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# **National Report on Youth Homelessness and Youth at Risk of Homelessness in Portugal**

**WP3- April 2009**

**NATURE: National Report**

**Dissemination Level: Internal Working Document**

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***This report is one of the deliverables of the CSEYHP project: Combating social exclusion among young homeless populations: a comparative investigation of homeless paths among local white, local ethnic groups and migrant young men and women, and appropriate reinsertion methods. The project is funded by the European Union Seventh Framework Programme under the Social-economic Sciences and Humanities theme.***

## **Section 1: Relevant national context**

### **1. What is the shape of youth in our countries?**

#### **1a) Demographic characteristics of the population**

##### **Numbers of young people**

In 2007, the total resident population in Portugal is 10.617.575. The weight of youth (15-24 years old) is of 11,6% (1.236.004, of which 5,9% are men) (INE, Annual Estimates, 2007).

For the same year, the total foreigner resident population is 3,8% (401.612). The group between 15-39 years old represents 55,1% (221.314), and the 0-14, 15,6%. The immigrant population is younger, more masculine, and mainly on active working ages - 80,2% between 15-64 years old-, whereas for the total resident population this group represents 67,2%(Services for Foreigners and Border Control, May 2008).

The ageing index is 113,6. Portugal had a 0,2% of migration growth and the natural population growth was 0% (INE, Demographic Statistics, 2007). *"The projections show that in the next decade is set to double for population aged 65 years old and over, representing in 2050 about 32% of the total population (Eurostat, European Commission – Ageing Working Group EPC/AWG)... 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 in the number of children living with one adult and a decrease in the number of couples with children."* (NAPIIncl 2006-2008 – Demographic Trends)

##### **Immigration and ethnicity**

Following the OCDE (International Migration Outlook: Sopemi, 2008 - See Appendix Figure 5), *"the declining trend of immigration to Portugal observed since 2003 apparently stopped in 2006 (50% increase from 2005 to 2006)... This is partly a result of the new, more liberal regulations regarding access to Portuguese nationality that entered into force in December 2006. In 2007, there were several key changes in the legal and institutional framework of migration to Portugal. The most important change concerns the new law on the "Entry, Stay, Departure and Expulsion of Foreigners". This law transposes a set of EU directives into Portuguese legislation... The changes included a simplification of the visa system, by reducing the former nine juridical categories to two types of visa: a temporary stay visa and a residence visa. The former is intended for people who come temporarily to Portugal to pursue medical treatment, for research, or for temporary professional tasks for periods of less than six months. The residence visa is given to people who intend to set up "permanent" residence in Portugal for purposes such as regular work, highly qualified work, entrepreneurial activities, study or family reunion. Persons with a residence visa are therefore supposed to have this transformed into a residence permit within four months after arrival. The former quota system that governed the admission of labour migrants has been replaced by a so-called "global contingent" based on annual estimates of labour market needs that cannot be filled by the domestic labour market (including by other EU nationals)... In May 2007, the Portuguese government presented a comprehensive Plan for the Integration of Immigrants. The plan covers all dimensions of the integration of immigrants and coordinates a series of actions undertaken by all ministries involved in integration. It features 122 measures from initial reception to housing, education, health and other areas."*

Up until around 2000, Portugal has been mainly an emigration country. Nevertheless, after the consolidation of the immigration from African Countries of Official Portuguese Language (PALOP), Portugal began to attract economic or employment immigrants from many proveniences. "The Authorisations to Stay conferred under Decree Law 4/2001 of 10<sup>th</sup> January enabled the changes to immigration in Portugal to be confirmed and, simultaneously, witness the emergence of immigrant communities that had previously

had little significance from a quantitative point of view. For the first time, Ukrainian, Romanian, Moldavian or Russian immigrants top the list of immigration statistics in Portugal. In the space of one year (2001) and under the article 55 of Decree Law 4/2001, 126,901 Authorisations to Stay were given to foreign workers who were in the country illegally." (Lages, et. al, 2006).

Thereafter, in terms of the composition of the immigrants it is worth mentioning the representativeness of migrants from Eastern Europe. However, the *"stock of legal foreigners resident in Portugal increased only marginally, by about 2 800 people. This appears to be linked to the fact that many immigrants from Eastern Europe (especially Ukrainians) who came to Portugal around the turn of the millennium for employment reasons have subsequently left the country."* (International Migration Outlook: Sopemi, 2008).

In 2007, the main represented countries of origin of the immigrant population (total: 401 612 - 3,8% of total resident population) were: 15,2% Cape Verde, 13,9% Brazil, 8,5% Ukraine, 7,6% Angola, 5,9% United Kingdom, 5,5% Guinea-Bissau, 4,5% Spain, 4,3% Romania, 3,9% Germany, 2,8% Moldavia (Services for Foreigners and Border Control, May 2008).

For 2001, the age average of the immigrant population was 32,3 years (INE, Census 2001). The immigrant population has moderated the levels of ageing, by other words, the external migration is one of the key components of natural movements related to the positive demographic effects. (See Appendix Figure 1 - "Population living in Portugal, by nationality and age range", Census 2001, INE).

Considering the age distribution of the main represented nationalities, namely the youth group (15-24 years old): Cape Verde is 15,2%; Brazil is 17,72% and Ukraine is 11,68% (SEF, 2005 cited in TRESEGY, 17/10/2007). However, there were marked differences in the age structure, particularly for the male groups from the East and Asians as the most imbalanced. This fact is explained by the relatively recent nature of this immigration, with low expectations of staying definitely and of family reunion. In terms of settlement place, foreigners are increasingly more concentrated and tend to have preference for the centre and south regions, but particularly Lisbon (Lages, et. al, 2006). In what regards, the gender distribution by nationalities, it is for the African continent that a higher disparity exists, namely 70.254 men and 52.834 women (Services for Foreigners and Border Control, May 2008).

Attending to the school enrolment of the migrant young population (See Appendix Figure 2 - Students of immigrant origin enrolled in secondary school (10-12 grade), *"the main trends that we can identify are: a-) youths of European Union origin diminished (however this data set is from the public education system, and can be assumed that many communitarian youths attend private schools); b-) youths of PALOPs origin have remained for the most part the same, c-) Brazilians have the highest increase in percentage; d-) there are more Chinese students than each individually Eastern European nationality, with the exception of Ukrainian students in 2003/2004, however there is a lack of information for all these nationalities."* (TRESEGY, 17/10/2007).

