groups of countries problematic and sometimes even impossible.

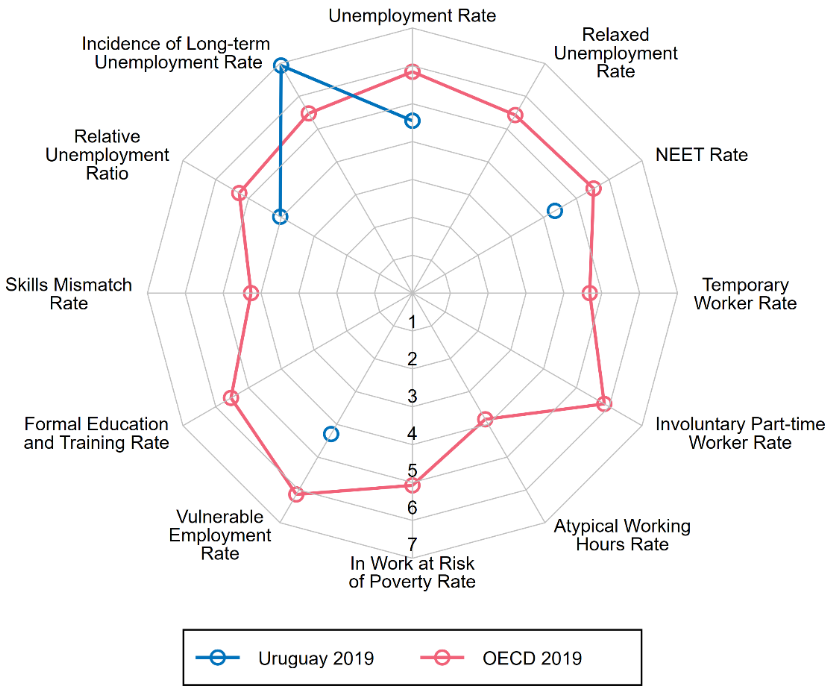
1.2.3 The KOF YLMI for Uruguay

For Uruguay, only the following indicators of the KOF YLMI are observed: *Unemployment rate, NEET rate, vulnerable employment rate, relative unemployment ratio,* and *incidence of long-term unemployment rate.* The expressiveness of the KOF YLMI for Uruguay is thus limited. Figure 2 illustrates the observed indicators of Uruguay compared to those of the OECD economies in 2019.

While the *incidence of long-term unemployment* rate in Uruguay is slightly better compared to the OECD; the *relative unemployment ratio,* the *NEET rate* and the *unemployment rate* are slightly worse. *The vulnerable employment rate* in Uruguay lags significantly behind the OECD rate.

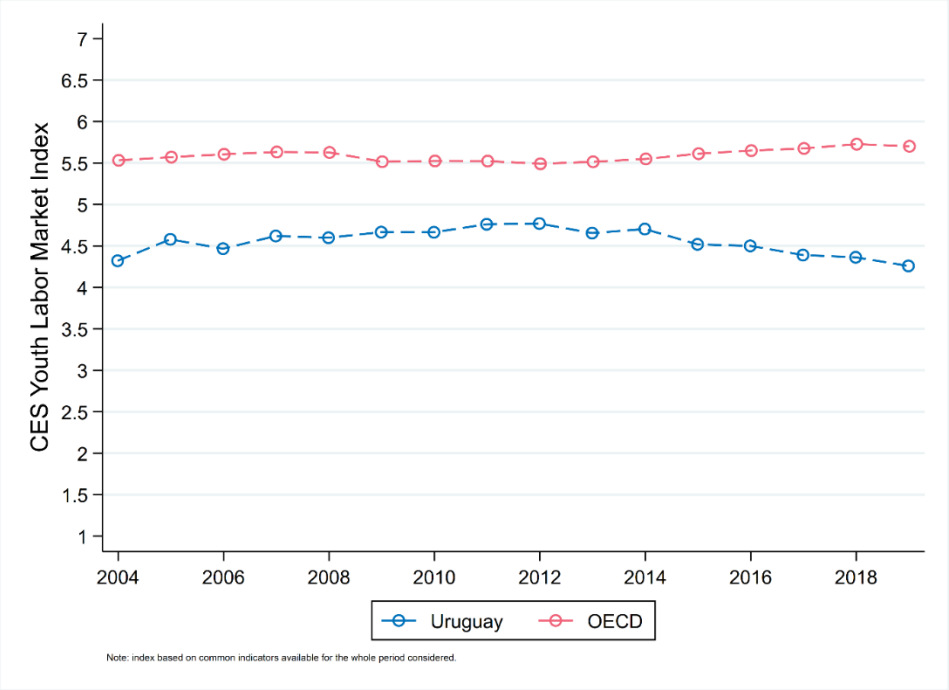
Figure 3 shows the development of the KOF YLMI in Uruguay and the OECD since 2004. It is important to note that only the indicators that are observed for both Uruguay and the OECD are considered. The KOF YLMI of the OECD was consistently above the level of Uruguay, indicating a better situation in the youth labour market. The development since 2002 has been slightly positive for the OECD while it seems to be stagnating for Uruguay.

Figure 2: KOF YLMI Spiderweb for Uruguay and OECD (2019)



Source: KOF (2019)

Figure 3: Development of Limited KOF YLMI since 2004



Source: KOF **(2019)**

1.3 Uruguay's Political System

Understanding the basics of a country's political system and getting to know the political goals with respect to its education system are crucial points for the understanding of the education system in a broader sense. Therefore, in Section 1.3.1, we start by presenting Uruguay's political system in general. Then, in Section 1.3.2, we focus on the politics and goals of the education system.

1.3.1 Overview of the Uruguay Political System

Uruguay gained its independence from Brazil and Argentina in 1828 after being claimed by Argentina and annexed by Brazil. From 1864 – 1870, Uruguay was involved in the Paraguayan war where Paraguay fought against the alliance of Argentina, the Brazilian Empire and Uruguay. Uruguay suffered a loss of 5000 soldiers. The outcome of the war allowed the Colorado party to be in-charge of Uruguay. With the election of President Jose Battle in the early 20th century (1903), Uruguay established a statist political landscape. Up until the Great Depression, Uruguay was a country with a growing economy and political stability. Political turmoil because of economic despair led to overthrowing of the General Assembly and ended in the establishment of a new constitution in 1934. Uruguay was once again hit hard by economic circumstances in the late 1950`s as demand for their agricultural products rapidly decreased, which led to rebellions and labour strikes. This resulted in the formation of the Tupamaros, which was an armed grouping that eventually tried to overthrow the government. In 1968, the president in charge, Jorge Pacheco declared a state of emergency in Uruguay due to an outbreak of immense political instability. Four years later in 1972, the president Juan Bordaberry withdrew the operational Parliament and installed a military regime. The constitutional rights such as freedom of speech and freedom of media were heavily restricted during the period of the military regime in Uruguay. In 1984, the military announced a plan to reinstall civilian rule, which was introduced through a national election in 1984. The elections were won by the Colorado Party. As a result, political as well as economic stability started developing. Uruguay has been a democracy since 1984 (Robbins, 2019).

Uruguay is a presidential republic. Operating under the 1966 constitution, the president serves as the head of state and is elected by a popular majority voting system for a five-year term. Together with the president and the vice president, a council of ministers hold executive power. Immediate re-election is

not permitted for the president and the vice-president. Members elected by direct popular voting system for five-year terms are the Senate (31 members) and the Chamber of Representatives (99 members), which constitute the legislative branch of the government. The Senate can initiate laws while it is the responsibility of the Chamber of Representatives to accuse violations of the constitution by any member of the government. The judicial branch on the other side is headed by the supreme court, which is made up of 5 justices who are elected by the General Assembly for a 10-year term (Encyclopedia Britannica, 2022).

The elections in Uruguay are considered fair. Since 1918, voting has been obligatory. There are two principal parties: The Colorado Party (liberal base) and the Blanco Party (conservative). There is the leftist Frente Amplio also. In the Economist Democracy Index, Uruguay ranked 13th out of 167 included countries and is further classified as a full democracy. Uruguay is the sole country in South America classified as a full democracy (Economist, 2021).

Table 5 depicts the Worldwide Governance Indicators (WGI) issued by the World Bank which measures six dimensions of governance and assign a value between -2.5 (bad governance) and 2.5 (good governance) to each of these dimensions. Remarkably, Uruguay has had considerable improvements along all dimensions from 2010 to 2020. Overall, Uruguay scored remarkably well with the lowest percentile rank in 2020 being 72.6 for *Regulatory Quality.* The percentage rank of 93.7 for *Voice and Accountability* in 2020 further supports the Economist Democracy Index. The percentage rank of 89.4 for *Control of Corruption* in 2020 is an additional testimony for the machinery of the Uruguayan democracy (Transparency International, 2021).

Table 5: Worldwide Governance Indicators (WGI) for Uruguay, 2010 and 2020

	2010		2020	
Worldwide Governance Indicators (WGI)	Estimate	Percentile Rank	Estimate	Percentile Rank
Voice and Accountability	1.1	87.2	1.3	93.7
Political Stability and Absence of Violence/Terrorism	0.8	74.9	1.1	87.7
Government Effectiveness	0.6	70.8	0.8	75.0
Regulatory Quality	0.4	63.6	0.6	72.6
Rule of Law	0.7	71.1	0.7	74.0
Control of Corruption	1.3	86.2	1.4	89.4

Source: Own table based on World Bank (2021c)

1.3.2 Politics and Goals of the Education System

The provision of education in Uruguay is, at all levels, firmly centralized and administrated by mainly three agencies: the Ministry of Education and Culture, the National Administration of Public Education, and the Coordinating Commission of the National System of Public Education. More specifically, the Ministry of Education and Culture (MEC) is responsible for the development of the general principles of education in Uruguay as well as for the coordination and articulation of educational policies. The National Administration of Public Education, which is a part of the Coordinating Commission of the National System of Public Education, oversees concretely planning, managing, and administrating the public education system from the initial level up the tertiary teacher training. Lastly, the Coordinating Commission of the National System of Public Education plays an advisory role in determining the general direction of the education policy of Uruguay through program evaluation and promoting agreements (UNESCO, 2011).

The goals of Uruguayan education system are (1) to promote democratic values such as justice, freedom, social inclusion and related concepts; (2) to aid the development of thoughtful, autonomous and non-discriminatory citizens, (3) to promote a national identity, (4) to promote fruitful conflict management, and lastly (5) to integrate work into the educational process (Constitution of Republic of Uruguay, 1985). As a consequence of free and compulsory public education, the literacy rate of Uruguay is very high (98.8% in 2019) which is comparable to the high literacy rate of Argentina (99% in 2018) , but significantly higher than the literacy rate of Brazil (93.2% in 2018) (World Bank, 2020). However, a general weakness in the education system of Uruguay is the lack of educational inclusion of children from low socio-economic backgrounds[8]. There have been attempts at improving this issue by waiving off the private schools' tuition fee for children from low socio-economic backgrounds (OECD, 2016).

2. Formal System of Education

The constitution of the Oriental Republic of Uruguay from 1967 determines that primary education, which spans until the 12th grade, is compulsory. Furthermore, it is set forth that primary, secondary, higher, industrial, artistic and physical education are officially provided and that they are – in principle – free for citizens of Uruguay (Constitution of Republic of Uruguay, 1985). More specifically, the provision of education in Uruguay is, at all levels, firmly centralized and administrated by mainly three agencies being the Ministry of Education and Culture, the National Administration of Public Education, and the Coordinating Commission of the National System of Public Education. The Ministry of Education and Culture (MEC) is responsible for the development of the general principles of education in Uruguay as well as for the coordination and articulation of educational policies. The National Administration of Public Education, which is part of the Coordinating Commission of the National System of Public Education, on the other hand is in charge of concretely planning, managing, and administrating of the public education system from the initial level up the tertiary teacher training. Lastly, the Coordinating Commission of the National System of Public Education plays an advisory role in determining the general direction of the education policy of Uruguay through program evaluation and promoting agreements (UNESCO, 2011).

