

NATIONAL ACTION PLAN FOR INCLUSION

NAPincl 2006-2008

Publicação co-financiada pelo Fundo Social Europeu e pelo Estado Português



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GOVERNO DA REPÚBLICA
PORTUGUESA



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Framework



From the European to the National Social Inclusion Process Plan for Inclusion within the Open Method of Co-ordination framework

The present societies are constantly changing, with different characteristics, from demographic, family, social and economic alterations to the growing technological progress and intense international competitiveness. However, there are still structural problems which demonstrate the importance to strengthen the social inclusion role in the European Union's (EU) Strategic Plan and of each respective Member State.

The Lisbon Summit (March 2000) played a decisive role where Heads of State and Governments agreed to make the Europe Union “the most competitive and dynamic knowledge-based economy promoting more and better jobs and with greater social cohesion”. In this context, a commitment was established to produce a decisive impact on the eradication of poverty and social exclusion.

The main political direction of this objective and co-operation strategy is based on the Open Method of Co-ordination (OMC) 'promoting inclusive policies in order to combat poverty and social exclusion.

At the beginning of 2005, the difficulties revealed by the international economic situation, lead to the revision of the targets set out in the Lisbon Strategy for economic growth and employment, re-enforcing some of its governance and proposing a greater simplification and transparency

¹ The OMC is based on: common Objectives and targets; NAPincl preparation where Member-States present policies to implement; Common indicators; Joint Reports on the Plans assessment, elaborated by the European Commission.

in procedures. In this context, the European Social Agenda and OMC were revised.

Revisiting the European Social Agenda² reinforces the importance of the citizens' confidence so that they can face in a more effective way the main challenges in unemployment, poverty persistence and inequalities through the modernisation of social policies.

On the other hand, the revision of the Open Method of Co-ordination³ lead to its streamlining and several responses came out to the successive appeals by the European Council so as to undertake a greater simplification, integration and coherence in the existing co-ordination processes - social inclusion, pensions, health and long term care.

Its revision is based on the observation that there is a disparity between the European Common Objectives and their implementation, which means that the reinforcement of the plan should move forward besides identifying the main objectives and concentrate on the effectiveness of the policies. On the other hand, it claimed the need to deepen the social dimension in the revised Lisbon Strategy, ensuring the coherence and mutual reinforcement between the objectives of growth, employment and social cohesion.

In March 2006, the European Council adopted a framework for the social protection and social inclusion process. There is a new set of *Common Objectives*:

- (a) Social cohesion, equality between men and women and equal opportunities for all through adequate, financially sustainable, adaptable and efficient social protection systems and social inclusion policies.

2 In L'Agenda Social 2005-2010 – Une Europe Sociale dans l'économie mondiale; Des emplois et de nouvelles chances pour tous, Emploi & affaires sociales, Commission Européenne.

3 Presented in the Communication "Working together, working better" A new framework for the open method of co-ordination of social protection and inclusion policies in the EU, Brussels, COM (2005) 706 end 22nd of December 2005

- (b) Effective and mutual interaction between the Lisbon objectives of greater economic growth, more and better jobs and greater social cohesion, and with the EU's Sustainable Development Strategy.
- (c) Good governance, transparency and the involvement of stakeholders in the design, implementation and monitoring of policy.

There is a new set of common objectives: three overarching objectives and objectives for each of the three policy areas of social inclusion, pensions, and health and long term care – were also defined for each of these strands and which are the basis of the National Strategy Reports on Social Protection and Social Inclusion (2006-2008).

The following common objectives on social inclusion are mentioned in response to the National Action Plan for Inclusion (NAPIncl) and ensure:

- (d) Access for all to the resources, rights, and services needed for participation in society, preventing and addressing exclusion, and fighting all forms of discrimination leading to exclusion.
- (e) The active social inclusion of all, both by promoting participation in the labour market and by fighting poverty and the exclusion.
- (f) That social inclusion policies are well co-ordinated and involve all levels of government and relevant actors including people experiencing poverty, that they are efficient and effective and mainstreamed into all relevant public policies including economic, budgetary, education and training policies and structural fund (notably EFS) programmes.

The design and implementation of the **Portuguese NAPIncl** considered this new global framework and the recommendations submitted by the European Commission following the evaluation⁴ of the previous Plans, to focus more on a comprehensive strategy and its coherence; to reinforce

4 Implementation and Update Reports on 2003-2005 NAPS/Inclusion and Update Reports on 2004-2006 NAPS/Inclusion, COM (2006) 62 final, Brussels, 23.3.2006.

the information system, monitoring and evaluating the policies and measures; to demonstrate political commitment for mainstreaming social inclusion in all relevant policies and to ensure as well as to reinforce working in partnerships with a clear definition of all responsibilities in every stage of the process (design, implementation, monitoring and evaluation). The need to strengthen the Social Network Programme was emphasized by investing in its potential to implement adjusted policy measures articulating the national and local levels ⁵.

The National Action Plan for Inclusion 2006-2008, presents a national strategy on social inclusion based on a socio-economic context and reflections on poverty and social exclusion which lead to the identification of a restricted number of intervention policy priorities so as to implement the European Common Objectives through a local based intervention, namely:

- Assessing the Portuguese situation enhances the need to invest in measures to combat the inefficient solutions in persistent poverty whose dimension is particularly present in children and the elderly;
- In the fight against persistent poverty (disruption of the poverty cycles), raising the levels of qualification constitutes a decisive factor, although not exclusive, once it limits the exclusion process, notably of those entering and remaining in the labour market;
- The disabled people are one of the most vulnerable groups at risk of poverty and exclusion because of their multiple problems and inefficient solutions making it urgent to work towards harmonising the solutions they require;
- The dimension of the migratory flows associated to difficult integration conditions from a significant part of immigrants puts this group in need of a strong intervention in the fight against poverty and exclusion, and it is also a preventive measure for the growth and discrimination phenomena.

⁵ The first step was reinforced with the publication of D-L n°15/2006.

Therefore, the Portuguese Government assumed the following policy priorities⁶:

- i) Fight child and elderly poverty, through measures which ensure their basic rights of citizenship;*
- ii) Correct the disadvantages in education and training/ qualification;*
- iii) Overcome discriminations by integrating people with disabilities and immigrants.*

The more relevant policy measures were organised around these priorities and in response to several challenges identified within the inclusion strategy, and considering issues related to equal opportunities, reconciliation of work, personal and family life and the territorial dimension.

Finally, it is important to refer to the main dimensions to be taken into consideration within Good Governance to implement the social inclusion strategy in a co-ordinated and effective form, namely by carrying out efforts to mobilize and facilitate participation of all actors, including the most vulnerable groups to poverty and exclusion, as well as to guarantee the continuity of the monitoring and evaluation of the measures established in this Plan.

Therefore, the National Action Plan for Inclusion 2006-2008 is a reference document with guidelines on the diversity of actions required within the national process for social inclusion and social exclusion namely for politicians, professionals and for citizens in general.

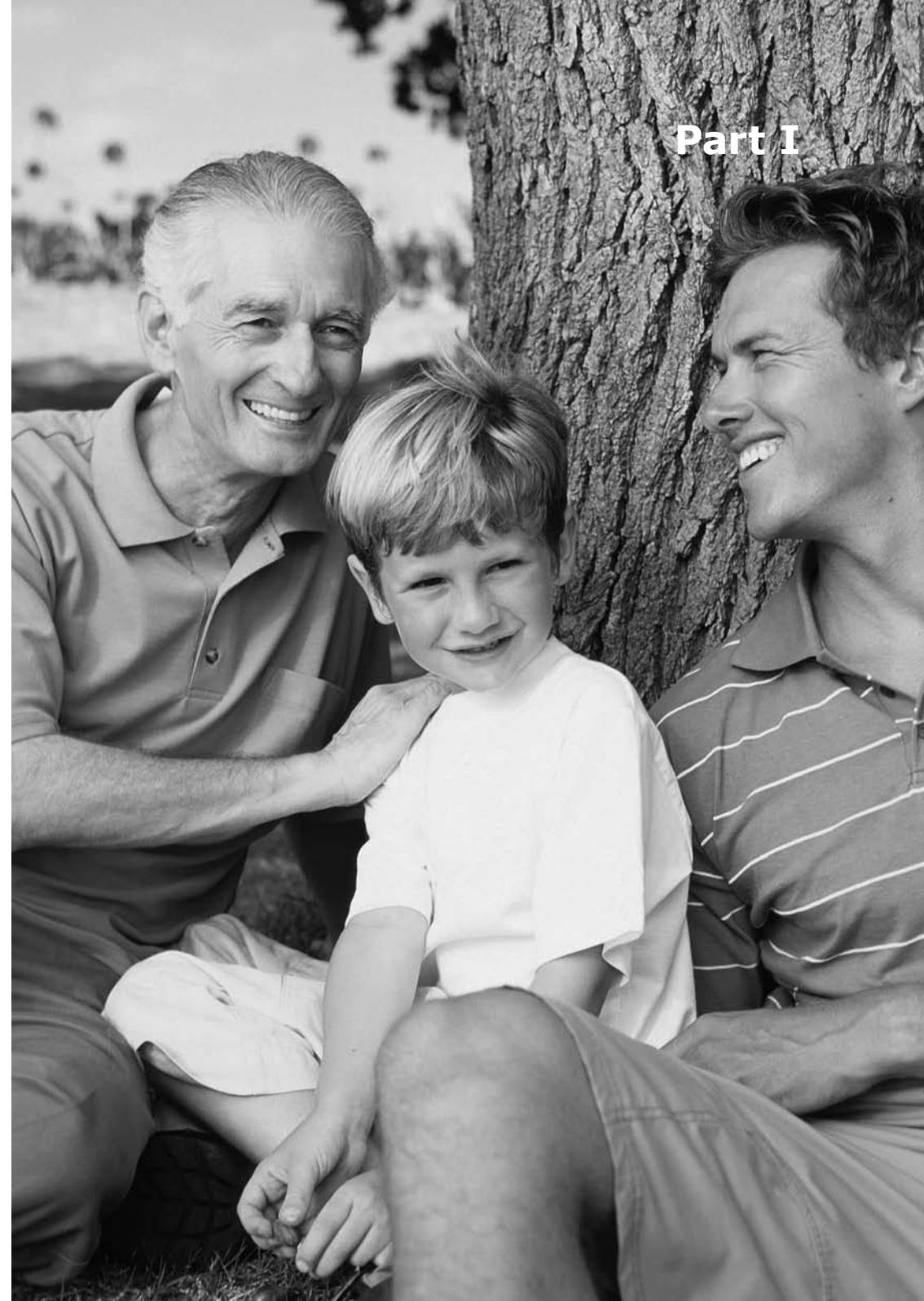
This instrument is to contribute so that the poverty and social exclusion, as present and past phenomenon, can be reversed in the future with

⁶ These priorities follow the ones considered most relevant by the EU: 1. Promote the participation in the labour market; 2. Modernize the social protection systems; 3. Correct the disadvantages in education and training; 4. Reinforce and develop specific instruments to fight poverty and inequality in income distribution; 5. Guarantee decent housing conditions; 6. Improve better access to quality services; 7. Overcome discriminations and reinforce the integration of people with disabilities, ethnic minorities and immigrants.



greater effectiveness. This document has been elaborated towards achieving a fairer and more cohesive Portuguese society with greater sustainable development.

Part I





Main Trends and Challenges

Poverty and Social Protection

Poverty in Portugal is understood as a phenomenon resulting from the scarcity of resources for dealing with the basic needs and living standards of today's society, manifests itself as a phenomenon whose origins lie both in the kind of development the country has undergone and in the way it adapts to the rapid process of modernisation registered in the last decades.

In 2004⁷, 21% of the population still lived below the threshold of poverty risk (in relation to 16% in the EU 25)⁸. However, some improvement has taken place in the living conditions of the Portuguese between 1995-2001; this is not unrelated to the introduction of a series of new measures and methodologies for intervention, established in the NAPincl playing a decisive role in the link and reinforcement of inclusion measures.

The poverty risk varies according to gender. It also should be noted that the higher occurrence of low income amongst women in Portugal, similarly to other countries, results in the phenomenon of feminization. In 2004, 22% of the women lived in poverty, in relation to 20% of men, meaning that women presented a higher rate of poverty risk since 1995⁹.

7 Last data available from the European Community Household Panel, EUROSTAT.

8 Eurostat, SILC.

9 Eurostat, SILC.

Persistent poverty registered an equally high level 15.0% of the population was living below this threshold, in 2001, and during at least the previous, two or three years¹⁰.

On the other hand, the persistent poverty situations that the country reveals do not seem to be the consequence of economic conditions but rather of the existence of a significant correlation between the process of development and inequality. In fact the degree of inequality in the distribution of income continues to be the highest in the EU. In 2004, the proportion of income earned by the richest 20% of the population was 7.2 greater than that received by the poorest 20% (in relation to 4.8 in the EU)¹¹. In 2003 around 11.4% employees earned less than 2/3 of the average wage. And 16% of these were women as opposed to 7.5% of the men in this situation¹².

However, throughout the second half of 1990 the positive evolution of the Portuguese monetary income namely the families with the lowest income contributed in a relevant form to redress this inequality. The Gini coefficient translates this improvement although with fluctuations in the period being analysed. It is important to stress that income distribution still shows very unequal levels between individuals.

Contrary to other countries in Europe, Portugal also depends on the non-monetary component of income to assess the living conditions of its population. In 2000, 13.5% of the household' total income came from non-monetary income. This is noted in the poverty rate, that is 17.9% lived in poverty, in 2000, in relation to 19.2% in case of only considering monetary income¹³.

As a multidimensional phenomenon, poverty requires an observation beyond family income. For this effect, a multidimensional approach of poverty (deprivation) is important in order to understand the multiple aspects in the well-being of individuals and their families. Considering

10 Eurostat, ECHP.

11 Eurostat, SILC.

12 Calculations by DGEEP/MTSS based on Personnel framework of the MTSS.

13 Calculations by DGEEP/MTSS based on IOF of INE.

deprivation as a difficulty to access a minimum living of well-being¹⁴, about 18.7% of the Portuguese families lived in a situation of economic deprivation in 2001. The inside housing conditions, owning basic items, the capability to meet basic needs and the sociability networks are the most important aspects in the explanation of the level of deprivation for the families at risk of poverty. Besides these facts, families with children, large families and families comprising one elderly reveal the highest risk of deprivation.

From another perspective, there is both a situation of monetary poverty and deprivation (persistent poverty). In fact, there are 9% of households at a persistent poverty risk (around 305 thousand households) in 2001, there was a reduction of 1.1 in relation to 1995¹⁵.

In 2004, children and the elderly are particularly vulnerable to poverty; respectively 23% and 29% were poor¹⁶. Children living in poverty decreased slightly in 1995-2001¹⁷, while the elderly saw their situation improved significantly. Also the persistent nature of these poverty situations affects especially the extremes of the life cycle that is children (22%) and the elderly (24%).

From another perspective, the incidence by family typology reveals that children are in a situation of greater vulnerability: 25% of the families are composed of two adults and two children, 30% are single-parent families with at least one child and 34% of the families composed of two adults with three or more children were living in poverty, in 2004¹⁸.

In a multidimensional analysis of poverty, it is possible to emphasize the idea that the families with children, in particular, the larger families are exposed to higher risks of poverty (in 2001, about 16% families with one or two children were at risk of deprivation in relation to 19% of families

14 This minimum level of well being concerns several aspects related to housing conditions, necessary items, basic needs, financial capability, sociability networks, labour market, education and training.

15 Calculations by DGEEP/MTSS based on PEADP of INE.

16 Eurostat, SILC.

17 The new data presented by SILC show a 5 p.p. decrease in child poverty from 2004 to 2001. However, this may not reflect a decrease in the real child poverty values since there has been a series break.

18 Eurostat, SILC.

in general)¹⁹, The families with children together with the larger families are the main beneficiaries of the Social Integration Income.

There are still other risks which prevail, jeopardizing the full development of children and their safety. For example, situations of child abandonment and neglect, abuse, exposure to models of deviant behaviour, child labour as well as other types of situation or activities which lead children to behaviours that affect their safety, health, education and training.

Social protection provided to families plays an essential role in the well-being of children. However, families, namely the younger ones, face currently new challenges resulting especially, from the difficulty to reconcile their professional life with taking care of their children, and in the existing multiplicity in the forms of family life, and in the new demands in the child status becoming fundamental to develop services and social solutions which ensure their well-being.

The elderly population is the group, which lives at a higher risk of poverty. In 2004, there were 29% of the elderly at risk of poverty (30% of women, 29% of men) in relation to 21% of the total population²⁰. The composition of households allows to verify that families composed of one elderly person constitute the most vulnerable situations. In 2004, households with one elderly (41%), and households comprising two adults where one at least was 65 years or more (31%), are the most worrisome situations²¹.

In 2004, the pensioners' situation revealed a higher poverty risk in relation to active individuals, respectively 26% in relation to 13%. In 2001, the distribution of the median income of the elderly presented inferior levels to the Portuguese population, although it was felt, between 1995 and 2001, an improvement in the monetary situation of the elderly receiving low income and those from middle class income. About 66% of the elderly received a monthly income inferior to the

national average²². Despite the sustained improvement ensured by the national security system, especially, the pension system, since the mid 90's, there are still extremely vulnerable situations affecting the elderly who live with very low pensions. Special attention is to be given to the elderly living in ageing territories either because of isolation or deficit conditions which, in these local territories, postpone the construction of better life conditions.

Other situations such as loss of autonomy, social isolation, poor housing conditions and difficult access to health services or social support reinforce the vulnerabilities of elderly people.

Poverty and social exclusion are not distributed equally on the national territory. In 2000, the autonomous regions enhanced a greater poverty rate (around 33%) while in the mainland, the poverty risk is higher in the Algarve (25%) and in the Alentejo (22%). In 2000, on the other hand, the rural zones were subject to a higher poverty risk, 33% in relation to 16% in urban areas²³.

The spatial dimension is fundamental in the approach to the phenomena of social exclusion in terms of perceiving the effect of the configuration of areas in the hiding, production and reproduction of poverty situations. The distribution of vulnerability factors in the areas occupied by different social groups is associated to inequalities in access to the spheres in which opportunities for social, cultural, political and economic participation exist and are distributed, namely labour market, education, training, levels of income and resources available. On account of its dynamic character as a stage for the factors of social exclusion, the territorial unit is simultaneously the main space for the introduction of resources and potentials to reverse the processes that generate poverty. Following this logic, it is important to counteract the solutions established at a territorial level not geared by approaches and integrated practices and combined

19 Calculations by DGEEP/MTSS based on ECHP of INE.

20 Eurostat, SILC.

21 Eurostat, SILC.

22 Calculations by DGEEP/MTSS based on PEADP of INE.

23 Calculations by DGEEP/MTSS based on a Survey conducted by the National Institute for Statistics on Family Budgets within the 'Poverty Measures and Social Exclusion'.

efforts both in the objectives or in the resources which didn't safeguard the sustainability of their initiatives and concerned population.

In Portugal, development initiatives have tended to accentuate disparities between peripheral rural regions and the coast, reflected by the large concentration of the populations on the coast with special emphasis on Metropolitan Areas and a consequent demographic desertification of the rural interior. The initiatives for the innovation and modernisation of various sectors are above all concentrated on middle size cities and towns, making the markedly rural areas more vulnerable and condemning them to greater isolation, rare production investment, population ageing and precarious conditions.

The poorer rural areas assemble an older population composed of farmers and old salaried farm workers with small pensions, continuing the relationship between poverty and under-developed surroundings region. In compensation the visibility of poverty in urban and suburban areas contrasts markedly with the environment on account of the concentration of areas of exclusion, which are stigmatized and reproduce situations of persistent poverty. These are usually clandestine areas and shanty towns, slums, social housing estates or old and run down areas, in the cities which include a great number of different situations and problems – limited economic resources, low academic and professional qualifications, precarious employment, networks of marginality, parallel markets, addictions, amongst others – leading to diverse mechanisms for the reproduction of persistent poverty conditions on account of the difficulty in breaking away from the web of exclusion.

In fact, the efforts undertaken to develop the national social protection system and a greater approximation to the levels of the rest of the members of the EU point to a positive trend on various levels. Alongside the gradual increase in expenditure for social protection, there has been an increase in the situations and risks covered, the levels of protection provided and changes in the criteria for eligibility, enabling a greater number of people to access benefits, services and social infrastructures. The total expenses in social protection demonstrate this effort of

convergence towards the EU. Portugal spent in social protection 22.6%, in 2003 (in relation to 19.3% in 1995).

However, there are other factors such as the demographic structure of the population (by age) and unemployment level which influence this expenditure. Social protection expenditure among the elderly represents the highest share in the expenses followed by diseases and health care (respectively 8.9% and 6.5% of GDP, in 2003)²⁴.

This effort inevitably has positive effects on the poverty rates. Without the effect of social benefits (also excluding pensions) the percentage of the population at risk of poverty would have risen to 27%, in 2004 (in relation to 26% in EU25). Stressing, the fact that the poverty risk for children and the elderly will be, respectively 32% e 34%²⁵.

The social monetary transfers should be followed by services and networks capable of providing solutions to the needs of individuals and families so as to be effective in the fight against poverty. Despite the efforts carried out, the existing solutions are not yet satisfactory constituting one of the greatest weaknesses of the social protection system and at the same time one of the areas with great potential in modernisation and growth with multiple impacts in the quality of life of the citizens and reconciliation of work and family life.

Reinforcing the social solutions is seen in the increase of facilities and services and in the installed capacity of the number of beneficiaries²⁶. The total investment realized was 295 million euros, between 1998-2004, enhancing the following fluctuations: until 2001 there was a significant increase in the financial component and a slight decrease in 2000 and from 2002, a significant decline - 61,2 millions of euros (2001) for the 25,7 million euros (2003)²⁷.

²⁴ SESPROS, Eurostat.

²⁵ Eurostat, SILC.

²⁶ Domain where the absence of indicators of access is particularly obvious, remaining indirect indicators, such as the usage rate of social infrastructures and the gross coverage rate.

²⁷ DGEEP, Social Charter, Social Infrastructures, Service Network, 2003, 2004.

Between 1998 and 2004, the number of social infrastructures increased 31.1% corresponding to about 300 equipments/ year²⁸. The intervention area with the greatest increase was the elderly population (41%), followed by the rehabilitation and integration of the disabled (29,4%), family and community (28.8%) and childhood and youth (26,5%)²⁹. In 2004, there were 4 245 infrastructures with a capacity for 196 266 children and youths; 474 for 14 634 disabled and 5 420 for 187 856 old people³⁰.

Concerning the occupation rate of the social infrastructures, in the infancy and youth areas, between 1998-2004, it was about 100%, showing a persistent occupation, particularly in Day Care Centres; above 100% for the rehabilitation and integration of the disabled and for the elderly, the rate of occupation was between 90 and 100%, except for Day Centres which are slightly below these figures. In 2004, the social facilities in infancy and youth areas were used by 186 259 children and youth, by 13 758 disabled and by 162 132³¹ elderly.

The infrastructures have followed the distribution of the population in the country, observing a greater density in the metropolitan areas of Lisbon and Oporto and in the north coast of the Setúbal peninsula, as well as in the Councils and Districts. The solutions for children and youth are found mostly in the surrounding areas of the larger urban centres, with special emphasis on the capitals of the Districts, while the solutions for the elderly are scattered throughout the territory.

Analysing the profile and characteristics of poverty and social exclusion in the country's context, means considering the situation and trends related to the economic setting and its relation with the labour market. In fact, the economic evolution is not only restricted to itself but it also relates to the more or less limited opportunities for social inclusion of the population in general, and increased perception of the more disadvantaged communities.