As far as weddings are concerned, the overwhelming part is between individuals with Portuguese nationality. In spite of the rise of the marriages with one member of the couple foreigner, that reflects essentially the also increase of the immigrant population (Rosa et al., 2004).

As mentioned, the immigrant population tends to concentrate on the capital city. To this regard, it is relevant to take into account the dynamics of space segregation associated with ethnicity and immigration. It was verified that: there is a trend of diversification of the immigrant groups (besides from the PALOP countries and UE, the Brazilian, eastern European and Asian, namely china, India and Pakistan, have grown during the last decade; reinforcement of the unqualified ways of labour insertion; new pattern of localization, namely besides of the traditionally dominant suburban, there are now also areas of concentration for the eastern Europe immigrants and Brazilians even more

periphery (2<sup>nd</sup> suburb ring) and Asian populations on the centre; general trend of decrease of the segregation levels. The levels of segregation are stronger for certain PALOP, like from São Tomé and Guinea, which situation is less consolidated in the Portuguese society, and, inversely, are lower for the eastern European and Brazilian (more recent migration fluxes), pointing to ethnic stereotypes among the relations landlord and tenants (Lages, et. al, 2006).

In what relates asylum seekers and refugees, Portugal is signatory of the Geneva Convention (1951) and the New York Protocol of 1967 for the refugee legal status. Nevertheless, figures are not significant. For 2007 (CPR, Activities Report), there were 200 requests for asylum, of which 2 were accepted under the refugee status (1<sup>st</sup> article, Law 15/98, 26 of March) and 28 under humanitarian protection (8th article, Law 15/98, 26 of March). According to the provenience of the applicant: 68 were from African countries, 26 Asia, 90 America (82 from Colombia) and 16 from Europe. In what regards the requests considered of more vulnerability, 44 were made by women (21%) and 9 by unaccompanied minors (5%). Several factors may explain why Portugal registers such low levels of refugees: the economic situation of the country; geographic location, low admission rates and the fact that many asylum seekers choose countries where they have family connections or where the refugee communities are more represented.

Portuguese Roma is also an expressive ethnic minority in Portugal. This is a particularly segregated group, namely in terms of residential areas (ghettos) and also depending in large number of the Social Reinsertion Income (3,8% of the total beneficiary families - 135.428). Moreover, children, particularly girls, leave school early (around 10 years old) for internal rules reasons and the main economic activity of this minority is itinerant market selling.

Following the Census (2001), Portugal is Christian dominant, particularly the catholic (85%), including for great part of the more represented ethnic backgrounds.

While considering if ethnic origin and immigrant status impacts on the youth social inclusion/exclusion paths, is also relevant to make the distinction among two groups: the young immigrants and the youths of immigrant descent (Portes and Zhou, 1993, cited in TRESEGY, 17/10/2007). In the case of Portugal, the African descendent immigrants are a significant group, as mentioned. They live in sometimes a cultural "in between" situation and their social exclusion may outcome from their parent's exclusion, possibility related to an immigrant status that, however, they don't share. In this context, *"in Portugal, it is common to associate a second generation only to children of African descendent from the Portuguese former colonies (Cape Verde, Angola, Guiné Bissau, Mozambique and San Tomé e Príncipe). These youths are probably the only example of a fully composed generation. They sum up to ten thousands individuals, inclusively, some of them have had their own children born in Portugal. Their access to nationality varies according to many issues, especially time of arrival and changes in the law. However, there are other ethnic national groups, with different periods of residence, who live in Portugal and by now have had or have brought their children. The most numerous are Brazilians, Eastern Europeans, Chinese and other Asians. Most studies up to now have disregarded them as a second generation or immigrant descendant, but in the short run, they will become more significant. Issues that may come to the centre are race and ethnicity as a binding or un-binding element. Finally, it is important to highlight that even if Portugal is a small country, it is very diverse on the location and settlement of the different immigrant groups, thus there is a great variation in geographic terms. This overall picture of the immigrants and foreigners in Portugal, clearly illustrates the main trends of Portuguese immigration policy, which has favoured the entrance of people from the countries of Portuguese language. Even if recently this policy orientation has changed, it is too soon to reflect in the statistics. In addition to the "Portuguese tradition" other main trend has been the arrival of Eastern Europeans, which can be recognized as labour/economic migration due to the increasing demand of non-skilled labour. The existence of an informal economy has certainly contributed more to this situation for all immigrant groups. The future is still uncertain, especially for the youths, as the settlement of the*

*more recent waves has not consolidated and will be probably depend on the evolution of the economy.” (TRESEGY, 17/10/2007).*

Following a survey (2004) conducted on 46 parishes that cross-check a sample of 1539 Portuguese and 1454 immigrants, more PALOPs nationals stated that they were born in Portugal, came as a child or adolescent, or came to join their family that had immigrated, against 20,7% of Brazilians and 10,5% of Eastern European nationals (Lages, et. al, 2006). In sum, among the migrant population are statistically included young immigrant descendents that are born in Portugal. In spite of the law improvements, this young people still find constraints on legally recognizing their nationality and consequently pursue higher level education and labour inclusion.

## **1b) Legal definition of youth and welfare and criminal justice systems for youth**

### **- Definition of youth**

A child is considered an adult when reaching eighteen years old and when voting rights are granted. The common age for the end of full-time compulsory education is around fifteen years old and minimum employment age sixteen. Nevertheless, those with less than this age can be legally accepted for jobs considered of a “light” nature, if having already completed the compulsory education, or if it does not affect their educational activities. By other words, the law for the educational system (Law n.º 46/86) establishes that the compulsory education is of nine years, and is mandatory that students remain on the educational system up to the age of fifteen in case of not having completed the minimum demanded education.

### **- Welfare and care system for youth**

The Law nº 147/99 for the Protection of Children and Young People at Danger defines as a child or youth the person with less than 18 years old. However, a young person institutionalised may ask for a prorogation of stay up until reaching 21 years old.

The age for criminal responsibility is sixteen years old. Nevertheless, the D.L. nº 401/82 establishes, for those with ages between sixteen and twenty-one, a more flexible regime. This seeks to give criminal law a re-education role. Overall, the justice system for children and youth lays on other three legal dispositives of 1999: Law nº 133/99 in what regards civic tutelary processes; the Law nº 147/99 for the Protection of Children and Young People at Danger and Law Tutelary Educative nº 166/99.

