

Youth Partnership

Partnership between the European Commission
and the Council of Europe in the field of youth



INFORMATION TEMPLATE

ON

SOCIAL INCLUSION OF YOUNG PEOPLE

IN PORTUGAL



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The socio-economic situation of young people

1.1 Please inform which groups of the young people are perceived as being socially excluded. What are the main factors for being socially excluded as a young person in your country?

Programa Escolhas “Choices Programme” was created in January 2001 as a Portuguese governmental social inclusion programme, under the Ministry of the Presidency of the Council of Ministers. Choices Programme is a Portuguese governmental social inclusion programme and it was created to promote the social inclusion of children and young people of the most vulnerable communities, who are exposed to greater risks of social exclusion. Risk factors for social exclusion that the Programme aims to tackle are school failure, early school leaving, youth unemployment, disaffiliation and lack of participation, digital exclusion, youth delinquency, child abuse and neglect. The programme aims to promote the equality of opportunities and to reinforce social cohesion.

A baseline study¹ conducted in 2009 by Choices Programme clearly defines the indicators that work as risk factors for the young people in Portugal. Emphasized as most significant factors of the analysis, one can highlight:

- Poverty and deprivation are more present, in relative terms, in the rural areas, although its overrepresentation and absolute stocks in urban areas that are particularly marked by unemployment and risk behaviors;*
- Disadvantaged social contexts (rural areas and urban housing communities) match shorter schooling processes, resulting in multiple retentions and leading to early school leaving, with a particular focus on the 3rd cycle of studies (7th to 9th grades);*
- The high rate of youth unemployment is omnipresent but associating the early school leaving or failure at school, it seems clear that the current status of the preparation of the newest training does not allow a transition for a labor market increasingly competitive where education and vocational training are indispensable assets;*
- Finally, the most urbanized territories report higher indicators of risk behavior or unlawful. The relationship between crime and urbanization arises in the data gathered. Thus, data on*

¹ http://programaescolhas.pt.s3.amazonaws.com/candidatura/Jovens_em_Portugal_documento.pdf

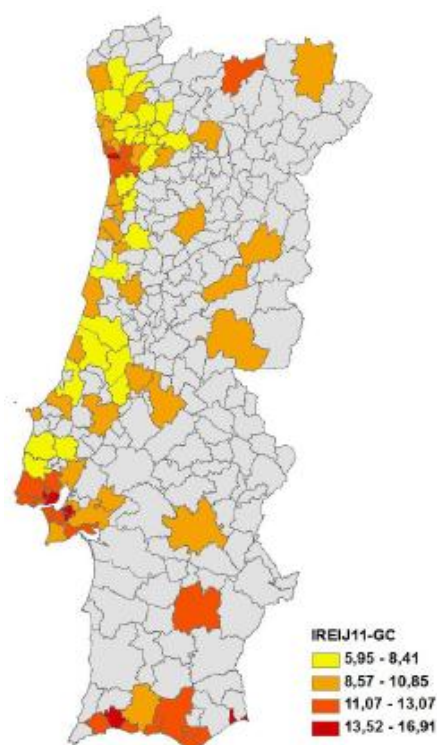
delinquency and juvenile crime, either through educational guardianship measures either by the rate of young individuals in court proceedings for drug trafficking or any other crime, is particularly prominent in the more urbanized districts, including Lisbon, Porto and Setúbal.

1.2 Please provide the percentage representing the share of young people (18-24) who are at risk of poverty (and/or severely materially deprived and/or living in a household with very low work intensity).

Please compare it to the general population risk of poverty rate. What is the trend in your country – is the rate growing etc.?

The Children and Young People Risk of Exclusion Index is a multifactorial index that allows the mapping of the risk of exclusion in Portugal. It is regularly updated by an external evaluation team that allows a monitorization and assessment of the situation in Portugal.

The most recent data (produced in 2013) highlights the following situation.



The Index combines the following indicators:

Early motherhood rate (15-19 y.o.)

Youth victimization (<24 y.o.)

Youth crime rate (16-24 y.o.)

Youth single parents

Early school leaving and failure

Young people in economical deprivation

1.3 Has an impact of the current financial crisis on young people been observed in your country?

How to act in the context of a society without work? How to rebuild social identities without work? How to integrate in a consumer society without access to money? How to prepare to seize the few opportunities that still arise ?