Uruguay`s curriculum can be structured into pre-primary education, primary education, secondary education and higher education. Pre-primary education is split into early childhood education and initial education where the early childhood education is offered for children aged 0 – 3 years and is (generally) organised by private organizations. The initial education is aimed at children aged 3 – 5 years and is compulsory for children aged 4 and older. Primary education, also free and compulsory, is offered to children from the age of 6 and spans 6 grades. There is a special curriculum for children with special educational needs[9]. Secondary education is grouped into two parts – both being compulsory. The first part is for children aged 12 – 14 and is offered in two modes (general and technological). Having completed the basic cycle, students can choose whether they want to complete the second cycle in the general or the technological mode (both modes qualify for access to tertiary education)[10]. Additionally, there is an option of transitioning to professional and technological education (VET program) from the age of 15 onwards. Lastly, higher education is offered through teacher training institutes, the national university (University of the Republic) as well as private universities. Teacher training for all levels usually lasts 4 years while Bachelor`s degrees last (on average) for 4 to 5 years. Master`s degrees take another 2 to 2.5 years while PhD programs take at least 3 years (UNESCO, 2011).

[8] Excluding primary education. For more, see Chapter 2.

[9] More specifically, there are separate schools for children with physical and mental disabilities, children with visual and hearing impairments and children with behavioural difficulties (OECD, 2016).

[10] The technological mode offers more subjects taught hours in STEM (Science, Technology, Engineering and Mathematics). Students take 2 hours per week in a subject computing for example, which is not offered at all in the basic track (UNESCO, 2011).

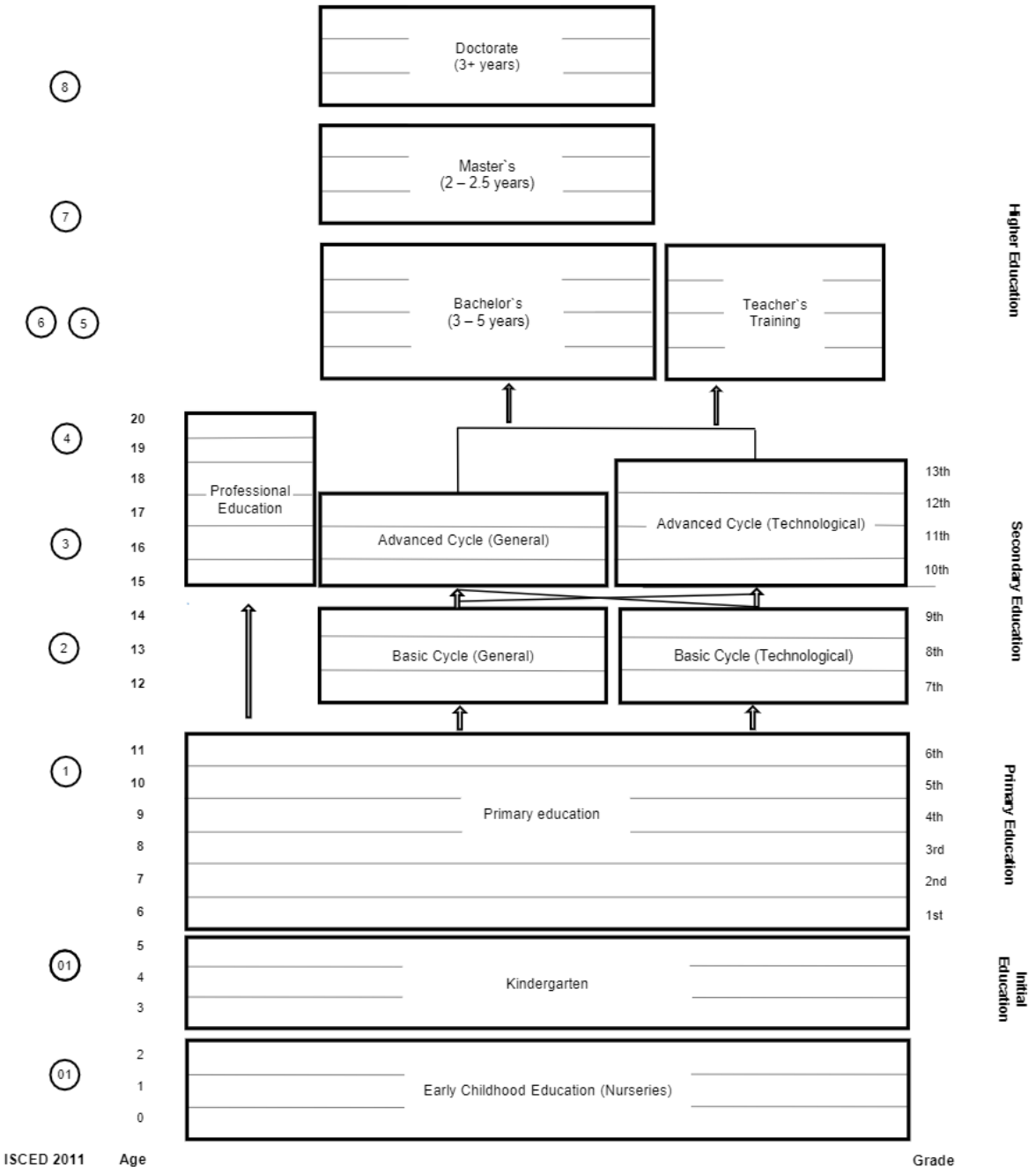
Table 6 presents Uruguay`s **gross enrolment rate (GER)**[11] and the **net enrolment rate (NER)**[12] by educational level. The NER quantifies the total number of students in the theoretical age group for a specific educational level. The total number enrolled at that level is expressed as a percentage of the total population of that age group. The GER quantifies the number of students enrolled at a specific educational level — irrespective of age — as a percentage of the official school-age population that corresponds to the same level of education. For example, for the primary educational level, the NER indicates how many students at the typical primary school age are enrolled in primary school, while the GER places the actual number of students in primary education—irrespective of age—in relation to those who are in the official age range to receive primary education.[13]

[11] The UNESCO Institute for Statistics (2021a) defines the GER as the 'number of students enrolled in a given level of education, regardless of age, expressed as a percentage of the official school-age population corresponding to the same level of education'.

[12] The UNESCO Institute for Statistics (2021b) defines the NER as the 'total number of students in the theoretical age group for a given level of education enrolled in that level, expressed as a percentage of the total population in that age group'.

[13] A GER of 100 corresponds to a situation in which each child in a specific country is enrolled in the corresponding educational level. A value above 100 could occur due to students who are older than the typical enrolment age for primary education (e.g., repeated grades or adult learners). A value below 100 implies that not everyone who is in the typical age for primary education is actually enrolled.

Figure 4: Map of Uruguay`s Educational System



Source: Own figure based on (UNESCO, 2011) and (OECD, 2016)

Table 6: Net enrolment rate (NER) and gross enrolment rate (GER) (2019)

Education level	ISCED 2011	Net Enrolment Rate	Gross Enrolment Rate
Pre-primary education total	0	95.9	95.9
Pre-primary education female	0	99.5	99.5
Pre-primary education male	0	92.4	92.4
Primary education total	1	99.4	104.31
Primary education female	1	99.8	104.02
Primary education male	1	98.9	104.58
Secondary education total	2, 3	90.2	123
Secondary education female	2, 3	92.8	129.67
Secondary education male	2, 3	87.7	116.62
Tertiary education total	5–8	NA	102.6
Tertiary education female	5–8	NA	129.6
Tertiary education male	5–8	NA	76.6

Source: Own table based on (UNESCO, 2019)

We observe high NER all throughout primary education. With respect to pre-primary education, the NER in Brazil is 86.8% (2019), which is almost 10% less compared to Uruguay. The NER in Brazil for primary education is comparable to the NER for Uruguay (96% in 2019 for Brazil). The enrolment rates of Argentina (both NER and GER) are very comparable to Uruguay – with a substantial difference in pre-primary education where Argentina reaches a NER of 77.8% (2019), which is much lower than in Uruguay. Further, it is worth noting that the GER for secondary education in Uruguay is very high. This is directly related to the low completion rates in secondary education – Uruguay reaches completion rate which is much lower than the rate of the neighbouring countries. Uruguay has attained a secondary education completion rate of 29.7% (2010). Compared to the OECD average (75% in 2014), this is incredibly low. Further, a large number of children have to repeat grades in Uruguay. 37.9% of students aged 15 have repeated at least once (2013), which is higher than in any OECD country. However, these repetition rates have been decreasing steadily (National Institute of Education Evaluation Uruguay INEEd, 2015) (OECD, 2016).

Education is generally provided by public schools in Uruguay. Considering all pre-tertiary levels, 86% of students attend public schools while only 14% attend private schools. These schools are not funded by the state of Uruguay – apart from Childcare and Family Centres that provide pre-primary education as described in Pre-Primary Education.

2.1 Pre-Primary Education

Pre-primary education in Uruguay consists of six years of schooling. It is divided into early childhood education (0 – 3 years of age) and initial education (3 – 5 years of age), which corresponds to kindergarten. According to the Education Law (2008), the Institute for Children and Adolescents of Uruguay (INAU), the National Administration of Public Education (ANEP) and the Ministry of Education and Culture (MEC) are responsible for the pre-primary education. The early childhood education is mostly provided through private centres of early education that are authorized by the MEC.

Primary education in Uruguay is compulsory for children aged 4 and older. According to UNESCO, in 2019, the GER for pre-primary education in Uruguay was 95.9%. The GER for girls in Uruguay was 99.5% that year, indicating that the enrolment rate for females in pre-primary education is substantially higher than for males[14]. The GER for pre-primary education has been subject to steady growth – the

[14] The NER regarding pre-primary education in Uruguay were equivalent to the GER.

GER in 2011 was 89.1% and has increased ever since. Considering that pre-primary education is mostly free and compulsory, this fits the expectations (UNESCO, 2011). As a result of compulsory education for children aged 4 years and older, the enrolment rates for children aged 4 and older is very high as seen in Table 5. For children aged 3, the enrolment rate is much lower(64 in 2012). Most importantly, the enrolment rates for children aged 3 differ largely with the socio-economic status of the children`s parents. For the age group of 3 years, children of parents in the top income quartile reach enrolment rates of 93 (2012) while children from the lowest income quartile reach enrolment rates of 49 (2012) [15] (National Institute of Education Evaluation Uruguay INEEd, 2015).

The current curriculum for pre-primary education in Uruguay was developed in 2006. The curriculum is competence oriented as the focus lies on establishing competences that can be transferred easily and applied to unknown scenarios. The competences can be categorized into *(i)* conceptual competencies *(ii)* procedural competencies and lastly *(ii)* attitudinal competencies (General Education Law Uruguay, 2008).