The 1911 Law for Child Protection is a key-stone legal document in the area of minors’ protection. It took to the creation of the first courts for minors highlighting a prevention approach to delinquency. In 1991, the first Commissions for the Protection of Minors were created, becoming later on 1999, under the Law n.º 147/99, designated as Commissions for the Protection of Children and Young People. These official but not judicial Commissions have the goal to prevent and stop situations susceptible to in danger the physical and moral integrity of the child or young person. The Commissions are based at the municipal council’s level and unite several representatives of diverse local institutions. Thereafter, hospitals, health care centres, schools, police, neighbourhoods and citizens act on a front-line basis signaling risk situations.

Considering the several structures for minor’s protection at the several European countries (CNPJ/ISS cited in CIES-ISCTE, February 2008), it is verified that the majority assumes a mixed nature, namely administrative and judicial. Among the administrative there are two subgroups: the ones that define that intervention depends on parents or legal representative’s consent, and the other that don’t claim the necessity of consent. The case of Portugal is under the first scenario (and the UK on the second) since the local and regional commissions can only intervene under consent, or otherwise the situation will be addressed to court. The court is also responsible for the cases considered of seriousness and adoption. The Commissions for Minors’ Protection and the courts articulate although being independent. Thereafter, the institutionalization measure depends on a first level on the parent’s formal agreement.

The definition of child or young person at danger is legislated. The Law for Protection of Children and Youth at Danger (Law n.º 147/99) considers that the child or young person is at danger when is at one of the following situations: a) abandoned or neglected; b) suffers of physical, psychological or sexual abuse; c) doesn't receive the care or affection suitable to the age and personal situation; d) is obliged to activities or work excessive or unsuitable to the age, dignity and personal situation or prejudicial to his own personal development; e) is exposed, directly or indirectly, to behaviours that seriously affect safety and emotional balance; f) assumes behaviours or is dedicated to activities or consumptions that seriously affect his health, safety, formation, education or development, without the parents, legal representative or who keeps legal guard, acting in order to take him out of that situation.

According to the definition of situations at danger, the Commissions for the Protection of Children and Young People will define several types of intervention (SCML, 2005), such as, family replacement with temporary character, adoption, social counselling and accompaniment for the child and family, emergency shelter centre, early intervention (set of actions integrated under the areas of education, health, solidarity and social security for the support of children up to six years old, with handicaps or in a high risk situation, and their families) and institutionalisation. The support system for children and youth in danger has doors of entrance at all the levels (emergency, temporary and long-term), in accordance to the specific needs underlying the several risk situations. It is hoped that the answers with a more definitive nature (institutions) are used a last resource, when all the other possibilities of working with the families and with the young person were proven to be ineffective.

The Law Tutelary Educative approved by the Law n.º 166/99 was equally important for governmental intervention in the underage area, namely, in cooperation with the Commissions, for the distinction of young person in need of protection and minors that have practice acts qualified as crimes (SCML, 2005). The institutional measures previewed under this last diploma consist of the temporary placement (open, semi-open and closed regimes) on an educational centre by court order. The Social Reinsertion Institute is responsible for these situations.

From the point of reaching adulthood, the young person has access to the national health and care services, including the social insertion income. In specific situations, like a young mother or pregnant or young person with children at his care, the right to the social insertion income is also granted even if underage. All the other services for homelessness situations, namely night centres, food, clothing, seeking employment support, counselling, and so forth, that depend on NGOs and governmental institutions, are at his reach.

Among the total population benefiting from the Social Reinsertion Income (ISS, December, 2008), it is verified that a significant part of the universe is under eighteen years old (37,7%, on a total population of 352.288, representing men more 2963 cases than women). The total of persons between 20 to 24 years old is the next most representative group (6,9%, inverting for 3652 more women than men). However, the individualized totals for 18 years old, and 19, are also expressive, respectively 7.352 and 6.937. For the unemployment benefit, for the same period, the total beneficiaries was of 181.251 (94.635 women and 86.626 men) representing women with less than 20 to 24 years old, 2,7% and men 2,3%.

#### - **Main policies for youth**

Under the Constitutional Law (7th Revision, 2005), Article 70º - "Youth", it is established that young people have special protection for the accomplishment of their economic, social and cultural rights, namely: a) education, training and culture; b) access to the first employment, at work and social protection; c) access to housing; d) sports and e) leisure activities. Moreover, it is defined that youth policy should take as main priorities the personality development, assuring conditions for an effective integration on the active life, free creation and the sense of community service. Under the last parameter,

stands that the State, in collaboration with families, schools, enterprises, tenant associations, cultural associations, should foment and support youth organizations in the prosecution their rights, as well as youth international exchanges.

The Initiative for Childhood and Adolescence (INIA – up to 2010) is a governmental initiative, which envisages the definition of an action plan common to the multiple sectors, public and private, converging for the process of socialization of the child up until 18 years old. It searches to guarantee the respect for the children human rights and to better prepare the transition to adulthood.

The Portuguese Institute for Youth gathers information on several fields considered relevant under this domain, as well as, on a face-to-face basis, provides counselling and orientation. One of the areas considered relevant to promote for young people social participation, is the associative cooperation. Thereafter, several legal diplomas (Law n.º 23, 23<sup>rd</sup> June; Portaria Educação; Portaria Programa Formar, Portaria Programa de Apoio, Portaria Reconhecimento, Portaria RNAJ) aim to prepare, train and support young people in order to capacitate them for leading their own associations. There is a national register (RNAJ) and platforms to incentive the creation of associations by young people.

As other specific programmes for youth, under the responsibility of several ministries, can be mentioned also, among others, holidays camps; the PAIDEIA initiative for secondary schools artistic animation (Portaria n.º 58/97, 25 January); OTL program (Portaria n.º 202/2001, 13 March) for pedagogic activities during school breaks and holidays; the SNS-Youth (Despacho Conjunto 36-2004, 22<sup>nd</sup> January) aims to guarantee the participation of young people in actions of social and community interest on the health domain by promoting volunteering; the Program TDTI (“All different, all the same” - Portaria n.º 111/2007, 24<sup>th</sup> January), under an European Campaign, supports actions that contribute to demystify prejudices and stereotypes promoting cultural diversity; for the promotion of volunteering the Law 71/98 of 3<sup>rd</sup> November defines the legal status of the volunteer; a special initiative was taken to promote the participation of youth volunteers for the preservation of the forests; the Program “Cuida-te” (Portaria n.º 655/2008 25<sup>th</sup> July) aims to promote healthy lifestyles.

