

**2010**  
**European Year**  
**for Combating**  
**Poverty and**  
**Social Exclusion**

# PORTUGAL

EY 2010 > National Programme

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## 1. NATIONAL CONTEXT: THE CHALLENGES TO BE MET

### 1.1 The challenges and the national strategy against poverty

The decision to establish the 2010 year as the European Year for Combating Against Poverty and Social Exclusion creates a unique opportunity for Portugal to undertake the eradication of poverty and social exclusion situations in which many families still live, as a collective imperative.

We are aware of the remarkable course that, nevertheless, this country has been doing, which is reflected, for example, in the reduction of poverty risk levels and can be considered exemplar in European terms.

We are aware that, in these last years, the development of reinforcement policies concerning national solidarity for the poorest has been emphasized.

We are aware that, nowadays, the dimension of the recognition of people's right to decent living conditions is an essential pillar of public policies.

We are aware that the national consciousness is awoken for the indignity of poverty and exclusion persistence in Portugal.

Therefore, the year 2010 must assert itself as a pivotal moment in the Portuguese society.

Therefore, the watchword must be - to mobilize.

To mobilize resources for the strengthening of people's right not to be poor.

To mobilize willingness so that this fight may be everybody's fight.

Therefore, we want a year 2010 in which the effective strengthening of poverty levels reduction in Portugal corresponds to the principles assertion.

We must be able to ensure that our children grow up and develop in family environments free of hardship and exclusion. We must be able to guarantee decent living conditions for our elderly. We must be able to provide access to quality social services to all citizens and their families, especially to the most vulnerable ones. We must be able to demonstrate that poverty and exclusion are not compatible with a free and democratic country. We must be able to assert ourselves collectively as solidary people.

### 1.2 The administrative structure in place

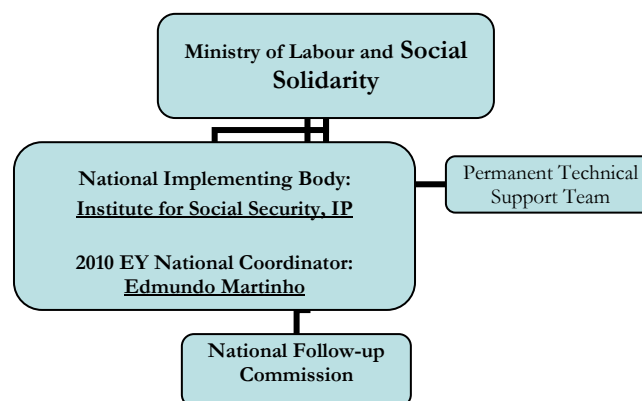
Portugal designated the Institute for Social Security, I.P (ISS, I.P.) - a public body that is dependant on the Ministry of Labour and Social Solidarity - to be the national authority responsible for the organization of national participation on the EY2010 ( European Year for Combating Poverty and Social Exclusion) and to be also responsible for its national coordination. It has also designated Edmundo Martinho, the Chairman of the board of ISS,

I.P., to be both the representative of Portugal on the Consultative Committee for the European Year and also the National Coordinator of the EY2010.

Hence, ISS, I.P. has set up a Permanent Technical Support Team that will monitor all activities concerning the conception, implementation and evaluation of the European Year and will also permanently support national coordination.

Considering the multidimensional nature of poverty and social exclusion and that the mobilization of public and private systems and non-governmental organizations to make commitments as well as the creation of synergies between the different intervention areas is one of the goals of the European Years, a consultation body was implemented – The National Follow-up Commission (CNA) -, which combines the representation of various governmental and non-governmental entities that are able to “promote and defend the rights and interests of people in a situation of poverty and social exclusion”<sup>1</sup>

## ORGANOGRAM OF THE NATIONAL PROGRAMME ORGANIZATIONAL MODEL




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<sup>1</sup> In its composition, CNA guarantees the representation of Ministries, Autonomous Regional Governments, Social Partners, Non-Governmental Organizations, the coordination of the National Action Plan for Inclusion (NAPINCL) and the Non-Governmental Forum for Social Inclusion, and others.

## 2. THE NATIONAL PROGRAMME

### 2.1 Activities of the 2010 European Year

The design of a National Programme for the EY2010 in Portugal is based on an already agreed reflection basis on strategic planning instruments for intervention in the area of poverty and social exclusion that were consolidated in the National Strategy for Social Protection and Social Inclusion 2008-2010. This strategy was also reinforced by the political bodies through the Assembly of the Republic that acknowledged the importance and need of permanent monitoring of poverty in Portugal<sup>2</sup> and also the definition of a poverty threshold, based on the standard living conditions of our society; this threshold will be used as a mandatory reference in the definition/evaluation of poverty eradication policies.