2.2 Primary Education

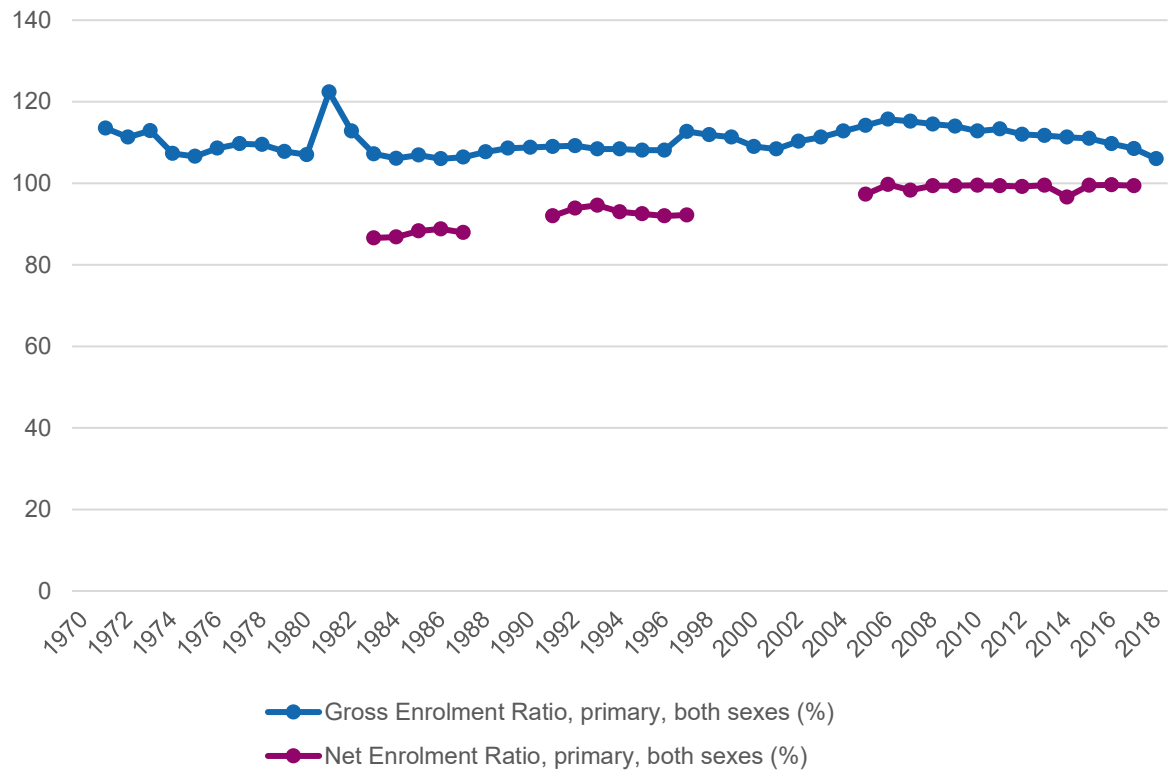
Primary education in Uruguay consists of six years of schooling and is set out for children from the age of 6 years. The primary education is administrated by the Pre-Primary and Primary Council. Within this Council, there is the operative Technical Inspection, which is organized as subject-specific and area-specific inspectors. This implies that the Pre-Primary and Primary Council is a national institution, which is refined into specific areas to satisfy regional needs (OECD, 2016).

Primary education is provided in two modes where the general mode is designed for majority of children and the special mode targets children with special educational needs[16]. The curriculum determines a school day of four hours, which including breaks of half an hour, which amounts to 17.5 hours of school per week. The school year covers 180 days. There are full-time schools where a school day lasts 7.5 hours. These full-time schools are rare as they cover less than 10% of enrolment. Primary school is part of the basic education and hence compulsory and free in the public sector (UNESCO, 2011). The NER for primary education in Uruguay was 99.4% in 2019, and the GER was 104.31%. These rates have been stable over the last decade, with the NER hovering around 99% since 2011. The GER however has decreased steadily since 2011, going from 113.25% to 104.31% (2019). This implies that there are less children enrolled in primary school that are older than the typical enrolment age compared to 2011, which is a positive development. Issues of repetition and low completion rates are smaller in relation to secondary education in Uruguay, yet 21.6% (2013) of children repeated at least one year in primary school. When comparing the repetition rate in primary school over the period from 2002 to 2013, the rate has almost halved (National Institute of Education Evaluation Uruguay INEEd, 2015).

[15] We refer to the NER in this section.

[16] More specifically, there are separate schools for children with physical and mental disabilities, children with visual and hearing impairments and children with behavioural difficulties (OECD, 2016).

Figure 5: Net enrolment rate (NER) and gross enrolment rate (GER) for primary education in Uruguay



Source: Own figure based on (World Bank, 2020)

Figure 5 illustrates the NER and GER for primary education from 1970 to 2019. Due to a lack of data, the figure has gaps, mainly for the NER. We observe a relatively stable GER while there appears to be a structural break in the series in the year 2006. Ever since, declining values of GER for Uruguay have been recorded. This might be due to the increased efforts to reduce repetitions which in turn reduces the share of children in primary school older than the nominal age for children in primary school (National Institute of Education Evaluation Uruguay INEEd, 2015). The NER has been high throughout the period of analysis and the convergence to universal primary education is neatly visible from the years following 2005 as the NER seems to be converging to 100.

Lastly, the goal of primary education in Uruguay is to provide basic knowledge , communication skills and reasoning skills that is required to be a part of Uruguay`s society (General Education Law Uruguay, 2008).

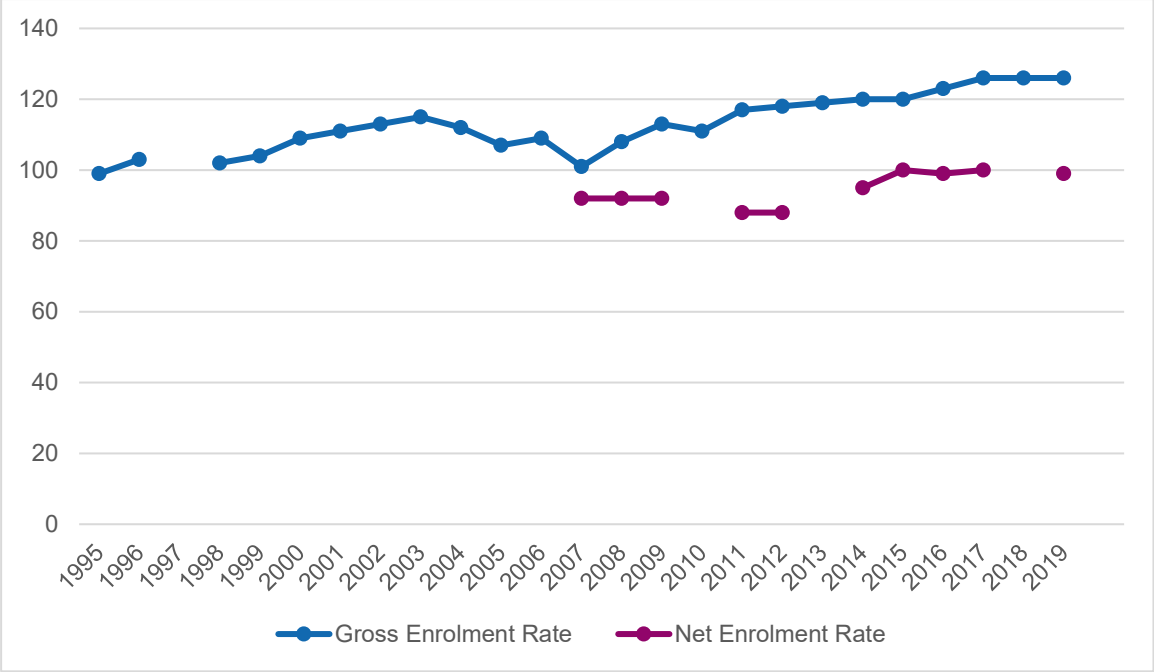
2.3 Lower and Higher Secondary Education

Upper secondary education in Uruguay consists of six years of schooling and is set out for children from the age of 12 years. It is split into two cycles: the first cycle for children aged 12 – 14 years (basic cycle) while the upper cycle is offered for the age group 15 – 17 years. Both cycles are mandatory and is provided by the state of Uruguay in two modalities: general and technological with the provision to switch from one modality to the other when going from the basic cycle to the upper cycle[17]. This entails that both the basic and the upper cycles are offered in both the general and the technological modality. The

[17] The share of lower secondary education offered by private institutions is small (15% in 2013) but varies largely from urban to rural areas. In Montevideo, the share of private lower secondary education institutions reached 50% (2013) for example (OECD, 2016).

technological modality offers more subjects and hours for STEM (Science, Technology, Engineering and Mathematics). For example, students take 2 hours per week in a subject computing which is not offered at all in the basic track (UNESCO, 2011). The switch from the basic cycle to the upper cycle is conditional on successful completion of the basic cycle. Furthermore, there is the option of technical and professional education for children aged 15 years and older, which is oriented towards learning a job – the goal is to provide an initial qualification for students who prioritize entering the job market. More specifically, this path consists of 2 years of technical training and one year of general education and leads to the professional baccalaureate. In 2013, only 10% of students attended the professional education track (OECD , 2016). The secondary education is administered by the Secondary Education Council (CES), while the branch of technical and professional education is governed by the Technical and Professional Education Council (CETP). Both operate on the national level (OECD , 2016).

Figure 6: Net enrolment rate (NER) and gross enrolment rate (GER) for lower secondary education in Uruguay (%)



Source: Own figure based on (World Bank, 2020)

Figure 6 illustrates the NER and GER for secondary education from 1970 to 2019. Due to a lack of data, the figure has large gaps, mainly for the NER. As previously discussed under Chapter 2, we see very high values of GER for Uruguay. Ever since 1996, these values have been above 100 and continue to rise. This is more specifically linked to the underperformance of students in secondary school, which results in students having repeat classes. This is linked to the funding of primary schools and the teaching workforce. The underperforming is manifested in the low PISA scores of Uruguay's secondary education students – 55.8% (2012) of students showed low levels of mathematical knowledge, which is much higher than the OECD average (23.0% in 2012) (OECD, 2016). The NER has been increasing steadily. However, judging the development prior to 2007 is impossible due to missing data. However, the enrolment rate is much higher for the lower secondary education (75%) (basic cycle) when compared to the higher secondary education cycle (upper cycle) (43%). The lower level of education attainment (in relation to primary education) is attributed to inadequate infrastructure, limited equipment and a shortage of qualified teachers. Furthermore, there is no programme for children with special needs (in comparison to primary education), which results in inadequate resources for students with special needs.

The first (basic) cycle of secondary education is meant to teach and develop acquired knowledge and skills. Theoretically, it aims at promoting knowledge (practical and theoretical) in the disciplines of arts, humanities, science and technology. The professional and technological education, which can be

entered without successfully finishing the basic cycle, aims at teaching the skills required to work for a basic or advanced job in a technical or technological industry. Lastly, the upper cycle promises to provide the students with a deepened understanding of the knowledge acquired in the basic cycle that allows students to either enter the labour market or pursue tertiary education (General Education Law Uruguay, 2008) (OECD, 2016).

2.4 Postsecondary and Higher Education

The completion of the upper cycle of secondary education permits the entrance to universities where degrees of tertiary education can be attained. The students can obtain different degrees ranging in duration and difficulty. There is the possibility to obtain an associate degree, which is similar to an undergraduate degree in the USA and is typically awarded after 2 – 4 years of studying. These degrees are typically offered for subjects such as business, engineering and health professions. Additionally, there is an option of obtaining a *licenciatura*, which takes longer (minimum of 4 years) and is typically offered in disciplines such as medicine, law, psychology and architecture. Furthermore, students in Uruguay can opt to acquire higher education by studying for a master`s degree. The requirement for the masters is the *licenciatura.* The master`s degree takes an additional 2 years. Lastly, there is the option of doing a doctorate, which offers research-oriented programs that take a minimum of 3 years to complete (OECD, 2016).