The current XVII Constitutional Government established the need to promote an effective and coherent articulation of the diverse sector based policies aiming to make effective a more global and transversal youth policy. This strategy has been translated to the “New Opportunities Initiative” under the National Action Plan for Growth and Employment (2005 -2008 – PNACE) and the Reference National Strategy Frame (QREN), for the next period of UE structural funds that gathers three operational programs. Under the Minister Council Resolution n.º 94/2007, approved by the European Parliament, the “Program Youth in Action” (2007 -2013) aims to develop the cooperation for the youth field, promoting an articulated action between the several national agencies. The mission relates with, among others, promoting active citizenship, mutual understanding, developing the quality of support systems for youth activities, reinforcing EU social cohesion and European cooperation on the youth policy field. The several actions that will outcome from the execution of the current government program, among others, are “Youth for Europe”, “Volunteer European Service”, “Youth for the world”, “Socio-educative animators and support systems” and “Support to political cooperation”.

The key-objective of youth policies is to promote education and training/qualification, since it is the basic line to also correct social inequalities and fight school failure and early drop out of young people and promote higher levels of basic education. The central measures of this aim are: the “Escolhas Programme” addressed to children and youth between 6 and 18 years old – particularly from more vulnerable socio-economic contexts specifically the descendents of immigrants and ethnic minorities - facilitating their access to education, vocational training, civic participation and digital inclusion. The mentioned “New Opportunities Initiative” (“Novas Oportunidades”) has as target group people aged 15 or over and adults aged 18 or over who do not have 4<sup>th</sup>, 6<sup>th</sup> or 9<sup>th</sup> year of schooling. This program includes a Network for Recognition, Validation and Certification of Competences (RVCC) that allow young and adult people to certificate their competences

acquired along their professional path, but that care for a formal recognition, which afterwards can open more vocational training alternatives. The opposition to the actual government highlights that vocational training is a fictitious way of creating more favourable statistics on unemployment, whereas on the reality this are short-time insertions without a direct labour market inclusion. The Institute for Employment and Vocational Training (November 2008) manages three kinds of measures – Employment, Vocational Training and Professional Rehabilitation – being the total number of persons 293.385, which has been increasing. It is the domain of vocational training the one to register a more significant raise on the number of beneficiaries. For the end of 2008, there were 79.807 individuals in the total of vocational training type of courses, more were women (57,6%) and 11,2% were less than 20 and 13,1% between 20 and 24 years old, majority with the minimum compulsory education. In what regards the employment programs, a total of 189.838 persons were following a measure of this kind, of which 12,5% had less than 20, and 40,5% between 20 and 24 years old.

For the particular domain of the child labour exploitation, the government developed an integrated program of educational and vocational training (PIEF). Furthermore, the INOV Contact promotes international stages for young people with high level qualifications (up to 35 years old) facilitating their professional inclusion on critical areas for technological innovation. The Micro-credit program promotes technical and financial support to create self-employment. The universities also support young people with economic needs, including housing residences, with the mission of creating a more equal access to learning. The e-learning and mobile platforms have been assuming a higher importance, also for the NGOs on the social action field. The Program InforJovem aggregates different training on the technologies domain.

On the housing domain, the program “Door 65” (“Porta 65”) regulates the renting incentives for young single people and couples (18 to 30 years old), aiming to stimulate more independent lifestyles, through housing support. It seeks to create a dynamic renting market and renovate urban degraded areas and geographic councils with a demographic lost. The main objections from young people are that the amount of participation and the net monthly income delimited as maximum, or minimum, for entitlement is very restricted, excluding many. The special financing regime for young people with a lower income has finished in 2002 in consequence of government financing cuts. Reaching to answer housing needs, including of the younger population, a Strategic Plan for Housing (2008/2013) is being launched by the government.

The youth field has been only recently identified as a priority area of intervention that cares for a specific governmental scope and the development of integrated answers. The great challenge it to create national initiatives and agencies that articulate the several areas of intervention. Following Martins (cited in TRESEGY, June 2007), youth policies design should: *“a) integrate in general youth programmes, the issues/problems of the marginalized youth; b) develop means for the education of the youth for peace, respect, tolerance, solidarity, participation, understanding and comprehension of diversity of peoples and culture; c) support youth initiatives: informal, political, social, cultural and economic (entrepreneurship); d) Intensify and support mobility and European exchange programs; e) motivate youth utilization of the ICTs by providing training; f) promote youth participation in youth organizations in all aspect of life, mainly in issues of development and conservation of the cultural and artistic patrimony, environment protection, cultural and sportive exchange, and international solidarity events; g) provide support for the development of several activities and projects of the youth by schools and local governments; h) bring youth policies closer to the social and economic complexity, providing global answers to the problems that the youth face, which required that policies are articulated to the state social and economic policies, in a decentralized way and increasing financial resources.”*



## 1c) Main national routes of youth insertion into adult life

### - Leaving home

As trends that have been marking a position during the last years, in 2007, the mean dimension of families has continued to decrease and the number of families of one or two persons has increased from 45,7% to 46,3%, being in 2001 of 42,3%. On the other hand, the number of childless families raised to 43,2% (42,7% in 2006 and 40,0% in 2001). The total number of marriages continued to decrease (-3,2% between 2006 and 2007), regardless of the raise of civil marriages (+6,2%). The average ages for the first marriage also augmented, for both genders. The average age for women at the first marriage was 27,8 years and for the men 29,4, and at the birth of the first child was 28,2 and for men 30 years. The net birth-rate was 9,7% and the general fecundity rate 39,4%. The number of divorces increased passing to a net rate of 2,4 for each 1000 habitants (2,2 in 2006) (INE, Demographic Statistics, 2007).

In 2005, "66% of young women and 78% of men aged 18-24 in the EU were still living with their parents." (Statistical Portrait, Eurostat, 2008). This indicator varies sharply across Europe, registering Portugal percentages around the 80-90%, respectively for women and men. The EU-25 percentage is around 67% for women and 78% for men. Furthermore, the median age at which young people leave the parental home is increasing around Europe, and Portugal is around 27 years old (reaching 30 for women and 33 for men). The household characteristics of women and men leaving parental home, between 25 and 29 years old, indicate that the percentages of women as "alone with children" are significantly higher than for men, particularly in the UK, but almost inexistent in countries such as Portugal. In this last country living alone is also less expressive than "couple" and "couple with children".