28 DGEEP, Social Charter, Service Network, Social Infrastructures, 2004.

29 Idem.

30 Idem.

31 Idem.

Economic context and labour market

The national situation of poverty and social exclusion fits in a context somewhat unfavourable and related to global macro-economic conditions apart from the fact that the Portuguese economy has been growing since 1998 to 2000. However, since 2002, there has been a visible slowing down. Between 2004 and 2005 a slowing down of the economic growth has been registered, in terms of the GDP growth rate it went from 1.2%, in 2004, to 0.4%, in 2005. Notwithstanding, the economic data growth of the 1st Semester of 2006, published by the INE (National Statistical Institute), confirming the Government's forecast, indicated a recovery in the Portuguese economy in 2006-2007 (1.1% and 1.8%, respectively). Portugal is still experiencing the impact of a long-lasting slow down in its social situation. The increase in exports at the beginning of this year (8.5% and 7.6% of the counterpart increase in volume in the first two quarters of 2006), the decrease in import growth (3.5% in volume in the 1st quarter and - 0.3% in the 2nd quarter) and a high contribution of the net external demand for GDP growth (2.6 p.p in the 2nd semester of 2006), are positive signs showing improvement in the competitiveness of the Portuguese economy in a globalised context.

Portugal faces several challenges related to the recent evolution of the labour market and Portuguese economy associated to structural aspects (entrepreneurial and qualification structure with serious shortcomings and vulnerabilities in sustainable growth, competitiveness and employment), which in turn makes difficult to overcome the situation experienced during the last years. This context has been unfavourable in the labour market since 2002 and has seen a negative behaviour, despite an increase in the active population. This is particularly relevant if participation in the labour market is assumed as one of the main mechanisms for social inclusion, although there is no direct relationship between levels of employment and unemployment on one hand and poverty on the other hand.

In terms of employment, the situation reveals some stability with the global employment rate above the targets set by the EU, although the

employment has stagnated and unemployment increased. In 2005, although the working population increased 1%, employment settled (0%) and the unemployment rate went from 6.7% in 2004, (5.9% men, 7.6% women) to 7.6% in 2005 (6.7% men, 8.6% women) and the youth unemployment increased from 15.3% to 16.1%, meaning 13.6% of boys in 2004 and 2005, and 17,7% and 19,1% of girls in 2004 and 2005. The global rate of employment (67.5%) was lower in 2004 (-0.3 p.p.)³², placing Portugal still slightly above the target established for 2005 by the Stockholm Summit (67%) and Community Europe (63.8%). It is important to mention the gap which still exists between the employment and unemployment rate of men and women which in some cases even increased.

The women employment rate (61.7%) was stable in relation to the previous year and that of the workers from 55 to 64 years (50.5%) increased slightly in relation to 2004 (0.2 p.p.), both reaching figures above the target expected for 2010 at the Lisbon and Stockholm Summits, respectively (60% women; 50% for the workers from 55 to 64 years). The employment of young people from 15 to 24 years was the one mostly affected by this decrease (-1.0 p.p.) in relation to 2004, and contrarily to the rate in the EU25 which was stable (at 36.8%).

The dispersion of the regional employment rates (15-64 years), shows very low figures (3.5 in 2004) as opposed to the EU25 (12.2), which means that from the start, there is in Portugal a greater regional cohesion in the employment rate.

The long term unemployment rate in 2005 (3.7%) was higher than in 2004 (0.7 p.p.), representing the LTU 48.2% of the total unemployment (44.3%, in 2004)³³. The female rate (4.2%) increased 0,8 p.p. in relation to the previous year and the LTU of the women represented 48,8% of the total unemployment (44.9%, in 2004).

32 INE, Employment Survey.

33 Idem.

It is noted, that in 2005, 4.3% of the Portuguese population till 17 years of age and 5.5% between 18 and 59 years were part of households where one of the members was unemployed, with a slight increase in the second age group (0.2%) in relation to 2004, and the first group remained the same. The relative estimations in the EU 25 point out to higher figures (around 10%)³⁴.

It is also important to stress the existence of population segments with specific vulnerabilities, which in terms of employment are confronted to serious difficulties in participating in the labour market. These are young people aged 15 to 24 whose unemployment rate has been progressively increasing since 2001, from 9.4% to 16.1% in 2005³⁵; older workers (55 to 64 years), from 3.2% in 2001 and 6,2% in 2005³⁶, both with low education and professional qualifications; long term unemployed, many transversal to the latter groups which show special difficulty in reintegrating the labour market, especially those who are 25 and over, representing 65.9% of the total LTU³⁷; as well as women who are confronted with more serious problems to integrate the labour market.

The disabled people are also confronted to difficulties in integrating the labour market. In 1999, the ratio between the unemployed rate of people without disability and people with disability was 51%. The figure presented was lower than the one registered in the following countries (52% in Spain, 66% in France and 81%, in the Netherlands)³⁸. Apart from the fact that Portugal presents a lesser asymmetry concerning the access to employment by this group when compared to other European countries.

Education and Training

34 LFS, Eurostat.

35 INE, Employment Survey

36 Idem.

37 Idem.

38 Cf. ZUMA, European System of Social Indicators cited in GUERRA, Isabel (Coordination), SOA-RES, Luís (2005), Provisional Report, Observatory on Social Cohesion NAPIncl, pp. 31

The role of education and qualifications of the population in general are essential elements to better understand poverty and social exclusion and the inclusion of the most vulnerable groups namely, in what concerns their participation in the labour market.

Formal education is an essential element of social inclusion and should start at an early age. School is a place most commonly designated for learning and where it is possible to detect, prevent, combat poverty and social exclusion at an early stage. However, school tends to reproduce the economic and social inequalities, being the traditional reflection of higher levels of failure and early school leaving of disadvantaged children and youth.

There has been a progressive expansion of the educational system and extension of compulsory schooling in the last three decades, as well as an increase in the generalized offer of infrastructures and services, although coverage varies according to the levels of education and training.

The greatest changes took place in pre-school education, thus, in 2004, 79.9% of the 4 year old children attended pre-school education (in comparison to 85.8% in the EU), representing an increase of about 47% in relation to 1995³⁹.

Also the schooling rates increased significantly, enhancing that 18 year old youths integrated in the educational system has more than doubled, from 30% to 62% between 1991 and 2001⁴⁰. However, Portugal is still lagging behind in relation to the average of the other EU countries.

More progress is observed specifically with young people 20-24 years old that completed at least the secondary level (ISCED 3) increasing from 44.2%, in 2002 to 49%, in 2004, although still being far from the 76.7% of the EU25 at the same period. There was also a decrease in the early school leaving rate of 45.1%, in 2002, to 39.4%, in 2004⁴¹ and to 38.6%, in 2005⁴². Nevertheless, these figures are still higher when

³⁹ Eurostat, Education Statistics.

⁴⁰ INE, Census.

⁴¹ With greater weight for boys (47.9%) than for girls (30.6%).

⁴² LFS, Eurostat.

compared to the average in the EU25 (15.7%, in 2004, and 15.2%, in 2005). There was also an increase in the higher education attendance rate (29.9% in 2003). This evolution allowed to identify a generational fracture between the older population with low school levels and the younger one showing to be closer to the EU average.

In 2005, 38.6% of the young people aged 18-24 dropped out of compulsory schooling (ISCED 2) or less and did not attend any education or training course (46.7% boys and 30.1% girls). In the EU25, they were 15.2% (17.3% boys and 13.1% girls)⁴³, placing Portugal still in an unfavourable position in relation to the other Member-States.

Analysing the completion/transition rates of Basic Education during the 2002/2003 school year, it is possible to observe⁴⁴ that in the 1st level, it was around 92,4%, slightly higher than in the 1994/95 school year; the second level was 85,2%; the 3rd level stood at 80,9%. Failure has become more visible in secondary education, since the transition/completion rate was 66.2%, in 2003/2004.

It is important to stress the increase of professional education in order to reverse the present situation of low school levels. There has been an increase in the number of places in training and education courses, since the last two school years (2004/05 and 2005/06) and the number of courses rose from 235 to 47⁴⁵ in the school network of the Ministry of Education.

A strong rise in the number of students/trainees who have wanted to follow professional pathways is observed in the schools under the co-ordination of the Ministry of Education (14,957 students in education and training courses in the school year 2005/06 in relation to 7,508 students in the previous year) most likely including 15,471 young people who will be covered by these courses under the co-ordination of the Ministry of Labour and Social Solidarity and corresponding to

⁴³ LFS, Eurostat.

⁴⁴ GIASE/ME, Chronological Series.

⁴⁵ ME/DGFV e IIEFP.

a variation of over 100% in the number of trainees included in this training modality in relation to the previous year⁴⁶.

Other relevant aspects are the alterations in the professional courses. The supply network is almost made up of private professional schools and was strongly extended to public secondary schools in 2005/06, intensifying the effort to make the public schools teach these courses. Investment has been made to maintain the training of young people in the learning system which involved 26,247 trainees in 2004⁴⁷.

Along with basic education, the education/training component oriented for professional qualifications has an added value in terms of the inclusive pathway possibilities and of access and stability in the labour market, with the related consequences it brings regarding the improvement of the quality of life of the populations.

However, analysing the present situation, the data shows that young people are still leaving the school system with low educational levels or even with no school education, arriving at the labour market in a disadvantage situation. This trend contributes to the reproduction of the low qualified generations – with low wages, from qualified jobs, and in case of unemployment with significant difficulties in terms of labour market insertion. In 2005, the unemployment rate was 7,6% being about 50% of which are long-term unemployed (12 months or more)⁴⁸.

In this context, there are a cleavage's risks between people with access and without to education/training and lifelong learning, with effects in the access and/or adaptability to employment, namely resulting from globalised markets and the knowledge society.

In 2005, 73.8% of the unemployed population (15-64 years) (77.9% of men and 70.0% of the women) had basic education (3rd level) and 15.4% had secondary education. The school level of the LTU is even

more worrying. In 2005, 4% had no school education, 31.7% had basic education – 1st level, 21.1% had basic education – 2nd level and 22.1% had secondary education – 3rd level⁴⁹.

The employee (15-64 years) educational levels although generally low, are a little higher when compared with those of the unemployed. In 2005 72,1% had basic education (3rd level) (76,2% men and 67,3% women)⁵⁰.

Consequently, it is necessary to stimulate and sensitize the employers to the advantages of training workers, if not it could compromise the employee's working conditions and Portugal will not have the capacity to respond to the market demands in terms of productivity and competitiveness.

In 2004, the proportion of individuals between 25-64 years old attending lifelong training courses (LTC) corresponded to 4.8% in relation to 9.9% in EU 25 and 10.6% in EU15. Nevertheless, 44% of people between 25-64 years old participated in some of the lifelong training activities during 2003, while the average at the same year for the EU was around 42%.

The data also showed that investment in education and training is reflected in salaries. Portugal is one of the countries where the salary bonus resulting from investment in education and training is higher namely at a secondary level of education, presenting the greatest salary differential when compared to other countries of the OECD⁵¹.

In relation to what was mentioned, it is concluded on one hand, that investing in qualifications, namely in education and training, is vital to decrease the unemployment risk, and, on the other hand, addressing the challenges of the information and knowledge society contributes strongly to the productivity and competitiveness of the country. Such a

46 ME/DGFV e IEFP.

47 IEFP.

48 EUROSTAT, LFS.

49 INE, Employment Survey .

50 INE, Employment Survey.

51 OECD, Employment Outlook 2004 cited in New Opportunities Initiative.

fact will imply that the Portuguese population should increase its specific competences in information and communication technology.

Portugal is also at a disadvantage in this area when compared to other countries in the EU. In 2005, around 31% of the households had access to the Internet. (48% in EU25)⁵². In the same year, about 20% of the total households were connected to the internet using broadband, in relation to 23% in EU⁵³.

A significant part of the young Portuguese population and a high number of working adults show difficulty in using new technologies because of low school levels and weak participation in training courses.

On the other hand, there is still very little contact with public services via the internet and a poor use of electronic commerce: 3% against 21% in EU25, in 2005⁵⁴.

It is interesting to mention that school represents an excellent space facilitating access to a computer and internet. There was one computer connected to the internet for 15 students during the 2005/2006 school year, therefore, improving the previous situation in the 2001/2002 school year (one computer with internet access for 39 students)⁵⁵.

The next generations will become more familiar with new technologies because of using the internet, (even with very low school levels) and therefore, have generalized access to information and communication in society.

Demographic trends

The process of demographic transition is characterised by a strong decrease in the birth rate and by a positive evolution in the life expectancy at birth arising from a decrease in the mortality structure and significant

improvements in the conditions of the quality of life of the Portuguese population (improved levels in sanitation, health care and well-being, etc.) Presently, external migration continues as one of the key components of natural movements related to the positive demographic effects.

In the last 40 years, the population aged 65 years old and over, has more than doubled, presently it represents about 17⁵⁶ of the total population being higher than the young population. The projections show that the evolution of the Portuguese population in the next decade is set to double for that age group, that is in 2050, this group will represent about 32%⁵⁷ of the total population.

Among the Portuguese population, the number of people aged 80 and above has risen sharply as a consequence of the increasing longevity. Between 1960 and 2004 the percentage of the elderly population increased from 1.2% to 3.8%. In 2004, there were 401.008 very old people, foreseeing that this group will correspond to approximately 950 thousand people in 2050, that is, 10.2% of the Portuguese population will be aged 80 years and over⁵⁸.

Following this, the ageing indicator⁵⁹ showed an increase from 108 elderly people per 100 youth, in 2005, to 243 elderly people per 100 youth, in 2050.

This demographic transition leads to structuring alterations in society, specifically in family structures.

In Portugal, the trends in the evolution of the family pattern are similar to the ones in the EU. There are fewer marriages and family breakdowns are more frequent. Persisting smaller households with more people living alone, independently of the age group. There is also a significant increase

52 Eurostat, Information Society Computers and the Internet.

53 Eurostat, Information Society Computers and the Internet.

54 European Information Technology Observatory 2005.

55 ME/GIASE.

56 INE Data, Demographic Statistics

57 Eurostat, European Commission – Ageing Working Group EPC/AWG

58 Eurostat, EU – Ageing Working Group EPC/AWG

59 Ageing index is the ratio between the number of elderly (population 65 and over) and young people (population under 15 years) in each 100 individuals.

in the number of children living with one adult and a decrease in the number of couples with children.

According to the last Census, the families composed of one or two individuals have clearly increased (17.3 and 28.4%, in 2001, respectively, of the total) while families with more than 5 members showed a permanent decrease since the 1940's. In 2001, these families represented 3.3% of the total. The families composed by three, four or five members have maintained their dominance (51%). On the other hand, the number of divorces has strongly increased in these last 30 years⁶⁰.

Health

The positive evolution in the living conditions in Portugal in the last decades is also due to the noted progress in the health sector; as demonstrated by the general indicators.

The infant mortality rate fell from 20%, in 1980, to 4%, in 2004⁶¹.

The life expectancy rate (74.2 years for men and 80.5 for women in 2003)⁶² and the healthy life expectancy (59.8 years for men and 60,8 for women in 2003)⁶³ has presented a very positive evolution, both for men and women.

There was also a positive increase in the number of doctors: in 2003, of circa 3.1 doctors for each 1000 inhabitant⁶⁴.

In 2003, expenses with diseases/healthcare represented 6.5% of the GDP⁶⁵.

Notwithstanding this qualitative and quantitative progress which reflect the investment carried out, in order to universalize public health service,

60 INE data, Census 2001

61 EUROSTAT, 2004.

62 EUROSTAT 2003.

63 EUROSTAT 2003.

64 OCDE, 2003.

65 EUROSTAT, 2003.

there are still some weaknesses persisting with negative implications on the population, which facilitates the triggering of exclusion processes.

In fact, there are still significant shortcomings in terms of guaranteeing access to health care, for the more disadvantaged groups who not being able to access to alternative solutions, are confronted with a service providing system that is not always accessible nor of good quality.

Housing

Portugal has seen significant improvement in the expansion of housing and its conditions, therefore, contributing to increase the number of houses per inhabitant as well as the number of secondary homes.

The improvement in the housing conditions is due essentially to a generalization of basic infrastructures to all regions in the country and an increase in the supply of social housing (71.583 dwellings between 2000 and 2002⁶⁶), this has been a remarkable investment, in order to meet the housing needs of people with low income and disadvantaged groups.

However, when analysing the data available for Portugal in comparison to European averages, it allows to identify some qualitative weaknesses both in terms of comfort indicators and the expression of satisfaction by the Portuguese people in relation to their homes in comparison to their European counterparts⁶⁷.

Despite the investment carried out, there are still signs of housing exclusion in what concerns some vulnerable groups, that is, there is still a qualitative deficit which is visible in housing especially overcrowding dwellings (16% of the dwellings showed being overcrowded, in 2001, a percentage which was around 23% in the case of low income families)⁶⁸.

66 From data provided by INH.

67 European Foundation for the Improvement of Life and Work Conditions 2004, *Quality of Life in Europe. First European Quality of Life Survey 2003*, Luxembourg.

68 INE, General Census on Population and Housing, 2001.

The overcrowding rate was higher with low income families, observing that in 2001, 22.8% of the households with an income lower than 60% of the national average income were in that situation, a figure which decreased to 8.7% in the case of those whose income was higher than the 14,0% of the average income. This disparity had increased more than verified in the EU15 (15.7% as opposed to 4.1%, to the same date)⁶⁹.

The data available regarding the purchasing of housing property indicated that in Portugal it was the euro zone country with the highest percentage of housing indebtedness (49%, of GDP in 2003)⁷⁰. In 2004, applying for housing credit was the easiest form to purchasing a property and represented 78% of the over-indebted individuals and it was⁷¹, essentially due to the weak attractiveness of the rental market.

Housing conditions and access to housing should also be analysed under the view of their adjustment and adaptability to different groups, namely, people in a greater dependent situation. In Portugal (in 2001), for example 37% of people with disability lived in homes without ramps.⁷²

In summary, there are three main risks regarding the access to housing: housing exclusion of some vulnerable groups; family over-indebtedness in purchasing property, and difficulties in the accessibility/adaptability of the buildings.

Other Vulnerable Groups

The extent and intensity of particularly serious situations of persistent poverty reveal diverse characteristics; there are traditional situations of poverty rarely excluded from the normal structures and institutions of social life as well as new situations resulting from the unequal processes of modernisation processes, which are particularly problematic on account of their lack of social integration. and level of social exclusion.

⁶⁹ Eurostat – Datasets.

⁷⁰ Bank of Portugal

⁷¹ Bank of Portugal

⁷² INE - Census.

There are regular and similar characteristics which enable to identify and classify the typical situations combining factors which prevent social participation and which converge in the constitution of vulnerable groups, namely people with disability, children and young people at risk, victims of domestic violence, immigrants, ethnic minorities, victims of human trafficking, drug addicts, prisoners, ex- prisoners and homeless stand out among others.

In Portugal, the total number of homeless people is unknown. However, they are mostly men and still in an active age (30 to 49 years), single and divorced, of Portuguese nationality, with basic schooling, to be found essentially in the major urban areas (Lisbon and Oporto), then in middle-sized cities such as Setúbal, Faro and Braga. They are no longer the traditional outcasts enhancing the emergence of a new generation of people with increasing mental diseases, drug addicts, alcoholics, ex-prisoners and other people who for whatever structural or personal reason break away from the standards and institutions in force – the break of families ties, professional instability, inaccessibility to housing, difficulty to access employment, low incomes, absence of rules and routines, self-marginalization, progressive loss of work habits, regression in cognitive skills – without any kind of social, psychological or economic help. Another aspect should be mentioned, the emergence of “new” homeless groups, characterized by possessing higher qualifications (secondary education and middle/higher education) and because of professional disruptions are socially excluded⁷³.

Presently, domestic violence is a problem which affects transversally all social groups, exposing the victims to specific integration problems limiting their access to basic rights and acceptable housing conditions resulting from their situations of diminished autonomy, low self-esteem, lack of resources in the family, low academic qualifications, lack of personal and relational skills and resources. In 2002, the different statistical sources mentioned that the vast majority of victims of domestic

⁷³ ISS, I.P., Final Report on the Homeless: “Those without roofs: realities (in) visible”, 2005.

violence were women (85%) and in most cases the suspects were men (82%), that is the spouse or partner (89%)⁷⁴.

The drugs phenomenon is one of the major concerns of European and national citizens, being a serious threat to the safety and health of society. Drug addiction is one of the social factors excluding individuals from society and is more and more associated to people infected with HIV/AIDS virus. In Portugal, the prevalence rates of drug use, in 2002, varied between 6.1 and 8.6 drug users per 1000 inhabitants, representing between 41,720 and 58,980 individuals aged between 15-64 years⁷⁵. The individuals under 35 years are the main drug users⁷⁶. In this group, there are several causes leading to situations of poverty and social exclusion; low school levels, very high unemployment rates (47.4%) when compared to the population in general (8.2%), precariousness in the labour market, professional instability, socio-family disruptions, absence of rules and routines, self-marginalization, health problems⁷⁷.

In the Portuguese prison system there are very distinct profiles of prisoners. A fairly high proportion of the prison's populations are drug users and characterized as being young people with low education, unskilled jobs, delinquent pathways and repeat offenders. The overwhelming majority of these prisoners committed crimes direct or indirectly related to drugs, many of these crimes were against patrimony (32%) and against people (27.1%)⁷⁸, and these crimes are committed in order to get money to buy drugs. In 2005, there were 12.889 prisoners on the national territory, mainly men (92.9%), and their average age was 34 years⁷⁹. They had been exposed to social exclusion at an early stage namely because of high illiteracy levels⁸⁰ (10.87%); low school levels; (60.4% did not possess 2nd level of Basic Education⁸¹); weak training and professional experience

74 PSP and GNR, Criminal episodes in a domestic violence context, 2002.

75 IDT – Estimation of the prevalence and problematic consumption standards in Portugal, 2002.

76 Idem.

77 Idem.

78 DGSP, Prison Statistics from the Directorate General for Services and Planning, 2005.

79 DGSP, Prison Statistics from the Directorate General for Services and Planning, 2005.

80 Individuals with no education.

81 DGSP, Prison Statistics from the Directorate General for Services and Planning, 2005.

professional and were marginalised by their families and society. They showed several health problems caused by drug abuse and associated pathologies (infectious and mental diseases). In 2006, concerned with the problems in prisons, the Portuguese government defined an Action Plan⁸² notably oriented to the field of infectious diseases, guided on the principles of drug prevention and harm reduction in such situations.

The disabled are subject to various discrimination and prejudice forms which prevent them from accessing rights namely to participate socially and professionally, and are considered among the more vulnerable groups to social exclusion in Portugal.

In 2001, people with disability (6.14%), namely old adults (635 059)⁸³, lived in Portugal, since part of their incapacity or disabilities had been acquired throughout their life course. Progress has been made in detecting and intervening at an early stage to limit and decrease the birth of children with congenital disabilities. The incidence of disability is higher amongst men but higher for women at the age of 65⁸⁴.

The situations of inequality and vulnerability experienced by people with disability or incapacity arises from wrong ideas and very negative prejudice regarding their capabilities, as well as, the existence of different barriers, limiting their educational and training pathways, access to the labour market, mobility and participation in the information and communication society.

People with disability or incapacity possess as an average low school levels similar to that of the general Portuguese population. The majority is distributed in the “1st level of basic education”, that is the education level which prevails and emphasizes women as the group who “can't read or write”. In 2001, the illiteracy rate of the population with disability was higher than for the whole population (respectively 23% and 8.9%)⁸⁵.

82 National Action Plan to Combat the Spreading of Infectious Diseases in Prisons 2006.

83 INE, Census.

84 CIDM.

85 INE, Census.

The majority of disabled people are economically inactive (71%) and 29% have an economic activity. The main means of subsistence for people with disability or incapacity over 15 years is their pension/retirement (55.2%), reflecting a reverse trend to the population in general, whose principal means of subsistence is their work (52.6%). It is important to mention the high number of people with disability or incapacity “depending on their families”⁸⁶. These factors are one of the greatest vulnerabilities faced by these groups in relation to the population in general, notwithstanding that in the last years through the Structural Funds there had been a strong investment in active training and employment measures targeting the population with disability or incapacity.