Even though tertiary education is free in Uruguay, there are hurdles for parts of the population to obtain a degree of tertiary education. This is mostly due to the fact that the only public university is located in Montevideo, which poses large problems to the rural population. Also, due to the long duration of the degrees, studying is not an option for a part of the population for monetary reasons. There are unfortunately no net enrolment rates for tertiary education in Uruguay, but the GER in Uruguay was 102.6. This is higher than the average across the OECD (76.9). This comparison is not taken into consideration due to the construction of the GER as discussed in Formal System of Education (UNESCO, 2019).

Lastly, there is the non-university tertiary education which aims at deepening the previously gained knowledge in a specific discipline. There are various, mostly private institutions that offer such degrees (Live in Uruguay, 2022).

2.5 Continuing Education (Adult Education)

In 2005, the MEC determined that education in Uruguay must be promoted throughout life for the entire country. In an effort to realize this goal, continuing education planning was incorporated into the MEC to organize non-formal and adult education (Ministry of Education, 2006). As a result, many adult education programs have emerged as a collaboration by the MEC and further public institutions. However, despite the aspirations and the offered programs, the participation in these programs has not been large as hoped ex ante (Education for Everyone, 2022).

2.6 Teacher Education

Completion of secondary education is the requirement for entering teacher training in Uruguay[18]. Teacher training is fragmented along the dimensions of compulsory education in Uruguay: education for pre-primary and primary school teachers, education for secondary school teachers and education for teachers of professional and technical schools. There are multiple institutions that offer the education

[18] Entrance exams are solely held for aspiring of English, Italian, Portuguese and Music (General Education Law Uruguay, 2008).

for pre-primary and primary teachers as well as secondary teachers. The education of teachers for professional and technical schools takes place at the Institute for Advanced and Higher Studies (IPES) (OECD , 2016). The training for pre-primary, primary and secondary teachers takes 4 years and a total of around 4000 hours of schooling. The program for professional and technical teachers takes 4 years as well but only 3600 hours of schooling.

The trajectories of teacher training graduates from 1995 – 2013 postulate a shortage of educated teachers for both the primary education as well as the secondary education (OECD , 2016). However, the student-to-teacher ratio in Uruguay is the lowest in South America. In primary school, Uruguay reaches a student-to-teacher ratio of 11 (2017) while the OECD averages at 15.3 (2017). In secondary school, Uruguay`s last known student-to-teacher ratio was 14.6 (2000) while the OECD average was 14.2 (2000) (World Bank, 2020). In an effort to correct the shrinking number of graduating teachers, Uruguay introduced a scholarship for completion of teacher training courses for primary and secondary schools. Another pressing issue concerning teacher education is the missing diversification of job-specific skills at the IPES, the institution where teachers for professional and technical education are taught (OECD , 2016).

3. The System of Vocational and Professional Education and Training

This section of the Factbook describes the VET system at the upper secondary level and the PET at the tertiary level in more detail. Thereby, the term vocational and professional education and training (VPET) refers to both, the VET and the PET system.

3.1 Vocational Education and Training (VET; Upper Secondary Education Level)

Within upper secondary education, students can enrol to a total of 7 vocational education programs. For students aged 15 years and older that have successfully completed the basic cycle of secondary education as described in chapter 2, there are 4 options if they aim to complete a vocational program at the upper secondary education level. First, there is the possibility of attending the technological middle education, which takes 3 years to complete with each week of education comprising of 36 – 42 hours. Students can choose from a range of orientations such as administration, graphic arts, construction, electromechanics, chemistry, tourism and much more (23 general orientations in total)[19]. The curriculum is designed such that students attend general subjects common to all orientations (Mathematics, Language and further subjects) , orientation-specific courses as well as courses in laboratories or workshops that teach students the basics of jobs related to their specific orientation[20]. The graduates are assumed to be in possession of skills that enable them to work in their specific orientation, to be able to plan and execute processes and lastly be gifted with the ability to work in teams. The programs reward students with a certificate of technical assistant in their subject and further a diploma of the technological middle education that allows for entrance to tertiary education. Hence, they can choose whether they want to enter the labour market using their certificate of technical assistant or whether they

[19] See (ANEP, 2022) for an exhaustive list of orientations.
[20] Two years out of the three are spent towards technical training while one year is geared towards general education (OECD, 2016).

want to continue and obtain tertiary education (ANEP, 2022). The enrolment rate for this program within upper secondary education in 2013 was 15.1%, which is only a small percentage compared to the enrolment rate of general (academic) upper secondary education in Uruguay, which was 75.0% (2013). The program is administrated by the ANEP (OECD, 2016). This vocational education is well structured and comparable to the VET in Switzerland, where general education and professional education are combined in one degree. Further, it is notable that the completion of the technological middle education of Uruguay directly admits students to enter tertiary education, which is a bonus. The layout of the program however does not match students with employers, meaning that there is no on-the-job education as in Switzerland, which can be considered to be a downside of the program (ANEP, 2022).

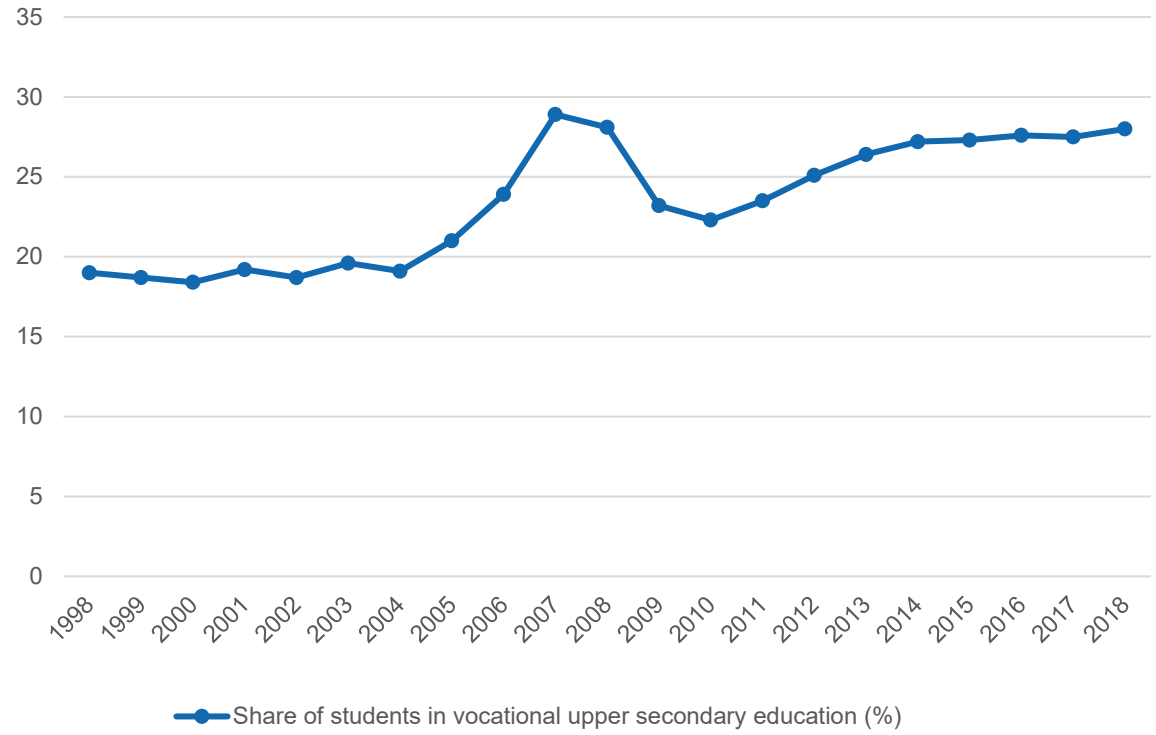
Secondly, for students aged 15 years and older who have completed the basic cycle of secondary education (lower secondary education), there is the option of attending either the Figari high school (Bachillerato Figari) or a technical course geared towards clothing (Curso Técnico Vestimanta). The Figari high school takes 3 years to complete with 34 – 39 hours per week and offers education geared towards jobs in arts and crafts. On one hand, there are courses specific to the respective orientation: ceramics, drawing , painting and more (5 in total). On the other hand, there are also courses in general: arts and crafts education as well as general education. The graduates are awarded a degree in Arts and Crafts. They are expected to be proficient in their relative area of arts and crafts and are further expected to be capable of realizing projects by themselves. The share of secondary students attending this program is very small, there were solely 476 students enrolled in that program in 2018 (ANEP, 2022). This program also enables students to enrol in tertiary education. Compared to the VET in Switzerland, this program is to be classified as the technological middle school described in the last sector (ANEP, 2022). The technical course geared towards clothing is set out to be very much like the Figari high school – the programs have the same requirements, offer the same structure, yield equivalent qualifications and are equally marginally chosen (ANEP, 2022).

Lastly, for students aged 15 years and older that have completed the basic cycle of secondary education, there is the option of enrolling in secondary professional education. This program takes 2 years to complete and is aimed at students willing to enter the labour market at an early age. Students – as in the other vocational programs – choose an orientation (of which there are more than 40). They receive schooling in subjects directly related to their orientation and some general education. The program works towards the same goals as the technological middle education while the orientations that students can choose from are mostly situated in the low-skill section of the labour market (ANEP, 2022). Graduates receive a certificate that attests that they function as a qualified or auxiliary operator in their respective fields, meaning that they can work with little/no supervision. As compulsory education is not yet over post-graduation, students have two options being (i) attaining the professional baccalaureate or (ii) enter the second year of general upper secondary education. There is no available public data on the popularity of this option. The professional baccalaureate is the continuation of the secondary professional education and takes 1 year to complete. It awards the students with professional baccalaureate which qualifies for tertiary education and further the certificate of intermediate technician in their respective orientation. This double degree allows graduates to (i) enter tertiary education (ii) attend tertiary technician courses (iii) enter teacher training institutes (iv) enter the labour market (ANEP, 2022).

Furthermore, there are vocational programs at the upper secondary level for students that did not transition directly from lower secondary education. The Final Technological Middle education (FINEST) is designed for students that have completed at least 50% of the general (academic) upper secondary education and introduces students into the secondary professional education where students earn the technological baccalaureate. The program spans to 2 years with 20 work hours per week (ANEP, 2022). Additionally, there is the Professional high school Trayectos designed for people older than 21 years with working experience that have not finished upper secondary education. The duration of the programs is 1.5 years and it combines general education with orientation-specific education. The graduates receive the double degree of professional baccalaureate and the certificate of intermediate technician in their respective orientation.

The general level of vocational upper secondary education in Uruguay appear to be quite stable over the last 20 years. The level is much lower compared to Switzerland where the average is of 65% over the last 20 years. Compared to Brazil (around 10% over the last 20 years) however, these rates are very high[21].