This distressing issues in today's society takes particular emphasis on these social contexts where the Programme intervenes. High levels of unemployment and precarious employment in sensitive areas has been, not only a factor of dissatisfaction, but also a factor for closing individuals and communities in places without ambition, and often with signs of (potential) revolt.

This connection between the economy and society, encouraged by close relations that generate solidarity, is perhaps the most innovative dimension and more complex challenge that the Programme faces today. It is to reinvent a new paradigm of a relationship between social inclusion and labor, believing that this time, the economy is sensitive to the dimension of satisfaction of human needs and assumes, in the context of community development, an essential role.

It is increasing the number of young people between 10 and 22 years, who enter a sort of social limbo, where the "group" and the absence of long-term goals makes them a "class apart" from teenagers who receive the support of the families, local authorities, schools, etc. On the other hand, this group of children and young people are increasingly on the margins of programs and traditional forms of public policy support, in terms of study, training or employment because their specific characteristics do not fit formatted public policies, especially European policies designed on a long distance from their needs, interests and potentialities.

1. Policy measures for young people at risk of social exclusion

1.1. Social subsistence/ protection and health cover for young people living in poverty

Within several political measures (national, regional and local), Programa Escolhas (“Choices Programme”) was created in January 2001 through the Resolution of the Council of Ministers 4/2001. It is a Portuguese governmental social inclusion programme, under the Ministry of the Presidency of the Council of Ministers, and integrated on the High Commission for Immigration and Intercultural Dialogue, IP.

The Programme was created to promote the social inclusion of children and young people from the most vulnerable communities, particularly the descendants of immigrants and ethnical minorities, looking towards the equality of opportunities and to reinforce social cohesion. In order to achieve this aim, the Programme supports local actions within five main axis:

School integration and non-formal education;

Vocational training and employability;

Civic and community participation;

Digital inclusion;

Entrepreneurship and empowerment.

Through the Resolution of the Council of Ministers nº 63/2009, of 23rd July, Choices Programme was renewed until 2012, and saw its funding and the number of projects increased. In this 4th Generation, 134 local projects are being implemented following a bottom-up 7P method, with the possibility of further developing 6 experimental pilot projects.

Through this model, 1040 local partners throughout the country are engaged in the Programme, outreaching 97.000 participants and 850 local technicians.

More details at: www.programaescolhas.pt

Video with english subtitles available at <http://vimeo.com/11873155>

1.2. Measures to meeting the medical Care needs of Young people at risk of social exclusion

Please describe any measures taken to meet the medical care needs of young people at risk of social exclusion.

N/A

1.3. Measures to re-engage the young people not in employment, education or training (NEET)

Is there a government strategy or programme addressing the young people not in employment, education or training? If yes, please explain.

The Programme aims to facilitate the social inclusion of the target groups who are exposed to greater risks of social exclusion. As main risk factors for social exclusion that the Programme aims to tackle, one can highlight:

School failure

Early school leaving

Youth unemployment

Disaffiliation and lack of participation

Digital exclusion

Youth delinquency

Child abuse and neglect

1.4. Measures to ensure access to decent housing for young people at risk of social exclusion

Please describe any government measures to provide decent housing to young people at risk of social exclusion.

N/A

1.5. Measures addressing the social integration of young people with disabilities

Please describe any measures addressing specifically the integration of young people with disabilities. Alternatively, discuss the areas that may require further policy measures.

N/A

1.6. The contribution of youth work (and youth centres) to social inclusion of young people

Have there been measures taken at all levels (national, regional, local) to ensure youth work and youth centres have the means to contribute towards the social inclusion of young people? If yes, please explain.

With an enormous impact, Choices Programme - further developing the mobilization and empowerment of communities – also introduced the figure of the Community Engagers,

youngsters, aged 19-35, who are from the local communities. These Engagers integrate the projects staff, and, through their profile of positive leadership become positive role models and contribute, through the development of activities and their close relationship with the communities, for the mobilization of children, young people and the community in general.

On the other hand, some Youth NGO's or NGO's working particularly with children and youngsters at risk have been supported in programmes, projects or protocol agreements for developing their activity; in this case, examples are the IAC – or Children Support Institute, that works with street children and prevents risks, having a help phone line and also projects and technical staff on the field; <http://www.iacrianca.pt/>

Other example can be the Programme “Sem Fronteiras” “No borders”, of IPDJ – Portuguese Youth and Sport Institute, in partnership with the Social Security Institute, that promotes the opportunity of children at risk or/and from refuge families, to have experiences of integration in holiday camps in Youth Hostels with the help of facilitators from Youth NGO's.