Families with dependent people, are in particular, affected by the difficulty to reconcile work and family life in situations of severe disabilities or greater complexity once there are not enough social measures adjusted to their real needs. Regarding lone parent families, the situation gets worse, once there is only one person in the family household providing care to dependent people because of their lack of autonomy.

The immigrants are another group particularly vulnerable to social exclusion because of several circumstances. Among the reasons low qualifications or when immigrants are over-qualified towards the kind of job they have.

Portugal’s immigrant population increased quite a lot in the last decade. In 1995, there were 168,316 foreigners with legal residence or visa to stay in Portugal, and four years after, 190,896 foreigners were living in Portugal and, in 2004, there were 449,194⁸⁷ people living in the country.

In 2001, a high percentage of immigrants coming from South America and Africa had low school levels (Basic Education) when comparing this to immigrants originating from Europe, which, in percentage, possessed

⁸⁶ INE, Census.

⁸⁷ SEF, Statistics on the immigrant population in Portugal.

higher levels of qualification - Secondary/Intermediate and Higher Education⁸⁸.

The early school leaving of national students and foreigners is differentiated, in disfavour of the latter. The ratio of national students who dropped out of school during basic and secondary education in the school year 2000/2001 stood at 3.1% and 10% in the case of foreign students. This difference increases with the transition from basic education to secondary education where 42.6% of the foreign students were in a drop out situation as opposed to 13.2% of the national students⁸⁹ during the school year 2000/2001.

In terms of the labour market, Portugal has made progress in integrating the immigrant population in comparison to some EU countries. In 2001, 77.3% of the immigrant population was active, particularly those originating from Central and Eastern countries (92%) and Brazil (84%)⁹⁰. Between 2003 and 2004, the foreign population contributed to more than 20% of the national jobs created⁹¹.

In global figures, between 2003-2004 the labour market participation rate of immigrants was higher (78.72%) than the national one (72.88%)⁹².

However, it is noted that the inequality between nationals and foreigners is clearly emphasized by the levels of qualification and by the type of professional activity carried out. The immigrants with intermediate and higher qualification show higher employment rates than the nationals with low school levels, however when compared with the nationals, they participate in the unskilled labour market which reveals inequality in the access to more qualified jobs⁹³.

⁸⁸ INE, Census.

⁸⁹ ACIME, Inter-cultural

⁹⁰ INE, Census.

⁹¹ OCDE, SOPEMI, International Migrations Outlook, 2006.

⁹² OCDE, SOPEMI, International Migrations Outlook, 2006.

⁹³ OCDE, SOPEMI, International Migrations Outlook, 2006.

Unemployment also affects unequally nationals and non nationals. The disparity in unemployment rate between nationals and foreigners outside the EU is 5.4 percentual points in 2005 (regarding 8.1 percentual points in the EU)⁹⁴.

Difficulties in providing solutions for these groups, the absence of family networks, difficulties in accessing housing, in speaking the language are other factors making the immigrants particularly vulnerable to situations of social exclusion.

Sometimes, immigration occurs within organized criminal networks which refer the workers to informal and unprotected sectors of the economy. Immigrants are exposed to increasing difficulty in accessing rights and different services as well as being frequently the victims of processes of segregation and isolation. They also have long cultural inhibitions. Portugal is faced with the need to find integrated solutions in order to promote prevention, combat and support the victims of trafficking for the purpose of sexual exploitation.

Although belonging to an ethnic group and cultural minority does not, in itself, constitute an indicator of social exclusion, the fact that these groups are largely composed of immigrants gives rise to particular vulnerabilities on account of their greater difficulty in accessing rights, goods and services which generates unequal or social exclusion situations. On a regular basis, they are exposed to precarious professional integration situations, to the imposition of a dominating culture which doesn't respect difference, as well as frequent processes of segregation and isolation with regard to social and family support networks, and are quite often accused of being the main perpetrators of crime in the community. In the country, the increasing weight of these groups is related to the arrival of new contingents of immigrants from Eastern Europe along with the more traditional minority groups such as gypsies, Africans and Brazilians.

In view of this situation, Portugal will continue on developing several measures to promote the social inclusion of these people. Therefore, the priorities set in this Plan focus on measures for people with disability and immigrants.

The disabled population since it is a group with multiple problems and historic deficit in solutions enhances a pressing and intensifying need for investment. On the other hand, the dimension of migratory flows to Portugal associated to difficult conditions in their integration and territorial concentration, requires a strong intervention in order to fight, and prevent the increase of inequality and discriminations.

⁹⁴ Eurostat, Labour Force Survey.



Part II



The Social Inclusion Strategy

The reality described not only indicates the extensive and diversified fields of investment which social inclusion will have to cover, but the plurality of agents and resources to mobilize. It is a reality whose challenges justify persistent mid and long term interventions, with purposes shaped around the dynamic measure of change which the poverty and social exclusion phenomena support. Presently, inclusion is based on a new generation of social policies and has been designed as a plural process transforming social, economic, political and cultural structures capable of welcoming all people according to their needs and allows them to exercise their rights as citizens.

The balance between more immediate and longer interventions is one of the most important challenges in this field, namely, because of the fact that it requires the articulation between strategies of different types, although with expected convergence. In this perspective, it is important to adopt a more adequate strategy *i)* regarding the Plan's time frame, *ii)* establishing a time frame prioritizing key measures which have a greater impact on the quality of life of these target groups without making these interventions the only ones in this field.

An integrated logic is defined with expected results during the Plan's time frame. It is important to mention that intervening in the field of poverty and social exclusion justifies the continuation of commitments during a longer period and of cross-cutting issues to the several areas which interfere in promoting social cohesion.

By analysing the situation, main trends and national challenges, the National Action Plan for Inclusion 2006-2008 presents a global strategy

for social inclusion, identifying the main priorities of intervention and the on going political measures to implement, in order to achieve the new Common Objectives adopted in the Spring European Council of 2006.

The strategy adopted favours the option of a limited number of priorities linking them to the risks identified in the diagnosis and, at the same time, ensuring the articulation with other national strategies. Along these lines, priorities are selected in the three areas according to kind of vulnerabilities and exclusion situations in the Portuguese context.

Firstly, the aim is to **combat the persistence of this phenomenon which affects in particular, children and the elderly which are part of the historically disadvantaged groups**. Thus, it is expected to prevent the reproducing effect that poverty has shown at early stages and as well allowing compensation mechanisms which counteract ageing and insecure old age .

Secondly, the objective is to carry out **interventions in order to disrupt the poverty cycles, which, the persistent low school levels and low qualifications of the Portuguese population have prevented from doing**. Promoting more and better skills and qualifications at an early stage in life and throughout it, will enable to attain the socio-economic development needed and social cohesion in the country.

Thirdly, this key priority is based on the recognition that situations and processes of greater precariousness are unevenly distributed by the several societal groups, since there are groups which have been more traditionally affected by this problem. This observation has lead to single out the **group of people with disability and immigrants as priority targets** (apart from not being the only ones) in the enforcement period of the present Plan.

Targets with an instrumental characteristic were defined linked to the priorities, ensuring their foundation on measures to implement and with defined funding, guaranteeing the identification of measurable results in the NAPincl time frame. This greater emphasis on the strategy, seeks

to respond to the weak points and criticism highlighted in the previous National Action Plans for Inclusion.

The NAPincl 2006-2008, constitutes a strategic instrument for transversal planning integrating several actors and sectors, aiming to act upon the causes of problems and not only on their manifestation, by intervening in the institutional structures, involving several relevant players from different sectors of central, local and public administration. This plan selects and defines its fields of intervention. Its aim is to ensure the implementation of political commitments, priorities, measures and targets.

It is a strategy which is multi-dimensional and systemic regulated by guiding principles and developed according to strategic priorities rendered operational through the respective instruments/measures that, in turn, are organized, around the three Common Objectives agreed by the EU Member States.

Guiding Principles

The global strategy defined in the NAPincl 2006-2008 established as principal aim, the promotion of inclusion of all citizens by ensuring their access to resource, rights, to goods and services and promotes equal opportunities and social cohesion based on the following principles:

- The **consecration of basic rights of citizenship concept**, which postulates the right to work, and to a basic support in integration, but also to the exercise of civil rights, in culture, education and to dignified housing and to participate in the social and cultural life;
- The **accountability and mobilization of all of society** and of each person in the effort to eradicate poverty and exclusion with particular emphasis in the contractualization of social protection measures.
- The **integration and multidimensionality** understood as the convergence of economic, social and environmental measures so

as to develop and promote local communities, appealing to the convergence of synergies and combination of efforts;

- The adequate combination between **the universality and positive differentiation**, that is, the guarantee that, in the compliance with the social inclusion objectives, all citizens are equally treated based on the diversity of their situations and needs in relation to resources and opportunities;
- The **territorialization of the interventions** as approximation and adequation to local specificities, creating thus dynamics enhancing resources and competences;
- The recognition of the importance of **equal opportunities** and **gender perspective** as a form to ensure the exercise of rights both in the public and private sphere;

National Priorities and European Common Objectives

In the light of these guiding principles and according to the main trends and challenges identified previously, the national strategy for social inclusion 2006-2008 assumes as main priorities:

1. Fight child and elderly poverty, through measures which ensure their basic rights of citizenship;
2. Correct the disadvantages in education and training/qualification;
3. Overcome discriminations by integrating people with disabilities and immigrants.

The first priority is to consolidate and strengthen basic citizenship rights considered as fundamental to ensure and promote satisfactory levels of well-being and compatible with human dignity. To single out disadvantaged children and the elderly means acknowledging them as vulnerable groups in order to counteract situations of social

disadvantage experienced by both groups. The universal support is combined with positive differentiation, in view of the effectiveness of the policies implemented. On the other hand, the underlying principle of contractualization and territorialisation of solutions is present in this priority once several cross-cutting measures will be developed to focus on eradicating poverty extended to families, citizens whose situation will have an impact on these more vulnerable groups – children and elderly. The development of social measures for these groups will impact decisively on their pursue of real equal opportunities, notably in a gender perspective, taking into consideration the inequalities which persist in reconciling work and family life, specifically reinforced by the support provided to members of the household, either children or elderly.

Concerning the second priority, the purpose to tackle the educational and training/qualification disadvantages includes many investments from correcting interventions to more promotional and preventive initiatives. This priority assumes a strategic characteristic on a medium and long term basis. Mentioning basic citizenship rights implies integrated and multidimensional policies in the fight against the historic deficit in qualifications of the Portuguese population. In this framework, it is important to promote the interruption of continued deficits in the qualification of new generations, and contribute actively in order to improve their quality of life and to combat poverty within the active population. As well as, reinforce their basic qualifications by improving their skills and professional mobility.

Among the groups mostly affected by more explicit and severe forms of social exclusion are people with disability and immigrants, because of historic reasons related to multiple disadvantages (in the first case), or the occurrence of more recent risks in this field of exclusion and distancing from the more acceptable life patterns (such is the case of immigrants and ethnic minorities). It is important to empower and mobilize all of society to fight against the exclusion of these citizens, but also activate several integrated policies, which may contribute towards their social inclusion and extending universal rights and citizenship for all.

A multiple orientation is implicit in these priorities to combat poverty and all forms of exclusion, while promoting socio-economic development, giving particular emphasis to the combat of traditional forms of poverty still existing in Portugal and to actions preventing risks to the more vulnerable groups and social categories of being exposed to situations of poverty and social exclusion.

Within the scope of the priorities established, special attention is given to questions related to equal opportunities therefore, in a cross-cutting and multidimensional form. The initiatives both on direct income and schemes regarding family benefits, or indirectly may also influence the investment in social networks and support providing the elderly and dependents and also promoting the fight against poverty and conditions allowing the opportunities to reconcile work and family life with particular and positive effects on the gender dimension of social exclusion issues.

The development of the NAPincl will enable to link the relevant policies to the responsible players in the implementation of these three strategic priorities having in mind the Common Objectives defined at EU level, aiming at producing a decisive impact in the eradication of poverty and social exclusion, by ensuring:

- a.* Access for all to the resources, rights and services needed for participation in society, preventing and addressing exclusion, and fighting all forms of discrimination leading to exclusion;
- b.* The active social inclusion of all, both by promoting participation in the labour market and by fighting poverty and exclusion;
- c.* That social inclusion policies are well-coordinated and involve all levels of government and relevant actors, including people experiencing poverty, that they are efficient and effective and mainstreamed into all relevant public policies, including economic, budgetary, education and training policies and structural fund (notably ESF) programmes.

The following is expected to be achieved by elaborating this Plan; a pattern of structured interventions defined by the effective impact on the quality of life of people, their life contexts, and society in general based on future experiences (and in some cases already ongoing), it will also be possible to reiterate and generalize, what more adequate and successful has been developed.

Policy Priorities

Priority 1

Fight child and elderly poverty through measures which ensure their basic rights of citizenship

To guarantee the fulfilment of child and elderly rights in what concerns the access to goods and services with quality, constitutes one of the fundamental pillars in the building of a social citizenship in Portugal. The several targets and measures proposed seeking to link a dual strategy responding to the objective of promoting the rights and social protection of children and the elderly. Assuming that the problems these groups face are inherent to their context, measures are focused on preventive and reactive levels.

There are cross-cutting measures which refer specifically: to consolidate and reinforce the objective of ensuring a basic integration income, to the intervention in the housing market so as to rehabilitate, re-qualify, re-housing, improve the access to affordable housing prices related to family income; to territorial intervention to promote the inclusion of marginalised and depressed areas fighting desertification and isolation and encouraging the social integration of specific populations; to the need to inform and advise the citizens in different problematic financial areas which is the example of the growing reality of over-indebted families.

The eradication of child poverty, as a fundamental priority to fight against intergenerational reproduction of poverty, and the commitment to reduce the poverty risk of the elderly, implies for Portugal a significant effort in order to promote social inclusion.

For children, the measures are translated in the reinforcement of social protection, on one hand, through the monetary component of family allowances, where positive discrimination of the families with low income occurs, and especially concerning lone parent families. On the other hand, investment and qualification in the existing measures are

reinforced regarding the infrastructures and services by providing more places in child care centres, enabling on one side to provide a greater support to needy families and, on the other, to target answers to family needs, namely the younger ones, thus promoting the reconciliation of work and family life of men and women. These also include institutional solutions which aim to promote the best interest of the child, with special emphasis in creating alternatives for them to stay in their family and in the support to young people in their autonomy. The active employment policies reinforce the support provided to families and consequently to the children as part of these households.

In the fight against child poverty, special emphasis is given to the measures promoted within the educational system, namely, at pre-school level and the conditions of compulsory schooling. On the other hand, the actions developed to promote the professional integration of disadvantaged groups, within the active employment and vocational training policies also contribute to creating better conditions in the family setting of the children at risk of poverty.

Low income is identified as the main factor of elderly poverty and, in many cases, these households are constituted by elderly persons; the measures presented seek to address this situation through a solidarity supplement so as to increase the income of these individuals to a minimum threshold of 4200 euros yearly (at 2006 prices). Apart from this, it is required to reinforce and consolidate the infrastructure and facilities network so as to offer answers to present needs, privileging when possible, the solutions which enable the elderly to remain in their natural setting, but also giving special attention and particular response to increasing dependency situations. Special emphasis is given to the housing situation of the elderly, following a housing re-qualification policy in order to protect the autonomy of these citizens.

TARGETS

- Guarantee that 90% of the beneficiaries of the Social Integration Income establish integration agreements until 2008.
- Intervene in the housing market in terms of rehabilitation, requalification and re-housing through the contractualization of more than 13.400 dwellings until 2008.
- Ensure the development of territorial projects in 100 councils of the country for groups and territories at risk of exclusion.
- Cover 153.000 people with integration difficulties in the labour market, in training, qualification and technical support until 2008.
- Reinforce the social protection to lone parent families, covering 200.000 entitled to family allowance (beginning in 2007).
- Increase in 50% the installed capacity in child care centres until 2009 (in order to reach the Barcelona commitment: 33%).
- Promote the deinstitutionalization of 25% of the children and young people institutionalised until 2009.
- Ensure all elderly, over 65 years old and with low resources, an extraordinary monetary benefit so as to increase their overall income to a minimum threshold of 4200€/ year (at 2006 prices).
- Increase the social facilities for the elderly, creating 19.000 new places up to 2009.
- Make available about 6.000 places in long-term care networks until 2008.

Policy Measures ⁹⁵*Cross-cutting measures*

Measures	Descriptions	Target(s)
Social Integration Income (MTSS)	Consists in a special subsidy from the solidarity subsystem and in an integration programme. This measure is to meet the basic needs of households and promote the progressive labour and integration of its members.	Ensure that 90% of the SII beneficiaries establish integration agreements until 2008.
Tax benefits for the creation of jobs for young people and long term unemployed (MF)	Develop job creation potential, through tax benefits for companies so as to create new jobs for workers, with no term contract and under 30 or long term unemployed.	Reduce until 2008, the non salary costs on young workers' pay admitted by companies or long term unemployed.
Support Office for the Over-indebted of consumers (MEI)	Informs and supports the over-indebted consumers, with mediation possibility with creditors.	Support and inform consumers in a difficult position regarding over-indebtedness on credit charges related to consumption and other credits consumers resort to normally.
Office for Financial Advise (MEI) √	Informs and supports consumers on charges and credit risks.	Advise and inform consumers on questions related to financial liabilities regarding credit.
New Co-operation Model (MTSS) √	The new Co-operation Model aims at integrating children and the elderly in social measures, through State support in view of family income.	Build and enforce the New Co-operation Model until 2207, based on the positive differentiation principle.

95 √ New or to create policy measure

Measures	Descriptions	Target(s)
Support Programmes for the Construction of Controlled Cost Housing – PCHCC (MAOTDR)	Purpose: a) to create and renovate/ requalify the shanty towns, providing them with social infrastructures so as to better integrate them in the urban fabric; b) to drive the promotion of houses at prices compatible with families income, providing an alternative access to housing.	Cover annually, 3200 households until 2008.
Special Re-housing Programme – PER (MAOTDR)	Programme for rented housing or purchase, for families with serious housing problems.	Complete annually until 2008, 3500 dwellings covering 3500 households.
Rent Incentive created within the New Urban Rent Scheme – NRAU (MAOTDR) ✓	Programme for rented housing or purchase, for families with serious housing problems.	Cover 10 000 tenants until 2008.
Programme for Inclusion and Development (MTSS)	Purpose: 1-Promote the inclusion in marginalized and run down urban areas, to combat isolation, abandonment and exclusion of depressed areas. 2- Intervene before groups confronted to exclusion, marginalization and persistent poverty. Put into effect by support provided to projects which respond to multidimensional problems of a territory or group.	Develop 73 projects until 2008.
Social Development Contracts – CDS (MTSS) ✓	Make the territories more inclusive, improve the quality of life of its inhabitants and promote social cohesion. These are intervention plans agreed on by several restricted local partners, which list several actions/projects to develop on a territory during a specific period of time.	Establish 30 Social Development Contracts until 2008.

Measures	Descriptions	Target(s)
Pilot Project “Critical Neighbourhoods (MAOTDR) ✓	Promote the social urban integration of territories which present critical vulnerable factors, through an Intervention Plan based on methodologies and complex models to consolidate the reference to good practices (that could be disseminated) which the Government seeks to promote.	Develop Action Plans in 3 critical neighbourhoods (Lagarteiro, Cova da Moura and Vale de Amoreira) until 2009.
Action Programme for Inclusive Labour Market (MTSS) Vide Priority 2	Promote training and qualification courses and technical, financial support for people with difficulties in integrating the labour market.	Promote the integration of 153 000 unemployed people in training and employment courses, until 2008.
Micro-credit (MTSS)	Promote technical and financial support to create self-employment for people with difficulties to integrate the labour market.	– Extend micro-credit measures to the national territory until 2007. – Cover 5000 unemployed people with micro-credit initiatives, until 2008.
Porta 65 – Housing management and Renting of Public Building (MAOTDR) ✓	Programme to support families to access rented social housing.	– Support Access to housing and improve the housing conditions up to 1000 families/year.
PROHABITA ✓	Housing programme for families with serious housing problems. Reinforce the rehabilitation, incorporation of sustainable building and accessibility in providing housing solutions. Building or adapting buildings to social infrastructures in shanty towns. Direct financial subsidy paid to families to ensure their re-housing in the case of natural disasters or emergency.	– Follow these actions by solving family housing problems, by contracting 1000 dwelling/ year.

Children

Measure	Descriptions	Target(s)
Bonus on the family allowance granted to single parent households (MTSS) ✓	Regulates the bonus on family allowance, reinforcing the protection to single parent families; In a view of positive differentiation the amount of the allowance will suffer percentual increase.	– Increase about 200 000 entitled to family allowance Cover about 12% of the present beneficiaries.
DOM Plan (MTSS) ✓	Implement a plan to qualify Shelter networks for Children and Youth to encourage continuous improvement to promote rights and child protection and sheltered young people.	– Establish 100 protocols in view to cover 4000 families, till 2008; – Promote the de-institutionalisation of 25% of children and young people until 2009; – Assess 100% of the shelters and improve those showing they need to be restored, until 2009.
Early Intervention Programme (MTSS) ✓	Diagnosis instrument to characterise and analyse the evolution of the life project of children sheltered in an institution and foster home in residential care and host homes.	– Enforce until 2008, the Plan to children with the proper profile; – Cover until 2009, 25% of the children in residential institutions with defined life projects and put into effect.

Measure	Descriptions	Target(s)
National Adoption List (MTSS)	Purpose: a) Increase the number of families selected for adoption, with the more adequate conditions to the child/young person's profile in an adoptable situation; b) Identify the children and young people who can be adopted; c) Guarantee a greater equity and transparency in the process between the adoptable child or young person to the candidate family; d) Increase the adoption possibilities by introducing quicker procedures.	Ensure permanent, updated information on the nr. of adoptable children and the nr. of families selected for adoption in order to reduce the period of time occurring between the definition of the adoptable situation and the adoption.
Intervention Programme for families with children and young people covered by protection measures (MTSS) ✓	Train and qualify families with children and young people covered by promotion and protection measures in a natural setting; (Law n°147/99 of 01-09 on the Protection of Young People in danger.	Cover 3000 families, until 2008.

Measure	Descriptions	Target(s)
Agency for the defence and development of the child and young person at risk in the Autonomous Region of the Azores. (Autonomous Region of the Azores) ✓	It is to create a global intervention system which promotes social family integration and a global learning system for family, education and employment re-integration. - Promote the creation of a space reinforcing the inter-service, inter-institutional link and contributing towards a global and systemic view of the family and community context of the children and young people; -Intervene in an integrated way in education, promotion and protection of children and young people; - Create solutions in family support, shelter, training, education counselling, and health.	Create and implement several solutions and inter-institution solutions to defend children and young people at risk and respective families in the Autonomous Region of the Azores, until 2008.
Early Intervention Programme and Parental Skills (Autonomous Region of the Madeira) ✓	Foster the practice of early intervention for children at risk up to 6 years, as well as the development and promotion of the parental skills of the families.	<ul style="list-style-type: none"> - Early intervention and parent skills (PIP/CP) in 50% of the councils of Autonomous Region of the Madeira, until 2008; - Training all foster families until 2008; - Creation of a centre to support children and young people, covering 50% of the youth identified and in operation since 2006; - Definition and implementation of an integrated plan for training and education (IPTE) covering 80% of the children in non profit social institutions until 2008.

Measure	Descriptions	Target(s)
Commissions for the Protection of Children and Young People (MTSS)	These are official institutions without legal powers and with operating autonomy, that aim to promote the rights of children and young people and prevent or end situations which might affect their safety, health, training, education or overall development.	<ul style="list-style-type: none"> - Increase teams until 2008, 128 full time professionals; 340 part-time teachers. - Establish 40 more CPCJ until 2008.
Programme to generalize Meal Supply to pupils from the 1st level of Basic Education (ME) ✓	Make available adequate meals to children who attend 1st level basic education, to correct the inequality in the access to school meals of these children in comparison to other levels of school education.	Ensure that 100% of the 1st level schools provide all children with a balanced meal until 2008.
Programme to extend Social Equipment Network – PARES (MTSS) ✓	Support the development and consolidation of the social infrastructure and service network in Mainland Portugal investing namely in the creation of new places in social measures in areas related to childhood, elderly and disabled people.	Increase in 50% the capacity installed in child care centres (reach the Barcelona Commitment 33%) by creating 37 000 new places, until 2009.

