Participation Process PNAI 2003-2005
Workshops Outcome

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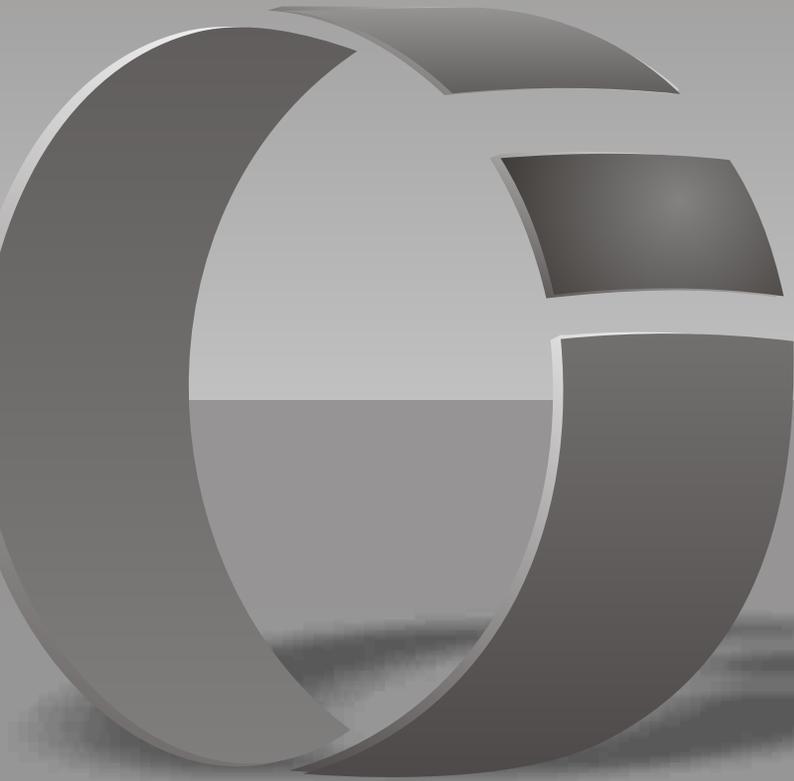Portuguesa

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contents

Table of Contents

1. Introduction

With the aim of materializing the Fourth Common Objective on the Social Inclusion European Process - "Mobilise all relevant bodies" and of supressing some gaps identified in the National Action Plan for Inclusion, the Coordination has assumed the commitment to develop, while PNAI (2003-2005) is in force, a strategic participation plan, as to build integrated social policies locally and nationally by joining resources and needs and making possible the participation and the involvement of all stakeholders the Government and Non-Government sectors in the several stages of the Plan.

This project took place on two levels centrally and locally , looking to profit from the existent facilities, of which one can underline the Work Group of the then-called Ministry of Social Security, Family and Children and the PNAI 2003-2005 Interministerial Follow-up Commission, as well as the local social networks, created under the Social Network Programme. It was predicted, on a further stage, the connection to the Non-Government Sector and the Social Partners.

So, centrally, "the Non-Government Forum for Social Inclusion" was created, made up by national entities (Non-Profit Organizations, NGO's, ...), which represented relevant intervention areas for PNAI. With the Forum's consolidation, the Coordination wanted to guarantee the representation of several non-government intervenients during the several stages of the Plan, through the analysis of documents, especially accompanying and diagnosys reports, among others and through the joint reflexion with the Interministerial Follow-up Commission on the measures, instruments and programmes to reinforce or include in the forecoming Plans. We want this Forum to accompany, in a sistematic way, the Interministerial Follow-up Commission works. The link between these two structures will be assured through joint plenary and/or partial meetings, according to needs.

Locally, the Coordination tried to build the foundations to ensure the representation and the participation of the local entities, public and private, in the several stages of the Plan, and to promote a series of local Workshops, in two different moments.

Firstly, in partnership with the Portuguese EAPN (European Anti-Poverty Network), nine promotion actions took place[1] (between March and April, 2004), encompassing the whole of the national territory, aimed, among others, to local and regional NGO's

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[1] The choice of places for the promotion actions and its dynamisation is sole responsibility of the European Anti-Poverty Network (EAPN) and the district offices of the same entity.

in order to promote PNAI 2003-2005 and the part these organizations could play in its implementation, accompanying and evaluation. These actions aimed at: i) present PNAI in its European and national context; ii) promote the public awareness on the Plan and on the fight against poverty and social exclusion; iii) ensure the society's involvement and participation on the Plan's implementation, accompanying and evaluation; iv) create observation and participation mechanisms for society to monitor the Plan.

After PNAI's promotion, we moved on to a second workshops moment, which main aim was to deepen the knowledge over the Plan and contribute to the production of integrated local measures and social policies.

We have to point out that this was as experimental and pioneer initiative. For the first time in Portugal and in the social exclusion scope, we looked to draw a work methodology to allow the creation of a link between the local authorities, that knows the problems and its degree of incidence better, and the central power, the decision-policy maker, as to improve the existing policies and/or to adopt new ones concerning these problems.

The workshops results evaluation, faced with the set goals, are central for the desirable enlargement of this participation process nationwide, introducing the needed changes or adopting new ways.

The document that we are now presenting, outlines, first of all, the Methodology, which will guide the work made during the participation process through a qualitative approach in order to, after that, account the participants contributes in terms of Problem Approaches Inherent to the Common European Objectives (2003-2005), which are based on diagnosis statements and goal and project definition. The second work proposal falls upon reflexions and statements around more vulnerable social groups, also based on diagnosis statements and goal and project definition. In the end, we will draw conclusive and more reflexive evidences on the process and the possibilities to make more effective and efficient measures to combat poverty and social exclusion.

2. Methodology

A Qualitative Approach

We chose an approach based on qualitative data collection and participative analysis techniques, more adequate to the project's aims and to analyse the participation and sharing of information from the interventions about the fight against poverty and social exclusion, at local level.

The two-days workshops were held according to pre-defined guiding instruments, and the works were organized in plenary sessions and group works.

This process allowed us: to deepen the knowledge in terms of intervention against social exclusion, in the context of national social policies; develop the capability of intervene in an integrated way in the poverty and exclusion situations; to extensively deepen the county/regional diagnosis, identifying the main problems, local resources and the strategic intervention goals and/or projects/solutions for future stages of a nationwide strategy for social inclusion.