Generally however, there is a Law for the support of Youth Organizations (Law nº 23/2006 of the 23rd June) that ensures financial, technical, logistical, and training support, regarding the organizations registered on the RNAJ (the national youth organizations registration).

Other programmes such as “Youth in Action” also support Youth Organizations in the pursuit of their goals, some of which include working with disadvantaged youngsters, a clear priority of support.

2. Research on social inclusion

2.1. Is there any national report/ national survey investigating the social exclusion of young people in your country, including issues of discrimination?

Please provide brief descriptions of the most representative and links, if available.

http://programaescolhas.pt.s3.amazonaws.com/candidatura/Jovens_em_Portugal_documento.pdf

- Ação de Saúde para Crianças e Jovens em Risco - Comissão de Acompanhamento - Relatórios Documento técnico sobre maus tratos em crianças e jovens elaborado pela Direcção-Geral da Saúde <http://www.dgs.pt/upload/membro.id/ficheiros/i017938.pdf>

- *Percursos de vida dos jovens após a saída de Lares de Infância e Juventude. Instituto da segurança social: Coordenação Madalena Paiva Gomes Equipa técnica Dulce Moura Ana Guerra Sónia Costa) Dezembro 2005 Instituto da Segurança Social*

O Estudo sobre os Percursos de Vida dos Jovens Após a Saída dos Lares de Infância e Juventude resulta de um trabalho elaborado pelo Centro de Estudos Territoriais (CET) do Instituto Superior de Ciências do Trabalho e da Empresa para o Instituto da Segurança Social, I.P., com financiamento do Programa Operacional de Assistência Técnica, Fundo Social Europeu.

http://www4.seg-social.pt/documents/10152/13326/percursos_vida_jovens_apos_saida_lares

- CASA - *Relatório anual de Caracterização Anual da Situação de Acolhimento das Crianças e Jovens*

Relatório de Caraterização da Situação de Acolhimento de Crianças e Jovens que visa conhecer a existência e evolução dos respetivos projetos de vida, processo que, por inerência, permite também diagnosticar as potencialidades e fragilidades do atual sistema de promoção e proteção de crianças e jovens em perigo.

<http://www4.seg-social.pt/documents/10152/13326/CASA2012>

Semestral report on the procedural activity of the children and younge people at risk commissions (CPCJ), July 2013h http://www.cnpcjr.pt/preview_documentos.asp?r=4323&m=PDF

2.2. Is there any longitudinal research focused on the cumulative nature of disadvantage (taking place across generations of the same family).

N/A

2.3. Apart from national reports and surveys, are you aware of other research that is valuable for understanding the situation of young people (esp. those with fewer opportunities) in the current crisis?

Please provide the title and the link, if available.

- Vera Duarte (2012). *Discursos e Percursos na delinquência juvenil feminina*. Editora Húmus.

- Dina de Carvalho (2012). *Aquela Pequena Vírgula é Meu Filho. A Experiência da Gravidez na Adolescência*. Editora Húmus.

- Mendes, Maria Manuela (2012), *Ciganos. Identidades, Racismo, Discriminação*, Lisboa, Caleidoscópio.

- Seabra, Teresa, Ana Figueiredo, Leonor D. Castro e Mafalda Gomes (2012), *Relatório de Avaliação: estudo sobre o impacto das Turmas com percursos curriculares alternativos no ensino básico e dos planos de recuperação, acompanhamento e desenvolvimento no sucesso escolar*, Lisboa, MEC/D. Geral Educação.
- AAVV (2012). *Estudo: O Impacto da Crise no Bem-estar dos Portugueses*. Lisboa: Sedes. <http://www.sedes.pt/multimedia/File/SEDES-lcc-Estudo.pdf>
- Sofia Castro Pereira, *Two generations sharing Adult Training (EFA) Courses - the impact of EFA certification on Lusophone immigrants and their descendants*, WP, http://www.cies.iscte.pt/np4/?newsId=453&fileName=CIES_WP141_Pereira.pdf
- Alves, Nuno de Almeida, Frederico Cantante, Inês Baptista e Renato Miguel do Carmo (2011), *Jovens em Transições Precárias. Trabalho, Quotidiano e Futuro*, Lisboa, Mundos Sociais.
- Bastos, Amélia (Coord.), Carla Machado e José Passos (2011), *Números com Esperança. Abordagem Estatística da Pobreza Infantil em Portugal*, Coimbra, Almedina.
- Seabra, Teresa (coord.), Sandra Mateus, Elisabete Rodrigues e Magda Nico (2011), *Trajectos e Projectos de Jovens Descendentes de Imigrantes à Saída da Escolaridade Básica*, Estudos OI, 47, Lisboa, ACIDI, 186 p.
- Manuel Sarmiento e Fátima Veiga, 2011, *Pobreza infantil: Realidades, desafios, propostas*. Editora Húmus.
- “Estudo sobre Bullying Homofóbico nas Escolas em Portugal” (2010), uma parceria rede ex aequo/ISCTE-IUL <https://www.rea.pt/imgs/uploads/doc-pi-folheto-bullying.pdf>