### - Education

Following the Eurostat (Education, Internet metadata file), the total youth education attainment level<sup>1</sup> in Portugal (2006) is of 49,6% against 77,8% for the EU-27. The percentage of 18-year old (all ISCED levels) in education (2005) is 66% (EU-27 78%). The median age in tertiary education (2005) is of 22,2 years old. The percentage of the population among those aged 20 to 24 having completed at least upper secondary education (2006) is, for men, 40,8% (EU-27, 74,8%) and, for women, 58,6% (EU-27, 80,7%). The proportion of the population between 18 and 24 years old that has reached the third cycle of basic education and is not studying, although in progressive declining, is still very significant when comparing to the EU-15 and EU-27 averages. Early school leaving is a factor of special concern. In 2006, the total for men was 46,4% and 31,8% for women, decreasing in 2007 to, respectively, 42% and 30,4% - 36,3% in total, while for the EU-15 was of 16,4% and EU-27 of 14,8%. Thereafter, Portugal is in a particularly vulnerable position in what concerns education, particularly for disadvantaged children and youth with higher levels of failure and early school leaving.

*"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 47 in the school network of the Ministry of Education. ... 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*

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<sup>1</sup> The indicator youth education attainment level is defined as the percentage of young people aged 20-24 years having attained at least upper secondary education attainment level, i.e. with an education level ISCED 3a, 3b or 3c long minimum (numerator). The denominator consists of the total population of the same age group, excluding no answers to the question highest level of education or training attained. Both the numerators and the denominators come from the EU Labour Force Survey (LFS). From 27 October 2006, this indicator is based on annual averages of quarterly data instead of one unique reference quarter in spring.

*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.... A significant part of the young Portuguese population shows difficulty in using new technologies because of low school levels and weak participation in training courses.” (NAPIncl 2006-2008).*

Taking into consideration, education attainment and gender, “*more women than men successfully complete upper and post-secondary education*” (Statistical Portrait, Eurostat, 2008). By other words, and spite of few exceptions, “*although there are marginally fewer women than men in the 17-22 age group across Europe, women made up over half of all those of this age successfully completing upper secondary and post-secondary non tertiary education (i.e. ISCED levels 3 and 4). ... the share of women is particularly large among those completing general education as opposed to vocational courses.*” (Statistical Portrait, Eurostat, 2008). Thereafter, disqualification is higher for men (See Appendix Figure 3 and Figure 4).

- **Employment**

The education vulnerability of the country impacts on access to employment. The unemployment total percentage is 7,7% and significantly higher for those between 15 and 24 years old, namely of 17,1%, being women at a worst situation. For this age range, it is higher for the lowest level of education (41,1%) but followed by the university level (34,3%) (INE, 3<sup>rd</sup> Trimester 2008, Employment Questionnaire). Thereafter, young people are confronted with serious difficulties in participating in the labour market - young people aged 15 to 24 whose unemployment rate has been progressively increasing since 2001, from 9.4% to 16.1% in 2005 (INE, Employment Survey).

Following the statistics of the Institute for Employment and Vocational Training (Semester report, 2007), the total of job seekers was, in 2007, of 527.452 - 59,1% were women looking for a new job against 40,9% men. The first are more represented among the agriculture and services sector and the men on the industry. For the first semester of 2008, the percentage of those less than 24 years represented 12,3%.

- **Independent housing prospects**

*“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 2002 – INH data)... 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) (INE, General Census on Population and Housing, 2001)... 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)(Bank of Portugal). In 2004, applying for housing credit was the easiest form to purchasing a property and represented 78% of the over-indebted individuals and it was, essentially due to the weak attractiveness of the rental market. ... 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.” (NAPIncl 2006-2008)*

For 2005, the tenure status of households is evidently of ownership (72,9% and EU-25 62,7%), followed by tenant (11,2 and significantly lower than the 22,1% for EU-25), rent-free (8,9%, and 7% for EU-25) and, lastly, rented at reduced rate (7% and 8,3% for EU-25). (Eurostat Yearbook 2008, Living Conditions and Welfare)

In what regards social housing, it represents 16% of the rented housing market and 3,3% of the housing park. The 11% of vacant houses also reflects the high level of

secondary homes, like the case of Spain. The monthly charge for families in renting is 9,3% of their income and for families in ownership is 32,3%, while for poor families these percentages are 14,5% (28,8% in Europe) and 66,2% for mortgage amortizations (57,5% Europe). For young people and the elderly these expenses are higher than for the mean of the general population. For a population with lower incomes it would be expected a search for housing in the renting regime allowing also lower expense rates in housing, however this is constrained by the availability of this housing market. Thereafter, if in terms of the rents amount Portugal is in a better situation for the poor families than many European countries (78,2% of the low income families and 39,1% of the European poor families), it is also a fact that the number of housing available for renting is very much inferior. On the other hand, the accessibility resides on the private market since for the social market the situation opposes, since it is available for 26,8% of the poor households and 54,7% of the poor European households. If in Europe renting is easier for poor households, in Portugal it is the private sector that offers three in each four renting available options, since public offer is less than the European public offer. As an example, only in the municipalities of Lisbon and Porto are 16.000 families that applied to social housing and it is estimated that on the all country are 40.000 families are in waiting lists. The discrimination of the immigrants and xenophobia assumes an evident expression in terms of housing conditions - more than 11.000 immigrants live on non-classical type of housing - that also drives them to a parallel market of "rented beds and rooms" (Housing Strategic Plan, 2008/2013, CIES-ISCTE/IRIC).

*"Constrained between high prices, lack of private renting alternatives and of social housing or controlled prices construction, the Portuguese families have been forced either to buy their own houses or to remain excluded from the formal housing market and obliged to live in precarious housing conditions. "Owners" or "excluded" - these have basically been the housing alternatives for the majority of the Portuguese families as far as the realization of Article 65º of the Constitution is concerned. Furthermore, Lisbon, as not exactly an exception, has been characterized by fast and disorganised urbanisation that results, in part, of the abandonment of the rural parts and consequent concentration of the population in the capital, the following processes of gentrification and speculation on the housing market. Are obviously those with less economic capital who are left with the impossibility to afford a house in Lisbon."*<sup>2</sup> (Costa and Baptista, 2001)

Taking into account the scenario of a scarce renting market and the lack of constructions at an affordable price for medium-low income families, young people starting their independent lives see their perspectives of autonomous housing many times restrained and staying longer at their parents home. Moreover, rent alternatives are also unaffordable for many low income young people desiring to live alone. Due to this scenario, the several governments have been essaying support complements for young people independent housing, such as the mortgage schemes and renting financing, based on the income. However, these lines of support have not been long-lasting and the terms of entitlement tend to exclude many young people.