So, the work developed in the Workshops aimed at:

1. Deepen the knowledge on PNAI as a planning instrument in the fight against poverty and social exclusion, by the local actors (mainly technicians involved in the social networks);

2. Identify the details of the local problems in the countries and European contexts;

3. Identify the strategic areas for inclusion, locally;

4. Make the region diagnosis, whether in terms of vulnerabilities/problems, whether in terms of target-groups;

5. Identify the potential and the limit of PNAI 2003-2005 against the set diagnosis;

6. Define strategic goals and projects as possible contributions for the next PNAI;

7. Contribute for the implementation and monitoring of the measures in the PNAI 2003-2005.

Figure 1 - **Diagram of PNAI Participation Process followed at the Workshops**
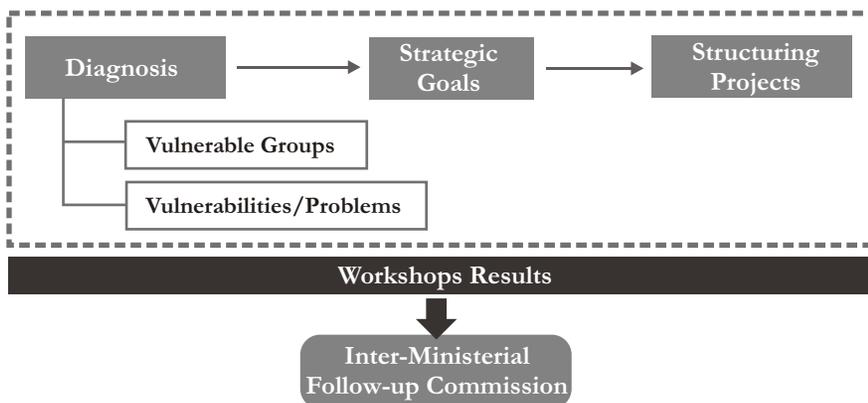
The work sessions were based on an operational participation methodology founded on the technique called "Nominal Technical Group"[2], characterized by dividing the participants in small work groups, orientated according a limited and pre-defined set of questions aimed at the construction of statements of social diagnosis, from which strategic goals and, in some cases, structuring projects for the Counties/Regions were defined, according to both types of approaches: vulnerabilities/problems and vulnerable groups.

As for the obtained results, express statements, they were worked and analysed according to the institutional players point of view through qualitative content analysis techniques, as crossing the theme analysis (classification of speeches by guiding questions work scripts), with categorical (highlighting from speeches the main and the less evident categories) and typological (which reveals the main stands of the players statements).ories) and typological (which reveals the main stands of the players statements).

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[2] See GUERRA, Isabel (2000), Fundamentos e processos de uma Sociologia de Acção, Cascais, Principia.

Places and Participants

The Workshops were held in seven selected places[3], in articulation with the Social Network Program, according to the importance degree given to the adjustment of planning instruments on a nationwide (PNAI) and local level. So, aiming at a rationalization of resources and potentialities of the social networks, we selected a few Municipalities with an already consolidated work, whether in terms of partnership whether in terms of Social Diagnosis and Social Development Plans (made up until 2003). On the other hand, we felt the need to decentralize these actions from the Regional Capital Cities, because, in general, they are privileged in terms of these initiatives.

Besides the Municipalities technicians where each Workshop was held, we also had social networks representatives from the surrounding Municipalities, which, in total, correspond to a given regional area.

Considering the type of methodology, we chose to invite local entities representatives with a maximum of 60 people per Workshop, with the exception in Reguengos de Monsaraz[4].

The global and local participation rate reached 41% of representatives, except in Reguengos de Monsaraz (37%), justified by the time of the year the Workshop was held (July). In terms of goals, one could say we had a good global and local participation rate.

Table 1 - **Invitations and participation rates by places where workshops were held (2005)**

Places Where Workshops Took Place	Invitations		Participation Rate
	N	%	
Cascais (CAS)	106	19,1	42,5
Vila Nova de Famalicão (VNF)	71	12,8	45,1
Macedo de Cavaleiros (MC)	73	13,2	41,1
Oliveira do Bairro (OB)	81	14,6	43,2
Peniche (PEN)	88	15,9	40,9
Portimão (POR)	85	15,3	40,0
Reguengos de Monsaraz (RM)	51	9,2	37,3
Total	555	100,0	41,6

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[3] The places were the following: Cascais, Vila Nova de Famalicão, Macedo de Cavaleiros, Oliveira do Bairro, Peniche, Portimão and Reguengos de Monsaraz.
[4] This occurred because it was in Reguengos the Monsaraz where the methodology was tested. So, less representatives from each sector were invited.

We invited participants from multiple intervention areas (Education, Health, Culture, Environment, among others), in order to obtain results that could represent several perspectives and territorial problems.

Besides the entities represented in the local social networks, we invited other local stakeholders, such as: REAPN; Combat Poverty Projects; Social Security Regional Centres; Universities /Research Centres.

In the several sectors, the participation rates had a different weight in the several places the Workshops took place (See table 2). However, generally we observe high rates of participation from the following sectors: Non-Profit Organizations; Ministry of Education; Ministry of Social Security; Municipalities; Combat Poverty Projects.

Table 2 - Participation Rates of the Sectors Representatives, By Place Where Workshops Were Held (2005)

Sectors	Cas	MC	VNF	OB	Por	Pen	RM
Non-Profit Organizations	**52,4**	**70,0**	**61,5**	35,7	36,4	**50,0**	33,3
Ministry of Education	**40,0**	14,3	0,0	25,0	30,0	14,3	33,3
Ministry of Health	8,3	12,5	14,3	0	**40,0**	22,2	**125,0**
Ministry of Internal Affairs	0	0	-	-	25,0	-	0
Ministry of Social Security	**68,8**	**75,0**	**66,7**	**68,4**	**85,7**	42,9	71,4
Local Authorities	**54,5**	**33,3**	**64,7**	59,1	42,1	**73,3**	28,6
Training and Employment Institute; Local Employment Centres	14,3	0	42,9	0	0	20,0	0
Ministry of Justice	0	0	0	**50,0**	0	0	0
Ministry of Agriculture, Fishing and Forests	-	0	-	-	-	-	-
Ministry of State and the Presidency	-	0	0	0	-	**100,0**	-
Double Tutelage Entities	0	-	0	50,0	-	**100,0**	-
Ministry of the Environment and Territory	-	-	0	-	-	-	-
Combat Poverty Projects	**63,6**	**75,0**	33,3	0,0	**80,0**	33,3	0,0
Universities and Research Centres	0,0	-	-	**100,0**	-	-	-

The results open fundamental clues that allow us to perceive, the impact and reach of some measures and programmes to combat poverty and social exclusion despite the subjectivity degree underling the qualitative participation methodologies. In this context, the results couldn't be read in a linear way and even though they were subject to a theme and category content analysis, they constitute the expression of social reality, through: i) place and job each player has in the institution he works for, ii) his professional proficiency, iii) the way that institution organizes itself to answer to the social needs of underprivileged people, e.g., through the representations it has and spreads to groups and/or individuals in situations of poverty and exclusion, and the way it participates in the implementation of measures and programmes.

In short the Workshops project, whose results we are now presenting, is based on the assumption that the benefits of sharing information, consultation, involvement and participation of the local stakeholders that work daily with groups and people in a situation of poverty and social exclusion are unquestionable and central in a more effective implementation of policies and programmes.

3. Problem Approaches Around Common European Objectives

The results we are now presenting allow us to identify the perception, representation and positioning of the several local stakeholders (mainly technicians) relatively to some problematics identified in the European Common Objectives of PNAI 2003-2005.

Objective | 1.1. To promote participation in employment

a) To foment access to long-lasting, quality employment for all women and men who are fit to work, namely through:

- The creation of courses for monitored employment and, to this end, the mobilisation of training policies for people from more vulnerable groups of the population

- The development policies that favour the articulation between working and family life, including those related to child care and the care of people who are not autonomous;

- The use of integration and employment opportunities in the social economy.

b) To prevent professional disruptions by developing the capacity for professional integration thanks to human resource management, work organization and life-long training .

In this scope, the main concerns of the local stakeholders were social problems such as: work precariousness; the rise in unemployment and long-term unemployment, which were essentially associated to the low education and qualifications of workers themselves and the employers'; the resistance to professional change and the low job offers; the weakness of the business tissue and the lack of entrepreneurial spirit in the opinion of the local stakeholders, these problems are the main obstacles for the promotion of work in some Regions / areas of the Country.