3. Examples of policy responses and practices

3.1. What are the relevant initiatives/projects at regional/ national level promoting the social inclusion of young people?

Please describe policies, regulations, legislation put in place or major initiatives/ projects (from the governmental or the third sector) which had the social inclusion of young people as major focus. Please also consider initiatives going beyond economic (e.g. employment) initiatives.

There is a governmental law for protecting children and youngsters at risk, nº 147/99 of the 1st of September, In this framework have been stated at local and regional level the CPCJ commissions, both “large” and “strict”; the first ones are a large assembly of representatives from all stakeholders that are interested and active in the issue, such as local power authorities, representatives from the health care system, police and law enforcement representatives, Social NGO’s and Youth NGO’s representatives (or Youth Policies representatives such as IPDJ – Portuguese Sport and Youth

Institute (www.juventude.gov.pt), Education system representatives, parents organizations representatives, and so on. The strict commissions are for dealing with specific problems and cases, in order to solve them in the best legal and human way for children or young people in an integrated perspective with the families and community,

Gulbenkian Foundation has a specific programme called Human development², addressing children and youngsters at risk, with 4 main goals:

To promote integration of children and young people in situation of social risk

To promote alternate measures to institutionalization of children who are victim of abuse or neglected.

To support a balanced development of retarded children and their families;

To valorize and encourage networking between organizations

The projects supported and developed within this programme have been dedicated, to several important issues such as, among others, oral health, problem solving within families, parental workshops for skill development in educating disabled children, support for internet access of NGO's working in social inclusion,

Some transversal action plans, in issues regarding equality, citizenship and gender, include measures to prevent and fight situations of exclusion; it is the case of the national (IIIrd) plan on the prevention and fight against human beings traffic
<http://dre.pt/util/getpdf.asp?s=sum&serie=1&iddr=2013.253&iddip=20132285>

, where children and youngsters are target for guided actions; <http://www.cig.gov.pt/planos-nacionais-areas/trafico-de-seres-humanos/>

In the same framework, other examples state the Work of the Commission for Gender Equality (CIG) <http://www.cig.gov.pt/>, where, for instance, actions against feminine genital mutilation.

3.2. Have young people and civil society organizations been given political and financial support to be involved in the policy making process on social inclusion?

Has mentioned in other points of the questionnaire, Youth Work and Youth NGO are part of the effort to promote social inclusion. In their specific role, youngsters take part in the decision process mainly through their representatives in the National Youth Council and other platforms such as the FNAJ – National Federation of Youth Organizations; These representative organizations are

² <http://www.gulbenkian.pt/Institucional/pt/Fundacao/ProgramasGulbenkian/PGDesenvolvimentoHumano?a=1878>

regularly heard in the State Secretary of Sport and Youth Council, or the District Youth Councils; they also represent the youngsters in international organizations such as the EYF or the UN.

Both are supported in financial terms being the CNJ (National Youth Council) financed and legitimated through a specific parliament law and FNAJ and the Youth NGO's through Law nº 23/2006 of the 23trd June.

3.3. Have youth organisations and other civil society organisations been involved in the development of the policies related to social inclusion of young people?

Yes. As an example The Social Solidarity NGO's network, and Youth led Organizations are supported in programmes for activities plans development on the issue of social inclusion, through financial support and training. On other hand, there are encouragements for acting in this field; as an example, in the recent International year against poverty and social exclusion (2010), the 30th of April, day that celebrates Youth organizations, was fully dedicated to the subject and work of those organizations in the area, and the promotion of networking and experience trade was a primary concern, as well has the promotion of integration of Youth NGO's in the social inclusion networking with other stakeholders.