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<sup>2</sup> *"Since 1976, various governments have directed their housing efforts towards supporting the access to owned housing, by the implementation of a system of credit bonuses. This limited perspective of the housing policy has turned the housing issue basically into a matter of private financing depending upon the conditions of the financial market. ... Only in the mid 1990s, the Special Re-housing Programme in the major metropolitan areas of Lisbon and Porto has made it possible to tackle more adequately the housing problem of thousands of families who had been living in barracks and degraded housing conditions during decades.... Very briefly, it is important to mention that the most relevant changes and corrections introduced concern once again the PER initiative. This programme introduced mechanisms to alleviate the excessive bureaucracy and rigidity of the administrative procedures. It was thus possible to avoid the existing delays and the low levels of effectiveness in the implementation of the programme and the creation of PER-famílias. The latter was the first programme to allow a direct financing by the family, with the State assuming up to 50% (non-refundable) of the costs, within the legal maximum value defined for housing acquisition within the programme. This measure gave those families with some financial possibilities the opportunity to find their own house either in the private market or in PER housing estates. In practice, finding a house within the legal limits imposed by PER was almost impossible in the private market, thus restraining the choice to the areas of Housing at Controlled Prices, which very often were PER areas."* (Costa e Baptista, 2001)

- **Prospects for an independent life**

Taking into consideration the main ways of living of the Portuguese youth population - 15-19 years old and 20-24 years old - it is verified that, as expected, "in family charge" decreases significantly from the first to the second age range. Nevertheless, and in spite of the also increase of work as main way of living, it also increases "unemployment benefit", several types of "temporary benefits" and the "minimum income guarantee", revealing the vulnerability of youth in terms of employment long-term insertion.

**Main Ways of Living per Age, Portugal**

	<b>15-19</b>	<b>20-24</b>
<b>Work</b>	3%	10%
<b>Profits from property and company</b>	0,3%	1,2%
<b>Unemployment benefit</b>	3%	8,6%
<b>Temporary benefits - work accident or professional disease</b>	0,9%	3,2%
<b>Other temporary benefits</b>	6,8%	13,2%
<b>Minimum Income Guarantee (RMG)</b>	3,1%	7,3%
<b>Retirement/Pension</b>	0,04%	0,2%
<b>Social Support</b>	14,4%	11%
<b>In family charged</b>	34,2%	18,2%
<b>Other situation</b>	6.8%	8,4%

% on the total age group per each way of living, calculated from Census data, INE, 2001

It is important to consider the impact of social gender roles on the life projects design and the also impact of the existing social support infrastructures. On a comparative study, Brannen and Smithson (1998), highlighted the moment of the birth of a child as determinant for the professional future profile of the mothers. Portugal is marked by a high percentage of mothers that work full-time and low in part-time. In spite of the improvements on child care facilities, mothers still depend much on the informal support they can get, namely from the grandmothers. Thereafter, in the context of the general demographic and labour market trends (growth of temporary and atypical jobs), young people are delaying the moment of having children. Furthermore, facing difficulties on conquering financial autonomy from their parents, young people are also reconfiguring their notion of adulthood (depending on job and conjugal relationship stability). Thereafter, projecting life plans is becoming a more individualized process.

In what concerns the assistance given to minors the responsibility relays predominantly on women. Taking as indicator the maternity and paternity leaves in 2005 (IIES, ISS, 2005), this number was of 34.471 for women and 2.010 for men. In spite of the decrease of the total of leaves registered in 2005 relatively to 2004 (36481 against 36552), the number of those taken by men has slightly increase (2010 against 1799). Considering taking in charge situations suffering from seriousness deficiency, chronic diseases and elderly, women are also more represented (908 for 40 men, in 2005).

*"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."* (NAPIncl 2006-2008).

Gathering the information taken from the interviews conducted to key-workers, the following quotations articulate policies and opportunities of independent living:

*"In the city of Lisbon we have 140.000 persons in social housing, without considering the historical areas with similar diagnosis. In these neighbourhoods, 50% have less than 30 years, many four years of school, early juridical problems and the future is here, on this isolated ghettos located at the city centre. Some say school is important, yes. But this young people have lived in self-management since early ages and with a total institutional disconnection. What they respect are their peers. It is essential to adapt the school to the circumstances of social exclusion."* (Projecto Sementes - Médicos do Mundo)

Case Study 6: "So, Mary is 18, she is adult and with the minimum compulsory education she considers she will get a job. It is possible. It is not impossible. She must be supported in this direction.. Taught to create her CV, preset herself at a Job interview... for example, to follow a course "Novas Oportunidades" that are good and, imagining if she only had 4 years of school, she could obtain the 9º in months. If, with her level of education, she was getting the minimum national wage... who in Portugal can live on this? It is very complicated. The actual society is done for people that have a husband/wife and are two wages... society is not tough for people that want to live alone..." (António Luís Oliveira)

Case Study 6: "I believe this young girl would hardly find the job that she would perhaps ambition. From the beginning, she would have to bet on vocational training or education, really. How would she support her apartment with the minimum wage? She could make a proposal to the institution for a rented room, for example. We would advice Mary to the SCML, she would hold on at a supported hostel room, for a while why she can't still find a job, make some savings..." (AMI)

## Section 2: Youth at risk of social exclusion and homelessness

### 2.1. What are the risk factors in each national state that lead to social exclusion and potentially to homelessness (*background to prevention policies*)?

#### 2a) Homelessness Risk Factors

Following the interviewees:

**Low levels of education:** homelessness young people are behind the expected levels relatively to other young people; maximum achieved level tends to be no higher than the compulsory minimum education, and this level is already an achievement for finding other training options;

**Institutionalization and affective bonds:** "I cannot quantify but that is a frequent population, it is." "Who has been circulating between colleges and tutors and I don't know how many teachers didn't have the opportunity to bond with any of them, because it was for a short time, because the relation was too authoritarian. The person has not trained this, didn't develop that capacity... so will easily have also difficulty to constitute a family, creating a stable structure at the relation level... he has never tried that with anyone."