Figure 7: Share of Students in Vocational Upper Secondary Education (%)



Source: own figure based on (UNESCO, 2020)

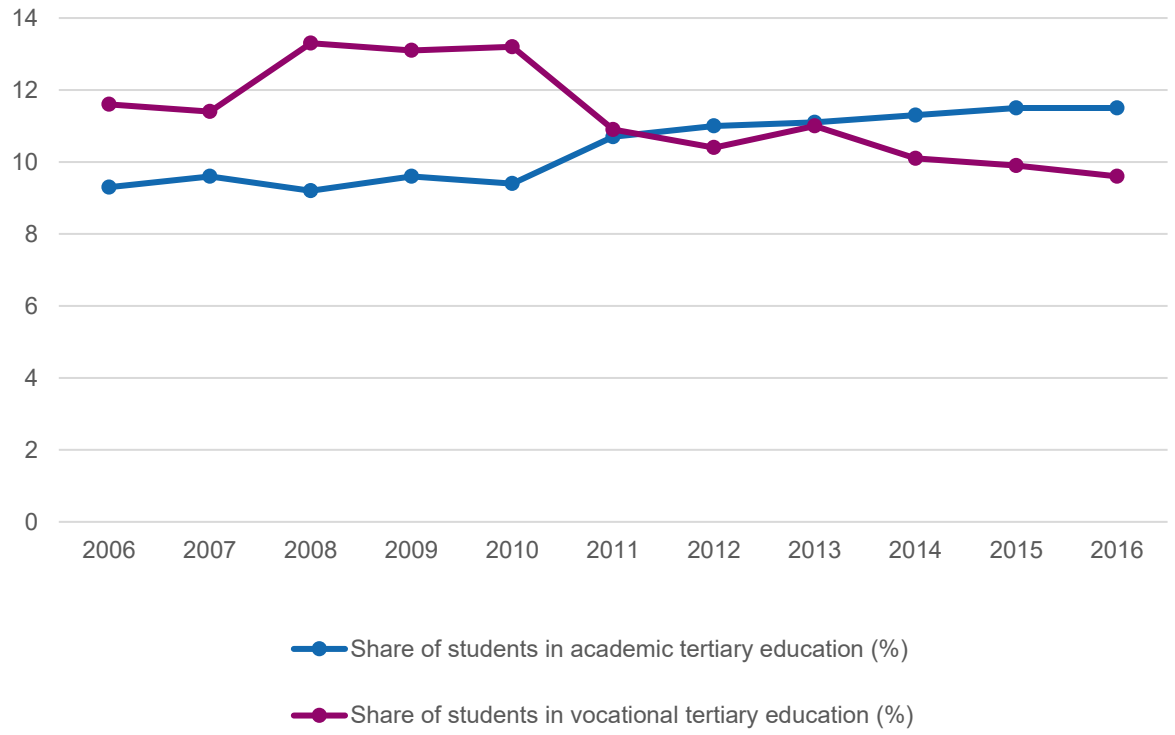
3.2 Professional Education and Training (PET; Post-Secondary Level)

Professional education and Training (PET) in Uruguay are offered through the program of technical and technological careers (*Carreras técnicas y tecnológicas).* Entering this program requires the completion of upper secondary education as earned through any of the vocational programs in upper secondary education or general (academic) upper secondary education. The duration of the program is 1 – 3 years, which depends on the orientation chosen. The program is developed and administrated jointly by DGTEP[22], the University of the Republic and the UTEC Technological University. The program offers practical profiles aiming to provide professional knowledge to students that enables them to transfer the knowledge to the labour market. These practical profiles are for example: Marketing Analyst, Communication, Insurance Broker, Graphic Design and more (Programa Uruguaya Estudia, 2020). The programs offer courses in the respective area, which are offered through universities. For example, for the degree of technician in administration, students are required to take 5 semesters (225 credits at 15 hours per credit) of classes and take up the subjects related to administration (60 credits), accounting and tax (50 credits), economics (10 credits), quantitative methods (30 credits), law (20 credits), integrative area (15 credits) and 40 credits that can be obtained in any area (University of the Republic, 2022). The duration and the subjects vary heavily depending on the orientation. Graduates receive a certificate of technician/ technologist in their respective field, which enables the transition to the labour

[21] There is no public data for Argentina available.
[22] This is the Directorate of Vocational Technical Education, which belongs to the ANEP **Invalid source specified.**.

market. The enrolment in programs of technical and technological careers in Uruguay is quite high as seen from figure 2. We observe that the share of general (academic) tertiary education is roughly equal to the share of population enrolled in vocational tertiary education. However, we observe a growth in the share of general tertiary education while observing a decline in the share of vocational tertiary education.

Figure 8: Share of students in tertiary education by type (vocational and academic) (%)



Source: own figure based on (International Labour Organization, 2019)

In Switzerland, there is a broader supply of professional education and training (PET). The professional education at the tertiary level offers examinations in 450 professions. Secondly, most people in Switzerland attend professional education part-time, which is different from Uruguay.

3.3 Regulatory and Institutional Framework of the VPET System

3.3.1 Central Elements of VPET Legislation

The education system of Uruguay is governed through the General Education Law *(Ley General de Educación),* which was issued in 2008 (General Education Law Uruguay, 2008). More specifically, it addresses early-childhood education, primary and secondary education, higher, technical and vocational education as well as adult and continuing education. Concretely, it governs how the interests of society[23] are included in the education process, the infrastructure of educational institutions, funding, evaluation of the education system and a scheme for stakeholder involvement. Further, the law covers workplace learning and concrete implementations of stakeholder involvement (including timelines and funding) (UNESCO, 2022). This law was developed at the beginning of 2006 with the launch of the National Debate on Education. Through 2007, there were public discussions involving the ANEP, the

[23] Interests of society such as public health, equality and inclusion (General Education Law Uruguay, 2008).

University of the Republic and trade unions. Following these discussions, a draft of the law was published encouraging public involvement in the educational decisions (UNESCO, 2022).

3.3.2 Key Actors

a) Vocational Education and Training

Government

The Technical and Vocational Education Council (Consejo *Educación Técnico Profesional*; CETP), which operates under the ANEP, is responsible for vocational training and education (VET) in Uruguay. The CETP is also known as the Universidad del Trabajo del Uruguay (UTU or CETP-UTU) and is a public institute. The ANEP is autonomous with executive power but financially dependent on the Ministry of Education (MEC). The ANEP determines the educational policies concerning all levels from early-childhood education through VET. In regards to VET, the ANEP is supported by three members of the CETP-UTU, which are elected by the advisory board of the ANEP (UNESCO, 2021).

Representation and advisory bodies

There are no representatives of social partners such as employer`s associations, trade unions, teachers, education providers among the three elected members of the CETP-UTU. However, the three members of the CETP-UTU do reconcile with employers and workers in order to design specific curriculum and to fulfil distinct needs. Nonetheless, there is no official stakeholder structure embedded in the CETP-UTU (International Labour Organization, 2019). In the General Education Law (2008), it is stated that the CETP-UTU may incorporate a student representative (under the age of 20 years) from the respective level to capture the voice of the people being educated. However, the student has no executive rights, but is merely there to consult (General Education Law Uruguay, 2008).

Education and training providers

Grouped under the CETP-UTU, there are over 300 educational centres that provide vocational education in Uruguay. There are 83 schools that provide technical education at the upper secondary education level, meaning they offer technological middle education as described in Vocational Education and Training (VET; Upper Secondary Education Level), they further provide the professional secondary education and consequently also the professional baccalaureate. The remaining degrees of upper secondary vocational education are mostly offered in separate schools (CETP-UTU, 2022).

b) Professional Education and Training

Government

The National Institute of Employment and Vocational Training (*Instituto Nacional de Empleo y Formacion Profesional; INEFOP)*, mainly offers continuous training for workers and provides training for people that are unemployed. It was founded in 2008 and operates under the Ministry of Work and Social Security (MTSS). It is set out to be an institution independent from executive powers (as the ANEP described in the last paragraph). The INEFOP is governed by the board of directors that is made up of 8 full directors. These directors are put in place by three different representative powers: firstly, there are directors representing the executive power. Secondly, there are directors representing the most important worker`s association (Inter Union`s Worker Plenary; PIT – CNT) and some directors that represent the most important employer`s associations (National Chamber of Commerce and Services of Uruguay and Chamber of Industries Uruguay; CIU). Lastly – since 2012 – there is a director that represents the social partners (INEFOP, 2022).

Representation and advisory bodies

As shortly discussed in the last paragraph, there are representatives of four main bodies[24] of interest represented in the board of directors of the INEFOP. Currently, there are 3 directors representing the executive power. There is a representative of the Ministry of Ministry of Work and Social Security (MTSS), one representative of the Ministry of Education and Culture (MEC) and one representative of the Office of Planning and Budget (OPP). There are two directors representing the two most important employer`s associations and two more directors that represent the most important worker`s association. Lastly, there is one member of the board of directors that stands for the social partners that are summarized under the Uruguayan Confederation of Cooperative Entities (CUDECOOP) (INEFOP, 2022).

Education and training providers

INEFOP does not run education institutions directly. Instead, there are 174 education centres across Uruguay that are authorized by the INEFOP. Some of these centres are public while others operate privately. In order to provide these education programs, the INEFOP is compartmentalized along geographical regions (18 in total), which builds departmental committees that are run by a board of representatives from the executive power, the worker`s association and the employer`s associations (INEFOP, 2022).

3.4 Educational Finance of the VPET System

3.4.1 Educational finance of the VET system

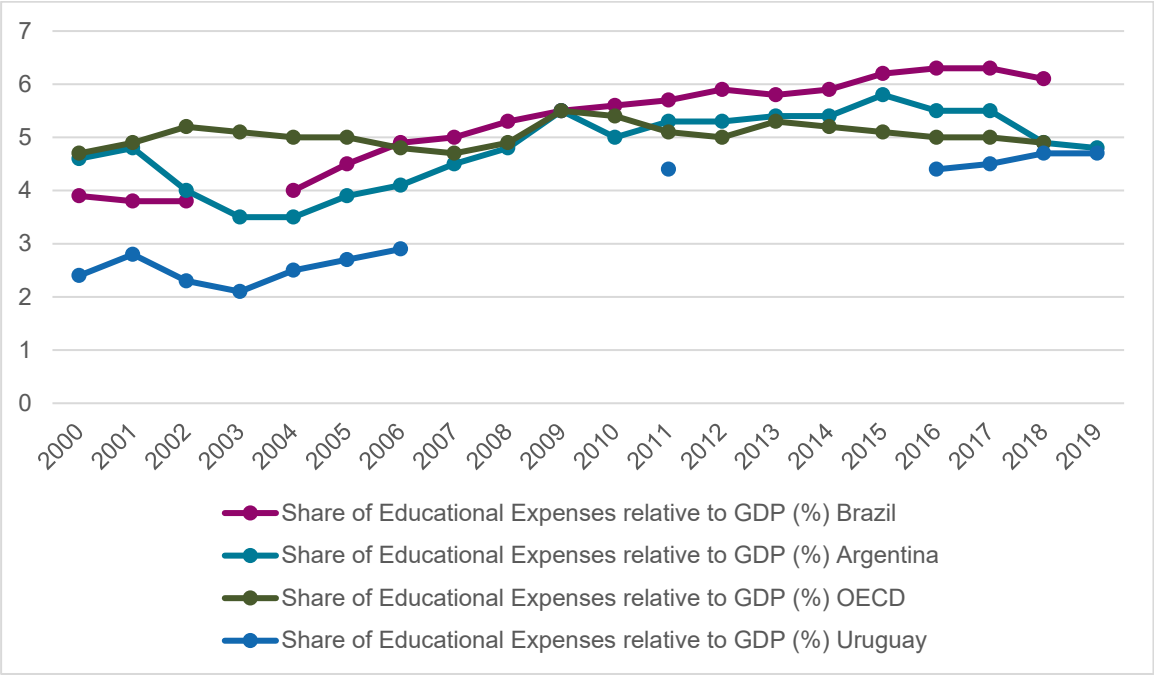
The CETP-UTU is fully funded by the public national budget. In general, the education budget in Uruguay is determined through an interaction of the ANEP, which represents the educational side of the debate, and the Ministry of Economy and Finance (MEF), which represents the Uruguayan government. The various educational institutions (including the CETP-UTU) are invited to develop a five-year draft regarding the educational budget, which is forwarded to the ANEP. Representing the educational councils, the ANEP then enters negotiations with the MEF to determine the five-year budget for Uruguay`s public education system. After the five-year budget has been established, the ANEP along with the educational councils consolidates the distribution of the granted budget. The budget is typically distributed to the educational councils (89.6% in 2013), with only a small part remaining with the ANEP[25]. This share of the budget is mainly used to finance large capital investments in the education system. Within the CETP-UTU, the budget is then distributed to the educational institutions through a distributional key that captures the financial needs of the respective institution (UNESCO, 2016).