According to local participants the resolution of this type of problems justifies an integrated approach, taking into consideration:

■ A clear perception of the international context - highlighting the economical recession, the way the international work market works, with its repercussions, e.g. in the delocalization of companies and the existence of a growing number of qualifications and competences, among other dimensions.

■ The knowledge on the existent national policies in this area, which were already

considered insufficient and, when it comes to the school education, there are some inadequacies between the proposed actions and the market needs.

- The work market, in the context of work flexibility and precariousness.
- The knowledge of the entrepreneurial context in the several regions - considering the needs of education/qualifications of good part of the businessmen and the promotion of an entrepreneurial spirit.
- In the specific case of the Algarve Region, one should consider the fact that the economical activities depend in a great way on Tourism - with season characteristics, low specialization and low qualifications.
- The workers/unemployed profile (with needs on the education/qualifications and socio-professional valorisation level) and his life conditions, namely the knowledge of the existent poverty and social exclusion situations.

In short, there are several factors to consider in the resolution of problems. So, the responsibilities should be divided in the following way:

- State - context of Labour policies and other social/educational policies;
- Local - contemplating the Counties and the public and private entities (context of responses/execution);
- Entrepreneurial and its capability of intervention in the Work Market;
- Workers/population - including the more underprivileged individuals and social groups.

The problems before-mentioned and the relations established between them denounce a degree of incapability to prevent professional ruptures, and the need to respond effectively to the work organization and the implementation of life-long training.

The main issue brought to light was the **disagreement between education offers and demand**, which was particularly relevant in 5 of the 7 workshops, under different terms, like "inadequacy between training/ qualification offer and demand" (V. N. de Famalicão), "inexistence of suitable and adequate training to the regions/ local needs" (Macedo de Cavaleiros), "lack of services for the training of young people, lack of specialized human resources, illiteracy and Night School depreciation" (Oliveira do

Bairro), "deficient links between companies and training" (Portimão) and "lack of life-long learning" (Peniche).

Objective | 1.2. To promote access to resources, rights, goods and services for all

a) to organise the social protection systems so as to:

- Ensure that all people have the necessary resources to live in a humanly dignified manner;

- Help overcome the obstacles to employment, ensuring that access to employment reflects an increase in income and promoting the capacity for professional integration

We've identified broad vulnerabilities in this complex area, which can indicate: (i) that are still several things to solve on local action before reflecting on the effectiveness of the social protection systems (which should include a mainstreaming perspective of the social inclusion); (ii) and/or that this is perceived as not being part of local technicians mission, therefore should not be questioned by them, in their opinion.

b) To create policies whose objective is to provide everybody with access to a decent and sanitary home and essential basic services necessary to live normally, having regard to local conditions (electricity, water, heating…)

Regarding housing problems, it was underlined the absence of humanized urban policies, in a broad enough way to answer the lack of housing, namely for vulnerable groups, which reveals a position that accounts the Central State for the lack of investment in integrated and integrating policies. Although also accounts the citizens themselves, who by a lack of citizenship, so many times, don't claim the warranty of their rights, namely the right to a house.

If the State or the local authorities have to (re)invent solutions to solve the local problems, according to the principle of subsidiarity, it should also inform about the lack of citizenship which, at this level, didn't make part of the participants' speeches.

In short, although the progresses made in these last 20 years[5], the perspectives and positions of the workshops' participants reflect, without any doubts, the inexistence of an integrated housing policy for the Country able to answer to situations of housing, of urban requalification and renovation, of inclusion of vulnerable groups ensuring them the right to proper housing.

c) To create policies that aim to provide access to basic health care for all, inclusively to those who are not autonomous

The approach on health problems have had two distinct perspectives:
1. The existence of a health policy with too many regulations, with the State being the main player in the inadequacy and insufficiency of health care and its lack of qualification, including of responses for mental health problems.
2. the alcoholism, a common problem to almost every region, (with more effective examples than the ones with drug addiction or HIV), revealing the existence of causes like: cultural aspects (large social acceptance of drinking and underestimation of alcohol consumption); individual aspects (based on several personal and family problems); and local characteristics (geographical isolation or lack of places to occupy free-time).

d) To develop, services or monitoring programmes, permiting an effective access to education, justice and other public and private services such as culture, sport and leisure, time for target-groups.

The prioritized problems in terms of access to services and equipments show a relatively common perspective, based on the lack of responses destined to:
1. individuals and/or groups considered with high dependency;
2. cultural and social public equipments and services for families and vulnerable groups

This perspective accounting, once more, the State for the inadequacy of public policies

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[5] Namely, the spreading to almost the whole of the country, of basic infrastructures in housing, and the Special Housing Program contributions for Greater Lisbon and Oporto areas, promoted in 1993, among others.

and, so, its intervention in terms of responses and services to the citizens needs.

So, they underlined problems such as:

■ The persistence of difficulties in the effective access to education (school failure, absenteeism and the premature drop-out of school).

■ The persistence of difficulties in the access to services, namely to social services and support infra-structures:

● asymmetric distribution and lack or insufficient services for elderly, children and young people, and disabled people, as well as inadequate public transportation;

● internal difficulties inherent to the services/entities/organizations, mainly poor articulation between departments and low technicians mobility, which is considered damaging to a continued work;

● a remarkable lack of quality in social responses.

■ The inexistence of monitoring actions to fight or reduce the family problems/vulnerabilities.

Acess to Education

Although some problems have been identified in this scope (like school failure, premature drop-out, school absenteeism, the lack of the schools financial independence, lack of psycho-social support - School/Family - and the low family involvement in the educational process), the participants have elected two priorities: the low level of school and professional qualifications and the lack of diversified educational responses.

For this priorities   the participants have identified some proposals, to include strategically in the next PNAI or to be adopted by the government:

■ to increase the qualifications (school and professional) of the general population, without rendering proposals of projects or measures (Reguengos de Monsaraz);

■ To promote the articulation of existent projects and resources in Education,

Training and Employment, by gathering information and making it accessible to all (individuals, vulnerable groups, associations, companies, educational entities, etc.) -(Cascais).

The investment in the support to families and the contribution for a generalized access to education, means ensuring to the children ways to grow in a more amicable environment, by reducing the risks of poverty and negligence during childhood.

Access to Services and Equipments

Generally speaking, the main problems mentioned in the scope of the access to social services and equipments were: asymmetric distribution; lack or insufficient Social Equipments and Infrastructures, like roads and public transportation; difficulties inherent to the services ; lack of quality of the social services.

The lack/insufficiency of social and cultural equipments and services provided by the State, namely for vulnerable groups, was mentioned in Peniche and Portimão, where the participants identified causes related to the following determinants: lack of strategic planning, with the inability to elaborate a diagnosis and an individual action plan; the absence of a monitoring system to evaluate the available resources; a resistance to change and to the creation of new social responses; budget constraints; centralization of the available resources; lack of qualified human resources; lack of effective partnerships; and bad health management.