Elderly

Measure	Descriptions	Target(s)
Solidarity Supplement for the elderly – CSI (MTSS) ✓	Supplement from the solidarity subsystem for pensioners over 65 years. It is a supplement to the pre-existing income. The amount is defined by reference to a threshold established annually and the allocation is differentiated according to the concrete situation of each pensioner applying to it.	Ensure all elderly over 65 years and with low income, a supplement to increase their overall income to a minimum threshold of 4200 €/ year (at prices of 2006).
Pilot Project to restore elderly housing (MTSS) ✓	Improve basic housing conditions and mobility of the elderly receiving home care, preventing institutionalization and dependent situations.	Finance 570 actions in elderly housing with home care in 3 districts in the hinterland of the country.
Programme to Expand Social Facilities Network – PARES (MTSS)✓	Support the expansion, development and consolidation of the social equipment network in Mainland Portugal investing mainly in the creation of new places in social facilities in the areas for childhood, elderly and disabled people.	Create 19 000 places in Nursing Homes for the Elderly and Day Care Services, until 2009.
Long-term Care Network (MS/MTSS) ✓	Promote the offer of services such as: <ul style="list-style-type: none"> – Short term admittance in alternative to the hospital rationalizing hospital resources; – Long term admittance for the elderly and dependent people; – Day units to promote an autonomous life in the community. 	Create until 2008: <ul style="list-style-type: none"> (a) 997 beds in recovery units for short term health care; (b) 1139 beds in units to provide medium-term health care and rehabilitation; (c) 2720 beds in care units to provide support services and long term admittance; (d) 814 day care units/ autonomy promotion; (e) 326 beds for palliative care.

Measure	Descriptions	Target(s)
Voluntary Service (MTSS) ✓	Create a National Voluntary Network through local promotion, in the support to the elderly.	Ensure organized action in at least half of the councils of the country until 2008.

Priority 2

Correct the disadvantages in education and training /qualification

The policy measures for this specific priority translates the need for a concrete intervention in order to correct situations of severe structural vulnerability in the field of formal qualifications of the different target groups, notably by increasing and promoting the recognition and validation of several informal qualifications acquired by citizens.

The effort made in guaranteeing general access for children between 3 and 5 years to pre-school education constitutes a fundamental priority both at the level of equal rights, as well as, the positive effects it will have on the children and their parents. Basic learning and the consequent development of individual skills provided by several different activities already implemented for personal and professional enrichment and others which will become part of the first level of basic education, represent a necessary added value so as to the pursue with more solid foundations, the next levels of education thus increasing the opportunities of success.

On the other hand, the increase in the number of places in professional courses and the supply of alternative courses able of bringing students with learning difficulties closer to school, by increasing their possibility to conclude secondary education or even compulsory schooling is extremely important because it will make available different options in education/training, thus increasing their competences and, consequently, facilitating the transition into working life.

The process qualifying active adults, identified in the “New Opportunities Programme”, both by providing them with education/training courses and certification of competences acquired throughout life represents a challenge especially for those with low qualifications enabling them to increase their employability by using the several instruments mentioned – in particular through the recognition, validation and certification processes and attendance in education and training courses.

Generalizing access to new technologies constitutes a fundamental challenge which it is pressing to respond so as to intervene and prevent the info exclusion risks of the Portuguese population. Therefore, the policy measures defined in this Plan are to create the necessary infrastructures to generalize the use of broadband.

Following the framework’s priority, it is important to underline its articulation with the measures established in the National Action Plan for Growth and Employment – PNACE, which encompasses in a coherent form the Plan for Stability and Growth, the Technology Plan and the National Employment Plan.

TARGETS

- Cover in pre-school education 100% of the 5 years old children and 90% of the 3 and 4 years olds, until 2009.
- Reduce early drop out of people between 18 and 24 years to 30% in 2008 and 25%, in 2009.
- Reduce by half school failure in Basic Education in 2009 (it was 19.7% in 2004/2005).
- Qualify 1 million adults in active age, until 2010.
- Generalize the internet access and information communication technologies by extending it to the whole territory with broadband service and make available public spaces free of charge to access the internet, until 2008.

Policy Measures⁹⁶*Children and Youth*

Measure	Descriptions	Target(s)
Pre-school network (ME)	Increase the number of places in pre-school for children 3-5 years old, to contribute to their social education, development and to the reconciliation of work and family life of young families.	Expand and rationalize the pre-school network, until 2008, increasing the coverage rate to 95% - 5 years; 85% - 4 years; and 85% - 3 years.
Full time School-Activities enriching curriculum – (1st level Basic education) (ME) [√]	Adapt the time children spend at school to their family needs, ensuring that this period of time is educationally rich and complementary to the learning related to the acquisition of basic skills. English for 3rd and 4th level of schooling and school support is compulsory and included in the different curriculum activities developed until 5:30 pm.	- increase school timetable until 5:30 pm in 100% of the 1st level Basic Education Schools by providing activities to enrich the curriculum until 2008. - Generalize English and school support in the 3rd and 4th level of schooling to all children until 2008.
	Train English teachers in 1st level Basic education.	Train 500 teachers to teach English in 1st level Basic Education until 2007.
Alternative Curriculum Pathways (ME)	Guarantee and make flexible the organization and management mechanisms of the curriculum for students with persistent school failure or integration problems in the educational community.	Ensure the completion of compulsory education of students until the age of 15 with persistent school failure and school drop out until 2008.
Priority Interventions in Education Territories (ME) [√]	Make flexible the organization and resource management mechanisms and curriculum for school students with a high rates of failure.	Develop, until 2008, 30 innovative programme-contracts to improve the quality of education and the promotion of school success and community development.

Measure	Descriptions	Target(s)
Escolhas Programme (PCM)	Programme to promote social inclusion of children and young people from more vulnerable socio-economic context, specifically the descendents of immigrants and ethnic minorities, in view of equal opportunities and to increase social cohesion.	Finance until 2008, 110 projects to support education, training (ITC) the occupation of free time of the children and young population in needy neighbourhoods.
Vide Prioridade 3		

⁹⁶ [√] New policy measure or to create

Youth and Adults at active ages

Measure	Descriptions	Target(s)
New Opportunities Initiative (ME/MTSS) ✓	<p>This initiative is to accelerate the qualification of the Portuguese people, and making the secondary education and training level the target for all, aiming at overcoming the deep structural deficit of the country in this domain by investing in two intervention lines.</p> <ul style="list-style-type: none"> - Fight school failure and early drop out of young people (that is a fundamental factor in reproducing situations of poverty and social exclusion) through the diversification of education and training by increasing the Professional places and the demand for higher success rates in school; - Promote higher levels of basic qualification, for the adult population by creating an effective training system for them which mobilizes, adapts and strengthens the instruments available namely within the disadvantaged groups' perspective. 	<ul style="list-style-type: none"> - Increase to 50% the attendance in professional classes, until 2012; - Expand the vocational training offer in professional schools and state secondary schools covering until 2007 52.500 young people (≥15 years) and, until 2010 about 127.500; - Cover until 2007, about 345.000 young people and until 2010, about 650.000 in professional training at secondary level; - Increase the offer of professional courses covering 152 000 adults in the 9th level and 12th level, until 2008; - Expand the Network for Recognition, Validation and Certification of Competence (CRRVCC) so as to reach 300 centres, until 2008; - Ensure that until 2008, about 160.000 people obtain a certification of competences through the RVCC process.
Action Programme in an Inclusive Labour Market (MTSS) Vide Prioridade 1	Train and certify at a school and professional level working age adults, with low schooling and qualifications in order to promote employability.	Cover 153 000 people with a working age in training and professional integration courses, until 2008.

IT

Measure	Descriptions	Target(s)
Connect Portugal via Broadband (MOPTC / MCTES) ✓	Create telecommunications infrastructures which make it possible to access broadband services. Promote as well the use of new wireless services.	<ul style="list-style-type: none"> - Make available to the whole territory the broadband service, until 2006 (MOPTC); - Increase to more than 50% the nr. of households with broadband Internet access, until 2010 (MCTES).
Internet spaces in the Councils (MCTES)	Promote in every Council of the Mainland, open public access with a longer time table and free of charge to the Internet, with the support of monitors in familiarizing the citizens with ICT.	<ul style="list-style-type: none"> - Double, until 2008, the public spaces with internet in municipalities with the support of monitors, ensuring at least a public space free of charge in each council in the country.

Priority 3

Overcome discriminations integrating people with disabilities and immigrants

To guarantee the realization of rights of people experiencing discrimination is an essential condition for a democratic society based on human dignity, which justifies emphasizing the needs of the disabled, immigrants, ethnic minorities and victims of trafficking in human beings, among other groups where discrimination is visible.

When people are subject to discrimination, they are prevented from participating socially and professionally in society and that is why it is important to develop the skills to exercise rights before the strategic agents in social intervention and the population in general. It is essential, moreover, to introduce in the social and organizational structures the necessary alterations to increase the access to vital services and opportunities, by enforcing the anti-discrimination legislation and the development of approaches geared towards specific situations. To attain these objectives implies, as well as conduct sensitization and mobilization interventions in order to build an inclusive society based on equal opportunities.

The active policy measures with preventive and corrective nature, designed for people with disability or incapacity, focus on the following as main areas of intervention: accessibilities, education, qualification and employment, social protection, equipment and services, therefore, translated into more investment in the access to goods and services by adapting the school system to the needs of this specific group. Consequently, investment in social protection by revising and adjusting family allowances is increased as well as the number of places in infrastructures and social services providing support to individuals and their families. Investment continues in training and integration programmes in the labour market so that these people may participate both socially and professionally and be economically autonomous.

Regarding the policies for immigrants and ethnic minorities as well as victims of human trafficking with preventive and/or corrective characteristics, they seek to guarantee rights and facilitate the welcome and integration of these groups. These policies are focused on the following domain (s): information, training and sensitization towards the fight against discrimination, education, qualification and employment, equipment and legislative services. Translated into increasing investment in systems providing useful information to this population in different languages, teaching the Portuguese language and culture, training and professional integration courses, creating interface solutions and integrated support between the immigrant population and public central and local administration. Within a new context, Portugal, is adjusting its national legislation on immigration policy to the recent community directives seeking thus, among others, to grant a legal status to foreigners similar to the Portuguese citizen, by simplifying and making more transparent the legalization process and increasing protection to the victims of human trafficking.

TARGETS

- Place 4000 special education teachers in associations of schools covering 26 000 children and young people with disability until 2008.
- Cover 46 000 people with disability in training, qualification courses and technical support in view of professional integration until 2008.
- Cover 140 000 beneficiaries in the new benefit system in case of disability until 2009.
- Increase 1 850 places in social infrastructures for people with disability until 2009.
- Provide the schools with autonomy in order to address adequately the 80 000 foreign students whose mother tongue isn't Portuguese, reinforcing their conditions to pursue studies in the national education system, until 2008.

- Include 38 500 immigrants in training, qualification courses and technical support, until 2008.

Policy Measures⁹⁷

People with disabilities

Measure	Descriptions	Target(s)
Network of Information and Mediation Services for people with disabilities – SIM-PD (MTSS) ✓	The Network of Information and Mediation Services for people with disabilities is to provide local attending and qualified support to people with disabilities or incapacity, This network is located within local authorities.	<ul style="list-style-type: none"> – Create until 2007, a Data Base with information on legislation, resources and existing services for people with disabilities and incapacity. – Create and implement in the 18 Districts, Information and Mediation Services, until 2009. – Ensure the function of a National Co-ordination Unit of SIM-PD, until 2008.
New Law on Accessibilities (MTSS) ✓	Definition of technical standards to enforce on the accessibilities to buildings.	<ul style="list-style-type: none"> – Extend technical standards on accessibilities to housing during a period of about 12.5% a year. (% dwellings adapted per building); – Promote the compliance of standards by reinforcing sanctions/penalties.

Measure	Descriptions	Target(s)
Tariff Reduction for Disabled People (MTSS)	<p>Tariff reduction on trains for disabled people or companions, in the following:</p> <ul style="list-style-type: none"> - “Discount Agreement for Disabled People”- discount on tickets for people with a disability of 60.0% or more (means-tested); - Tariff Agreement “Two for One”- to guarantee that people with a disability of 80% or more may travel with a companion without the latter having to pay for a ticket. 	<ul style="list-style-type: none"> – Increase, until 2008, the nr. of people with disabilities and their family covered by the Tariff Agreement on trains (2005 phase) Namely: in 10% the nr. of companions for disabled people and in 5% the nr. of people with disabilities; – Implement, until 2008, the Tariff Agreement “Two for One”, Rede Expresso (Express Buses).
Digital Inclusion in Public Transportation (MOPTC) ✓	<p>The objectives of the MIMO Project are: a) permanent access to information on public transportation by citizens namely those with special needs; b) enhance the generalized use of new technologies.</p> <p>It implies the existence of a multi-channel system which allows the citizen to put questions and obtain answers on destinations, destination conditions and costs. This project involves public and private transportation and associations for citizens with special needs.</p>	<ul style="list-style-type: none"> – Build, until 2008, a public transportation database for the Mondego Region and extended to other Regions; – Implement in the Mondego Region until 2008, the multi-channel, accessible among other electronic means, by the Internet and extended to other Regions in the Country.
Braille Book and Audio Book Publication (MC)	Produce Braille books and audio books for national bibliography collections, so as to enhance the education, professional and cultural aspects of the blind and visually impaired users.	Make available annually titles in Braille and audio books of national bibliography collections, until 2008.

⁹⁷ ✓ New Policy Measure or to create

Measure	Descriptions	Target(s)
Special Education Teaching Staff (ME) ✓	Promote equal opportunities and socio-education inclusion of children and young people with special needs (NEE) with an extended scope through the creation of a special education staff in public schools with three teaching groups.	Appoint teachers specialized in Special Education to schools, covering 4 000 teachers and 26 000 children and young people until 2008.
Programme on Portuguese Sign Language (ME) ✓	Preparation of a course curriculum in Sign Language to implement in Support Units for the Education of Deaf Students.	<ul style="list-style-type: none"> – Produce Programme on Sign Language for basic and secondary education until 2007; – Ensure deaf children and young people the access to learning Portuguese Sign Language in public education/; 1st, 2nd and 3rd levels of basic school and, secondary education until 2008.
School text books adapted to people with incapacity/ visual impairment (Braille, larger letters and spoken, etc) (ME) ✓	Produce school text books adapted for people with severe eyesight and sensorial limitations.	Produce 11 682 text books / a year in different formats, until 2007.
Vocational Training and Employment for disabled people (MTSS)	Measure to facilitate social and professional integration of disable people, through training courses and subsidies to support job creation.	45,864 people with disabilities in training and professional integration courses, until 2008.

Measure	Descriptions	Target(s)
National Model for Early intervention (MTSS)	Integrate children from 0-6 years with disability or with a high risk of being slow in development, enhancing for the effect of resources, integrated and decentralized interventions of services. Ensure as well a greater coverage and better quality in the community initiatives from the community to the specific multidimensional needs of children and their families.	<ul style="list-style-type: none"> – Approve the legal rules, until 2007; – Create until 2007, a national data base with information on children and attendance regarding early intervention; – Increase in 15% the number of children (0-3 years) to be attended in the early intervention System to cover about 5 000 children, until 2008 (SNRIPD); – Cover 150 Councils with the Integrated Programme of Early Intervention, until 2008.
New System for pensions and family allowances in case of disability (MTSS) ✓	Reformulate the present system of disability allowances towards the adjustment the real needs of the target group; application of the positive differentiation principle; prevention of poverty and social exclusion situation; system effectiveness (means-tested benefit).	Cover in the new allowance system eventually 140 000 people with disabilities until 2009.
Decentralized System for the Attribution and Financing of Technical Subsidies	Elaborate a more adequate and integrated model to respond to the real needs that people with disabilities or incapacity have in terms of technical and technological kind of support.	<ul style="list-style-type: none"> – Conceive a new model until 2007; – Cover 60 000 people with disabilities or incapacity until 2009.
Programme to Expand the Social Equipment network (PARES) (MTSS) ✓	Support the expansion, development and consolidation of social equipment networks in Mainland Portugal, investing in the creation of new places in social facilities in areas related to childhood, elderly and people with disabilities.	Increase the number of places in social facilities for people with disabilities; 1850 in 2009 and 650 in 2008.

Immigrants

Measures	Descriptions	Target(s)
SOS Immigrant Service (PCM)	Telephone line giving information on immigration available in 6 languages.	Answer 90.000 SOS calls until 2008, available in 6 different languages.
CNAI site (PCM) ✓	Promote access to available information and allow interactivity in the different offices and institutions integrating CNAI, for example face to face attendance.	Create the CNAI site calculating 850 000 visits, until 2008.
Student Grants (PCM) ✓	Create a group of trainers specialized in immigration, ethnic minorities and intercultural studies.	Carry out 350 training courses in immigration, ethnic minority and intercultural studies to the professionals of schools, institutions of public and private administration and associations for immigrants, until 2008.
Office for Intercultural Education and Training (PCM)	Specialized office promoting intercultural education.	Provide 200 training courses in Intercultural Education, until 2008.
National Support Centre for Immigrants - CNAI (PCM)	Institution providing integrated services in Lisbon and Oporto.	Be capable of providing, 700 000 attendances in the Lisbon and 200 000 in the Oporto.
Local Immigrant Support Centres -CLAI (PCM)	Places for decentralized information working on a partnership base with civil society and local authorities.	Open 20 new CLAI, until 2008.
Intervention Programme for Unemployed Immigrants (MTSS)	Measure which facilitates the social, cultural and professional integration of immigrants through; the development of basic skills in the Portuguese language and citizenship; training courses; and support to employment.	Include 38 500 unemployed immigrants in training and professional integration programmes, until 2008.

Measures	Descriptions	Target(s)
Escolhas Programme (PCM) Vide Prioridade 2	Programme to promote the social inclusion of children and young people from more vulnerable socio-economic contexts, particularly descending from immigrants and ethnic minorities, taking into consideration, equal opportunities and reinforcement of social cohesion.	Finance, until 2008, 110 projects to support education, training, (ICT), occupation of the free time of children and young people from needy neighbourhoods.
Portuguese as second language in the National Curriculum (ME) ✓	Measure I – New scheme for comparable foreign qualification – Aims to clarify, simplify and make more flexible the requests and, at the same time, contributes to school autonomy. (Decree-Law nr. 227/2005, of 28 December and Administrative Rule nr. 224/2006, of 8 of March) Measure II- Promote developing activities to support effectively the students with Portuguese as second language and the pursue of their studies in the education system. (Joint Order n.º 7/2006, of 6 of February)	– Define, the new equivalence scheme for courses. – Provide the schools with autonomy to respond adequately to 80 000 foreign students whose mother language isn't Portuguese allowing them to pursue their studies in the system and take part in activities ensuring them a sufficient master of the Portuguese language, until 2008.
Observatory on Human Trafficking (PCM) ✓	Provide an accurate, present and independent analysis on the crime evolution of human trafficking, especially women for the purpose of sexual exploitation and related phenomena.	– Implement a system to monitor human trafficking, especially women, for sexual purposes until 2007.

Measures	Descriptions	Target(s)
Model to shelter and support the victims of human trafficking (PCM) ✓	Promote qualified support and shelter for the social integration of women victims of trafficking.	<ul style="list-style-type: none"> - Create a temporary shelter for women victims of trafficking, until 2007. - Create a multidisciplinary team to monitor women victims of trafficking, until 2007. - Create an Assessment Committee for the situation of women victims of trafficking, until 2007.
Immigration Law (MAI) ✓	New scheme on the entrance and stay of foreigners on the national territory.	<ul style="list-style-type: none"> - Immigrant admission scheme more adjusted to the country's needs; - Uniform legal status for legal immigrants, granting them the same rights notably concerning family reunification; - Provide an attendance service closer to immigrants; - Protection of trafficking and exploitation victims; - Stronger combat in human trafficking and those exploiting illegal immigration.

Measures	Descriptions	Target(s)
Nationality Law (PCM) ✓	<p>Recognizes the principle of citizenship based on place of birth (ius soli) reflected on granting the nationality of origin to 3rd generation, as well as diminishing the legal requirements imposed to the 2nd generation.</p> <p>Thus making it possible:</p> <ul style="list-style-type: none"> - For 3rd generation immigrants constituted by children of foreigners born in Portugal to acquire the nationality independently of the stay of the parent(s) at the moment of birth; - For 2nd generation immigration, it is foreseen to grant the nationality of origin to the individuals born in Portugal, children of foreigners, born in Portugal and, one of the parents has been legally residing in this country for at least 5 years. 	



Part III



Good Governance

It is necessary to ensure the third common objective so as to produce a decisive impact on the eradication of poverty and social exclusion, “*f) that social inclusion policies are well-co-ordinated and involve all levels of government and relevant actors, (including people experiencing poverty), that they are efficient and effective and mainstreamed into all relevant public bodies, including economic, budgetary, education and training policies (notably ESF programmes)*”.

Therefore, the promotion of good governance is based on four key aspects; 1) to improve the political co-ordination between the different Ministries and State Structures involved in the design, implementation and monitoring of policies; 2) to simplify the existing policies and policy and promote their coherent and effective articulation; 3) to reinforce the mobilization and participation of all relevant bodies at different levels; 4) to improve the access for all to information and measures involved.

In the case of the NAPincl 2006-2008, the following governance instruments are foreseen to: i) ensure the presence and intervention of the national level, namely through Focal Points before the bodies and authorities closely involved with promoting inclusion, ii) promote the influence of the local dimension, from the more micro, medium scale levels, and iii) link them in permanence with civil society, both through NGO's, or experts and researchers in the field of social exclusion and poverty. It is a logic aiming to include a wide and diversified debate and discussion influencing the Plan's development.

Design Phase

Designing and implementing a strategy for social inclusion, in the form of a National Action Plan for Inclusion, involves concerting efforts and sharing responsibilities by the State, through its central, regional and local authorities and other relevant bodies, such as NGOs and the social partners.

The coordination and drafting of the NAPIncl for 2006-2008 was commissioned to the Ministry of Labour and Social Solidarity (MTSS), and a Council of Ministers Resolution nr. 40/200 set up a NAPIncl Monitoring Commission, with representatives of various Ministries and the Regional Governments of the Azores and Madeira, and a Non Governmental Forum for Social Inclusion, as observer, was also involved in the process. Given the coordination duties of the MTSS and its objective within the protection and social solidarity field, a Working Group was also formed in this Ministry, bringing together departments with responsibilities in the areas covered.

These institutional provisions were important in the different phases of the process such as: design, conception, implementation, monitoring and assessment.

A Non Governmental Forum for Social Inclusion (FNGIS), was set up to address the invitation from the National Co-ordination of the NAPIncl 2003-2005 to implement the 4th Common Objective (Nice) of the EU Social Inclusion process – “To mobilize all relevant bodies”. This Forum gave important contributions to the elaboration of the NAPIncl for 2006-2008 and will continue engaged in an independent and critical form in its implementation.

Taking advantage of the Inter-CLAS meetings (i.e. meetings which include entities integrating the Local Councils for Social Action from Social Network Programme), some debates was carried out all over the country. It was possible to sensitize and explicit the guidelines for the streamlining of the Open Method of Coordination, which mentions both the elaboration of the NAPIncl and includes a Report on the

National strategy for Social Protection and Social Inclusion (comprising three important pillars – Social Protection, Social Inclusion and Health and Long-Term Care). Within this scope, it was also possible to collect contributions for the NAPIncl 2006-2008, mainly regarding the key priorities.