**Cognitive difficulties:** due to a lack of stimulation from the families during the process of development. This situation is obviously worsened by the experience of neglect and traumas that may compromise the young person future options. Some cases evidence difficulties of control and aggressive behaviours;

**"Dysfunctional Families":** "We have passed from the paradigm of families without economic resources to disorganized families... Families cannot identify the problems and act in conformity" Were mentioned: not recognizing the importance of stable employment; incapacity to exercise legal rights, including on employment conditions; separating bedrooms of children of different genders; unable to identify what is happening on their context (neglect, abuse); not securing meals with discipline and schedules; incapacity to analyze priorities, like "living a child of 3 years old alone at home to go to a parent's school meeting".

**No family network support:** Death of parents – HIV, Addictions; Alcoholism; Extended family without socio-economic resources to receive the children resulting in institutionalization;

**Family ruptures:** "... the younger mention several times family ruptures and abrupt family abandonment." Conflicts were associated to young people own behaviours, namely decisions taken, attitudes, quotidian that doesn't coadunate with the family structure, addictions, and so forth. Being expelled is read under this perspective.

**Benefits dependency:** Living of benefits becomes a way of life, in the sense of conformation. People can survive without participating and young people have also this approach. The **young mothers** are referred as a specific case of misinformation - believing that pregnancy will gives a house or even "more children, more money".

The National Strategy for the Integration of the Homeless (2009-2015) aims to create a set of risk indicators in order to better refine preventive policies and intervention. Moreover, it also contemplates as goal supporting families at risk, recognising the impact of global crisis and unemployment that affect families that were previously autonomous of social support. During the public presentation of the plan (14 March 2009) were

referred as main risk groups along with the EU guidelines on this field: children and youth leaving institutional homes; ex-prisoners; individuals leaving psychiatric hospitals and, more recently, were also included colonial war veterans.

- **Child poverty**

The European Community Household Panel Survey (ECHP) indicates, for 2004, a rate of at-risk-of-poverty for children of 23 (UE25 of 20). The *"relative child poverty rates in Portugal are among the highest in the EU. Children are a group particularly vulnerable to poverty and show a significant risk of poverty, compared to the population as a whole. Children living in households with three or more siblings, children in lone-parent families and in households headed by an unemployed person present a higher risk of income poverty."*(Bastos and Nunes, 2009).

It is estimated that one in each five children is at risk of poverty. Portugal is at the eight top countries (only Poland ahead). There are 16.000 children being supported by social care providers, including institutionalisation (Jornal de Notícias, 07/10/2008).

- **Children running away and street children**

The Instituto de Apoio à Criança (IAC) is specially addressed to supporting children "in process of escape" or rough sleeping. "The "Projecto Rua" ("Street Project") was born in 1989 from the necessity to find an answer to the situation of children rough sleeping. During the late eighties, what we see today for the adult rough sleeping population was also visible for children. However, the improvement of social policies for children and youth has taken to a lower visibility of the phenomenon. Now, this is a very difficult universe to tackle, namely for their constant mobility and the fact that it does not any longer assume the previous shape of street begging, including not presenting signs of neglect, poor cloths, bare foot. By other words, children running away from home easily fall into an invisible universe of homelessness in case they are not identified by any local agent that signalises the situation to the Commissions. Schools, among others, are fundamental for, at an early level, triggering risk cases, namely school abandonment and absenteeism.

During 2008, the IAC has only identified two rough sleeping situations of children in Lisbon. Following as source the national statistic report of the SOS-children phone line, in 2004, the total of calls was of 5125, having increased relatively to the previous years. For 4780 cases, the caller was an adult and in 303 a child. The appeals for assistance involved 1684 children of the feminine sex and 1453 of the masculine; were significantly higher for the younger - "0-5 years old" (3460), followed by "6-10" (784), "11-15" (679) and "16-18" (192); the main reasons regarded "begging" (1155), "health" (645), "child in danger" (562), "physical abuse by family" (388) and "neglect" (274).

Furthermore, child prostitution and other forms of exploitation are a serious concern and out of the public visibility, including immigrant's victims of trafficking. Following recent data, "They have between 16 and 18 years old, and ask for 25€ to go with a client." (Jornal Público, 05/10/2008).

- **Children and young people in care**

Following the Commissions for the Protection of Children and Young People main reasons for intervention:

	<b>2004</b>	<b>2005</b>	<b>2006</b>
<b>Neglect</b>	35%	33,5%	36,2%
<b>Physical and emotional abuse</b>	18,7%	16,8%	21,4%
<b>School leaving</b>	20,2%	18,1%	14,4%
<b>Exposure to deviant models of behaviour</b>	8,1%	12,7%	13,6%
<b>Abandonment</b>	4,5%	4,2%	3,4%
<b>Sexual abuse</b>	2,9%	3,4%	2,6%
<b>Practicing act qualified as crime</b>	1,8%	2%	2,1%
<b>Health problems</b>	2,8%	1,8%	1,5%
<b>Abusive exercise of authority</b>	1%	0,7%	1,4%

<b>Begging</b>	1,4%	1,8%	1,1%
<b>Use of drugs</b>	0,8%	2,5%	0,7%
<b>Alcohol consumption</b>	1,4%	1,1%	0,7%
<b>Child labour exploitation</b>	0,4%	0,4%	0,4%
<b>Minor's corruption</b>	0,5%	0,1%	0,4%
<b>Prostitution</b>	0,4%	0,2%	0,3%
<b>Child Pornography</b>	0	0,5%	0,3%
<b>Total</b>	100%	100%	100%

CNPCJR/ISS cited in CIES-ISCTE, February 2008

In 2006, for a total of 54.101 processes, neglect, physical and emotional abuse, early school living and exposure to deviant behaviours were the main causes for the intervention of the Commissions. The distribution of the several issues by age indicates that neglect is the most representative category for children between 6 and 10 years old, and early school leaving is a growing concern for the ones with 15 or more years of age. The measures implemented by the CPM reveal that the great majority is constituted by "support in the natural life environment", including "near parents" and "near to other family member" (around 90% of the cases). The other types of measures assume a very low expression, namely placement in institutions (8%) or in replacement families (1,2%). Since neglect and abuse are in great part of the responsibility of the progenitors, the mentioned report enhances the need to question the first measure, in the sense that it takes to the risk of perpetuating the existing problems (CNPCJR/ISS cited in CIES-ISCTE, February 2008).