To solve these problems, it was mentioned that the main strategy should be promoting an efficient cooperation to increase the effectiveness of the existing responses and to create innovative ways of intervention, in order to eliminate situations of exclusion, through the following projects:
a) creation of a network of residential services for handicapped people;
b) implementation of a community centres network;
c) creation of occupational fora for mentally-ill people;
d) creation of a occupational centres network for handicapped people;
e) implementation of support centres to mentally-ill people.
The lack of temporary housing for critical situations (e.g. high dependency), was

mentioned at Oliveira do Bairro, and the responsibilities for that were addressed to the Government, by the withdrawal of social policies, as well as by the unsustainability of the services and by the stigmatization of some social groups.

In order to answer the problem of the insufficient diversity and inadequate services to families needs, at Cascais, participants found the improvement and integration of the social support to families strategic, and highlighted mobilization projects, volunteer education and family support response monitoring in terms of its articulation and profitability.

Main Problems / Families Vulnerabilities

Generally, several problems or family vulnerabilities were mentioned, which require effective interventions: domestic violence, "family crisis"/ "lack of family perspectives", low levels of personal and family's social competences, rejection of the elderly, low citizenship spirit, insufficiency of adequate support services, lack of parent education and training and lack of public safety.

Objective 2: Preventing the risks of exclusion

a) Fully exploring the potential of the knowledge society, information and communication technologies, and ensuring that no one is excluded from them, paying special attention to the needs of the disable.

Regarding workshops, the issue about prevention of exclusion risks, namely in the point of view of the society of knowledge and on new information and communication technologies, only two references came up. Info-exclusion was identified in Oliveira do Bairro and in Cascais.

Making a deeper and more systematic analysis of this question, info exclusion was raised by one work sub-group (from Oliveira do Bairro) which considered the following causes: on an individual level the participants identified the lack of IT competences, lack of access to infra-structures (network); equipments (machines); and support (training). On a State/institutional level, namely through education/training division, they mentioned that information about IT is not enough in the educational and training path and there's a lack of continued training for the teachers.

We can say that issues related to Knowledge and Information Society are still far from

most of the citizens, being necessary to (re)think some strategies for a more effective functioning of the goals which are essential to its expansion, as it was predicted by the Lisbon Strategy .

b) To create policies geared towards avoiding disruptions in living conditions likely to lead to situations of exclusion, namely with regard to over-indebtedness, academic exclusion or the loss of housing.

Like we have noticed before, through the general perception of the aggravation of some social situations, like unemployment, low qualifications, the permanent difficulty in accessing healthcare, education, housing, among others, the prevention of exclusion risks is still a key-policy issue.

The existing references, which may fit in this objective, in four of the seven regions where the workshops took place show that there is still a lot of work to do interms of the prevention of exclusion risks.

In the Macedo de Cavaleiros region (Bragança and Vila Real districts) poverty and social exclusion situations are identified, aggravated by the idea that the population's social needs aren't taken into account and, in Peniche (West region), generational poverty.
On the other hand, issues related to geographical isolation and elderly loneliness have been considered as social exclusion situations, in Macedo de Cavaleiros, Oliveira do Bairro and Cascais.

Objective 3: Helping the most vulnerable

a) To promote the social integration of men and women at risk of being confronted with persistent poverty situations on account of their disability or of belonging to a social group with special integration problems such a those which affect immigrants.

The references taken from the workshops results, which better fit in this objective, are related to the existence of problems specifically connected to illegal immigration (2), which forbids immigrants to make use of their rights. These issues were brought up in Cascais and a reference to emigration was raised in Macedo de Cavaleiros.
The sub-group from Macedo de Cavaleiros presented a detailed studied on the

emigration problem, which they considered to have repercussions on all the regions' development, pointing to structural causes, like the country's economy, the unemployment or the existence of precarious jobs and also other individual causes such as low school and professional qualifications and lack of expectations for the future.

For further details on this subject, please see chapter 4.

b) To attempt to eradicate social exclusion situations related to children and provide them with all the opportunities for successful social integration.

This objective which appeals to the elimination of children's social exclusion, still has obstacles for its accomplishment, because children and youth social negligence and disrespect still persists (3) in Vila Nova de Famalicão, Macedo de Cavaleiros and Oliveira do Bairro; Child labour was evident in Vila Nova de Famalicão and Oliveira do Bairro, while in Peniche the circulation of illegal weapons was referred to. These situations already mentioned in objective 1, have to be stressed in this context, because they show lack of sufficient efforts on giving children all their social integration opportunities. On the other hand, the child labour problem is connected to lack of success, absenteeism and early school leave, also already pointed out. There were still some references to minors' sexual abuse and youth delinquency in Portimão and also to the lack of free-time activities for children and youth in the Peniche's workshop.

Going deeper into the issue, already bearing in mind the regions' most urgent problems, one was considered severe, in 6 of the 7 of the regions where the workshops took place (Cascais, Vila Nova de Famalicão, Macedo de Cavaleiros, Peniche, Portimão and Reguengos de Monsaraz) and it points to a systematic inability of guaranteeing all the opportunities for children's and teenagers' social integration, compromising their own future: the lack of success and early school leave, a problem that seems to be transversal to the country and that has several complex and interconnected causes. Summarizing, the workshop participants identified the following problems and

possible solutions:

- The State, meaning, the Education represented by the School, was seen as one of the main responsible institutions for children and teenagers segregation and social exclusion promotion when it managed to expel them out of its system, being unable to create attractive integration measures, accomplishing what seems to be its function. Such a repulse, according to the workshops participants, stands on the promoted teaching system (not very flexible and not adapted to its audience needs and expectations), lacking suitable school supports for the situations and still lacking in investment from teachers.

- Families were also trusted with part of the responsibilities, because in a general way it involves depreciation values of school/academic learning, of work promotion and/or for economic problems, leave their children and youngsters on their own.

- Children and teenagers didn't escape this co-responsabilization exposed by the technicians, once, besides being permeable to primary socialisation values, they are also permeable to secondary socialisation, made by the school and they absorb the values associated to "repulse or segregation", through lack of interest, low expectations facing school and future itself, falling into crime and youth delinquency most of the times.

To solve the problem of lack of success and early school leave, three proposals came up:

- The main strategic goal expressed in Macedo de Cavaleiros was to guarantee the access to education and proper qualification for the region's needs. However, no reference was made to projects or ways of doing this.

- To increase the expectations and competences of children socialisation in families, in citizenship and in defining territorial educational projects in which the community should participate, were the goals mentioned in Peniche to achieve through what they considered to be an innovative Project - the creation of a technical team of local intervention.

- In Cascais, the participants also defined two strategic goals: promoting teaching adapted to children and youngsters individual needs and developing personal, social and professional competences on the educational agents (formal and

informal), through local and multi subjects support teams for students and families individual needs.

Objective 4: To mobilise all relevant bodies

a) To foster, in accordance to the national practices, the participation of the people in exclusion situations, namely in what regards their situation and policies and actions designed with them in mind.

Facing the participants' group mobilisation issue, namely, participation of people who are in a situation of social exclusion, about their situation and about policies and actions developed for this purpose, we can say that at a national level there haven't been any practices.

And this problem was brought up in only one of the regions (Oliveira do Bairro), in which we clearly recognised the existence of cultural barriers for the receivers participation as protagonists .The interlocutors considered that the causes of this problem come from traditional intervention models centred on "answers type/ feasible and possible", on devitalisation of primary benefit networks and social knowledge and logic fragmentation, differentiation of languages and reinforcement of the dialogue asymmetries among the various agents.

b) Integrate the fight against exclusion into broader policies, through the following:
- Joint mobilisation of national, regional and local authorities, with regard to their areas of competence;
- Development of appropriate procedures and structures for adequate co-ordination.
- Adaptation of administrative and social services to the needs of people in a situation of exclusion and raising awareness of their needs amongst the bodies and people working in the field.