According to the reflections arising from the referred instruments and seeking to adjust the four key objectives defined for the EY2010 at the European Level (recognition of rights, shared responsibility and participation, cohesion and concrete action), the EY2010 National Programme in Portugal will be structured in 4 axis/priorities, as follows:

- 1) To contribute for the reduction of poverty (and prevent the risks of exclusion), through concrete actions with real impact on people's life.
- 2) To contribute for the understanding and visibility of the poverty phenomenon and its multidimensional nature.
- 3) To empower and mobilize the whole society in the effort to eradicate poverty and exclusion situations.
- 4) To assume that poverty is a problem of all countries, "removing borders".

Portugal totally believes that the European Year is a unique opportunity for the recognition of social rights, through a real national movement, with the involvement of all persons in concrete measures and actions, by raising all actors' awareness.

### 2.2 The communication strategy including the opening event, website and national campaign

The effectiveness of the National Programme for the European Year results, mainly, from the ability to reach a broader public, by using a clear and coherent communication strategy between the goals and actions to be developed.

Considering the national goals for the Year, we will try to focus on target groups for each one of them:

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<sup>2</sup> Resolutions of the Assembly of the Portuguese Republic no. 10/2008, of March 18th and no. 31/2008, of July 23rd.

1) To contribute for the reduction of poverty (and prevent the risks of exclusion), through concrete actions with real impact on people's life.

- The target group of this goal are people living in a situation of poverty or in a vulnerable condition that may lead them to that situation.

2) To contribute for the understanding and visibility of the poverty phenomenon and its multidimensional nature.

This goal gathers several target groups: first, the population in general, for whom we want to make the problem visible, then, the academic and scientific community, that may contribute for the understanding of the phenomenon and last, but not least important, the policy makers, since they can make decisive contribution in what concerns the reduction of poverty.

3) To empower and mobilize the whole society in the effort to eradicate poverty and exclusion situations.

For this goal, the target groups should be sectorial and representative of our society's organization (e.g. representatives in social coordination, local authorities).

4) To assume that poverty is a problem of all countries, "removing borders".

As target group, we focus on policy makers at the European Union level and also Portuguese-Speaking African Countries (PALOP), as well as the original countries of immigrant communities, since they are those with whom we have relations of greater proximity.

The concrete definition of actions will imply a detailed selection of the initiatives to be developed over the European Year. However, and although it is considered premature to present concrete actions already reflected at national level, at this initial stage of the National Programme drawing up, it is already possible to highlight the **actions** for the communication strategy:

- public opening session/launching of the EY2010.
- creation, presentation and permanent dynamization of the EY2010 website<sup>3</sup>
- national promotional campaign with merchandising products.
- communication campaign, with the preparation of a generalist media plan.
- development of district poles for local dynamization of the EY2010.
- public sessions for the presentation of EY2010 to communities (districts).

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<sup>3</sup> With the double purpose of institutional dissemination of the year and to be a public website that calls for the participation of the general public on the year theme.

- association of the EY2010 with the Celebration of European/International Days (*International Day for the Eradication of Poverty; Social Security Day; International Day of Families; International Children's Day; International Day for the Elderly; International Day for Persons with disabilities; International Youth Day; etc.*)

- thematic seminars.

- public closing session of the EY2010.

The **means** expected to be used are the following:

- national, regional and local media.

- electronic platforms: website, ATM, *twitter*, etc.

- Central and local Government structures (Health Care Centres, Employment Centres, Reception Centres of various Public Services, Municipal Councils and Parish Councils).

The national motto for the European Year will also be defined within the scope of the communication strategy:

***Poverty is everybody's problem***

### **2.3 Gender mainstreaming: how it is being treated in each chapter and activity**

The gender equality is a fundamental right, a common value of the European Union and a necessary condition for the achievement of European goals in what concerns growth, employment and social cohesion.

In spite of all the enormous progress achieved during the 20<sup>th</sup> century and, in Portugal, during the last decades, inequality based on gender is still present in many areas of life in society; therefore, all political intervention that is carried out in order to fight against this problem is always considered progress in what concerns the deepening of democracy and the implementation of human rights.

Thus, in a perspective of transversality, the gender mainstreaming, i.e, equal opportunities for men and women, is registered in the drawing of axis and national priorities, and also in the definition of actions to be implemented within the scope of the European Year.

Therefore, the different risks and dimensions of poverty and social exclusion, faced by men and women, will be considered in the actions programming to be developed. The gender dimension of exclusion and poverty will also be considered in the specific criteria of the European Year activities selection.

## 2.4 Accessibility of the actions

An approach concerning accessibility and mainstreaming with regard to disability and incapacity matters, within the scope of the National Programme for the European Year drawing up, will also be recommended.

Concerning the selection of the European Year activities, the importance of accessibility will be particularly considered, mainly in terms of accessible locals, appropriate language, clarity of information, equal access to facilities and services, etc.