Implementation, Mobilization, and Participation of the main actors

The institutional provisions, namely, the Co-ordination for the NAPIncl 2006-2008, the Inter-ministerial Monitoring Commission (which in the governance model will establish “Focal Points” in each Ministry), the Social Partners and the Forum (FNGIS), all have fundamental responsibilities both in promoting the implementation of the Social Inclusion Strategy and in mobilizing the participation of all stakeholders, arising from the co-ordination of national policies.

A Non Governmental Forum for Social Inclusion was set up as a privileged place to mobilise and involve all relevant bodies emphasizing the disadvantaged groups suffering exclusion or at risk of exclusion in the implementation of the Social Inclusion Strategy.

The local partnerships of the Social Network Programme may contribute to a more effective mobilization and involvement of all actors at different local levels, including the population because of the many entities they integrate, from deconcentrated State services, solidarity organizations, other private organizations and citizens.

It is up to these Local Social Networks at a local level, alongside with the respective identification and Social Development Plans (where the more excluded territories have to be prioritized), to adjust the national policy measures to the local needs.

As an example, it is important to reinforce the promotion of volunteer work provided to elderly who live isolated, and have been identified by the local networks to ensure them organized and flexible interventions so as to attain the objective of improving the quality of life of the elderly.

Another example is the importance of the Recognition, Validation and Certification of Competences (RVCC) acquired in a non formal and formal context, namely for people and/or social groups with low qualifications. If this type of situation is detected by the Councils, it will be more flexible and easier to implement since the Vocational Training Centres (IEFP) and School Units are part of the social networks in most of the Districts in Mainland Portugal⁹⁸.

Establishing a national network of researchers and experts, departments of Public Administration and Research Centres, designated as “Knowledge Network on Poverty and Social Exclusion”, will enable to develop a platform which contributes to the building of knowledge, its dissemination and debate. This network ensures that all citizens are provided with immediate and updated access to the information produced and/or disseminated on social protection and social inclusion.

Policy Co-ordination

One of the fundamental aspects of good governance is to improve the political co-ordination between the different Ministries and State structures involved in the design, implementation and monitoring of social policies.

It is fundamental that the institutional provisions, namely the Co-ordination of the NAPincl for 2006-2008, Inter-ministerial Commissions, Social Partners and Forum⁹⁹, combine synergies around a common objective to produce a decisive impact on the eradication of poverty and social exclusion by ensuring the link to NAPincl with other plans, programmes, national strategies, notably the National Plan for Action, Growth and Employment (PNACE), which integrates the National Employment Plan (PNE), the Technology Plan (PT), the National Health Plan (PNS), the National Programme for Land Planning Policies (PNPOT), the National Plan for Equality (PNI), the

⁹⁸ These are the basic entities for the enlargement of the centre network (RVCC). It is a measure proposed in the National Employment Plan 2005, Cf. P. 88.

⁹⁹ The Forum has a representative in the Interministerial Monitoring Commission, as observer.

National Plan Against Domestic Violence, the National Action Plan to Fight Against Spreading Infectious Diseases in Prisons, the Plan Against Drugs and Drug Addiction for 2005-2012 and the National Strategy for Sustainable Development.

The recent legislation on the Social Network Programme (Law nr.115/2006) describes the social networks as instruments of excellence to “implementing the NAPincl”, considering that they may contribute to a better co-ordination of the social inclusion policies at different local levels, foreseeing as well the constitution of a forum at district level, to improve the capability of communicating with central administration, including the NAPincl’s Interministerial Monitoring Commission.

These social networks are partnerships established with local authorities, deconcentrated public services and private entities, acting on the same territory, aiming at adjusting policies and actions developed by different local bodies, so as to promote social development and whose action is systematised in the respective Social Development Plans. Since 2007, they may have an Adviser (male or female) for Equality with the objective to promote gender mainstreaming.

The social networks identify at council and/or parish level problems generating poverty and social exclusion which affect specific segments of the population or particular groups by using the existing structures in the community, organizing social answers for concrete needs previously diagnosed, and, implementing the guiding principles for the national inclusion strategy, therefore applying effectively, the principle “think global, act local”.

Such as in identifying the population and/or groups with specific needs for intervention, also the territories at a greater risk of poverty and exclusion may be the target of an action built according to needs identified at local level, through community plans established in Social Development Contracts, still to implement in 2006, as territorial instruments of intervention aiming to co-ordinate the policies and resources arising from different areas of intervention (social action, health, housing, employment, justice, education).

Information Dissemination

Disseminating the Plan 2006-2008 to all private and public entities and interested parties plays an important role in greater raising awareness in the responsibility everyone has in the fight against poverty and in the implementation of the NAPincl itself. Engagement in the co-ordination of the NAPincl 2006-2008 and participation in the Inter-ministerial Monitoring Commission will be vital in this task.

Along these lines, information and dissemination sessions on the NAPincl were conducted, emphasizing the organisation of theme workshops, decentralized and all over the country. The first initiative will take place around the International Day for the Eradication of Poverty.

The local partnership structures of the Social Network alongside the national institutional mechanisms constitute adequate platforms promoting local initiatives on information and dissemination to all partners and population in general.

Mainstreaming

Considering the multidimensional and cross-cutting nature of social exclusion in relation to vast political domains and the identification of some aspects needing improvement with regard to the effectiveness of the national strategy on social inclusion, in terms of the integration process in the fight against poverty and the promotion of social inclusion in the public policies and in the target of political action – that is - “Mainstreaming in Social Inclusion” – new institutional structures will be established in each Ministry, named “Focal Points”.

The creation of this renewed institutional structure in each Ministry is to promote mainstreaming in social inclusion, thus, contributing to target the sectoral policies for the elimination and prevention of poverty and social exclusion situations. Therefore, besides assessing respective

Ministry’s contribution in social inclusion, this structure shall also carry out sensitization and training programmes for the different institutional actors at governmental level on the importance of mainstreaming social inclusion.

The integration of the social inclusion dimension in governance, may be reinforced therefore, by these new institutional structures which will follow in light of the configuration and reformulation of the policies, so as to assess the impact on vulnerable groups and people at risk of poverty/deprivation by being able to meet their needs and introduce possible improvements.

This new body/institutional structure, with permanent nature, will be ensured by professionals from the respective Ministries, for example, at a Planning Department level.

Monitoring and Assessment Process

Similar to the previous Plans, the monitoring process of the NAPincl 2006-08 is based on a Follow-up System¹⁰⁰ supported by: (i) structural indicators of social cohesion and Laken Indicators (primary and secondary) which ensure the comparability with the other Member-States; (ii) result indicators in relation to each of the three priorities and targets established in the Plan and (iii) follow-up indicators of the implementation of the policy measures, used to measure the progress of their materialization.

A new model will be developed under the monitoring of the NAPincl 2006-2008 linking the information system which exists at national and local level by using it and enhancing strategically the already existing local structures – Social Networks – and the partnerships and planning the work already developed by them.

Therefore, it is important that the information system and the data base which the social networks collect and update the information related

¹⁰⁰The Technical Team Supporting the co-ordination of the NAPincl is responsible for the permanent monitoring of the NAPincl implementation.



to the measure indicators established in the NAPIncl and implement in the different Councils. On the other hand, a data base at district level could gather this data, making available more information collected (at national and local level). This type of information will be the basis for a more integrated monitoring process and enable drafting assessment reports at different levels (local, district and national).

On the other hand, assessing the progress within the implementation of the NAPIncl, in relation to the priorities listed and the common objectives, is essential for the effectiveness and efficiency of the inclusion strategy, namely because it should have a real impact by increasing the quality of life of everyone, especially of disadvantaged groups.

It is important to mention so as to conclude that the financial monitoring of the targets defined in this Plan constitutes an object to analyse within the follow-up system.

The NAPIncl 2006-08 involves resources dispersed by several sources and institutional structures taking into account the cross-cutting and intersectoral nature of the Social Inclusion Objective. The development of the Plan demands the adoption of several measures, some of which co-ordinated with other Strategic Plans. The implementation of these measures presupposes a national effort in investment, as well as EU support through different programmes from the new National Strategic Reference Framework (QREN) for 2007-2013.

The effective link between the financing coming from State Budget, Social Security Budget, and from QREN contributes to determine the sums to allocate and is one of the fundamental factors which encourage the Plan's development. Besides, the action framework which the NAPIncl represents, it is a form to avoid the dispersion of national and community interventions and to streamline them by concentrating resources and specializing the instrument.

Part IV





Good Practices

1. National support centre for immigrants

Introduction

The National Support Centre for Immigrants (CNAI) is under the responsibility of the High Commission for Immigration and Ethnic Minorities. This centre is located in the two main metropolitan areas in the country – Lisbon and Oporto.

CNAI develops integrated services for immigrant/refugee populations, aiming at helping to answer effectively and with humanity the problems and needs of the immigrants who have chosen Portugal as country of destination. Ethnic minority groups can also use this service.

The immigrants seeking the CNAI have found a specialised place to answer his/her questions and needs, conferring a greater effectiveness and efficiency in the services provided. The sharing of information and knowledge between the different public institutions in the CNAI, allowed to reach a quality and reliability threshold which is superior to the traditional model of attendance.

Context

In the last ten years, Portugal has seen an increase in the number of immigrants choosing it as country of destination. This evolution hasn't been followed by policy measures geared towards solving their problems and needs. Also, they are experiencing increasing difficulties with

traditional services which do not have enough resources to meet this increase in immigrants.

Several problems justified the creation of National Support Centre for Immigrants such as, the dispersal of services that the immigrant had to access regarding his/her legalization and integration process, the recurrent linguistic and cultural difficulties and the non existence of adequate answers to the various questions raised by them.

Description of the Initiative

The CNAI's main objectives are to: solve the dispersal of public services which handle immigration issues; improve the communication between services by facilitating the legalization process of immigrants; create adequate answers to some specific questions they raise; resolve and/or reduce the linguistic – cultural difficulties in the attendance of public institutions.

Along these lines, an attendance platform was created where several institutions and public services were represented with responsibility in immigration and, investing strongly in its integrated function focused on the citizen. Therefore, several specific services were established notably in employment, family reunification, legal and social support. Attendance teams were formed by social cultural mediators originating mainly from immigrant communities so as to guarantee a greater trust and proximity to the citizens.

The National Support Centre for Immigrants was opened in March 2004. It took about two years between the design of the Programme and its implementation, meaning the building's construction started in 2002; the organizational process establishing the partnerships with the public sectors and training of the social cultural mediators occurred between 2002/03.

Monitoring and Assessment

The CNAI's possess a monitoring system assessing how many people were attended as well as how long they waited.

In 2006, the International Organization for Migrations concluded an audit to the Lisbon and Oporto project.

Results

This measure has solved the dispersion of the services by allowing the immigrants to resolve their problems, notably regarding legal documents in an integrated way. In 2005, more than 300 000 immigrants were guaranteed attendance and integrated solutions.

The NISC is dynamic in promoting new services to answer the problems and needs of the immigrants, such as; the SOS immigrant line; the legal advice and family reunification offices; the recognition of foreign education qualifications and skills.

All these services are available in several foreign languages such as in Crioulo, Russian and English in order to overcome the linguistic cultural difficulties, as well as the frontline attendance is provided by social cultural mediators originating mostly from immigrant communities.

The main obstacles associated to implementing this measure are: budget restrictions and some initial mistrust regarding the innovative characteristic of the project. In order to face these constraints, the initial investment was reduced and the institutions involved as well as the whole team taking part in establishing the NISC were reinforced.

2. Integrated attendance methodology

Introduction

The implementation of an Integrated Attendance Methodology at local level aims at overcoming the overlapping in the attendance/follow-up of individuals and families with social problems (poverty, health, housing, etc.) resulting from the existence of several public and private entities with disarticulated interventions on the same territories and oriented for the same target groups.

This methodology allowed; i) to improve the function and articulation between organizations responsible for attendance; ii) a significant increase in the attendance of families, due to decentralisation and de-burocratiation; iii) a greater effectiveness and efficiency in attendance and providing solutions to family problems; iv) increase the levels of satisfaction of the beneficiaries and services provided.

Context

In most councils in the country, several entities provide attendance/follow up to the families in an overlapping form, which implies wasting resources. Since the assessment criteria are different and diverging, they do not always promote adequate solutions to the specificity of problems.

The local entities providing sectoral attendance are mostly represented in the Social Network, which facilitates and makes viable the organization of a streamlined, integrated and multidisciplinary intervention for the families. This methodology gains special relevance in the present context with the increase of unemployment, poverty and exclusion issues.

Description of the initiative

The main specific objectives of this methodology are: to optimize the resources of the entities providing attendance and follow-up; to reduce the number of families which each professional follows; to identify and appoint a social manager to the family and standardize the organizational procedures and criteria assessment.

A working group was constituted in the local Social Network including representatives with responsibility in social attendance. Protocols of cooperation were established between local partnerships, thus initiating integrated attendance in key areas of social intervention.

Also co-ordination and multidisciplinary teams with specific training in attendance were constituted, as well as targets and fields. On the other hand, each family was appointed a social manager to make sure that they were the target of a personal and integrated attendance.

The initiative described started in 2002. The preparatory phase until the implementation of this methodology lasted around one year and included the signing of a protocol between several entities to train these managers and organize the professional teams.

Monitoring and assessment

Implementing integrated attendance is at an experimental phase and only one assessment is conducted on the social manager's actions including the number of people attended and family satisfaction.

It is estimated that a mid term evaluation will take place on all the integrated attendance projects in order to generalize this experience in the country.

Results

According to the monitoring taking place, the following is noted: the number of families followed by each professional decreased and, at the same time, there was a significant increase in the social attendance; the quality of attendance and follow up procedures of the families and citizens improved; making it easier for citizens to access services.

The main obstacles/risks in implementing this integrated attendance methodology were: the persistence of closed organizational cultures which lead to the difficulty of some entities using this methodology, as well as being, resilient to adopting new procedures and standardized assessment criteria, for instance, common working tools; the existence of different concepts on the follow-up provided to families and social integration.

These obstacles were overcome by: debates on, addressing the difficulties and risks of this methodology – Local Social Network, and working group created, the coordinating team and the multidisciplinary teams; training/qualification of professionals and other local agents; the pressure professionals more open to innovative practices in each organization and pressure on some other professionals more resilient to systematic forms of cooperation.

On the other hand, apart from the benefits mentioned, it is important to underline the fact that Social Security accelerated the computerization of all forms of family procedure and it is assessing a way to ensure generalized access of these forms to the professionals who participate in processes of integrated attendance.

It was difficult to designate a social professional who would best meet the conditions for the role of social manager concerning the weak points and on account of the multiple of problems in health, unemployment, children at risk, etc.

3. Activating participation

Introduction

The Activating Participation Project under the responsibility of the European Anti-Poverty Network - Portugal (REAPN), aims to develop and implement “a culture of participation” at local level in Private Institutions of Social Solidarity, notably for people at risk of poverty and social exclusion, in order to empower them to participate and express themselves on the experiences affecting them and the policies and actions for their benefit at national and local level.

The implementation of the project enabled; the participation of the vulnerable population especially at the organizational level involved in the micro actions of the project; the constitution of four local observatories composed of a total of 50 Institutions where the population at risk of poverty and social exclusion could participate and; in-depth knowledge of concepts and methodologies around the theme of people at risk of exclusion being able to participate in the decision-making process and changes regarding the policy measures and actions defined for them; development of participative diagnosis as a social intervention methodology for the disadvantaged groups, multiplication of micro actions designed and developed within the project in other contexts and with other groups; dissemination of experiences developed through the publication: “Small Experiences-Great Expectations”.

Context

The Project was submitted as a proposal by the Social Security Institute, I.P.¹⁰¹, following the Regional Meetings with beneficiaries and former beneficiaries of the Guaranteed Minimum Income. This initiative was fostered and organized by the EAPN – Portugal between 2001-2002.

Regional Meetings were held in Ovar, Amares, Coimbra, Évora, Lisbon and Oporto employing a participative methodology, promoting the

101 At the age time designated as Solidarity and Social Security Institute (ISSS).

debate with beneficiaries and former beneficiaries to implement the Guaranteed Minimum Income. These meetings allowed confirming the involvement of people in this issue and the importance target groups have in participating in the definition and assessment of the policy measures so that they can use them and, therefore, have a greater impact on society.

The result dissemination culminated in a National Meeting, in 2003, whose main objective was to create afterwards as a Platform for consultation, negotiation and coordination of the social policies. Several constraints made it impossible to achieve the objective, but as a result, a place was opened for the sustained need to promote the target groups' participation in its design and assessment based on the knowledge acquired, the EAPN – Portugal developed the Project Activating Participation, a NAPincl 2003-05 instrument within the 4th Common Objective – “Mobilize all Stakeholders”, a) “promote according to national practices the participation and expression of people in situation of exclusion, notably on their situation and on the policies and actions developed for these groups”. This project's purpose is to promote “a culture of participation” in the private institutions for social solidarity.

Description of the initiative

The specific objectives of the Project are: to encourage people at risk of poverty and social exclusion in participating in the design, decision and implementation processes of the policy measures and actions defined for them, in particular at local level; to foster participation and empowerment of individuals and groups in a situation and/or at risk of exclusion and promote the appearance and development of organizations integrating the population at risk of poverty and social exclusion in the decision-making processes and change based on a permanent negotiation logic and modulating involvement practices .

A significant number of Non Profit Organisations and Local groups participated in an integrated form in the various micro actions developed, being involved since the beginning and engaging the target groups

in these measures. Four local observatories were established as local observation points. Different types of diagnosis were elaborated, that is, the methodologies to activate participation, based on a bibliographic analysis and of good practices both at national and European level; the four locations promoting the project intervention - Oporto, Braga, Coimbra and Évora. Also a significant number of people in a poverty and social exclusion situation were involved in different micro actions.

The ongoing project was approved in May 2003, period when several activities/actions were developed according to the following phases:

I phase (2003-04) – diagnosis and implementation of local observatory mechanisms (observatories of Oporto, Braga, Coimbra and Évora);

II phase (2003-05) – organization of theme meetings to discuss principles, methods and participation practices;

III phase (2004-05) – experimenting through formal participation spaces (micro actions);

IV phase (2005-06) – drafting and dissemination of results .

Monitoring and Assessment

The information was collected throughout the Project, from the models and experiences in participation both at a national and European level, going through programme contents and experiences described within the theme meetings and experiences developed by entities participating in Local Observatories (micro actions) were also gathered, systematized and analysed by professionals, under the supervision of an external expert.

It is estimated that there will be an impact and follow up evaluation of the project during 2006.



Results

The objectives proposed were fully achieved, apart from the fact that promoting the participation of people at risk of poverty and social exclusion requires a continuous effort. Therefore, it is indispensable to implement a follow-up strategy in the observatories created, in order to ensure the continuity of actions and involve the greatest possible number of new institutions in the reflection and deepening of knowledge in this domain. The following obstacles/risks were identified in implementing the project: weak mobilization/motivation of the groups in participation; creation of false expectations for the target groups involved in these actions; cultural/interest heterogeneity;; institutional rivalries; inadequate use (appropriation) of the actions; bureaucratic and administrative rigidity.

The strategies developed to avoid/overcome the obstacles were as follows; dissemination of existing good practices; assessment and transmission of knowledge regarding the real potentials and constraints; dissemination of the principles and benefits of networking; information/clarification on the participation methodologies; sensitization of the leaders and decision-makers towards the importance of all social actors participating in the process; planning and monitoring of actions in order to ensure the participation of all people; promotion of consensus between sides; reorganization of services/redefinition of priorities; refer to the professionals which have the conditions to act as change agents within the institution to undertake actions.

Apart from the benefits mentioned, other unexpected ones emerged such as: dynamics created around micro actions, allowing to anticipate the multiplying effect of these same ones within the participating institutions; strong mobilization and engagement of the groups involved in the different initiatives.



Annex I

List of Measures, Indicators and Financial Resources

Priority 1

Fight child and elderly poverty through measures which ensure their basic rights of citizenship

Intervention Objectives	Policy Measure	Responsible entity ¹⁰²	Measure Description	New √	Target Groups	Targets	Indicators ¹⁰³	Financial Resources
Improve the more vulnerable family income	Social Integration Income (SII)	MTSS	Consists in a special subsidy from the solidarity subsystem and in an integration programme. This measure is to meet the basic needs households have and promote the progressive labour and integration of its elements		People in a more serious social situation	Ensure that 90% of the SII beneficiaries establish integration contracts until 2008	- Nr. of beneficiaries - Nr. of integration agreements signed	1 001 500 000€ (2006-2008)
	Tax benefits for the creation of jobs for young people and long term unemployed	MF	Develop job creation potential, through tax benefits for companies so as to create new jobs for workers, with no term contract and under 30 years old or long term unemployed Translates an increase in 50% of annual charges with these workers		Young people seeking their first job and unemployed and Long term unemployed	Reduce until 2008, the non salary costs on young workers' pay admitted by companies or long term unemployed	- Nr. of companies covered - Nr. of contracted actions - Nr. of young workers covered - Nr. of long term unemployed workers covered	297 000 000 € (2006-2008)
	Support Office for the Over-indebted of consumers	MEI	Informs and supports the over-indebted consumers, with mediation possibility with creditors		Consumers in a difficult position related to over-indebtedness	Support and inform consumers in a difficult position regarding over-indebtedness on credit charges related to consumption and other credits	- Nr. of consumers who resort to this office, by regions and different types of credits	229 912€ (2006) 229 912€ (2007) 229 912€ (2008) Financial Support from Consumer Institute: 30 000€/ year
	Office for Financial Advise	MEI	Informs and supports consumers on charges and credit risks	√	Population in general	Advise and inform consumers on questions related to financial liabilities regarding credit	- Nr. of people who resort to this office for advise by regions and different types of credit	15 730€ (2006) 54 450€ (2007) 54 450€ (2008)
	New Co-operation Model	MTSS	The new Co-operation Model aims to integrate children and the elderly in social measures, through State support in view of family income	√		Build and enforce the New Co-operation Model until 2207, based on the positive differentiation principle	- Nr. of users by equipment and services covered by the new finance model	

¹⁰²(MTSS) Ministry of Labour and Social Solidarity; (MAI) Ministry of Internal Affairs; (MF) Ministry of Finance and Public Administration; (MNE) Ministry of Foreign Affairs; (MJ) Ministry of Justice; (MAOTDR) Ministry of the Environment, Planning and Regional Development; (MEI) Ministry of the Economy and Innovation; (MOPTC) Ministry of Public Works, Transports and Communications; (MS) Ministry of Health; (ME) Ministry of Education; (MCTES) Ministry of Science, Te-

chnology and Higher Education; (MC) Ministry of Culture; (PCM) Chairmanship of the Council of Ministers; (PCM) State Secretariat of the Chairmanship of the Council of Ministers; (GR Azores) Regional Government of the Azores; (GR Madeira) Regional Government of Madeira.