This objective points to issues which seems upstream of local technicians interventions, more directly confronted with the execution of these policies, therefore no contributes were identified in the way of assuring the integration of the fight against the exclusions of the policies' group.

c) Promote dialogue and partnership between all the public and private bodies involved, through:

- Involvement of social partners, non-governmental organizations and social services bodies, with respect for their respective areas of expertise / responsibility in the field of the fight against exclusion.

- Encourage all citizens to accept responsibility and take action with the aim of social inclusion;

- Encourage social responsability on the part of the companies.

In this mobilisation setting it was possible to acknowledge the effort which some local levels are doing, but still facing three kinds of problems or vulnerabilities:

■ Questions connected to the partners' mobilisation and inter-institutional articulation (4) concerns that were discussed in Vila Nova de Famalicão, Oliveira do Bairro, Cascais and Reguengos de Monsarraz.

■ Lack of early and continuous training of technicians (e.g. the absence of a common language) referred in Peniche;

■ Absence of corporate social responsibility (medium and large companies), was also only referred to in Peniche.

One of the Vila Nova de Famalicão region's group considered as priority first to be solved the inter institutional partnership deficit problem, which the main cause is in the continuation of a corporate culture, associated with power centralization issues. While the Alentejo's region participants referred the problems of inter institutional articulation as one of the conducive factors to problems and needs felt by the more vulnerable groups and simultaneously as an obstacle for its solution, these participants consider that public institutions deciders needed to know the mission better, of the attribution and responsibilities of other institutions/local services credits and competences, in order to have an effective integration and articulation of resources for the solution of common problems and citizens' respective needs.

According to Vila Nova de Famalicão's representatives, the main difficulties referred have to do essentially with the persistency of a corporate work culture and a great difficulty of sharing or centralizing the power of decision. In the same way, participants of Reguengos de Monsarraz considered that the public administration organizational culture, is characterized by divided interventions, meaning, by the development of less integrated activities among various services and even fragmented in its own territory, also verifying the "personalities cult or excessive centrality" of the

services, an excess of bureaucracy, just as the absence of quality products and services evaluation, which most of the time, don't allow for the most correct and efficient profitability of the available resources in the territory.

In this workshop the sub group was the one who worked on the diagnosis, goals and projects concerning the target groups, which chose to focus on this problem of lack of inter-institutional articulation, and as it is in the vulnerabilities perspective, which are part of the interventions, we decided to put it in this objective.

These reflections are based in perceptions and partnership work experiences, namely the low mobilization level and participation of different public and private entities level, as far as local social networks are concerned, in which, in general it's easier to motivate and mobilise the policy-markers and technicians, and these are indispensable for an efficient approach, which is also recommended on the Joint Report on Social Inclusion (2003:213)[6]

In this context, it was considered to be priority, by the work group of Vila Nova de Famalicão region, the deficit problem of the inter-institutional partnership culture. In order to solve these problems, the group agreed on the strategic goal of assuring the Social Network principles incorporation to different levels, by the Ministry involved, having in mind the generalization of a partnership culture, through a) production and spreading of knowledge concerning planning, participation and partnerships and b) constituting a District and National Committee (guaranteeing the Social Network principles enforcement).

We should also say that the argument surrounding this strategic goal, which the group considered as being structural to draw transverse projects, capable of solving the detected problems, still led to other conclusions, such as:

■ It matters that the local partnerships consolidate themselves so the council Social Development Plans orientations may integrate the action plans of the different partner entities.

- It matters to create measures that promote the active local partnership, so all the agents are hold accountable (public, private, civil society, people in an exclusion situation…), in the local development area.
- A constraint was pointed out, which is important to overcome; the Social Network is not considered as priority for its partners, namely Health, Education and Employment, making truly integrated planning and social intervention, impossible.

Also, for the agents in the Alentejo's region, and in a complementary way, the philosophy underneath the Social Network Program, has shown itself as strategic potentiality to overcome the practices of the public administration services, since they are structures where all the public and private agents, must come to an agreement of their common and integrated strategies for the respective territory and to impel the services for its execution. Therefore, the participants pointed out, as a strategic goal for the region the "institutions articulation to a public, district and regional level in order to intervene and to draw integrated political measures (in the issues and target-groups perspective), which answer to their needs based on local diagnosis (the ones that are done and the ones that are to do, as foreseen by the Social Networks).

The two proposals' conjoint reading allows for perceptivity what is indispensable to promote dialogue, communication and participation in both ways Central - Local and Local - Central; claiming the various levels, the respective articulations and the interdivisions integrations, always bearing in mind a mutual goal: citizens' life improvement, aiming at the ill-favoured ones integration.

4. Vulnerable Groups - From Local Diagnosis to Structural Projects Definitions

This chapter organizes the results obtained regarding to the vulnerable groups approach, which allowed to draw a brief regional/district diagnosis of the problems and needs felt and to accomplish some solutions and projects proposals.

A territorial steadiness was watched (100%) as far as some vulnerable or risk groups' identification is concerned, with no or not enough answers for their needs:

- Immigrants
- Cultural minorities;
- The elderly;
- Dependents (drug addicts and alcoholics, the handicapped, the elderly and people with mental health problems);
- Children and youths;
- Long-term unemployed;
- Victims of violence;

On the other hand in 70% to 80% of the workshops, the participants still added the following vulnerable or risk groups, without or with enough answers, in the region/district being analysed.

- People with low qualifications - Regions of Alto Douro, Trás-os-Montes and Algarve, Lisbon, Braga and the Leiria Districts.
- Single parent families - Regions of the Alto Douro, Trás-os-Montes, Algarve and Alentejo, Lisbon, Braga and the Aveiro Districts.
- People with AIDS - Regions of the Alto Douro, Trás-os-Montes and Algarve, Lisbon, Braga and the Leiria districts.
- Ex-prisioners - Regions of the Alto Douro, Trás-os-Montes and Algarve, Aveiro, Braga and the Leiria districts.
- Youth School leaver's (between 12 and 16 years old) - Regions of the Alto Douro, Trás-os-Montes and Algarve, Lisbon, Aveiro and the Leiria districts.

Afterwards, the participants were asked to prior the vulnerable groups of the respective regions or districts, aiming for the execution of a brief diagnosis and also to identify some structural projects' and strategic goals' proposals. The most recurrent

vulnerable groups were children and youths at risk, isolated old people and/or dependents, immigrants, alcoholic people, and mentally ill people, people with low scholar qualifications, low education and/or qualification.

CHILDREN AND YOUTHS AT RISK

Regarding this vulnerable group, in Vila Nova de Famalicão and in Oliveira do Bairro, the participants have agreed the terminology "Minors at risk", while the ones from Cascais preferred the "Children and Youths at risk" definition, in Peniche they focused on "youths between 11 and 15 years of age", considering the main problem to be early school leaving (one of the problems already mentioned in the previous chapter).

The general diagnosis identified children and youth specific problems and need's, according to their development stages, as well as their relationships with the Family, the School and the State.