### 3. CONSULTATION OF CIVIL SOCIETY AND STAKEHOLDERS

#### 3.1 Stakeholders consulted

Although the model shown in 1.2 explains the European Year organizational structure in Portugal, by presenting the National Follow-up Commission as a legally established transversal structure, representing a wide range of sectors (the public, Non-Governmental Organizations, trade unions, social partners, etc) that will continuously monitor the EY2010, since its drawing up stage, the National Programme for the European Year expects to promote the involvement of large groups of stakeholders in all stages of the process, such as:

- The **Non-governmental Organizations** – through the Non-Governmental Forum for Social Inclusion<sup>2</sup>, created within the scope of the NAPincl (National Action Plan for inclusion), confirming the national perspective that, in this European Year, poverty and social exclusion resources and instruments already existing in Portugal, must be reinforced and set up.
- The **Local Authorities** – through the Municipal Councils and Parish Councils, as the local organizers of initiatives;
- The **Private Sector** – through Companies, fostering their awareness and mobilizing them towards an attitude of social responsibility regarding poverty and social exclusion;
- The **Government** – through a central structure - the already mentioned National Follow-up Commission - with the representation of all Ministries and other civil society organizations, and also by Civil Governments, district organizations that guarantee the Governments' representation in the district and will contribute for the harmonization and implementation of actions in the European Year;

Apart from the large groups, Portugal will benefit from a geographically disseminated territorial implementation of a set of **structures with intervention in the social area** that gather public services and civil society, such as, Social Network Council Platforms, Local Councils of Social Service, Local Insertion Centres, the Commissions for the Protection of Children and Young People, Educational Areas of Priority Intervention, and others.

The **population in general** and the **citizens in a situation of poverty and social exclusion** will also be involved through Communication Campaigns, mainly through specific *Fora* of direct participation and also through information focused on their rights.

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<sup>2</sup> The Non-governmental Forum for Social Inclusion is an already agreed structure, without profit purposes, with a national scope and/or representing relevant sectors for the NAPincl's development. The organizations in this Forum are entities that federate or represent a set of organizations (2nd level entities, such as Platforms or Networks, are also included here) and entities that, although they are not federal, have a significant national presence, either due to their theme or to their territorial presence.

### 3.2 The consultation process, its outcome and follow-up

Given the variety of stakeholders to be expected in this European Year, the times and ways of consultation will be subject to different methodological approaches. The promotion of regular gatherings through meetings, reflection *fora* and information surveys through media developed for this purpose (collecting information sheets, sounding out of sectors opinions) will be the privileged tools during the drawing up stage that will lead to the National Programme's preparation, to be approved by the National Follow-up Commission.

During the implementation stage, under national coordination, mechanisms for the mobilization and intervention of the different stakeholders mentioned in **3.1** will be activated so that these stakeholders may guarantee the achievement of the established objectives according to the intervention area of each one.

Although, at the national coordination level, an ongoing monitoring and adjustment intervention is expected, an external entity will be asked for specialized advisory in what concerns the monitorization of the National Programme's actions implementation; this will enable to point out improvement suggestions towards a real effectiveness of actions during the Year. It is also expected from this specialized advisory to present, in the end of the European Year, a synthesis containing the main results of the work developed and guidelines/proposals for the implementation after 2010.

## 4. ARRANGEMENTS FOR IMPLEMENTATION

### 4.1 Call for proposals, award criteria, selection procedure, etc.

The implementation of the National Programme will be made through:

- Actions directly assumed by the National Implementation Body (ISS, I.P.) which are carried out by using their own resources;
- Outsourcing of services; in this situation, the procedures involving public procurement will always be fulfilled;
- Applications of competent entities in certain areas; the ISS, I.P. will use the National Public Funding.

For the opening of applications, the ISS, I.P. will create public notices, mentioning the tenders' dates, the nature and type of proposals to be submitted, requirements and obligations of the beneficiary authorities, the eligible expenses, the elements that must be indicated in the application, the place for the applications' submission and the selection criteria. The opening of applications will be advertised on the ISS, I.P. website and in a national newspaper.

Within the scope of selection, priority will be given to the following proposals:

Formal analysis: submission of the applications within the established time-limit; submission by a duly constituted and registered authority; submission of all the documents required for the application; submission of updated certificates evidencing that the applicants situation before the social security and tax authorities is settled; submission of a statement in which the authorities agree not to request additional funding for the same purposes; authorities whose situation is settled in what concerns reimbursements within the scope of financing from the European Social Fund; compliance with the applicable legislation.

Technical analysis: presentation of costs that will occur in 2010; clarity and relevance of the proposed methodology, considering the application's theme and its compliance with the EY2010 National Programme; proposal adequacy to the application's theme; adequacy and innovation of proposed instruments, coherence and consistency with the activities planning.