The general level of education expenses in Uruguay is considered to be low. The share of total education expenses on GDP in Uruguay was 2.4% in 2000. However, this share grew continuously over the years of 2000 – 2019 with a share of educational expenses relative to GDP in Uruguay in 2019 of 4.7%. The data availability for Uruguay is lacking which impedes an interpretation of the development through the years 2007 – 2016. Compared to Argentina and Brazil as well as the average over the OECD countries, Uruguay has historically invested very little in education, which can be seen from figure 3. We observe a converging pattern where the growth rate of expenses towards education (relative to GDP) seem to be larger for Uruguay compared to Argentina, Brazil and the OECD countries (World Bank, 2022).

[24] The four main bodies of interest are worker`s associations, employer`s associations, executive power and social partners

[25] The budget is distributed to the education councils along (i) enrolment level (ii) modality of the education (full-time, part-time, etc.) (iil) education cycle and type (academic or vocational) and lastly (iv) eligibility of extra staff (UNESCO, 2016).

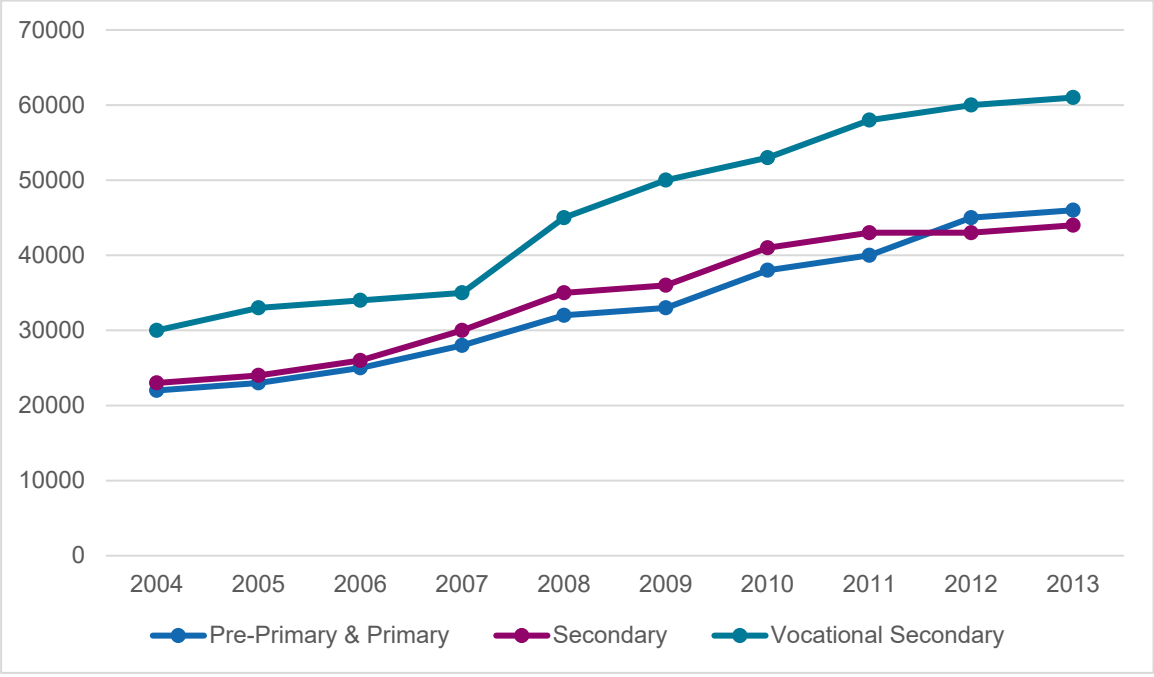
Figure 9: Share of Educational Expenses relative to GDP (%)



Source: own figure based on (World Bank, 2022)

Furthermore, the expenditures through the ANEP can be decomposed into the various educational levels. Using the annual public expenditure per student as a measurement allows us to judge where the most budget is allocated. Throughout the years of 2004 – 2013, the per capita expenditure for vocational secondary education was the highest when comparing with pre-primary & primary education as well as general (academic) secondary education. This is depicted in figure 4 (INEEd, 2014).

Figure 10: Share of Educational Expenses relative to GDP (%) from 2004 – 2013 in Uruguay



Source: own figure based on (INEEd, 2014)

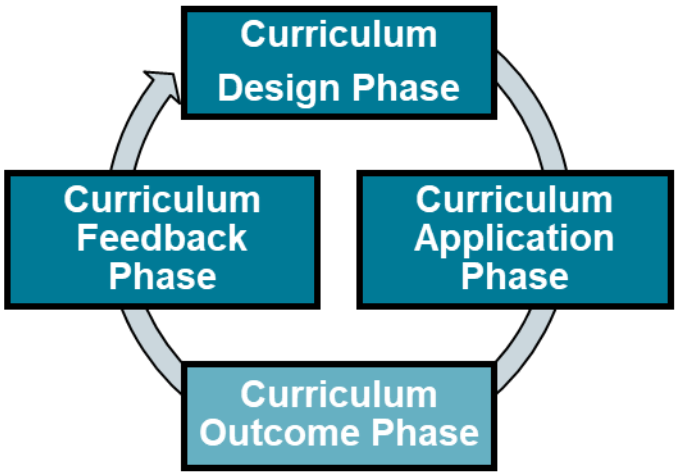
3.4.2 Educational finance of the PET system

The INEFOP on the other hand is financed through the Labour Retraining Fund (Fondo de Reconversion Laboral; FRL). The FRL is managed by the INEFOP with the aim of accumulating the resources needed to provide continuous training and education for the unemployed. The budget of the FRL is composed of public resources, a 0.125% contribution from all worker`s salaries as well as a 0.125% contribution from the employer`s side[26]. The INEFOP then distributes the budget to the authorized private training centres and enterprises that develop continuous training programs (International Labour Organization, 2019). The requirements to obtain a subsidy by the INEFOP are regulated through the Youth Employment Promotion Law[27] (INEFOP, 2020). In 2018, the INEFOP allocated 60% of their budget into educational institutions. Roughly 9% were invested in subsidies to enterprises that provide continuous education.

3.5 Curriculum Development

The curriculum is a central element for the functioning of a VPET system because it defines the framework and the (quality) standards for the education system. The development of a curriculum can be decomposed into a three-step process with a curriculum design, a curriculum application and a curriculum feedback phase. This theoretical concept is called the curriculum value chain and is depicted in figure 5 (for more details, see Renold et al. 2015; Rageth & Renold, 2019).

Figure 11: Curriculum Value Chain



Source: Renold et al. (2015) and Rageth & Renold (2019).

In the curriculum design phase, the relevant actors decide upon VET curriculum content and qualification standards. Therefore, the discussion in Section 3.5.1 focuses on the degree and the amount of stakeholder participation concerning curriculum design in Uruguay. The curriculum application phase revolves around the implementation of the curriculum. Because learning environments differ substantially across countries, especially with respect to the prevalence of workplace learning, Section 3.5.2 focuses on those learning environments. Specifically, it addresses where learning takes place and whether the curriculum dictates both school and workplace learning or only one of the two. Finally, curriculum outcomes can be collected and analysed in the curriculum feedback phase. Section 3.5.3 focuses on the curriculum feedback phase. This evaluation process is important because it may render a more refined curriculum design than was possible in the first place.

[26] The INEFOP is therefore not involved in the budget negotiations and the budget distribution through the ANEP described under Educational finance of the VET system.
[27] This includes requirements such as uploading vacancies to a centralized job platform and more (INEFOP, 2020).

3.5.1 Curriculum Design Phase

The design phase is crucial for the whole curriculum process. To ensure that the skills taught in the VPET programmes correspond to the needs of the labour market, experts from companies should be involved in defining the qualification standards and learning content of the curriculum.

a) Vocational Education and Training

According to Resolution 3611 from ANEP in 2021, the curriculum development regarding vocational secondary education in Uruguay is organized through two working groups. Firstly, there is the *Coordination Group on Youth and Adult Policies in the DGTEP,* which is comprised of the Directorate of Educational Planning Program, the Directorate of Basic Education, the Educational Management Program Directorate, the Program Directorate of Education for Agriculture, the Coordinating Inspectors[28] and representatives of the Central Board of Directors from the ANEP. Their task is monitoring and analysing the programs of basic vocational education (VET). From that analysis, they develop proposals for changes of existing programs and propose the introduction of new programs if needed. While incorporating these proposals, they agree on an action plan and set forth curricular guidelines. The last circle of this process was completed in 2021 with the second-to-last having taken place in 2007. Once that process is completed, the resolutions are then passed over to the second working group called *FPB Operational Group*[29] (ANEP, 2021).

The *FPB Operational Group* is made up of representatives of Technical Inspection[30], representatives of Regional Inspection[31], Directors of Educational Institutions, representatives of the Observatory of Education and Work[32], representatives of the Knowledge Accreditation Division[33], representatives of the Department of Statistics, members of the Technical Teaching Assembly (ATD). This group then processes the propositions of the *Coordination Group of Youth and Adult Policies* and decides on changes in the curricula (ANEP, 2021).

The curriculum of vocational secondary education is split into three main categories: there is the general (academic) part, the professional part and the interdisciplinary part. The general education is comprised of education with regards to STEM subjects, languages and social-artistic subjects[34]. The vocational part of the education is made up of acquiring skills relevant for the respective profession and the education is provided through workshops. The interdisciplinary part aims at teaching soft skills that help in combining knowledge from both the general and the vocational education. All components mentioned above are held in the classroom (e.g. through workshops). There is hence no work-based education in this program – which further rules out financing by non-public entities as described in Section 3.4.1. Examinations are conceptualized in a two-fold manner: firstly, there are formal examinations that require students passing them and secondly, there is large emphasis on self-assessment from the students that are required to evaluate themselves (ANEP, 2021).

[28] Coordinating Inspectors are regional representatives of the ANEP.
[29] FPB stands for formacion profesional basica.
[30] Technical Inspection is an executive body within the ANEP responsible for the definition and coordination of action for initial and primary education throughout Uruguay..
[31] Regional Inspection is a sub-institution within the Technical Inspection responsible for geographically disjoint areas..
[32] The Observatory of Education and Work is located within the CETP-UTU. It is situated in the intersection of education and work. It has close connections with the private sectors to represent the needs of the business sector in the educational process.
[33] The Knowledge Accreditation Division is located within the ANEP and is responsible for accreditation of professional education, which enables people to re-enter education and possibly complete secondary vocational education.
[34] This entails subjects in arts and social sciences.

b) Professional Education and Training

The INEFOP implements a three-fold process to develop curricula for the various professional education programs. The first stage is outsourced to experts in the relative field through public calls for experts[35]. Professionals from the respective area of the labour market are asked the compile a list of training courses in regards to the most important reference areas being (i) agriculture and forestry (ii) administration and marketing (iii) IT (iv) electricity (v) electronics and (vi) metalworking. The experts are asked to highlight the skills and hence the training courses that they think are the most important. Secondly, the experts are asked to design programs that appear to be lacking. This step is completed in coordination with the INEFOP Strategic Employment and Vocational Education Advisory Unit. This is followed by a further discussion with additional stakeholders in the respective sector of the labour market. The rationale behind this mechanism is to include the needs of professionals directly into the design of curricula. Furthermore, the explicit naming of training courses allows the INEFOP to create an ordering of the demand for certain skills, which facilitates to determination of their supply of training courses (INEFOP, 2019).

THE INEFOP then gathers representatives from the side of the workers and the side of the employers into sectoral committees with the aim of validating the inputs received from the sectoral experts in the first phase. In this step, changes can be made and new inputs can be given. Lastly, using the results from stages 1 and 2, a new working group within the INEFOP develops curricula and sets out criteria of performance evaluation (INEFOP, 2011).