The lack of basic/primary care, physical and psychological abuses, family neglecting, lack of success and school abandonment, child labour, delinquency and pregnancy in adolescence, are quite a few of the main problems which have complex and linked causes, at the following levels:

- At the family level - Some factors were pointed out, such as: poverty; unemployment and precarious jobs; illnesses as alcoholism and drug addiction; parental skills weakness'; families with multiple problems (unemployment, alcoholism, health, drug addiction, among others); lack of the individuals availability, a result of their emotional and economic instability and stress; negative school representation and, therefore a depreciation of their children's education; parents' low interest in participating in their children's school life, due to a low educational/cultural degree and/or for their working hours incompatibility.
- At the State level - the official educational model, settled on massified school, not very flexible as far as the curricular is concerned, which is totally inadequate for youth, families and employment market needs and expectations. Other causes for the problems identified were the inadequate offer of school equipments and services that answer the families and youth needs and

expectations, as well as the school spaces are unattractive and/or ruined.

■ At the children and Youths' level - Low expectations for the future, namely as far as their integration in the job market is concerned mainly at a local level and non-motivation facing school programs insufficient for their competences.

We can still say that some of the identified needs by the participants are set in the objective of promoting the participation in employment and the access by all to the resources, rights, goods and services, representing the importance of reinforcing already existent measures and/or think of new ones.

In generic terms the needs of the children and youth at risk pointed out by the participants in Vila Nova de Famalicão, Oliveira do Bairro, Peniche and Cascais were the following:

■ More social equipments and services for early childhood, occupational centres for youth.

■ Adequacy of the timetables of the schools to the families working hours, aiming at the promotion of conciliation between family and work's life.

■ Enlarge the number of shelters.

■ Training support for the families, in the scope of personal promotion competence is concerned.

■ Preventing situations of children at risk;

■ Creating a new educational model, more flexible, which bets on alternative answers or services to compulsory scholar fulfilment; namely in areas such as sexual and civic education and in entertaining and sports activities.

■ Adequacy of school spaces for children and youths;

■ Equating, by the school, of transition processes to adult life;

■ Flexibility System in order to make the partnership between schools and local institutions easier.

The following table allows a better understanding of strategic goals and the structural projects for the children and youths at risk and their relevant links to the Common Objectives.

Table 3 - **Strategic goals and structural projects for the Children and Youths' at Risk Group as far as Common Objectives are concerned (Vila Nova de Famalicão, Peniche and Oliveira do Bairro)**

Strategic Goals	Projects	Common Objectives PNAI 2003-2005
1. To promote new applications in childhood services in order to value the child, introduction of "child empowerment" and enveloping/developing family (VNF)	'Pack' happy child/ instruments utensils-good practices(VNF)	1 To promote participation in employment and the access all to resources, rights, goods and services
2. Guaranteeing the families' basic needs(OB)	Early intervention integrated process (Pen)	
3. Guaranteeing the participation of individuals/groups in their integration process (OB)		4. To mobilise all relevant bodies
4. Promoting the personal, parental and social competences (OB)		3. To act in favor of the most vulnerable
5. Solidify the interaction practices between school and community structures (education, economic...)(Pen)		
6. To evaluate the school intervention for the evolving community's economic fabric/ region adapting the programs to it (Pen)		

Source: Analysis of the Content of workshops results - Participation Process PNAI 2003-2005

THE ELDERLY

The "elderly" and "major elderly" categories present great vulnerabilities, especially when it's associated to the ageing process, lack of economic resources and loss of autonomy. The participants of all Regions/Districts considered the elderly as a prior vulnerable group, besides the surrounding they are in, and the bigger or less degree of physical, social or any other kind of dependence.

All the workshops participants, namely referring to the Region of Alentejo and sub-regions of Alto Douro and Trás-os-Montes, mentioned the geographic lonesomeness. Participants, who analysed these two last regions, understanding the most usual cause was rural migration, a consequence of politic options defined for the national territory, lack of regional strategies, and lack of economic investment in those regions.

Health problems, from which bad medicine administration was pointed out as the cause of death of an important percentage of individuals and the dependence situations lived by a great amount of elderly, were also the problems pointed out.

In several workshops, the dependence was diagnosed as a problem felt specially in this group, but, in other groups, the number of non elderly in this situation and the specific problems and needs associated chose designation People in a dependency situation/ great dependents (people with ages = 75 years old).The weak economic and dwelling conditions as well as the low offer of social responses and proximity services, the illiteracy and the low qualifications of a big amount of elderly, were also the problems pointed out, which still remit to the lack of this social category's social participation.

Relatively to this group's most felt needs, the following references were observed:

- Psycho-social attendance of themselves and of the family;
- Communities support networks activation;
- Financing for the improvement of home condition; which means direct financing for work on housing' interiors, for example piping, electricity, etc, to improve the living conditions in housing.
- Improving the accesses in public and private spaces, what imply an investment in overcoming architectonic barriers;
- Improving the quality of Social Services;
- Improving an integrated intervention by individuals and families.

To the presented problems and needs, other interconnected factors were added, which include various social actors:

- *Individuals themselves - Low incomes and/ or low pensions, refuse of social support or services, most of the times because of not knowing their situation or fragility;*
- *At the family level - Families' incapacity of responding to the elderly needs, specifically in the follow situations: emigration; low or average incomes; working hours incompatibility; lack of quantity and qualified proximity integrated social services and at reasonable prices for the families budget..*
- *At the State level - Lack of responses and integrated social services, qualified and at reasonable prices, as well as health services for primary prevention and emergency situations.*

So, the participants proposed some strategic goals that correspond to the Common objectives of the PNAI point to political measures in order to:

1. To promote the employment participation and the access to resources, rights, goods and services for all, namely of the directives:

1.1 b) To prevent professional disruptions by developing the capacity for professional integration thanks to human resource management, work organization and life-long training.

- Training in social gerontology all the professionals who work's with elderly.

1.2 a) To organise the social protection systems

- Increase the area of Integrated Outdoor Relief Services (social security, autarchy, health, etc.);

- Increase the quantity of Integrated Home Care Services (health, social security, municipality, ,etc.)

We can still refer that if we observe the diagnosis results, mainly at the needs level, connecting them to the political goals and measures which exist in PNAI 2003-2005, we can still confirm the importance of impelling specific measures on the extent of sub-objective

1.2 b) To create policies whose objective is provide everybody with access to a decent and sanitary home and essencial basic services necessary to live normally, having regard to local condictions (electrecity, water, heating...)

PEOPLE IN A DEPENDENCY SITUATION
GREAT DEPENDENTS

In the Reguengos de Monsaraz workshop, the participants analysed the problems and needs felt by individuals with high levels of dependency, that is to say, owners of specific handicaps, independently of their age group or type of dependency, defining them in the following way: "People with total or high lack of autonomy, caused by car or labour accidents, such as people with terminal diseases, cancer patients, Alzheimer and Parkinson patients and the elderly.

As far as patients with high levels of physical, economic, and social dependencies, are concerned (namely the ones that result from serious labour and car accidents), the participants proved that there are specific needs, with which they and their families

don't know or can't deal with. Such needs can be aggregated in two categories:

- Needs related to the health domain: of information and training for the individual and his family, in respect to the daily care to be developed, for instance, hygiene, feeding, mobility, and others; psychological support to the individual and his family;

- Needs in terms of home and accessibilities adapting the interior of the houses to the new health conditions and elimination of architectonic obstacles in home and public buildings.