For the analysis of the proposals, a prioritization grid will be created, in which the entities will be punctuated according to the established selection criteria.

After this analysis, a decision proposal containing the application's technical and financial analysis will be prepared; this decision proposal will have to be approved by the ISS, I.P. Board. The financial analysis will be based on the definition of standard costs.

The entities in question will be notified of the financing decision, in the preliminary hearing; if they do not express their opinion about the decision, within 10 days, the decision will be considered as approved and a Statement of Acceptance will be issued and

signed by ISS, I.P. and the beneficiary entity. If the entity disagrees with the decision, it will have the opportunity to explain the situation and the case will be duly examined.

#### **4.2 Indicative timetable**

The chronogram of activities that is possible to present at this date, results mainly from the functioning of the European Year supporting structures. The schedule of activities and concrete actions implementation will only be possible when the final National Programme (to be presented in December 2009) is prepared.

### Indicative timetable of the EY2010 National Programme

Year	2009												2010												2012			
	Months	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3
<b>Cabinet of the Minister for Labour and Social Solidarity</b>																												
National Authority and Coordinator's Appointment	15																											
Publication of the Council of Ministers Resolution																												
<b>National Implementing Body (NIB)</b>																												
Sending of the NIB statement to the EC				15																								
Priorities identification																												
Stakeholders consultation for the NP draft																												
Preparation of the NP																												
Sending of the NP to the EC					15																							
Preparation of calls for proposals for activities																												
Preparation of the national media campaign																												
Project selection																												
Preparation of the Community funding proposal																												
Presentation of national application to the EC																												
Participation Opening Conference (Spain)																												

Year	2009												2010												2012		
	Months	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2
Opening National Conference																											
Beginning of the activities																											
Launching of the website																											
Activity...																											
Activity ...																											
Activity...																											
Preparation of the Activity Report																											
<b>EY Technical Team</b>																											
Approval of ISS-Board Formation																											
Nominal Appointment																											
Functioning																											
<b>National Follow-up Commission</b>																											
Nominal Appointment of the members																											
1st plenary meeting																											
Bilateral meetings																											
Plenary meetings																											
Activity Report approval																											
<b>Non Governmental Forum for Social Inclusion (informal consultation body)</b>																											
Meetings																											

## 5. INDICATIVE BUDGET

The budget for the National Programme can be subdivided into 2 different parts, considering the nature of costs to be financed:

- opening of entities applications for the accomplishment of some activities of the National Programme
- communication and dissemination campaign of the European Year for Combating Poverty and Social Exclusion

### Opening of entities applications for the accomplishment of some activities of the National Programme

The total budget set for the calls for proposals destined to the entities defined in 3.1 and for the implementation of some activities concerning the dissemination of the European Year for Combating Poverty and Social Exclusion will be 600.000,00 Euros.

### Communication and dissemination campaign concerning the European Year for Combating Poverty and Social Exclusion

The communication and dissemination campaign includes seminars and events and all the national promotional campaign.

The estimated budget will be 1.405.200,00 Euros.

### Other expenses

61.465,80 Euros.

Given the amounts presented before, we conclude that the global amount allocated to the dynamization of the European Year for Combating Poverty and Social Exclusion in Portugal will be 2.066.665, 80 Euros.

## 6. MONITORING AND EVALUATION MECHANISMS

The implementation of the European Year for Combating Poverty and Social Exclusion during the year 2010 will be supervised through a monitoring system created for that purpose. This system will be created by an external specialized entity (university or studies and evaluations centre) hired for that purpose.

The monitoring system will have a national and local scope and must create conditions to cooperate actively with the European evaluation, established by the Commission.

At national level, the monitoring system will be guaranteed by the Institute for Social Security (ISS, I.P.) as the National Implementing Body responsible for the hiring of the previously mentioned external entity.

At local level, actions will be implemented by Social Network structures that include public decentralized authorities and private and local authorities. At this level, the monitoring system will be guaranteed by the Supramunicipal Territorial Platforms of the Social Network - Social Network structures with a territorial scope within the Nomenclature of Territorial Unit III (NUT III)<sup>5</sup> - coordinated by the directors of the District Social Security Centres.

The follow up will be done through a systematic monitoring of the local and national actions implementation mentioned on the EY2010 National Programme, allowing the introduction of possible corrections and, thus, the improvement of actions implementation.

The external specialized entity will be responsible for the monitoring process follow up, the proposal of any amendments to be made in the action plan, the preparation of a Final Report that must contain the analysis of the Plan's implementation process and the accomplishment of the targets for each one of the objectives; it must also learn some lessons from all the process.

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<sup>5</sup>Nomenclature of Territorial Units, for Statistical Purposes (NUTS)