3.5.2 Curriculum Application Phase

The way in which a curriculum is implemented, especially with respect to learning environments, is important to achieve the intended learning outcome.

a) Vocational Education and Training

As the education is split along general education and orientation-specific education provided through workshops – there are two types of teachers. On one hand, there are educational referents that teach the general education. The workshop teachers on the other hand can be seen as a type of mentor who is meant to teach students the respective craft. All teachers have to attend coordination meetings that seek to integrate both areas of general and professional education (ANEP, 2021). An intrinsic difficulty of the system described is the provision for equipment needed for the workshops and the provision of the workshop teachers as the workshops are (to some extent) quite specific. This difficulty is managed through the specific educational institutions and was acknowledged by a report from the INEEd (see Section 3.5.3 and (INEEd, 2021) for more details). Lastly, the self-assessment approach requires the students to keep records of what they have done and achieved. This record is jointly run by students and teachers. In the last year of education, the students have to write down insights regarding labour market careers and knowledge of the world of work, which aims at preparing the students for the labour market (ANEP, 2021).

b) Professional Education and Training

The curriculum depends largely on the chosen degree/certificate, which in turn is dependent on the background of the person attending the education. As explained in Section 3.2, the professional education can be attained either way, that is, when unemployment or while working. The courses are offered face-to-face, online or in a mixed format. The courses mostly have a workload of 120 hours and are rewarded with a certificate. Judging from what can be found online, there are no examinations. The learning fully takes place within the framework of education (be it face-to-face, online or mixed) – there are no companies directly involved (INEFOP, 2022).

[35] Note that the experts are hired and compensated for their efforts.

3.5.3 Curriculum Feedback Phase

The curriculum feedback phase deals with the questions of whether and how educational outcomes are analysed. Based on this, the curriculum could be reworked and improved.

a) Vocational Education and Training

Concerning the latest curriculum design regarding vocational secondary education, there are two institutions that provide evaluations regarding the educational outcomes[36]. The first report was carried out by the Department of Curriculum Design and Observatory of Work and Education of the CETP-UTU. The period of analysis was 2007 – 2020 and the report is called *Report on the Basic Vocational Training Plan Trajectory; Learning and Challenges.* The contents of the report were developed through interviews with all parties involved in the educational process, through documentary analysis and data analysis. The report contains three main elements: (i) overview of the curriculum design (ii) methodological justifications regarding the report and (iii) presentation of the results, which includes evaluation of the professional training, general training, educational trajectories, inclusiveness of education, educational management, teaching quality. The report is then concluded and policy recommendations are given (CETP-UTU , 2020).

Secondly, there is the report by the INEEd called *Evaluation of the Basic Vocational Training Plan (2007).* The period of analysis was 2007 – 2021. The objective of this evaluation was to analyse the implementation and the outcomes of the curriculum designed in 2007. Specifically, one main objective was the comparison of students that attend vocational secondary education and students that attend general (academic) secondary education. In order to do so, the INEEd employed a mixed methodological strategy, similar to the evaluation done by the CETP-UTU – using administrative data and interviews held with all actors of the education system. The evaluation aimed at answering the four main objectives: (i) characterize and compare the educational programs as well as the students attending them (ii) evaluate the implementation and the outcomes of the curriculum design from 2007 (iii) analyse whether the ex-ante expectations of students were met in the educational process and lastly (iv) describe educational trajectories of students. To conclude, policy recommendations are given based on the results of the evaluation (INEEd, 2021).

b) Professional Education and Training

INEFOP is a young institution (founded in 2008). In 2015, it was determined that the INEFOP lacks a mechanism to determine if the educational targets have been reached[37]. Since then, the INEFOP became part of program called *Culture of Work for Development* administrated by the Ministry of Labour and Social Security. Through this program, Uruguay seeks to design, evaluate, manage and monitor active public policies for work and vocational training beyond secondary education. More concretely, the latest major evaluation conducted by the INEFOP was developed in collaboration with the Inter-American Development Bank in 2013. The three main goals of this project were (i) generation of data, monitoring and evaluation to improve labour productivity[38] (ii) market research on what will be in demand regarding the labour market in Uruguay in coming years and lastly (iii) evaluation of the education provides, which includes assessing characteristics of training providers and setting up a tool that allows for continuous evaluation of the training providers. The INEFOP then implemented policies to address the findings of this study (Inter-American Development Bank, 2013).

[36] The latest major revision of the curriculum was put in place in 2007 and the evaluations concern the periods from 2007 up to the time of conducting the report.

[37] This change of policy was introduced by a new administration that started their work in 2015.

[38] Data generation refers to collecting data on labor productivity to aid research in conducting analysis of the effectiveness of vocational training in Uruguay. Monitoring entails creating indicators and surveys and evaluation stands for the analysis of the various vocational training programs and their efficiency (Inter-American Development Bank, 2013).

3.6 Supplying Personnel for the VPET System (Teacher Education)

a) Vocational Education and Training

Future teachers of secondary vocational education are educated at the Normal Institute of Technical Education in Montevideo (INET) and regional campuses of technological universities[39]. The students attending are required to have completed compulsory secondary education. They are educated on pedagogical matters and specialised preparation for teaching in vocational secondary education in a program that takes four years to complete[40]. Due to a multitude of reasons – one of them being low wages – there is an acute shortage of teachers for secondary vocational education. This shortage forced Uruguay to fill teacher positions with people that do not have a teaching degree but a tertiary degree or some secondary qualifications. Another reason for the shortage of teachers is the low completion rate of teacher education in Uruguay. From 100 students that begin teacher education, only 77 were left after one year, 57 after 2 years, 46 after three years and only a mere 38 graduated after four years (cohort 2008). INEEd hypothesise that this is due to a large share of students working during the teacher education, overloaded curricula and the ability to work as teachers without a degree as described above. This is related to the fact that there is essentially no quality control for teacher education institutes, which contributes to unchanging, low-quality programs. There is no data available for the enrolment of students into vocational secondary teacher degrees. The only available data is the one that is aggregated over primary and secondary education where the enrolment for primary education was much higher (around twice as high) until 2010 but the enrolment across primary and secondary have been very similar ever since (OECD, 2016).

b) Professional Education and Training

In 2018, there were 8146 teachers employed in professional education in Uruguay. Due to the structure of professional education, there is no standardised procedure of becoming a professional education teacher as the courses taught also vary substantially. However, we present an overview of the characteristics of teachers of professional education. The distribution of educational attainment is the following: 3.4% have completed primary education as their highest degree, 2.3% have completed lower secondary education, 9.4% have completed upper secondary education, 18.3% have completed non-university tertiary education and 45.6% have completed university tertiary education (2018). In general, the different professional education programs require vastly differing teachers and there is no set requirement to becoming a teacher for professional secondary education but the majority of teachers has completed tertiary education (MEC, 2020).

[39] The technological universities do however not supply teacher education but rather only the subject-specific education for vocational teachers (OECD, 2016).

[40] This means that the students are offered subject-specific courses that they are required to teach once working as a teacher (OECD, 2016).

4. Major Reforms in the Past and Challenges for the Future

4.1 Major Reforms

a) Vocational Education and Training

The last major reform regarding VET in Uruguay is the *Plan 2007: Basic Vocational Training Program*. Starting in 2005, the CETP-UTU determined the five main areas of where the reform program was to improve the system in place at the time: (i) infrastructure and equipment, (ii) administrative process, (iii) professional training, (iv) renew the basic technical cycles (v) extend offers for technological tertiary education and improve working relationship with the productive sector. Concretely, the program of vocational secondary education at the lower secondary education was introduced. The program that was offered first in 2008 saw major early growth rates in enrolment: 1189 students in 11 technical schools in 2008, 2806 students in 29 technical schools in 2009 and 4009 students in 46 educational centres in 2020. In 2007, the second phase of the educational reform took place, which lasted from 2011 – 2015, the offers of existing educational programs were circularly diversified and there was an emphasis on decentralizing the system by creating regional institutions that aim at better grasping the specific needs of the respective region. The growth rate in enrolment in vocational education continued to increase for all vocational education offers during that period. The last period (2016 – 2020) saw minor changes in the regulations concerning the newly introduced offers of vocational education and further positive growth rates of enrolment – though not as large as in the period from 2011 – 2015 (INEEd, 2021).

b) Professional Education and Training

Uruguay has seen a major reform of professional education and training with the introduction of the *Youth Employment Promotion Law* that was issued in 2015. The law directly influences the INEFOP as the responsible institution for professional education and training. The law regulates financing of private institutions through the INEFOP that offer one of the five modalities of supporting youth employment: (i) first work experience contracts aimed at people aged 15 – 24 years with less than three months of working experience, (ii) work practice for graduates that offers a first job to graduates[41], (iii) youth protected work contacts offering a job to people aged 30 years or less from a socio-economic miss-privileged, (iv) training practice in companies (unpaid internships) (v) subsidies on wages of workers between ages 15 – 24 years who are enrolled in education and hence reduce their working hours. This means that the INEFOP does not only offer professional education and training as they did between 2008 – 2015[42], they also interact with the labour market segment of young people through financial aids as described above, which aims at reducing the unemployment rate among the youth in Uruguay. Since the introduction of the *Youth Employment Promotion Law* in 2015, no real reforms have taken place regarding professional education and training (INEFOP, 2020).

[41] Graduates from technical, commerical, agricultural or service education (INEFOP, 2020).
[42] INEFOP were established in 2008.

4.2 Major Challenges

a) Vocational Education and Training

In the evaluation of vocational education and training in Uruguay conducted by the INEEd in 2022, three main areas of weaknesses are identified. These areas are learning, teacher training and administrative. Regarding learning, they find the following weaknesses:

i. The subjects of history, geography and literature
ii. Lack of material for workshops
iii. Large groups (intended for groups of 20 students but there are groups of up to 30 students)
iv. Lacking Improvment of workshop programs

In regard to teacher training, they capture the following areas of improvement:

i. Improve comprehensiveness of teacher education
ii. Improve teacher training with respect to inclusion
iii. Focus on continuous education for teachers

And lastly, they find a general lack of continuous evaluation by regional coordinators that aims at implementing the proposed measures (INEEd, 2021). Taking on the perspective of an outside-viewer, the International Labour Organization (ILO) identifies a more general set of problems that the Uruguayan VET system has to overcome in an effort to improve vocational education and youth labour market success. Firstly, they argue that the educational institutions offering vocational education and training are very diverse and offer programs with largely varying qualities and different curricula, which impedes an accurate judgement of the skills of the respective graduates. Secondly, the basic skills obtained through the compulsory education fall short of what Uruguay`s economy needs. In order to match the projected needs of Uruguay`s labour market, formal education would need to be raised from an average of 10 years to over 12 years on average while simultaneously improving the educational quality. Thirdly, the ILO criticise the high degree of autonomy that vocational education centres enjoy as the autonomy makes governance and coordination difficult[43]. Lastly, the ILO claim that missing public information on the future labour market scenarios are holding back efficient planning of vocational education programs (ILO, 2020).

b) Professional Education and Training

Many of the challenges described for the VET also hold for the PET system in Uruguay. The main challenge is the lacking information of future labour market trends for Uruguay, which makes planning very hard. The second main point is lacking coherence and a missing national framework that standardizes qualification. This is central for continuous education as there are largely varying offers, which impedes a direct translation from degree to qualifications (ILO, 2020).

[43] They acknowledge recent improvements regarding this point (ILO, 2020).