The determinants that are the basis of the problems and needs felt by this social group are also complex and require an investment in political measures:

- In the health domain, due to the absence or deficiency of a few services for rehabilitation, and weak offer in terms of technical help.

- In the home and accessibilities domain, due to the general non-accomplishment of laws on buildings and accessibilities; the weak financial investment of the State, families and community in the adaptation of houses and accessibility conditions, to answer to the needs of people with conditioned mobility and absence of progressive adaptation of the houses to the valid legislation.

Although the participants didn't conclude defined goals for the two days of work, they have obtained a diagnosis that draws the attention to the importance of new measures and the strengthening of some that already existed that can integrate themselves, at least, on the following objectives:

- *1.2. b) To create policies whose objective is to provide everybody with access to a decent and sanitary home and essential basic services necessary to live normally, having regard to local conditions (electricity, water, heating…)*

- *1.2.c) To create policies that aim to provide access to basic health care for all, inclusively to those who are not autonomous*

PEOPLE SUFFERING FROM MENTAL ILLNESS

People suffering from mental illness were considered, in all workshops, as a vulnerable group for whom there is not enough local services.

In terms of diagnosis, the participants have considered that the precarious state of health of these individuals is responsible for problems and needs on these levels:

- *Health* - linked to economic and social dependence; absence of specialized care; lack of Clinical Centres, Daily Occupation Centres and multidisciplinary accompanying teams;
- *Family* - many of these people live in poor and socially disintegrated families, while others live isolated without any social or family support;
- *Social protection* - Non-existing specific housing services and social services for this type of population, which usually originates in their integration while still at a young or adult age in services for the elderly. When they are already old, they are integrated into homes that do not have either the resources or sufficient conditions for their reception.

According to the participants speeches, besides genetic reasons in the basis of mental illnesses, alcoholism and unemployment are two of the aspects that have contributed more to the increase of the number of people suffering from mental health problems, and this situation can be aggravated by the absence of clinic diagnosis and by the inexistence of preventive measures. In this way, it becomes evident that the diagnosis made to this group has similarities with some of the needs and determinants already identified in the two previous groups.

ALCOHOLICS

People with alcohol problems were referred to as composing a vulnerable group of relevant expression in all workshops, also being referred to as one of the main problems we can find, based on other phenomena, namely the increase of situations of domestic violence.

Alcoholism is understood as an illness that, according to the participants, has its origins in cultural and socialization habits motivated by different social contexts, namely professionals (specially in wine producing regions, such as Alto Douro, Trás- os- Montes and Alentejo); of sociability, in which the habit of drinking alcohol is dominant, specially in young people, creating early consumer habits in rural areas, in which the consumption of alcoholic drinks (wine and brandies) is believed to be a mean of heating, also influencing children's early consumption.

In terms of the noticed needs, the participants have considered: therapy programmes; psychological and social accompanying; confinement structures; multidisciplinary teams in the psychiatry departments that in an integrated way take part on the resolution of the identified problems and also social and professional reintegration, as well as sensitization and information to the community about this problem.

To meet the obtained diagnosis, the Vila Nova de Famalicão participants, brought up a goal that could be adopted at a local level, that reports to the three dimensions of prevention: primary, secondary, and tertiary, to know: Implementing a district strategy to fight alcoholism starting from the priorities/ experiences/ municipal projects in this area, in order to promote integrated answers to the primary, secondary and tertiary prevention with the family involvement. "

PEOPLE SUFFERING FROM HIV / AIDS

In the workshops' five places, participants have pointed out as the vulnerable group the one of individuals suffering from HIV/Aids, concluding that the participants from the districts of Lisbon and Leiria and from the Alto Douro e Trás-os-Montes regions have considered not having specific answers and services for the problems and needs of this group.

The participants' speeches showed that the problems that this vulnerable group is facing are basically of two kinds:
- Health problems, related to the consequences that the illness provokes on infected individuals, namely in matters of physical and psychological fragilities.
- Social integration problems, related to prejudice and discriminatory tendencies from the community - as a secondary support network - in which they should continue to be inserted, and also from the family, that should keep structuring the primary support network.

The referenced needs are directly linked to this kind of problem, this is to say, it has to do with the need of support and access to structures and health services level and the need of humanitarian support able to deal with the specificities of prejudice and the stigma that victimizes this vulnerable group, making it penetrable to situations of social exclusion (that working with the infected individual, or with the family or the

community in general). In this sense, the proposals to consider have to guarantee adequate measures to the diversity of existing situations in the visible homogeneity of the group.

IMMIGRANTS

In all workshops, immigrants were referred as one of the vulnerable groups in term of poverty and of social exclusion, because it is visible that some of foreigners that are residents in Portugal live without any conditions. Therefore, the participants have approached these groups' problems considering two typical situations: illegal foreigners and ones that are legal.

The participants from the Alentejo Region, from Lisbon, Leiria and the Braga Districts said that there are no national or local measures to solve the problems and needs of illegal immigrants, being repatriation the only possible solution. Most of the times, the services don't have financial resources, which origins as a consequence, foreigners in an illegal situation, staying in national territory without any conditions on social integration, facing a daily struggle in access to goods, rights and services, considered as basic.

For both situations (legal and illegal immigrants), the problems and needs that were mostly pointed out were common, namely difficulties on the access to a job and integration in the labour market, legalization difficulties, including children who were born in Portugal, difficulties in accessing health, social protection systems, a proper housing and education. Alcoholism, isolation, racism and xenophobia were other problems mentioned.

In this context, the learning of the Portuguese language and the family regrouping were two of the most referred necessities for a more effective integration of these "foreigners".

The immigrant question obliges considering the politic point of view and, in this domain, the participants pointed out the following questions to solve: the absence of an agreed on integration politic missing out punctual and unadjusted politics; lack of

reception integrated structures, accompanying and juridical support, among others; the bureaucratization and absence of the school equivalences; unemployment which many times is persistent; the representations and social practices, namely of employer entities that invest on precariousness work, not accomplishing the law obligations.

Based on this diagnosis, the participants of social networks of the Lisbon District have proposed as a project, the design of a National Plan for the Immigrants Integration, based in two strategic and fundamental ideas: (i) legalization; (ii) the fight against social discrimination. They have also advanced some political measures proposals to incorporate the Plan: (i) the rise of Local Centres for Immigrant Support, with integrated interventions;(ii) promoting social Marketing, that implied also an agreement with the media, with the purpose of transmitting news or programmes that illustrate situations and the difficulties they go through.

Summing up, it becomes perceptible that the access to rights by foreign citizens passes trough a guarantee of conditions in social inclusion by the receiving country, which must be a central goal for technicians, institutions and society in general.

LONG-TERM UNEMPLOYED (LTU)

Long-term unemployment was considered as one of the main factors of social exclusion. This fact is due to the centrality that unemployment assumes in the organization of today's societies, for the wage that it provides, it is a guarantee of the daily experiences, by its social status and also by the feeling of belonging to society.

The situation of a long-term unemployed has multiple causes and, by itself, it tends to generate consequences such as the misuse of professional skills, the weakening of work habits and, sometimes, even the rupture of social bonds, either due to primary or secondary support networks.

The participants of the Aveiro District have considered long-term unemployed for having training and/or professional reconvertion needs and, in general, they stay are out of the job market for long periods of time, or needing it in a cyclic way.