¹⁰³ O conjunto de indicadores será produzido por sexo, sempre que aplicável

Intervention Objectives	Policy Measure	Responsible entity ¹⁰²	Measure Description	New √	Target Groups	Targets	Indicators ¹⁰³	Financial Resources
Promote and improve family housing conditions	Support Programmes for the Construction of Controlled Cost Housing – PCHCC	MAOTDR	Purpose: a) create and restore/ requalify the shanty towns, providing them with social infrastructures so as to better integrate them in the urban fabric; b) drive the promotion of houses at prices compatible with families income, providing an alternative access to housing		Population in general	Cover annually, 3200 households until 2008	- Nr. of dwellings contracted - Nr. of households covered	250 000 000€ /year (2006-2008)
	Special Re-housing Programme- PER	MAOTDR	Programme for rented housing or purchase, for families with serious housing problems		Families with serious housing problems	Complete annually until 2008, 3 500 dwellings covering 3 500 households	- Nr. of dwellings contracted - Nr. of households cover	150 000 000€ /year (2006-2008)
	Rent Incentive created within the New Urban Rent scheme- NRAU	MAOTDR	Ensure social protection of low income tenants with low income foreseen in NRAU	√	Tenants With leases prior to 1990	Cover 10 000 tenants until 2008	- Nr. of beneficiaries by gender	18 000 000€ /year (2006-2008)
	Porta 65 – Housing and Rental Management of Public Buildings	MAOTDR	Programme to support families to access rented social housing	√	Families with difficulties to access housing market	Support in accessing housing and improving the housing conditions to 1000 families/year	- Nr. of families supported	15 000 000 €
	PROHABITA	MAOTDR	Housing programmes to solve situations of strong needs of housing for low income families, a programme to be implemented for the reallocation of families living under precarious conditions, catastrophes or natural disasters and emergency situations		Families with strong housing needs	Follow actions considering the resolution of the lack of housing for families with the contracting of 1000 dwellings/year	-Nr. of dwellings contracted	42 000 000 €
Promote territorial initiatives for groups and territories at risk and/or situations of exclusion	Programme for Inclusion and Development – PROGRIDE	MTSS	Purpose: 1-Promote the inclusion in marginalized and run down urban areas, to combat isolation, abandonment and exclusion of depressed areas 2- Intervene before groups confronted to exclusion, marginalization and persistent poverty Put into effect by support provided to projects which respond to multidimensional problems of a territory or group		Territories (Measure 1) Children and young people at risk People victim of domestic violence, the homeless (Measure 2)	Develop 73 projects until 2008	- Nr. of projects in development process - Nr. of people covered by the measure	13 648 204€ (2006-2008)

Intervention Objectives	Policy Measure	Responsible entity ¹⁰²	Measure Description	New √	Target Groups	Targets	Indicators ¹⁰³	Financial Resources
Promote territorial initiatives for groups and territories at risk and/or situations of exclusion	Social Development Contracts - CDS	MTSS	Make the territories more inclusive, improve the quality of life of its inhabitants and promote social cohesion. These are intervention plans agreed on by several restricted local partners, which list several actions/projects to develop on a territory during a specific period of time.	√	Population from critical neighbourhoods of the metropolitan areas and territories depressed and decertified at an economic level	Establish 30 Social Development Contracts until 2008	<ul style="list-style-type: none"> - Nr. of contracts established - Nr. of people covered 	24 000 000€ (2007-2008)
	Pilot Project "Critical Neighbourhood"	MAOTDR	Promote the social urban integration of territories which present critical vulnerable factors, through an Intervention Plan based on methodologies and complex models to consolidate the reference to good practices (that could be disseminated) which the Government seeks to promote.	√	Resident population in the respective territories	Develop Action Plans in 3 critical neighbourhoods (Lagarteiro, Cova da Moura and Vale de Amoreira), until 2009	<ul style="list-style-type: none"> - % of the population living in poor and very poor housing conditions 	9 410 000€ (2006-2009)
Facilitate the access to qualification and employment opportunities	Action Programme for Inclusive Labour Market	MTSS	Promote training and qualification courses and technical, financial support for people with difficulties in integrating the labour market		Unemployed	Promote the integration of 153 000 unemployed people in training and employment courses until 2008	<ul style="list-style-type: none"> - Nr. of people integrated in the labour market by gender - Nr. of people covered by training courses by gender 	459 426 864€ (2006-2008)
	See Priority 2							
	Micro-credit	MTSS	Promote technical and financial support to create self-employment for people with difficulties to integrate the labour market		Unemployed	<ul style="list-style-type: none"> - Extend micro-credit measures to the national territory until 2007 - Cover 5000 unemployed people with micro-credit initiatives until 2008 	<ul style="list-style-type: none"> - Nr. of beneficiaries covered by gender 	15 000 000€ (2006-2008)

Intervention Objectives	Policy Measure	Responsible entity ¹⁰²	Measure Description	New √	Target Groups	Targets	Indicators ¹⁰³	Financial Resources
Improve family income of lone parents of particular vulnerability with children, through family allowances	Bonus on the family allowance granted to single parent households	MTSS	Regulates the bonus on family allowance, reinforcing the protection to lone parent families In a view of positive differentiation the amount of the allowance will suffer percentual increase	√	Single parent families	<ul style="list-style-type: none"> - Increase about 200 000 families entitled to family allowance - Cover about 12% of the present beneficiaries 	<ul style="list-style-type: none"> - Nr. of beneficiaries entitled to this allowance 	13 000 000 € (2007-2008)
Reduce and qualify the institutionalisation of children and young people	DOM Plan	MTSS	Implement a plan to qualify Shelter networks for Children and Youth to encourage continuous improvement to promote rights and child protection and sheltered young people.	√	Children and Youth Shelters- Private Institutions with or without co-operation or management agreements	<ul style="list-style-type: none"> - Promote the de-institutionalisation of 25% of children and young people until 2009 - Assess 100% of the shelters and improve those showing they need to be restored until 	<ul style="list-style-type: none"> - Nr. of protocols established - Nr. of families covered - % of the shelters with DOM Plan - % of children and young people de-institutionalised 	4 500 000€ (2007)
	Early Intervention Programme	MTSS	Diagnosis instrument to characterise and analyse the evolution of the life project of children sheltered in residential care and foster homes		Children and young people in shelter institutions and foster homes	<ul style="list-style-type: none"> - Enforce until 2008, the Plan to children with the proper profile - Cover until 2009, 25% of the children in residential institutions with defined life projects and put into effect 	<ul style="list-style-type: none"> - % of the children and young people whose situation was characterised - Nr. of children and young people to whom the PII was applied - Nr. of children and young people de-institutionalized 	
	National Adoption List	MTSS	Purpose: a) Increase the number of families selected for adoption, with the more adequate conditions to the child/young person's profile in an adoptable situation; b) Identify the children and young people who can be adopted, c) Guarantee a greater equity and transparency in the process between the adoptable child or young person to the candidate family; d) Increase the adoption possibilities by introducing quicker procedures		Adoptable children and young people and families selected for adoption	Ensure permanent, updated information on the nr. of adoptable children and the nr. of families selected for adoption in order to reduce the period of time occurring between the definition of the adoptable situation and the adoption.	<ul style="list-style-type: none"> - Waiting time for adopting families and children in institutions - Nr. of adoptions/ year 	

Intervention Objectives	Policy Measure	Responsible entity ¹⁰²	Measure Description	New √	Target Groups	Targets	Indicators ¹⁰³	Financial Resources
Reinforce the protection of children and young people at risk	Intervention Programme with families of children and youth in institutions	MTSS	Train and qualify families with children and youth in institutions (Law nr. 147/99, of 01-09 – Protection of children and young people at risk)	√	Families with children and young people in institutions	Establish 100 protocols to cover 4000 families until 2008	- Nr. of families covered	5 000 000€ (2006-2008)
	Agency for the defence and development of the child and young person at risk in the Azores	Regional Government of Azores	- create a global intervention system which promotes social family integration and a global learning system for family, education and employment re-integration. - promote the creation of a space reinforcing the inter-service, inter-institutional link and contributing towards a global and systemic view of the family and community context of the children and young people; - Intervene in an integrated way in education promotion and protection of children and young people; - create social answers for family support, shelter, training, education counselling, and health alternatives	√	Children and young people from 0 to 18 years at risk and respective families	Create and implement several solutions and inter-institution solutions to defend children and young people at risk and respective families in the Autonomous Region of the Azores until 2008.	- Nr. of solutions and services created by sector/institutional area - Nr. of children, young people covered by solution/ service	2 500 000 € (2006-2008)
	Early Intervention Programme and Parental Skills	Regional Government of Madeira	Foster the practice of early intervention for children at risk up to 6 years, as well as the development and promotion of the parental skills of the families	√	Children and Families at Risk	Implement the Project in 50% of the councils of the Regional Government of Madeira, until 2008 Training all foster families till 2008 Create a support centre for children and young people, covering 50% of the young people identified, since 2006 Definition and implementation of integrated education and training plans (PIEF) covering 80% of the children and young people in non profit social institutions, till 2008	- Nr. of children and families supported - Nr. of PIP implemented/ year - Nr. of training courses promoted and implemented ; - Positive global assessment by a minimum of 50% of trainees - Nr. of families trained annually - Support Centre open - % of PIEF implemented - Nr. of institutions covered annually - % of children in non profit social solidarity organisations institutions in till 2008	6 656 545 52€ (2007-2008)

Intervention Objectives	Policy Measure	Responsible entity ¹⁰²	Measure Description	New √	Target Groups	Targets	Indicators ¹⁰³	Financial Resources
Reinforce the protection of children and young people at risk	Commissions for the Protection of Children and Young People - CPCJ	MTSS	These are official non legal institutions with functional autonomy, which promote the child's rights and young persons' and prevent or put an end to situations susceptible of affecting their safety, health, training, education or full development.		Children and Young people	<ul style="list-style-type: none"> - Increase the teams until 2008, 128 full time professionals; 340 part-time teachers; - Establish 40 more CPCJ until 2008 	<ul style="list-style-type: none"> - Nr. of CPCJ established - Nr. of Action Plans received within the extended form - No of protocols celebrated and put into effect with the entities represented within CNPCJR; - Nr. of professionals to support the commissions; - Nr. of training courses promoted and implemented. 	9 423 128 € (2006-2008) 120 128 € (2006) 4 160 000€ (2007) 4 243 000€ (2008)
Increase the coverage and qualify the infrastructures and social services for children and young people, by reducing their poverty situations	Programme to generalize meals Supply to pupils from the 1st level of Basic Education	ME	Make available adequate meals to children who attend 1st level of basic education, to correct the inequality in the access to school meals of these children in comparison to other levels of school education.	√	1st level pupils from Basic Education	Ensure that 100% of the 1st level schools provide all children with a adequate meal until 2008	<ul style="list-style-type: none"> - Investment amount - Nr. of children covered Coverage rate 	22 000 000€ (2006-2008)
	Programme to extend Social Facilities Network	MTSS	Support the development and consolidation of the social facilities network in Mainland Portugal investing namely in the creation of new places in social measures in areas related to childhood, elderly and disabled people.	√	Childhood and Youth	Increase in 50% the capacity installed in child care centres (reach the Barcelona Commitment 33%) by creating 37 000 new places until 2009 and 6 000 new places until 2008	<ul style="list-style-type: none"> - Nr. of new equipment - Nr. of places created 	150 000 000€ (2006-2009)
Improve the income and housing conditions of the elderly	Solidarity Supplement for the elderly- CSI	MTSS	Supplement from the solidarity subsystem for pensioners over 65 years. It is a supplement to the pre-existing income. The amount is defined by reference to a threshold established annually and the allocation is differentiated according to the concrete situation of each pensioner.	√	Elderly People	Ensure all elderly over 65 years and with low income, a supplement to increase their overall income to a minimum threshold of 4200 €/ year (at prices of 2006).	<ul style="list-style-type: none"> - Nr. of beneficiary, by gender, age and family - Amount of the average CSI 	168 504 000€ (2006-2007)
	Pilot Project to restore elderly housing	MTSS	Improve basic housing conditions and mobility of the elderly receiving home care, preventing institutionalization and dependent situations.	√	Elderly People	Finance 570 actions in elderly housing with home care in 3 districts in the hinterland of the country	<ul style="list-style-type: none"> - Nr. of elderly covered by District - Nr. of houses covered 	2 000 000 € (2007-08)

Intervention Objectives	Policy Measure	Responsible entity ¹⁰²	Measure Description	New √	Target Groups	Targets	Indicators ¹⁰³	Financial Resources
Improve the coverage and qualify the social infrastructure for the elderly	Programme to Expand Social Facilities Network - PARES	MTSS	Support the expansion, development and consolidation of the social facilities network in Mainland Portugal investing mainly in the creation of new places in social solutions in the areas for childhood, elderly and disabled people.	√	Elderly People	Create 19 000 places in Nursing Homes for the Elderly and Day Care Services, until 2009 and 5 750 until 2008	<ul style="list-style-type: none"> - Nr. of places covered by solution/service - Nr. of elderly covered by type of solution/service 	87 000 000 € (2006-09)
Promote and improve the life conditions of the families with elderly dependent	Integrated Health Care Unit	MS/MTSS	Promote the offer of services such as: <ul style="list-style-type: none"> - Short term admittance as an alternative to the hospital streamlining hospital resources; - Long term admittance for the elderly and dependent people; - Day centres to promote an autonomous life in the community. 	√	Elderly and citizens in a dependent situation	Create until 2008. <ul style="list-style-type: none"> (a) 997 beds in recovery units for short term health care (b) 1139 beds in units to provide medium-term health care and rehabilitation (c) 2720 beds in care units to provide support services and long term admittance (d) 814 day care units/autonomy promotion (e) 326 beds for palliative care 	<ul style="list-style-type: none"> - Nr. of beds contracted - Nr. of area units day/autonomy promotion contracted - Nr. of bed units dedicated to contracted palliative care 	(a) 81 439 153€ (b) 65 203 224€ (c) 95 903 686€ (d) 11 901 918€ (e) 27 146 384€ (2006-2015)
Create a voluntary network	Voluntary Service	MTSS	Create a National Voluntary Network through local promotion, in the support to the elderly	√	Elderly people	Ensure organized action in at least half of the councils of the country until 2008	<ul style="list-style-type: none"> - Nr. of volunteers - Nr. of people covered by the voluntary sector by council 	

Priority 2

Correct the disadvantages in education and training / qualification

Intervention Objectives	Policy Measure	Responsible Entity	Measure Description	New √	Target - groups	Targets	Indicator (s)	Fundings
Increase the coverage rate of preschool	Pre-school network	ME	Increase the number of places in pre-school for children 3-5 years old, to contribute to their social education, development and to the reconciliation of work with family life of young families		children	Expand and rationalize the pre-school network until 2008, increasing the coverage rate to 95% - 5 years; 85% - 4 years; and 85% - 3 years	- Coverage rate	
Adjust education and schools through specific programmes for families in need	Full time School-Activities enriching curriculum – (1st level Basic education)	ME	Adapt the time of stay of children in schools according to their family needs, ensuring that this period of time is educationally rich and complementary to the learning related to the acquisition of basic competences. Out of the different curriculum activities developed at least until 5:30 pm, English is compulsory for 3rd and 4th level of schooling and study support	√	1st level pupils from Basic Education	- increase school timetable until 5:30 pm in 100% of the 1st level schools of Basic Education by providing activities to enrich the curriculum until 2008 - Generalize English and study support in the 3rd and 4th level of schooling to all children until 2008.	- Nr. of schools covered by activity - Nr. of students covered - Coverage Rate - Nr. of students by activity - Nr. of councils covered - Nr. of protocols established	100 000 000 € (2006-2008)
		ME	Train English teachers for 1st level basic education	√	English Teachers for the 1st level	Train 500 teachers to teach English in 1st level Basic Education until 2007	Nr. of teachers covered	30 000€ (2006-2007)
	Alternative Curriculum Pathways	ME	Guarantee and make flexible the organization and management mechanisms of the curriculum for students with persistent school failure or integration problems in the educational community.		Students until the age of 15	Ensure the completion of compulsory education of students until the age of 15 with persistent school failure and school drop out until 2008	- Nr. of students involved by school year, gender and age - Nr. of schools by typology - Nr. of classrooms by school year - Attendance rate - Drop out rate - School failure rate	
	Priority Interventions in Education Territories	ME	Make flexible the organization and resource management mechanisms and curriculum for school students with a high rates of failure	√	Pre-school students from the 1st, 2nd, 3rd levels of basic and secondary education	Develop until 2008. 30 innovative programme-contracts to improve the quality of education and the promotion of school success and community development	- Nr. of students covered - Nr. of students who concluded compulsory schooling with success - Average nr. of partners by programme-contract	

Intervention Objectives	Policy Measure	Responsible Entity	Measure Description	New √	Target - groups	Targets	Indicator (s)	Fundings
Adjust education and schools through specific programmes for families in need	“Escolhas” Programme see Priority 3	PCM	Programme to promote social inclusion of children and young people from more vulnerable socio-economic context, specifically the descendents of immigrants and ethnic minorities, in view of equal opportunities and to reinforce social cohesion.		Disadvantaged children and young population	Finance until 2008, 110 projects to support education, training (ITC) the occupation of free time of the children and young population in needy neighbourhoods	<ul style="list-style-type: none"> - Nr. of projects financed by measure - Nr. of territories covered by measure - Nr. of people covered by gender, age group and nationality according to the measure 	20 000 000€ (2006-2008)
	New Opportunities Initiatives	ME/MTSS	<ul style="list-style-type: none"> - This initiative is to accelerate the qualification of Portuguese people both at a secondary education and training level, as a reference for all, aiming to overcome the deep structural deficit in this domain, by investing in two strategic lines: - Combat school failure and early school drop out of young people and which constitutes one of the fundamental factors reproducing poverty and social exclusion, through the diversification of education and training path ways by increasing the number of places for professional education and the demand for higher rates of school success; - Promote the raising of the basic qualification levels of the adult population, through the creation of an effective system qualifying this population, which mobilizes, adapts and reinforces the instruments available namely, under the disadvantaged group perspective. 	√	Young people aged 15 years or over Adults aged 18 years or over, who do not have 4th, 6th or 9th year of schooling	<ul style="list-style-type: none"> - Increase to 50% the attendance in professional classes until 2012 - Expand the vocational training offer in professional schools and state secondary schools covering until 2007, 52.500 young people (≥15 years) and until 2010 about 127.500 - Cover until 2007, about 345.000 young people and until 2010, about 650.000 in professional training at secondary level - Reinforce the offer of professional courses covering 152 000 adults in the 9th level and 12th level, until 2008 - Expand the Network for Recognition, Validation and Certification of Competence (CRRVCC) so as to reach 300 centres until 2008 - Ensure that until 2008, about 160.000 people obtain a certification of competences through the RVCC process 	<ul style="list-style-type: none"> - Evolution in the number of vocational training course in professional and secondary schools; - Nr. of young people ≥ 15 years without the 9th level who attend vocational training courses - Nr. of young people covered by Professional courses - Nr. of adults in Professional courses with dual certification (school and professional) - Nr. of Recognition, Validation and Certification of competences Centres working. - Nr. of adults certified through RVCC processes 	1 096 900 000€ (2007-2008)

Intervention Objectives	Policy Measure	Responsible Entity	Measure Description	New √	Target - groups	Targets	Indicator (s)	Fundings
Adjust education and schools through specific programmes for families in need	Action Programme in an Inclusive Labour Market See Priority 1	MTSS	Train and certify at a school and professional level working age adults, with low schooling and qualifications in order to promote Employability		Working-age adults	Cover 153 000 people with a working age in training and professional integration courses until 2008	<ul style="list-style-type: none"> - Nr. of people covered in training courses - Nr. of people placed in the labour market 	459 426 864€ (2006-2008)
Guarantee generalised access to broadband and internet by promoting along side digital literacy	Connect Portugal via Broadband	MOPTC / MCTES	Create telecommunications infrastructures which make it possible to access broadband services. Promote as well the use of new wireless services	√	Population in general	<ul style="list-style-type: none"> - Make available to the whole territory the broadband service until 2006 (MOPTC) - Increase to more than 50% the nr. of households with broadband internet access until 2010 (MCTES) 	<ul style="list-style-type: none"> - Annual evolution of the coverage rate of the national territory in broadband - Broadband penetration rate - Nr. of households with broadband Internet access 	100 000 000€ (1º TRM 2006) 3 000 000€ (last 10 years / land line ADSL)
	Internet spaces in the Councils	MCTES	Promote in every Council of the Mainland, open public access with a longer time table and free of charge to the Internet, with the support of monitors in familiarizing the citizens with ICT.		Population in general	Double until 2008, the public spaces with internet in municipalities with the support of monitors, ensuring at least a public space free of charge in each council in the country	<ul style="list-style-type: none"> - Nr. of internet spaces created - Nr. of Councils covered 	65 000 000€ (2006-2008)

Priority 3

Overcome discriminations by integrating people with disabilities and immigrants

Intervention Objectives	Policy measures	Responsible Entity	Descriptions of the measure	Nova √	Target Population	Target(s) de Measure	Indicator(s)	Funding
Promote the improvement of accessibilities and information	Network of Information and Mediation Services for people with disabilities – SIM-PD	MTSS	The Network of Information and Mediation Services for people with disabilities is to provide local attending and qualified support to people with disabilities or incapacity, This network is located within local authorities	√	People with disabilities or incapacity and respective families and Professionals in Housing/ Rehabilitation	<ul style="list-style-type: none"> – Create until 2007, a Data Base with information on legislation, resources and existing services for people with disabilities and incapacity – Create and implement in the 18 Districts an Information and Mediation Service until 2009 – Ensure the function of a National Co-ordination Unit of SIM-PD until 2008 	<ul style="list-style-type: none"> – Creation of a Database, set up and in function – Nr. of created SIM PD – Nr. of attending by District, by gender – Existence of a National Co-ordination Unit 	889 318 € (2006-2009)
	New Law on Accessibilities	MTSS	Definition of technical standards to apply with the accessibilities to buildings	√	People with disabilities or incapacities	<ul style="list-style-type: none"> – Extend technical standards on accessibilities to housing during a period of about 12.5% a year – Promote the compliance of standards by reinforcing sanctions/penalties 		
	Tariff Reduction for Disabled People	MTSS	Tariff reduction on trains for disabled people or companions, in the following: <ul style="list-style-type: none"> - “Discount Agreement for Disabled People”- discount on tickets for people with a disability of 60% or more (means-tested); - Tariff Agreement “Two for One”- to guarantee that people with a disability of 80% or more may travel with a companion without the latter having to pay for a ticket. 		People with disability and family	<ul style="list-style-type: none"> – Increase until 2008, the nr. of people with disabilities and their family covered by the Tariff Agreement on trains (comparing with 2005) Namely: in 10% the nr. of companions for disabled people and in 5% the nr. of people with disability – Implement until 2008, the Tariff Agreement “Two for One”, Rede Expresso (Express Buses) 	<ul style="list-style-type: none"> – Execution rate of the tariff agreements “Two for One” = nr. of companions travelling on trains between 2006-2008 / nr. of trips by their companions in 2005 – Execution rate “Discount Agreements for DP” = Nr. of DP covered which travelled on the trains between 2006-2008 / nr. of people covered in 2005 – Implementation of the Tariff Agreement “Two for One” in Rede Expresso (Express buses) – Nr. of people covered by – Rede Expresso 	120 000 € (2006-2008)

Intervention Objectives	Policy measures	Responsible Entity	Descriptions of the measure	Nova √	Target Population	Target(s) de Measure	Indicator(s)	Funding
Promote the improvement of accessibilities and information	Digital Inclusion in Public Transportation	MOPTC	The objectives of the MIMO Project are: a) permanent access to information on public transportation by citizens namely those with special needs; b) enhance the generalized use of new technologies. It implies the existence of a multi-channel system which allows the citizen to put questions and obtain answers on destinations, destination conditions and costs. This project involves public and private transportation and associations for citizens with special needs.	√	Population of the Mondego Region, specifically those with special needs and Population in general	<ul style="list-style-type: none"> - Build until 2008 a public transportation database for the Mondego Region and extended to other Regions - Implement in the Mondego Region until 2008, a multi-channel system accessible by Internet among other electronic means, and extended to other Regions in the Country 	<ul style="list-style-type: none"> - Building and development of a database - Nr. of visitors of the data base; - Nr. of customers using the transportation system 	160 000€ (2006-2008)
	Braille Book and Speaking Book Publication	MC	Produce Braille books and audio books for national bibliography collections, so as to enhance the education, professional and cultural aspects of the blind and visually impaired users.		People with disability or hearing impairment and amblyopia	Make available annually titles in Braille and audio books of national bibliography collections until 2008	<ul style="list-style-type: none"> - Nr. of types/volumes in Braille acquired and available - Nr. of audio books on tape acquired and available 	417 002 € (2006-2008)
Reinforce the access to education, in order to promote equal opportunities	Special Education Teaching Staff	ME	Promote equal opportunities and socio-education inclusion of children and young people with special needs (NEE) with an extended scope through the creation of a special education staff in public schools with three teaching groups.	√	Children and young people with special education needs with an extended scope from pre-school, basic and secondary education	Appoint teachers specialized in Special Education to schools, covering 4 000 teachers and 26 000 children and young people until 2008	<ul style="list-style-type: none"> - Nr. of teachers covered - Nr. of children/young people covered 	112 000 000€ (2006-2008)
	Programme on Portuguese Sign Language (PSL)	ME	Preparation of a Disciplinary Programme in Sign Language to implement in Support Units to the Education of Deaf Students	√	Deaf Children and Young people attending education/public education from pre-school, 1st, 2nd, 3rd levels of Basic and Secondary Education	<ul style="list-style-type: none"> - Produce PSL for basic and secondary education until 2007 - Ensure deaf children and young people the access to learning Portuguese Sign Language in public education; 1st, 2nd and 3rd levels of basic school and secondary education until 2008 	<ul style="list-style-type: none"> - Nr. of children and young people covered - % of public schools teaching sign language, by school and education levels and NUTS II 	6000 € (2006-2007)
	School text books adapted to people with incapacity/visual impairment (Braille, larger letters and spoken, etc)	ME	Produce school text books adapted for people with severe eyesight and sensorial limitations	√	Visually impaired children and Young People	Produce 11 682 text books / a year in different formats until 2007	<ul style="list-style-type: none"> - Nr. of text books produced by level of education and type and format - Nr. of children and young people covered 	218 000€ (2006-2007)