Appendix I: Overview of the VPET system

VET pathway enrolment share out of all upper secondary (%)	28% (2019)
Program enrolment share out of all VET pathway (%) for technological middle education	54% (2019)
Number of curricula/qualifications for technological middle education	23 orientations
Ø Share of time spent in workplace (vs. classroom) for technological middle education	0
Work contract (Yes/No) for technological middle education	no
Ø Share of vocation-specific content (vs. general) in classroom education for technological middle education	1/3 vocation specific content
Classroom/workplace sequencing (Alternating, Sequentially) for technological middle education	Orientation-specific
Frequency of workplace learning (Annually, Semi-annually, quarterly, monthly, weekly) for technological middle education	no
Program duration (Years) for technological middle education	3
Involved Actors	ANEP, CETP-UTU
Reform Years	2007
Reform Summary	Add more curricula (specializations), Introduction of vocational lower secondary education

Source: own table based on (ANEP, 2022)

5. References

ANEP. (2021). *Study Plan FPB Uruguay.* Retrieved from https://planeamientoeducativo.utu.edu.uy/sites/planeamientoeducativo.utu.edu.uy/files/2022-02/FPB_2021.pdf (April 11, 2022)

ANEP. (2022). *Figari Baccalaureate*. Retrieved from https://pcentrales.anep.edu.uy/index.php/oferta-educativa/cetp/educacion-media-superior/bachillerato-figari (March 25, 2022)

ANEP. (2022). *Finalization Program Technological Secondary Education (FINEST)* . Retrieved from https://www.utu.edu.uy/media-superior/programa-finalizacion-educacion-media-tecnologica-finest (March 25, 2022)

ANEP. (2022). *Professional Baccalaureate Technical Course Intermediate Level*. Retrieved from https://www.utu.edu.uy/bachillerato-profesional-curso-tecnico-nivel-medio (March 25, 2022)

ANEP. (2022). *Secondary Professional Education*. Retrieved from https://www.utu.edu.uy/media-superior/educacion-media-profesional (March 25, 2022)

ANEP. (2022). *Technological Secondary Education*. Retrieved from https://www.utu.edu.uy/educacion-media-tecnologica (March 23, 2022)

ANEP. (2022). *Technological Secondary Education Textile Clothing*. Retrieved from https://www.utu.edu.uy/educacion-media-tecnologica-indumentaria-textil (March 25, 2022)

CETP-UTU . (2020). *Education and Work Observatory.* Retrieved from https://www.utu.edu.uy/sites/www.utu.edu.uy/files/noticias/archivos/2021/10/FPB_objetivos_1-4-agosto2021_INNEd.pdf (April 12, 2022)

CETP-UTU. (2022). *Institutional Portal of the DGETP*. Retrieved from https://www.utu.edu.uy/ (April 1, 2022)

Constitution of Republic of Uruguay. (1985). Retrieved from https://www.constituteproject.org/constitution/Uruguay_2004.pdf?lang=en (March 23, 2022)

Economist. (2021). *Democracy Index 2020: In sickness and in health?* London: The Economist Intelligence Unit Limited.

Education for Everyone. (2022). *Non-formal Continuing Education – The Uruguayan Experience*. Retrieved from https://www.dvv-international.de/en/adult-education-and-development/editions/aed-772011/monitoring-the-belem-framework-for-action/non-formal-continuing-education-the-uruguayn-experience (March 23, 2022)

Encyclopedia Britannica. (2022). *Uruguay*. Retrieved from https://www.britannica.com/place/Uruguay (April 25, 2022)

General Education Law Uruguay. (2008). *General Education Law Uruguay.* Retrieved from https://uil.unesco.org/document/uruguay-general-education-law-ndeg-18437-issued-2008 (March 23, 2022)

ILO. (2020). *State of Skills Uruguay.* Retrieved from https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_754212.pdf (April 20, 2022)

INEEd. (2014). *Status Report of Education in Uruguay.* Retrieved from https://www.ineed.edu.uy/images/pdf/informe-educacion-2014.pdf (April 6, 2022)

INEEd. (2021). *Evaluation of Basic Vocational Education Plan.* Retrieved from https://www.ineed.edu.uy/images/publicaciones/informes/fpb/Evaluacion-del-Plan-Formacion-Profesional-Basica-2007.pdf (April 12, 2022)

INEFOP. (2011). *Terms of Reference.* Retrieved from https://www.gub.uy/ministerio-turismo/comunicacion/noticias/llamado-capacitadores-inteligencia-mercado-aplicada-segmento-lgbt (April 11, 2022)

INEFOP. (2019). *Call for Experts.* Retrieved from http://www.inefop.org.uy/Llamados/2do-Llamado-a-expertos-en-diseno-curricular-de-cursos-de-capacitacion-00356-15-uc685 (April 11, 2022)

INEFOP. (2020). *Youth Employment Law.* Retrieved from https://www.gub.uy/ministerio-economia-finanzas/comunicacion/noticias/informes-auditoria-inefop (April 20, 2022)

INEFOP. (2022). *If You`re Not Working.* Retrieved from http://www.inefop.org.uy/Capacitarse/Si-no-estas-trabajando-uc1706 (April 11, 2022)

INEFOP. (2022). *INEFOP Authorities*. Retrieved from http://www.inefop.org.uy/Institucional/Autoridades-uc655 (April 2, 2022)

Inter-American Development Bank. (2013). *Supporting INEFOP in Improving Labour Training and Skills.* Retrieved from https://ewsdata.rightsindevelopment.org/files/documents/00/IADB-UR-T1100.pdf (April 12, 2022)

International Labour Organization. (2019). *State of Skills Uruguay.* Retrieved from https://www.ilo.org/wcmsp5/groups/public/---ed_emp/---ifp_skills/documents/publication/wcms_754212.pdf (March 28, 2022)

KOF. (2019). *KOF Youth Labour Market Index.* Zurich: KOF Swiss Economic Institute. Retrieved from https://www.kof.ethz.ch/en/forecasts-and-indicators/indicators/kof-youth-labour-market-index.html

Live in Uruguay. (2022). *Education System Uruguay*. Retrieved from https://www.liveinuruguay.uy/education (March 23, 2022)

Measurement, E. o. (2005). *Encyclopedia of Social Measurement.* Elsevier Inc.

MEC. (2020). *Characterization of Non-Formal Education in Uruguay.* Retrieved from https://www.gub.uy/ministerio-educacion-cultura/datos-y-estadisticas/estadisticas/caracterizacion-educacion-formal-uruguay (April 12, 2022)

Ministry of Education. (2006). *Adult Education.* Retrieved from MEC: https://www.dvv-international.de/en/adult-education-and-development/editions/aed-772011/monitoring-the-belem-framework-for-action/non-formal-continuing-education-the-uruguayn-experience (March 23, 2022)

National Institute of Education Evaluation Uruguay INEEd. (2015). *Official Documents.* Retrieved from https://www.ineed.edu.uy/llamados/llamados-cerrados/55-llamados-cerrados-2015.html

OECD . (2016). *Reviews of School Resources Uruguay.* Retrieved from https://www.oecd.org/education/school/OECD%20Reviews%20of%20School%20Resources_Uruguay_Summary_EN.pdf (March 23, 2022)

OECD. (2016). *School Education in Uruguay.* Retrieved from https://www.oecd-ilibrary.org/docserver/9789264265530-5-en.pdf?expires=1648024532&id=id&accname=ocid72024074a&checksum=7192F187575F5AB341D527EC3DA9B5D6 (March 23, 2022)

OECD. (2019). *Strictness of Employment Protection.* Retrieved from https://stats.oecd.org/Index.aspx?DataSetCode=EPL_R (March 1, 2022)

Programa Uruguaya Estudia. (2020). *Tertiary Level Technical Careers*. Retrieved from http://www.quepuedoestudiar.edu.uy/index.php/despues-del-liceo-o-utu-que-puedo-hacer/item/28-carreras-tecnicas-de-nivel-terciario (March 28, 2022)

Rageth, L., & Renold, U. (2019). *The Linkage between the Education and Employment Systems: Ideal Types of Vocational Education and Training Programs.* Journal of Education Policy. doi:10.1080/02680939.2019.1605541

Renold, U., Bolli, T., Caves, K., Rageth, L., Agarwal, V., & Pusterla, F. (2015). *Feasibility Study for a Curriculum Comparison in Vocational Education and Training.* Zurich: KOF Studies. Retrieved from https://doi.org/10.3929/ethz-a-010713492

Renold, U., Bolli, T., Egg, M. E., & Pusterla, F. (2014). *On the Multiple Dimensions of Youth Labour Markets - A Guide to the KOF Youth Labour Market Index.* Zurich: KOF Swiss Economic Institute. Retrieved from https://doi.org/10.3929/ethz-a-010699115

Robbins, D. (2019). *The History of Uruguay.* Jeffrey Johnson.

Transparency International. (2021). *Coccuption Perceptions Index.* Retrieved from Transparency International: https://www.transparency.org/en/cpi/2020/index/pry (March 17, 2022).

U.S Department of State. (2020). *Uruguay Human Rights Report 2020.* Retrieved from Bureau of Democracy, Human Rights and Labor: https://www.state.gov/wp-content/uploads/2021/10/URUGUAY-2020-HUMAN-RIGHTS-REPORT.pdf (March 1, 2022).

UNESCO. (2011). *World Data on Education Uruguay.* Retrieved from http://www.ibe.unesco.org/en/document/world-data-education-seventh-edition-2010-11 (March 23, 2022)

UNESCO. (2016). *Funding of Scool Education in Uruguay*. Retrieved from https://www.oecd-ilibrary.org/docserver/9789264265530-7-en.pdf?expires=1649231023&id=id&accname=ocid72024074a&checksum=674172385308D92EA9E43D4C2736E38F (April 6, 2022)

UNESCO. (2019). *Education Uruguay*. Retrieved from http://uis.unesco.org/en/country/uy (March 23, 2022)

UNESCO. (2020). *Sustainable Development Goals*. Retrieved from http://data.uis.unesco.org/# (March 25, 2022)

UNESCO. (2021). *TVET Country Profile Uruguay*. Retrieved from https://unevoc.unesco.org/home/Dynamic+TVET+Country+Profiles/country=URY (March 29, 2022)

UNESCO. (2022). *General Law of Education (2008).* Retrieved from https://uil.unesco.org/document/uruguay-general-education-law-ndeg-18437-issued-2008 (March 29, 2022)

University of the Republic. (2022). *Administration*. Retrieved from https://udelar.edu.uy/portal/2021/02/tecnicatura-en-administracion/ (March 28, 2022)

WEF. (2019). *The Global Competitiveness Report.* Retrieved from https://www.weforum.org/reports/the-global-competitiveness-report-2020/ (March 23, 2022)

WIPO. (2021). *The Global Innovation Index 2021.* Retrieved from https://www.wipo.int/global_innovation_index/en/2021/ (March 11, 2022)

World Bank. (2020). *World Development Indicators*. Retrieved from https://databank.worldbank.org/reports.aspx?source=2&series=NY.GDP.PCAP.CD&country=URY (March 23, 2022)

World Bank. (2021). *The World Bank in Uruguay*. Retrieved from https://www.worldbank.org/en/country/uruguay/overview#1 (March 23, 2022)

World Bank. (2021c). *Worldwide Governance Indicators*. Retrieved from The World Bank DataBank: https://databank.worldbank.org/source/worldwide-governance-indicators (February 27, 2022).

World Bank. (2022). *World Development Index*. Retrieved from https://databank.worldbank.org/reports.aspx?source=2&series=SE.XPD.TOTL.GD.ZS&country=URY (April 6, 2022)

ETH Zürich
Chair of Education Systems
STB J 20.2
Stampfenbachstrasse 69
8092 Zürich

www.ces.ethz.ch

Publisher: Chair of Education Systems CES
Layout: ETH Zürich
Photos: Photo by Jeremy Bishop on Unsplash