The employment season was considered as one of the generating facts of vulnerable

situations, with low salaries and because, in unemployment periods, most of the individuals don't have means of subsistence. The participants of the Alto Douro and Trás-os-Montes regions specially questioned this vulnerability, as a characteristic of the agriculture division, by the one from the Algarve Region, due to the characteristics of the tourism division and also by the ones from the Leiria District, because the fishing division also has similar problems.

As main responsible factors for the long-term unemployment in Aveiro's District were pointed out:

■ The professional ruptures in an adult age, caused by the enclosure of companies and dismissals in the District.

■ The low professional qualifications of this vulnerable group and the harmful profit of the doles given by the State.

■ The weakness fiscal incentives to companies contributing to the block of potential alternatives to overcome this problem.

PEOPLE WITH LOW SCHOLARITY, TRAINING AND/OR QUALIFICATION

The participants of five places where the workshops were organized have identified the young individuals and the adults in an active age with low education (9th grade), low levels of training and /or professional qualification as a group at risk of poverty and social exclusion. According to the Douro, Trás-os- Montes and Algarve's participants, besides the low school qualifications, the problems, which this group faces, are the early school leaving and the unemployment.

This way, the needs that were pointed out by the diagnosis request to different levels of action:

■ Education Policy - to attend recurring teaching; education and school training for adults; alternative curriculum; accompanying of students with difficulties in having good school results and to their families; valuing an education and training Integrated Plan;

■ Professional Training - this must be satisfactory and directed to the territory diagnosis needs and should assure traditional professions;

■ Employment- promotion of the incentive to self-employment programmes' integration in the work market.

The determinant factors of low school degree and of low individuals' qualifications, as well as the early school leaving, have to do with a variety of complementary causes related to each other:

- Family- since is perceptible the school and education depreciation by the families; parents absenteeism; low family incomes.
- Individuals - the lack of study habits and low expectations facing school related with the school depreciation.
- Education - the insufficiency of Curriculum of the massified school system before young people and their families' expectations.
- Companies - the lack of initiatives of businessmen in the judgment of the employees' qualifications. A life-long learning strategy still isn't taken in consideration in Portugal.
- Territory distribution - we can see the school/ technical and professional infrastructures needs in villages (outback areas were referred), a fact that along with a weak transportation network (either in terms of schedules or road infrastructures) does not guarantee the access to educational institutions.

The participant's have proposed new measures and emphasised the importance of (re)guiding the focus of a few measures that already existed in the employment, education and professional training domains, in the scope of common objectives of PNAI 2003-2005:

- *1.1. b) To prevent professional disruptions by developing the capacity for professional integration thanks to human resource management, work organization and life-long training*
    - ► To promote the search of qualified human resources by economic agents and businessmen;
    - ► To promote information/ training activities for educational agents.

- *2. B) To create policies geared towards avoiding disruptions in living conditions likely to lead to situations of exclusion, namely with regard to over indebtedness, academic exclusion of the loss of housing.*
    - ► To promote professional training alternatives to young people in ages under susceptible or equal to 16 years old;
    - ► To encourage the application of pedagogic proper practices;
    - ► Re-evaluating and promote alternative measures/ school curriculum.

5. CONCLUSION

The Local Diagnosises

The vulnerabilities/ problems referred by the participants (public and private entities, non-profitable organizations, technicians) reveal a perception of the general worsening of living conditions, namely to individuals and more vulnerable social groups (like the elderly, children and young people at risk and handicapped people, but also immigrants, working poor and people with low school qualifications).

A more accurate reading leads to another conclusion, that in fact, there are several structuring measures to "solve" training and professional reconversion problems and setting employees in the labour market, but they are planned in a sectoral optic and apparently not coordinated with the existing measures to the renewal and revival of industrial and company division or with social profile measures.

We can still say that the invested effort in the relevant overall of measures instruments that several divisions have put to the service of the common European objectives (agreed in 2000), are not having the effect we wished for, of reduction and/ or prevention of poverty and social exclusion situations, requiring a deep inter-division reflection about this question.

In fact, an evaluation of vulnerabilities/ problems analysed by the sub-groups, mixed with the politic instruments/ measures in the National Action Plan for Inclusion (2003-2005) made clear that there are few really structuring instruments, this is to say, in which implementation acts on the causes of problems and allows effective changes. It is the result of a traditional work, because the institutions / entities break reality to work by divided areas (Education, Health, Employment, Social Action…). Simultaneously, it is possible to see work difficulties by problematic areas, in a perspective of global reading of problems that, in a more and more complex society, they are also more and more complex and confuse, claiming integrated and integrative solutions.

Summing up, the problems and social needs are getting more complex in a faster rhythm than the technique and politic capability of identify them, without separating them in divisions, and being capable of giving them the correspondent global answers.

It is important to identify structuring solutions in partnership, in a way of defining the correspondent division responsibilities, going against traditional perspective of conception and implementation of policy measures to make them more efficient and effective in the combat against poverty and social exclusion.

Such conclusions led to the need of rethinking the model of future PNAI, since the conception step to its implementation, in a way they become more efficient and effective in the articulation and concretization of a consistent strategy of social inclusion, once the obtained data points to an aggravation tendency of the citizens' social and economic situation, namely of de most poor people. On the other hand, the governmental variation the country faced in the active period the Plan contributed to make their monitoring and implementation more difficult.

Another noticed need is related to the importance of planning in a solid and more consequent way the mobilization and participation of all agents, including people in situation of poverty, the ones who have been external of this process, even to the different local levels, because even the social networks have been hidden in that mobilization.

It refers to questions that should consider the need of having a major dynamic implementation of the PNAI, starting from the social local networks and its partnerships, still implying better reflection about the probable participation models, based on clearness and transparency of objectives, in a mutual language and in mutual work instruments.

We can point out the importance and emergency of a monitoring and evaluation process, namely in the impact of measures/ instruments that are functioning nowadays and that can be considered as structuring as far as PNAI, is concerned, having the purpose of producing a crucial impact in the eradication of poverty and social exclusion.

The reference to State responsibilities constitutes a common denominator, either in the approaches of problems or by target groups, without forgetting other agents' responsibilities. In other words, what was transmitted by these privileged agents has given huge relevance to the State's role against poverty and social exclusion, regarding

that the great part of the discussions' theme was based on a perspective of guaranteeing the citizens rights.

Global Remarks

The importance of announcing the different territorial levels to demonstrate their position was unquestionable. Nevertheless, it originated several obstacles because of the goal of having a decisive impact on the eradication of poverty and social exclusion until 2010 (as the Lisbon Strategy supported), namely:

- The lack of financial means at a local level, to implement decentralized political measures.
- Some universal measures implemented at national level, proved to be inadequate in some local territories, because they have a centralist perspective.
- Difficulty of coordination and inter-division links between common objectives and individual perspective in social intervention.
- Communication distance between the central level and the local levels and lack of strategic orientations directed to the local authorities about the different ways of fighting poverty and social exclusion. If one of the purposes of PNAI must be this one, it seems not to be recognized as such, either at central or local level.
- Different interpretations and positioning forward the problems and situations of poverty and social exclusion by the different levels of government, the NGO's, and the population in general, who demand the need of making different sensitization campaigns, to make good existing practices and share of responsibilities by the inclusion.

To finish, it is important to consider the dimension of the social cohesion, because it's essential to the concretization and consolidation of the local and regional social-economic development, constructing a fairer and cohesive society.

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