Intervention Objectives	Policy measures	Responsible Entity	Descriptions of the measure	Nova √	Target Population	Target(s) de Measure	Indicator(s)	Funding
Reinforce access for training and employment	Programme for Vocational Training and Employment of disabled people	MTSS	Measure to facilitate social and professional integration of disable people, through training courses and subsidies to support job creation		Disabled people	Promote the integration of 45 864 people with disability in training and professional integration courses until 2008	<ul style="list-style-type: none"> - Nr. of people covered in training courses - Nr. of people placed in the labour market - Nr. of people who created self-employment 	216 090 710 € (2006-2008)
Improve and diversify social protection for people with disabilities, through adjusting their benefits and to increase social support services and infrastructures	National Model for Early Intervention	MTSS	Integrate children from 0-6 years with disability or with a high risk of being slow in development, and for that effect, enhancing integrated and decentralized interventions and services. Ensure as well a greater coverage and better quality in the community initiatives provided by the community to the specific multidimensional needs of children and their families.		Children 0-6 years with disability or at risk of being slow in their development and their families	<ul style="list-style-type: none"> - Approve the legal rules until 2007 - Create until 2007, a national data base with information on children and attendance regarding early intervention - Increase in 15% the number of children (0-3 years) to be attended in the Early Intervention System to cover about 5 000 children until 2008 (SNRIPD) - Cover 150 Councils with the Integrated Programme of Early Intervention until 2008 (MS) 	<ul style="list-style-type: none"> - Data base created - Nr. of Councils with Direct Intervention Teams - Nr. of children/families supported from 0-3 years and 3-6 years by gender in each council 	66 008€ (2006-2008)
	New System for pensions and family allowances in case of disability	MTSS	Reformulate the present system of disability allowances towards the adjustment of the target group's real needs; application of the positive differentiation principle; prevention of poverty and social exclusion situation; system effectiveness (means-tested)	√	Disabled people	Cover in the new allowance system eventually 140 000 people with disability until 2009	<ul style="list-style-type: none"> - Approve the Joint order - Nr. of beneficiary by age groups, gender, and allowances attributed, according to the household's income (below 300 euros and above this amount) 	198 292 085€ (2007-2009)
	Decentralized System for the Attribution and Financing of Technical Subsidies	MTSS	Conceive a more adequate and integrated model to respond to the real needs that people with disabilities or incapacity have in terms of technical and technological kind of support		People with Disabilities or incapacity	<ul style="list-style-type: none"> - Conceive a new model until 2007 - Cover 60 000 people with disabilities or incapacity until 2009 	<ul style="list-style-type: none"> - Nr. of technical subsidies granted to people with disabilities or incapacity, by gender 	23 500 000€ (2006-2008)
	Programme to Expand the Social Equipment network (PARES)	MTSS	Support the expansion, development and consolidation of social infrastructures and networks in Mainland Portugal by investing in creating new places in social facilities in areas related to childhood, elderly and people with disability	√	People with Disability	Increase the number of places in social facilities for people with disabilities; 1850 in 2009 and 650 in 2008	<ul style="list-style-type: none"> - Nr. of infrastructures - Nr. of places created 	14 000 000€ (2006-2009)

Intervention Objectives	Policy measures	Responsible Entity	Descriptions of the measure	Nova √	Target Population	Target(s) de Measure	Indicator(s)	Funding
Promote attendance and information on social issues adjusted to the immigrant population	SOS Immigrant Service	PCM	Telephone line giving information on immigration available in 6 languages		Immigrant Population Professionals in the Field and General Public	Answer 90.000 SOS calls until 2008, available in 6 different languages	- Nr. of calls taken according to the language used - Nr. of people covered	270 000€ (2006-2008)
	CNAI site	PCM	Promote access to available information and allow interactivity in the different offices and institutions present in the CNAI, for example face to face attendance.	√	Immigrant Population and Ethnic Minorities Public and Private Institutions Immigrant Associations NGO's	Criar o Site CNAI, estimando-se 850 000 visitas, até 2008	- Created Site - Nr. of visits	2 000€ (2006-2008)
	Trainers Team	PCM	Establish a group of trainers specialized in immigration, ethnic minorities and intercultural studies	√	Schools Other Public Administration Institutions Private Institutions Immigrant Associations NGO's	Carry out 350 training courses in immigration, ethnic minority and intercultural studies to the professionals of schools, institutions of public and private administration and Associations for Immigrants until 2008	- Nr. of training courses carried out - Nr. of people covered	150 000€ (2006-2008)
	Office for Intercultural Education and Training	PCM	Office specialized in promoting intercultural education			Provide 200 training courses in Intercultural Education until 2008	- Nr. of training courses carried out - Nr. of people covered	75 000€ (2006-2008)
	National Support Centre for Immigrants (CNAI)	PCM	Institution providing integrated solutions and located in Lisbon and Oporto		Immigrant population	Realize until 2008, 700 000 attendances in Lisbon's CNAI and 200 000 in Oporto's CNAI	- Nr. of attendance carried out	2 150 000€ (2006-2008)
	Local Immigrant Support Centres (CLAI)	PCM	Places for decentralized information working on a partnership base with civil society and local authorities		Immigrant population	Open 20 more CLAI until 2008	- Nr. of CLAI open to the public	350 000€ (2006-2008)

Intervention Objectives	Policy measures	Responsible Entity	Descriptions of the measure	Nova √	Target Population	Target(s) de Measure	Indicator(s)	Funding
Facilitate social labour integration instruments	Intervention Programme for Unemployed Immigrants	MTSS	Measure which facilitates the social, cultural and Professional integration of immigrants, through; the development of basic skills in the Portuguese language and in citizenship; training courses; and support to employment		Unemployed immigrant Population	Cover 38 500 unemployed immigrants in training and Professional integration courses until 2008	<ul style="list-style-type: none"> - Nr. of immigrants integrated in actions, number of courses developed - Nr. of immigrants integrated in the labour market 	34 973 897€ (2006-2008)
	"Escolhas" Programme See Priority 2	PCM	Programme which promotes the social inclusion of children and young people from more vulnerable socio-economic contexts, in particular, descending from immigrants and ethnic minorities, taking into consideration equal opportunities and the reinforcement of social cohesion.		Children in need and young population	Finance until 2008, 110 projects to support education, training (ICT), occupation of free time by the child and young population from shanty towns	<ul style="list-style-type: none"> - Nr. of projects financed by measure - Nr. of territories covered by this measure - Nr. of people covered by gender, age group and nationality according to the measure 	20 000 000€ (2006-2008)
	Portuguese as non mother language in the National Curriculum	ME	<p>Measure I - New scheme for the recognition of foreign diplomas- Aims to clarify, simplify and make more flexible the requests for these and at the same time contribute to school autonomy (Decree law nr. 227/2005, December 28th and Joint Order Portaria nr. 224/2006, March 8th)</p> <p>Measure II- Promote the development of activities supporting students whose mother tongue is not Portuguese and to help them pursue their studies in the educational system (Decree n.º 7/2006, February 6th)</p>	√	Foreign students whose Mother Tongue is not Portuguese	<ul style="list-style-type: none"> - Define until 2008, the new scheme for the equivalence of foreign education - Provide the schools with autonomy to respond adequately to 80 000 foreign students whose mother language is not Portuguese allowing them to pursue their studies in the system and take advantage of activities ensuring them with a sufficient knowledge of the Portuguese language 	<ul style="list-style-type: none"> - Alteration in the scheme for equivalence of foreign diplomas - Nr. of foreign equivalences attributed between 2006-2008 - Nr. of foreign students attending the educational system, according to the education level and NUTS II, by nationality 	30 000€ (2006-2008)

Intervention Objectives	Policy measures	Responsible Entity	Descriptions of the measure	Nova √	Target Population	Target(s) de Measure	Indicator(s)	Funding
Facilitate social labour integration instruments	Immigration Law	MAI	New regime for entry and residence of foreigners on the national territory	√	Immigrant Population	<ul style="list-style-type: none"> - Regime admitting immigrants more adjusted to the needs of the country; - Standardized legal status for immigrants, ensuring them the same rights specially regarding family reunification; - Attending Service closer to immigrants;; - Protection of victims against trafficking and exploitation - Stronger combat to human trafficking and those exploiting illegal immigration. 	<ul style="list-style-type: none"> - Nr. of immigrants benefiting from resident status (specially the right of family reunification, amongst others); - Nr. of visas issued - Decrease in the period of time granting the residence permit authorization 	
	Nationality Law	PCM	Recognize the fundamental right of citizenship and return to Portuguese tradition of enhancing the ius soli criteria, which is reflected in the granting of the original nationality to the 3rd generation, as well as a decrease in of the legal requirements imposed to the 2nd generation.	√	2nd and 3rd generation of Immigrants	<p>For 3rd generation immigrants constituted by children of foreigners born in Portugal to acquire the nationality independently of the permanence of the parent(s) at the moment of the birth;</p> <p>For 2nd generation immigration, it is foreseen to attribute the nationality of origin to the individuals born in Portugal, children of foreigners once when they were born, one of the parents had been legally residing in this country for at least 5 years</p>		
	Observatory for the Trafficking of Human Beings	PCM	Provide an accurate analysis, present and independent on the evolution of the crime and trafficking of human beings specially women trafficking for sexual exploitation purposes, as well as related phenomena.	√	Victims of Traffic specially for sexual exploitation purposes	<ul style="list-style-type: none"> - Implement a monitoring system for human trafficking especially of women, for sexual exploitation purposes until 2007 	<ul style="list-style-type: none"> - Existence of a monitoring system - Nr. of people victims of traffic, by gender, nationality and geographic distribution 	99 840,38€ (2006-2007)

Intervention Objectives	Policy measures	Responsible Entity	Descriptions of the measure	Nova √	Target Population	Target(s) de Measure	Indicator(s)	Funding
Facilitate social labour integration instruments	Model for the Shelter and Support of Victims of Human Trafficking	PCM	Promote the support and qualified shelter for the social integration of women victim of trafficking	√	Victims of trafficking for the purpose of sexual exploitation	<ul style="list-style-type: none"> - Create a temporary shelter for women victim of trafficking until 2007; - Create a multidisciplinary team for the follow-up of women victim of trafficking until 2007; - Create an Assessment Commission for situation of victims of trafficking until 2007. 	<ul style="list-style-type: none"> - Implement the "Shelter Home" - Nr. of women sheltered - Nr. of team members by disciplinary areas; - Nr. of victims followed - Existence of a Commission - Rate of women considered victims of trafficking 	45 101,08€ (2006-2007)



A) Primary Indicators

SI-P1: AT-RISK-OF-POVERTY RATE

Total: share of persons aged (0+) with an equivalised disposable income (after social transfers) below 60% of the national equivalised median income

Children: share of (0-15) with an equivalised disposable income (after social transfers) below 60% of the national equivalised median income

Working-Age adults: share of adults at active age (16-64) with an equivalised disposable income (after social transfers) below 60% of the national equivalised median income

The Eldery : share of elderly (65+) with an equivalised disposable income (after social transfers) below 60% of the national equivalised median income

At-Risk-of-Poverty Rate – Total

	1995	1996	1997	1998	1999	2000	2001	2003	2004
Portugal	23	21	22	21	21	21	20	19	21
Male	21	20	20	19	19	19	20	-	20
Female	24	22	23	22	22	22	20	-	22
UE25	-	-	-	15	16	16	16	15	16
Male	-	-	-	14	15	15	15	14	15
Female	-	-	-	16	17	17	17	16	17

At-Risk-of-Poverty Rate – Children

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal	26	23	25	26	26	26	27	23
UE25	-	-	-	19	19	20	20	20

At-Risk-of-Poverty Rate – Working-Age adults

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal	19	17	17	16	16	17	16	18
Male	17	16	16	16	15	16	17	18
Female	20	18	18	16	17	17	15	19
UE25	-	-	-	14	14	-	13	15
Male	-	-	-	13	13	-	13	14
Female	-	-	-	15	15	-	14	16

At-Risk-of-Poverty Rate – The Eldery

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal	38	36	37	35	33	33	30	29
Male	36	35	34	33	30	30	28	29
Female	39	36	39	37	36	35	31	30
UE25	-	-	-	18	17	17	16	18
Male	-	-	-	15	14	14	13	15
Female	-	-	-	20	19	19	18	20

Source: ECHP and SILC 2004, Eurostat
Note: Break in series 2004

SI-P2: AT-RISK-OF-POVERTY THRESHOLD (Illustrative values) PPP

60% of the equivalised median income

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal								
One-person household	3554	3808	4026	4095	4229	4573	4889	4697
Two adults with two dep. Children with age below 14 years	7463	7997	8455	8600	8881	9603	10267	9864
UE25								
One-person household	-	-	-	6767	6927	-	7074	7716
Two adults with two dep. Children with age below 14 years	-	-	-	14210	14546	-	14856	16204

Source: ECHP and SILC 2004, Eurostat
Note: Break in series 2004

SI-P3: PERSISTENT AT-RISK-OF-POVERTY RATE

Total: Share of persons aged 0+ with an equivalised disposable income below the at-risk-of-poverty threshold in the current year and in at least two of the preceding three years;

Children: Share of children (0-15years) with an equivalised disposable income below the at-risk-of-poverty threshold in the current year and in at least two of the preceding three years;

Working-Age adults: Share of persons aged (16-64years) with an equivalised disposable income below the at-risk-of-poverty threshold in the current year and in at least two of the preceding three years;

The elderly: Share of persons aged (65+ years) with an equivalised disposable income below the at-risk-of-poverty threshold in the current year and in at least two of the preceding three years;

Persistent At-Risk-of-Poverty Rate – Total

	1997	1998	1999	2000	2001
Portugal	15	14	14	14	15
Male	14	13	13	13	14
Female	16	15	15	16	15
UE25	9	9	9	-	-
Male	9	8	8	-	-
Female	10	10	10	-	-

Persistent At-Risk-of-Poverty Rate – Children

	1997	1998	1999	2000	2001
Portugal	17	18	18	19	22
UE25	12	12	12	-	-

Persistent At-Risk-of-Poverty Rate – Working-Age adults

	1997	1998	1999	2000	2001
Portugal	11	10	10	11	11
Male	11	10	10	11	12
Female	12	11	10	11	10
UE25	-	8	8	-	-
Male	-	7	7	-	-
Female	-	8	9	-	-

Persistent At-Risk-of-Poverty Rate – The elderly

	1997	1998	1999	2000	2001
Portugal	30	28	26	26	24
Male	27	25	26	23	22
Female	31	29	29	27	25
UE25	-	11	11	12	-
Male	-	9	9	10	-
Female	-	13	13	13	-

Source: ECHP and SILC 2004, Eurostat
Note: Break in series 2004

SI-P4: RELATIVE MEDIAN POVERTY RISK GAP

Total: Difference between the median equivalised income of persons aged (0+ years) below the at-risk-of-poverty threshold and the threshold itself, expressed as a percentage of the at-risk-of-poverty threshold.

Children : Difference between the median equivalised income of persons aged (0-15 years) below the at-risk-of-poverty threshold and the threshold itself, expressed as a percentage of the at-risk-of-poverty threshold.

Working-Age adults: Difference between the median equivalised income of persons aged (16-64 years) below the at-risk-of-poverty threshold and the threshold itself, expressed as a percentage of the at-risk-of-poverty threshold.

The elderly: Difference between the median equivalised income of persons aged (65+ years) below the at-risk-of-poverty threshold and the threshold itself, expressed as a percentage of the at-risk-of-poverty threshold.

Relative median poverty risk gap – Total

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal	28	26	25	26	23	25	22	26
Male	28	26	24	26	22	24	22	25
Female	28	26	26	26	23	25	24	27
UE25	-	-	-	-	-	-	22	23
Male	-	-	-	-	-	-	22	-
Female	-	-	-	-	-	-	22	-

Relative median poverty risk gap – Children

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal	31	31	26	28	20	25	22	29
UE25	-	-	-	-	-	-	23	24

Relative median poverty risk gap – Working-Age adults(16-64 years)

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal	31	27	26	26	23	25	22	29
Male	31	27	24	26	24	24	22	29
Female	31	27	27	26	23	25	22	30
UE25	-	-	-	-	-	-	23	25
Male	-	-	-	-	-	-	23	25
Female	-	-	-	-	-	-	23	25

Relative median poverty risk gap – The elderly (65 years or more)

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal	26	23	23	24	23	23	22	18
Male	25	21	20	20	20	23	22	17
Female	26	25	25	26	24	23	22	19
UE25	-	-	-	-	-	-	16	16
Male	-	-	-	-	-	-	17	15
Female	-	-	-	-	-	-	17	16

Source: ECHP and SILC 2004, Eurostat
Note: Break in series 2004

SI-P5: LONG-TERM UNEMPLOYMENT RATE

Total long-term unemployed population (12 months or more) as a proportion of total active population.

Long-Term unemployment rate

	2000	2001	2002	2003	2004	2005
Portugal	1,7	1,5	1,7	2,2	3,0	3,7
Male	1,4	1,2	1,4	1,8	2,6	3,2
Female	2,0	1,9	2,1	2,7	3,4	4,2
UE25	3,9	3,8	3,9	4,1	4,1	3,9
Male	3,3	3,2	3,3	3,6	3,6	3,5
Female	4,8	4,6	4,6	4,7	4,7	4,5

Source: LFS, Eurostat

SI-P6: PEOPLE LIVING IN JOBLESS HOUSEHOLDS

Proportion of people (0-17 Years)/ (18-59 years) living in jobless households, expressed as a share of all people in the same age group (Women/Men)

	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Portugal	5,9	6,3	5,9	5.1 b	4,7	4,6	4,3	4,6	5,5	5,3	5,5
People Living in jobless households 18-59 years: female	6,8	7,3	7,0	6.1 b	5,3	5,1	4,9	5,2	6,1	5,7	5,8
People Living in jobless households 18-59 anos: male	5,0	5,1	4,8	4.0 b	4,1	4,1	3,7	3,9	4,8	5,0	5,1
Children living in jobless households 0-17 years	5,1	5,1	5,2	4.6 b	4,5	3,9	3,6	4,2	5,0	4,3	4,3
UE25	-	-	-	-	-	-	10.1 e	10.2 e	10.2 e	10.4 p	10.2 p

Source: LFS, Eurostat
(e) estimated value
(p) provisional value

SI-P7: EARLY SCHOOL LEAVERS

Percentage of 18-24 year olds having achieved lower secondary education (ISCED level 2) or less and not attending further education or training.

	1999	2000	2001	2002	2003	2004	2005
Portugal	44,9	42,6	44,0	45,1	40,4	39,4	38,6
Male	50,8	50,1	51,2	52,6	47,7	47,9	46,7
Female	38,9	35,1	36,7	37,5	33,0	30,6	30,1
UE25	-	17,7	17,0	16,6	16,2	15,6	15,2
Male	-	19,9	19,2	18,9	18,1	18,0	17,3
Female	-	15,5	14,8	14,4	14,2	13,1	13,1

Source: LFS, Eurostat; Employment Survey, INE

SI-P8: UNEMPLOYMENT RATE GAP BETWEEN NON EU AND EU NATIONALS

Unemployment rate gap between non EU and EU nationals, in percentage points.

	2001	2002	2003	2004	2005
Portugal	5,1	3,5	4,8	7,4	5,4
UE15	8,9	8,7	9,5	9,6	9,4
UE25	-	-	-	-	8,1

Source: LFS, Eurostat

B) Secondary Indicators

SI-P1: AT-RISK-OF-POVERTY RATE

Total: share of persons aged (0+) with an equivalised disposable income (after social tranfers) below 60% dof the national equivalised median income

Children: share of (0-15)with an equivalised disposable income (after social tranfers) below 60% dof the national equivalised median income

Working-Age adults: share of adults at active age (16-64) with an equivalised disposable income (after social tranfers) below 60% dof the national equivalised median income

The Eldery : share of elderly (65+) with an equivalised disposable income (after social tranfers) below 60% dof the national equivalised median income

At-Risk-of-Poverty Rate – Total

	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Portugal	23,0	21,0	22,0	21,0	21,0	20,0	20,0	20,0	19,0	21,0
Male	21,0	20,0	20,0	19,0	19,0	19,0	20,0	-	-	20,0
Female	24,0	22,0	23,0	22,0	22,0	22,0	20,0	-	-	22,0
UE25	-	-	-	15,0	16,0	16,0	16,0	-	15,0	16,0
Male	-	-	-	14,0	15,0	15,0	15,0	-	14,0	15,0
Female	-	-	-	16,0	17,0	17,0	17,0	-	16,0	17,0

At-Risk-of-Poverty Rate – Children

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal	26,0	23,0	25,0	26,0	26,0	26,0	27,0	23,0
UE25	-	-	-	19,0	19,0	20,0	20,0	20,0

At-Risk-of-Poverty Rate – Working-Age adults

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal	19,0	17,0	17,0	16,0	16,0	17,0	16,0	18,0
Male	17,0	16,0	16,0	16,0	15,0	16,0	17,0	18,0
Female	20,0	18,0	18,0	16,0	17,0	17,0	15,0	19,0
UE25	-	-	-	14,0	14,0	-	13,0	15,0
Male	-	-	-	13,0	13,0	-	13,0	14,0
Female	-	-	-	15,0	15,0	-	14,0	16,0

At-Risk-of-Poverty Rate – The elderly

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal	38,0	36,0	37,0	35,0	33,0	33,0	30,0	29,0
Male	36,0	35,0	34,0	33,0	30,0	30,0	28,0	29,0
Female	39,0	36,0	39,0	37,0	36,0	35,0	31,0	30,0
UE25	-	-	-	18,0	17,0	17,0	16,0	18,0
Male	-	-	-	15,0	14,0	14,0	13,0	15,0
Female	-	-	-	20,0	19,0	19,0	18,0	20,0

Source: ECHP and SILC 2004, Eurostat
Note: Break in series 2004

SI-S2: RISK OF POVERTY BY HOUSEHOLD TYPE

Risk of Poverty (total): share of persons aged (0+) with an equivalised disposable income (after social transfers) below 60% of the national equivalised median income

Poverty Risk of the Households without dependent children

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal	27,0	24,0	25,0	22,0	20,0	19,0	18,0	21,0
One-person households	48,0	48,0	45,0	45,0	45,0	42,0	39,0	36,0
Male	44,0	43,0	37,0	38,0	35,0	38,0	28,0	34,0
Female	50,0	49,0	48,0	48,0	49,0	44,0	43,0	37,0
Aged < 65 yrs	31,0	32,0	28,0	29,0	29,0	31,0	22,0	28,0
Aged 65+	57,0	55,0	53,0	52,0	52,0	47,0	46,0	41,0
Two-adult households								
Both < 65 yrs	21,0	18,0	19,0	18,0	12,0	15,0	13,0	19,0
At least one 65+	41,0	38,0	41,0	40,0	37,0	38,0	32,0	31,0
Other households	15,0	14,0	15,0	11,0	11,0	9,0	10,0	13,0
UE25	-	-	-	-	-	-	13,0	15,0
One-person households	-	-	-	-	-	-	23,0	24,0
Male	-	-	-	-	-	-	19,0	22,0
Female	-	-	-	-	-	-	25,0	26,0
Aged < 65 yrs	-	-	-	-	-	-	19,0	22,0
Aged 65+	-	-	-	-	-	-	25,0	26,0
Two-adult households								
Both < 65 yrs	-	-	-	-	-	-	10,0	10,0
At least one 65+	-	-	-	-	-	-	15,0	15,0
Other households	-	-	-	-	-	-	9,0	9,0

Poverty Risk of Households with dependent children

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal	21,0	19,0	20,0	19,0	21,0	22,0	22,0	21,0
Single parents and children								
at least 1 dep. child	34,0	34,0	44,0	45,0	39,0	37,0	39,0	30,0
Two-adult households								
1 dep. child	13,0	15,0	13,0	11,0	13,0	11,0	9,0	14,0
2 dep. children	16,0	15,0	15,0	12,0	16,0	18,0	15,0	25,0
3 dep. children	45,0	37,0	46,0	50,0	39,0	36,0	49,0	34,0
Other households	22,0	19,0	19,0	19,0	22,0	24,0	23,0	18,0
UE25	-	-	-	-	-	-	18,0	18,0
Single parents and children								
at least 1 dep. child	-	-	-	-	-	-	30,0	34,0
Two-adult households								
1 dep. child	-	-	-	-	-	-	11,0	12,0
2 dep. children	-	-	-	-	-	-	13,0	15,0
3 dep. children	-	-	-	-	-	-	27,0	27,0
Other households	-	-	-	-	-	-	16,0	18,0

Source: ECHP and SILC 2004, Eurostat
Note: Break in series 2004

SI-S3: RISK OF POVERTY BY THE WORK INTENSITY OF THE HOUSEHOLDS

Poverty risk for the total of the population aged 0+ in different work intensity categories and broad household types. The work intensity of the household refers to the number of months that all working age household members have been working during the income reference year as a proportion of the total number of months that could theoretically be worked within the household. Individuals are classified into work intensity categories that range from WI=0 (jobless household) to WI=1 (full work intensity).

At-risk-of-poverty rate by work intensity of the household

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal								
Households without dependent children								
WI = 0	43,0	41,0	45,0	38,0	35,0	45,0	39,0	32,0
0 < WI < 1	14,0	12,0	14,0	13,0	9,0	8,0	9,0	15,0
WI = 1	17,0	16,0	14,0	12,0	10,0	11,0	9,0	9,0
Households with dependent children								
WI = 0	64,0	52,0	57,0	47,0	56,0	56,0	75,0	58,0
0 < WI < 0.5	56,0	45,0	44,0	41,0	33,0	46,0	64,0	41,0
0.5 <= WI < 1	23,0	22,0	23,0	23,0	25,0	23,0	23,0	27,0
WI = 1	13,0	13,0	12,0	12,0	15,0	16,0	14,0	10,0
UE25								
Households without dependent children								
WI = 0	-	-	-	-	-	-	28,0	32,0
0 < WI < 1	-	-	-	-	-	-	10,0	12,0
WI = 1	-	-	-	-	-	-	4,0	5,0
Households with dependent children								
WI = 0	-	-	-	-	-	-	62,0	68,0
0 < WI < 0.5	-	-	-	-	-	-	46,0	44,0
0.5 <= WI < 1	-	-	-	-	-	-	18,0	17,0
WI = 1	-	-	-	-	-	-	5,0	7,0

Source: ECHP and SILC 2004, Eurostat
Note: Break in series 2004

SI-S4: POVERTY RISK BY MOST FREQUENT ACTIVITY STATUS

Poverty risk for the adult population in the following most frequent activity status group: employment (singling out wage and salary employment); unemployment, retirement; other activity.

Poverty risk for the adult population (>=16 year)

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal								
Total	22,0	21,0	21,0	19,0	19,0	20,0	18,0	20,0
Male	20,0	19,0	18,0	18,0	17,0	19,0	18,0	19,0
Female	24,0	22,0	22,0	20,0	21,0	21,0	19,0	21,0
Individuals working								
Total	16,0	15,0	14,0	14,0	14,0	14,0	12,0	13,0
Male	15,0	15,0	14,0	14,0	13,0	14,0	13,0	14,0
Female	16,0	15,0	15,0	14,0	15,0	15,0	11,0	12,0
Employees								
Total	8,0	7,0	8,0	8,0	8,0	8,0	7,0	-
Male	9,0	9,0	8,0	9,0	8,0	9,0	9,0	-
Female	7,0	6,0	7,0	6,0	7,0	7,0	4,0	-
Self-employed								
Total	36,0	34,0	32,0	31,0	30,0	33,0	28,0	-
Male	32,0	30,0	29,0	28,0	26,0	28,0	24,0	-
Female	43,0	41,0	38,0	36,0	37,0	38,0	32,0	-
Individuals not working								
Total	31,0	28,0	29,0	27,0	27,0	27,0	27,0	29,0
Male	30,0	29,0	28,0	27,0	26,0	28,0	28,0	28,0
Female	31,0	28,0	29,0	27,0	27,0	27,0	27,0	29,0
Unemployment								
Total	31,0	28,0	32,0	32,0	35,0	24,0	38,0	32,0
Male	39,0	29,0	41,0	40,0	42,0	32,0	49,0	35,0
Female	24,0	28,0	26,0	26,0	28,0	18,0	30,0	30,0
Retired								
Total	34,0	31,0	32,0	30,0	29,0	28,0	25,0	26,0
Male	34,0	32,0	31,0	28,0	27,0	27,0	25,0	27,0
Female	34,0	31,0	32,0	31,0	30,0	29,0	26,0	26,0
Other Inactive								
Total	27,0	26,0	26,0	23,0	23,0	28,0	28,0	30,0
Male	19,0	25,0	21,0	22,0	20,0	28,0	29,0	25,0
Female	30,0	26,0	28,0	24,0	24,0	27,0	27,0	32,0

	1995	1996	1997	1998	1999	2000	2001	2004
UE25								
Total	-	-	-	-	-	-	15,0	16,0
Male	-	-	-	-	-	-	14,0	14,0
Female	-	-	-	-	-	-	15,0	17,0
Individuals working								
Total	-	-	-	-	-	-	8,0	8,0
Male	-	-	-	-	-	-	9,0	8,0
Female	-	-	-	-	-	-	7,0	8,0
Employees								
Total	-	-	-	-	-	-	6,0	14,0
Male	-	-	-	-	-	-	6,0	13,0
Female	-	-	-	-	-	-	5,0	15,0
Self-employed								
Total	-	-	-	-	-	-	17,0	24,0
Male	-	-	-	-	-	-	18,0	24,0
Female	-	-	-	-	-	-	16,0	26,0
Individuals not working								
Total	-	-	-	-	-	-	23,0	23,0
Male	-	-	-	-	-	-	23,0	22,0
Female	-	-	-	-	-	-	23,0	24,0
Unemployment								
Total	-	-	-	-	-	-	41,0	40,0
Male	-	-	-	-	-	-	45,0	46,0
Female	-	-	-	-	-	-	36,0	35,0
Retired								
Total	-	-	-	-	-	-	16,0	16,0
Male	-	-	-	-	-	-	15,0	15,0
Female	-	-	-	-	-	-	16,0	16,0
Other Inactive								
Total	-	-	-	-	-	-	25,0	26,0
Male	-	-	-	-	-	-	25,0	25,0
Female	-	-	-	-	-	-	25,0	26,0

Source: ECHP and SILC 2004, Eurostat
Note: Break in series 2004

SI-S5: POVERTY RISK BY ACCOMODATION TENURE STATUS

Poverty risk for the total population aged 0+ in the following accommodation tenure categories, owner-occupied or rent free; rented.

At-risk-of-poverty rate by accommodation tenure status

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal								
Owner-occupier or rent-free	25,0	23,0	22,0	21,0	20,0	20,0	19,0	20,0
Male	23,0	21,0	20,0	20,0	19,0	19,0	19,0	:
Female	27,0	24,0	23,0	22,0	20,0	21,0	19,0	:
Tenant	17,0	17,0	22,0	20,0	24,0	23,0	25,0	25,0
Male	16,0	16,0	19,0	18,0	22,0	19,0	25,0	:
Female	19,0	18,0	25,0	22,0	25,0	26,0	24,0	:
UE25								
Owner-occupier or rent-free	:	:	:	:	:	:	11,0	13,0
Tenant	:	:	:	:	:	:	24,0	24,0

At-risk-of-poverty rate in children by accommodation tenure status

	1995	1996	1997	1998	1999	2000	2001
Portugal							
Owner-occupier or rent-free	27,0	24,0	24,0	25,0	24,0	24,0	22,0
Tenant	24,0	20,0	30,0	29,0	34,0	31,0	44,0

At-risk-of-poverty rate, for the adult population by accommodation tenure status

	1995	1996	1997	1998	1999	2000	2001
Portugal							
Owner-occupier or rent-free	21,0	19,0	17,0	16,0	15,0	16,0	15,0
Male	19,0	17,0	16,0	15,0	14,0	16,0	15,0
Female	22,0	20,0	18,0	17,0	16,0	17,0	15,0
Tenant	14,0	14,0	18,0	16,0	20,0	19,0	20,0
Male	13,0	13,0	16,0	16,0	18,0	19,0	22,0
Female	14,0	14,0	19,0	15,0	21,0	19,0	17,0

At-risk-of-poverty rate, for the elderly by accommodation tenure status

	1995	1996	1997	1998	1999	2000	2001
Portugal							
Owner-occupier or rent-free	43,0	40,0	40,0	38,0	36,0	35,0	32,0
Male	43,0	41,0	39,0	36,0	34,0	32,0	29,0
Female	43,0	39,0	42,0	40,0	38,0	36,0	35,0
Tenant	26,0	26,0	28,0	28,0	26,0	27,0	22,0
Male	19,0	18,0	19,0	21,0	16,0	20,0	20,0
Female	31,0	30,0	34,0	32,0	31,0	31,0	22,0

Source: ECHP and SILC 2004, Eurostat
Note: Break in series 2004

SI-S6:DISPERSION AROUND THE AT-RISK-OF-POVERTY THRESHOLD

Share of persons aged 0+ with an equivalised disposable 40%, 50% and 70% of the national equivalised median income.

Poverty risk at 40% of the national equivalised median income

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal	10,0	8,0	8,0	8,0	7,0	7,0	6,0	9,0
Male	9,0	8,0	7,0	7,0	6,0	7,0	-	8,0
Female	10,0	9,0	9,0	8,0	7,0	8,0	-	9,0
UE25	-	-	-	-	-	-	5,0	5,0
Male	-	-	-	-	-	-	-	-
Female	-	-	-	-	-	-	-	-

Child Poverty risk at 40% of the national equivalised median income

	1995	1996	1997	1998	1999	2000
Portugal	12,0	11,0	10,0	10,0	8,0	9,0

Poverty risk of the adults at active age at 40% of the national equivalised median income

	1995	1996	1997	1998	1999	2000
Portugal	9,0	7,0	7,0	6,0	6,0	6,0
Male	8,0	7,0	6,0	6,0	6,0	6,0
Female	9,0	8,0	7,0	7,0	6,0	6,0

Poverty risk of the elderly at 40% of the national equivalised median income

	1995	1996	1997	1998	1999	2000
Portugal	12,0	10,0	9,0	10,0	9,0	9,0
Male	11,0	9,0	7,0	9,0	8,0	9,0
Female	13,0	10,0	10,0	10,0	9,0	9,0

Poverty risk at 50% of the national equivalised median income

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal	16,0	14,0	14,0	14,0	13,0	14,0	13,0	14,0
Male	15,0	13,0	13,0	13,0	12,0	12,0	12,0	13,0
Female	18,0	15,0	16,0	15,0	14,0	15,0	13,0	15,0
UE25	-	-	-	-	-	-	9,0	10,0
Male	-	-	-	-	-	-	-	10,0
Female	-	-	-	-	-	-	-	10,0

Child Poverty risk at 50% of the national equivalised median income

	1995	1996	1997	1998	1999	2000
Portugal	19,0	16,0	17,0	17,0	17,0	17,0
UE25	-	-	-	-	-	-

Poverty risk of the adults at active age at 50% of the national equivalised median income

	1995	1996	1997	1998	1999	2000
Portugal	13,0	11,0	12,0	11,0	10,0	11,0
Male	13,0	11,0	10,0	11,0	10,0	10,0
Female	14,0	12,0	13,0	11,0	11,0	12,0

Poverty risk of the elderly at 50% of the national equivalised median income

	1995	1996	1997	1998	1999	2000
Portugal	27,0	24,0	24,0	23,0	22,0	21,0
Male	25,0	22,0	20,0	19,0	18,0	19,0
Female	29,0	25,0	26,0	25,0	25,0	22,0

Poverty risk at 70% of the national equivalised median income

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal	29,0	30,0	28,0	28,0	28,0	28,0	28,0	29,0
Male	28,0	28,0	26,0	26,0	27,0	26,0	-	28,0
Female	31,0	31,0	31,0	30,0	29,0	29,0	-	30,0

Child Poverty risk at 70% of the national equivalised median income

	1995	1996	1997	1998	1999	2000
Portugal	33,0	34,0	32,0	34,0	36,0	35,0

Poverty risk of the adults at active age at 70% of the national equivalised median income

	1995	1996	1997	1998	1999	2000
Portugal	24,0	25,0	23,0	23,0	23,0	23,0
Male	23,0	23,0	22,0	21,0	21,0	21,0
Female	26,0	26,0	25,0	24,0	24,0	24,0

Poverty risk of the elderly at 70% of the national equivalised median income

	1995	1996	1997	1998	1999	2000
Portugal	48,0	46,0	46,0	45,0	43,0	42,0
Male	46,0	43,0	42,0	43,0	39,0	40,0
Female	49,0	48,0	48,0	47,0	46,0	44,0

Source: ECHP and SILC 2004, Eurostat
Note: Break in series 2004

SI-S7: PERSONS WITH LOW EDUCATIONAL ATTAINMENT

Share of the adult population (aged 25 years and over) whose highest level of education is ISCED 0, 1 or 2.

		2005
Portugal		
25-34	Total	22,0
	Female	20,5
	Male	23,5
35-44	Total	27,5
	Female	27,9
	Male	27,1
45-54	Total	33,4
	Female	36,5
	Male	30,2
55-64	Total	44,2
	Female	50,2
	Male	38,2
65+	Total	66,1
	Female	73,1
	Male	56,4
25-64	Total	31,1
	Female	32,9
	Male	29,2
UE25		
25-34	Total	57,7
	Female	51,5
	Male	63,8
35-44	Total	74,1
	Female	71,5
	Male	76,8
45-54	Total	81,0
	Female	80,5
	Male	81,6
55-64	Total	87,2
	Female	88,5
	Male	85,8
65+	Total	94,3
	Female	95,5
	Male	92,5
25-64	Total	73,8
	Female	71,7
	Male	75,9

Source: Eurostat, LFS

SI-S8: LOW READING LITERACY PERFORMANCE OF PUPILS

Share of 15 years old pupils who are at level 1 or below of the PISA combined reading literacy scale

	2000	2003
Portugal	26,3	22,0
UE25	19,4	19,8

Source: OECD, PISA Survey

C) Context Indicators

SI-C1: INEQUALITY OF INCOME - S80/S20

S80/S20 income quintile share ratio (Income reference year 2003)

	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Portugal	7,4	6,7	6,7	6,8	6,4	6,4	6,5	7,3	7,4	7,2
EU	-	-	-	4,6	4,6	4,5	4,5	-	4,6	4,8

Source: ECHP and SILC 2004, Eurostat
Note: Break in series 2004

SI-C2: GINI COEFFICIENT

	1995	1996	1997	1998	1999	2000	2001	2004
Portugal	37,0	36,0	36,0	37,0	36,0	36,0	37,0	38,0
EU	-	-	-	29,0	29,0	29,0	29,0	30,0

Source: ECHP and SILC 2004, Eurostat
Note: Break in series 2004

SI-C3: REGIONAL DISPARITIES - COEFFICIENTS OF VARIATION

Standard deviation of employment divided by the weighted national average (age group 15-64 years) (NUTS II).

Coefficients of variation of employment rate

	1999	2000	2001	2002	2003	2004
Portugal						
Total	3,6	4,3	3,5	3,8	3,9	3,5
Male	3,0	3,2	2,7	3,5	3,2	3,2
Female	7,3	8,2	6,8	5,9	6,3	5,9
UE25						
Total	13,3	13,4	13,5	13,3	12,9	12,2
Male	9,3	9,9	10,4	10,5	10,4	10,2
Female	21,0	20,5	20,1	19,6	18,8	17,3

Source: Labour Force Survey, Eurostat

SI-C4: HEALTHY LIFE EXPECTANCY

Number of years that a person at birth, at 45, at 65 is still expected to live in a healthy condition (also called disability-free life expectancy).

Life expectancy at birth

	1995	1996	1997	1998	1999	2000	2001	2002	2003
Portugal									
Male	71,6	71,4	72,0	72,2	72,6	73,2	73,5	73,8	74,2
Female	78,7	78,8	79,0	79,3	79,5	80,0	80,3	80,5	80,5
EU									
Male	72,8	73,2	73,5	73,5	73,8	74,4	74,7	75,0	75,1
Female	79,7	79,9	80,2	80,2	80,4	80,8	81,1	81,2	81,2

Life expectancy at 45 years

	1995	1996	1997	1998	1999	2000	2001	2002	2003
Portugal									
Male	30,6	30,4	30,9	31,0	31,2	31,6	31,8	31,9	31,9
Female	35,7	35,7	36,0	36,2	36,2	36,7	36,9	37,0	37,0

Life expectancy at 65 years

	1995	1996	1997	1998	1999	2000	2001	2002	2003
Portugal									
Male	14,6	14,5	14,8	14,8	14,9	15,3	15,6	15,6	15,6
Female	17,8	17,8	18,1	18,2	18,3	18,7	18,9	19,0	18,9
EU									
Male	-	-	-	-	-	15,7	15,9	16,0	16,1
Female	-	-	-	-	-	19,4	19,6	19,6	19,6

Source: Eurostat - *Demography*

SI-C5: AT RISK OF POVERTY RATE BEFORE SOCIAL CASH TRANSFERS (OTHER THAN PENSIONS)

Share of persons aged (0+) with an equivalised disposable income (before social transfers) below 60% of the national equivalised median income

At risk of poverty rate before social cash transfers

	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Portugal	27,0	27,0	27,0	27,0	27,0	27,0	24,0	26,0	26,0	27,0
EU	-	-	-	24,0	24,0	23,0	24,0	-	25,0	26,0

Source: ECHP and SILC 2004, Eurostat
Note: Break in series 2004

SI-C6: JOBLESS HOUSEHOLDS BY MAIN HOUSEHOLD TYPES

Adults (18-59 years) and children (0-17 years) living in jobless households by main household types, as a % of adults/children that live in jobless households.

Adults (18-59) living in jobless households

	2005
Portugal	
Alone without children	13,6
Alone with child(ren)	5,8
Couple without children	20,8
Couple with child(ren)	14,1
Other households without children - total	35,0
- without elderly (65+)	14,6
- with at least 1 elderly (65+)	20,4
Other households with child(ren) - total	10,7
- without elderly (65+)	7,0
- with at least 1 elderly (65+)	3,8
Total em 1000	315,7
UE25	
Alone without children	25,9
Alone with child(ren)	9,7
Couple without children	21,2
Couple with child(ren)	14,6
Other households without children - total	21,6
- without elderly (65+)	11,1
- with at least 1 elderly (65+)	10,6
Other households with child(ren) - total	6,9
- without elderly (65+)	5,4
- with at least 1 elderly (65+)	1,5
Total em 1000	24629,2

Children aged 0-17 living in jobless households by household types, 2005, in % of total number of children living in jobless households

	2005
Portugal	
Alone with child(ren) - no elderly	28,4
Alone with child(ren) - at least 1 elderly	1,3
Couple with child(ren) - total	46,9
- without elderly (65+)	40,7
- with at least 1 elderly (65+)	6,2
Other households with child(ren) - total	12,3
- without elderly (65+)	12,2
- with at least 1 elderly (65+)	0,1
Total em 1000	81,4
UE25	
Um adulto sem criança(s) - sem idosos	41,3
Um adulto com criança(s) - com pelo menos um idoso	0,3
Couple with child(ren) - total	34,9
- without elderly (65+)	33,9
- with at least 1 elderly (65+)	1,0
Other households with child(ren) - total	7,8
- without elderly (65+)	7,8
- with at least 1 elderly (65+)	0,0
Total em 1000	8510,9

Source: LFS, Eurostat

SI-C7: IN WORK POVERTY RISK

Individuals who are classified as employed (distinguishing between “wage and salary employment plus self-employment” and “wage and salary employment” only) and who are at risk of poverty.

In work poverty

	2004
Portugal	13
Male	14
Female	12
EU	9 s
Male	9 s
Female	8 s

Source: SILC, Eurostat
(s) estimated by Eurostat

SI-C8: MAKING WORK PAY

SI-C8a: UNEMPLOYMENT TRAP

The marginal effective tax rate on labour income taking account the combined effect of increased taxes and benefits withdrawal as one takes up a job. Calculated as the ratio of change in gross income minus (net in work income minus net out of work income) divided by change in gross income for a single person moving from unemployment to a job with a wage level of 67% of the APW (average earnings of full-time production workers in manufacturing).

Portugal	2004	
		%
Single person, no children	50	100
	67	87
Lone parent (with children)	50	95
	67	97
One-earner couple, 2 children	50	82
	67	82
Two-earner couple, 2 children	50	110
	67	85

Source: Joint Commission - OECD project using tax-benefit models
Note: The wage level of the second earner is fixed at 67% of the APW.

SI-C8b: INACTIVITY TRAP

Inactivity Trap at 67% of APW, with and without childcare costs, in %

Portugal	2001	
		%
Single person, with 2 children, without childcare costs		70
Single person, with 2 children, with childcare costs		95
Two earner couple with 2 children , without childcare costs		17
Two earner couple with 2 children , with childcare costs		82

Inactivity trap at 50% and 67% of APW, in %

Portugal	2004	
		%
Single person, no children	50	54
	67	45
Lone parent (with children)	50	56
	67	55
One-earner couple, 2 children	50	74
	67	70
Two-earner couple, 2 children	50	63
	67	50

Source: Joint Commission -OECD project using OECD tax-benefit models

SI-C8c: LOW-WAGE TRAP

Marginal effective tax rate (METR), as wage increases by 33% of the average wage level of a production worker (APW) from two starting low wages

33% to 67% of APW

2004	
Portugal	%
Single person, no children	15
Lone parent (with children)	92
One-earner couple, 2 children	82
Two-earner couple, 2 children	12

67% to 100% of APW

2004	
Portugal	%
Single person, no children	24
Lone parent (with children)	20
One-earner couple, 2 children	91
Two-earner couple, 2 children	23

Source: Joint Commission -OECD project using OECD tax-benefit models

SI-C9: NET INCOME OF SOCIAL ASSISTANCE RECIPIENTS AS A % OF THE AT RISK OF POVERTY THRESHOLD FOR 3 JOBLESS HOUSEHOLDS TYPES

Portugal	
Single person	43
Lone parent, 2 children	73
Married couple, 2 children	76

Source: Joint EC-OECD project using OECD tax-benefit models e Eurostat



SI-C10: SELF REPORTED LIMITATIONS IN DAILY ACTIVITIES BY INCOME QUINTILES, BY SEX, BY AGE (0-17, 18-64, 65 e+)

	2004
Portugal	
Very limited	11,70
Male	10,40
Female	12,80
Limited	20,80
Male	18,00
Female	22,90
No limited	67,40
Male	71,70
Female	64,30

Source: SILC 2004, Eurostat



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