The universe of children and youth placed in institutional homes (CNPCJR/IDS/IGMTS, 1998/99) was, in 1999, of 9.561, being 5.060 girls (54,5%) and 4.222 boys (45,5%). Among those, 1.134 (12%) are orphans of father, 906 (10%) orphans of mother, and 245 have lost both parents. Among the several problems experienced before institutionalisation, hunger represents 57%, 19% have lived as homeless and 15% begging at the streets for money. In what regards the age average (MJ, Justice Statistics, cited in Capucha et al., 2002), the group of 14-15 year old decreased from 40,8% to 39,9%, at the same time that the range 16-17 increased from 38,6% to 45,9%, being the two more representative age ranges.

- **Children and young people in need of protection**

Are considered as children in need of protection the ones under the situations previewed by the Law for Protection of Children and Youth at Danger (Law n.º 147/99).

- **Young mothers**

The national fertility rate for the group 15-19 years old has also been decreasing: in 2004, 20,09% and in 2007, 16,93% (INE, Demographic Annual Indicators). The NGOs specifically working with young mothers indicate as characteristics of the clients: pregnancy without or late surveillance; pregnancy and maternity project is absent/inconsistent; pregnancy rejection by the family and/or partner; occasional and unstable emotional relationships; personal, family and social lack of adjustment; feelings of ambivalence and low self-esteem; physical and emotional violence from family and/or partner; numerous families; economic difficulties; precarious housing conditions; low levels of school attainment; illegality and low paid and insecure jobs.

- **Young people and crime**

The offending system records (Ministry of Justice, 2006) identify, among the total population in prison (12.636), 1.1% has between 16 and 18 years old and 14% between 19 and 24. For the total of 1.905 (15% of the total population) with ages between 16 and 24 years old, the minors are all from Portugal and, for the age range 19-24, 441 are not Portuguese, being 254 from African countries, 93 from Latin American countries and 90 from Europe.

Under the legal dispositive D.L. 401/82, the Social Reinsertion Institute (IRS Statistics, 2006) manages the special custody regime for the sixteen's up to twenty one years old.

In terms of executed processes reported to the minor's legislation for a total of 21.924 (year 2006): 5.132 were tutelary educative, 16.525 civil and 267 of institutionalisation at educative centres, of which 12 persons had between 12-13; 83 with 14-15; 131 with 16-17 and 41 with 18 or more.

The Institute of Drugs and Addiction (IDT) had (2004) a total of 5.615 cases (excluding relapses) having 1.189 between 16 and 19 years old and 1.825 between 20 and 24. Moreover, *"the prevalence rates of drug use, in 2002, varied between 6.1 and 8.6 drug users per 1000 inhabitants. (IDT – Estimation of the prevalence and problematic consumption standards in Portugal, 2002)."* (NAPIncl 2006-2008).

#### - **Children labour exploitation**

Not of less concern are the victims of child labour (6 to 15 years old) exploitation, which explains also school absenteeism and failure. This is also a very complex universe to tackle since activities may not be paid and taking place on the family circle. The estimated total of children that exercise an economic activity was of 43.077, in great part of the cases (79,1%) in the condition of family not-paid workers. About 97,2% of the children that work also go to schools. However, about 30.000 children per year abandon school without reaching the minimum compulsory education (DETEFP/OIT, 1998).

In parallel with the growing efficiency of the inspection services, the number of detected cases has grown from 1.434 in 1995 to 1.722 in 1997 (Capucha et al., 2002). Following the PEETI activities report (2002), 87,71% of the cases reported to school abandonment, 5,27% indicted child labour, 4,34% child labour, 0,93% worst forms of indicted child labour and 0,27% worst ways of child labour. It is worth mentioning that 71,2% of the children signaled by this plan to eradicate child labour are 15 years old or more, and for whom schools do not have any responsibility of intervention any longer. This scenario highlights the importance of the integrated program of educational and vocational training (PIEF) since it provides the opportunity to achieve the equivalence to the 9<sup>th</sup> grade, required for pursuing vocational training courses.

## **2.2. What is the pattern of social exclusion among young people in each national state?**

### **2b) Social Exclusion amongst some youth**

#### - **Territorial asymmetries**

As in great part of many other countries, social exclusion is unequally distributed 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 areas (DGEEP/MTSS). 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."* (NAPIncl 2006-2008)

#### - **Intergenerational poverty**

The above mentioned key-groups of young people at particular vulnerability report to the central issue of social inequalities and the intergenerational impact of poverty. The



institutionalised children and youth is a paradigmatic universe in what regards illustrating the perpetuation and poverty as a cycle.

According to Capucha et al. (2002), the characterization of the families of the children and youth accompanied by the protection commissions enhances the significant incidence of vulnerability situations that, with the due carefulness, may indicate that children and youth risk situations are associated to their parent's social exclusion. In what regards family structure, it should be enhanced the relative high number of mono-parental families (21,6%), being 18,2% feminine mono-parental families. Concerning parents' educational level, 94,2% don't possess the minimum compulsory education. Looking at the profession of the household head, it is verified that, associated with the low educational levels, job instability is significant, with 25% on a precarious situation and 10,6% receiving the minimum guarantee income. In what concerns the main problematic experienced at the family level, the scarcity of financial resources outlines (21,7%). In spite of the diversity of problems lived at the family environment level (emotional neglect, separation, physical and psychological abuse, serious illness, delinquency), the situation of poverty and social exclusion takes to the emergence of risk situations leading to their institutionalisation (CNPCJR/IDS/IGMTS, 1998/99).

Looking at the representative weight of drug users among the prison population, the same are young people with low education, unskilled jobs, delinquent pathways and repeat offenders. They had been exposed to social exclusion at an early stage namely because of high illiteracy levels (10.87%); low school levels; (60.4% did not possess 2nd level of Basic Education), weak training and professional experience and were marginalised by their families and society (NAPIncl 2006-2008).

Children labour exploitation (SETI/ILO, 2003) perpetuates social exclusion by the also low levels of education achieved by this young people. Thereafter, the households with lower income (month average income lower than 250€) have more minors working (8,3%) than minors not working (3,1%). This proportion increases in inverse proportion of the income.

- **Immigrants and ethnic minorities: a vulnerable group**

Regardless of their age, immigrants and ethnic minorities are considered a vulnerable group in Portugal. In what concerns 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%) (INE, Census). Between 2003 and 2004, the foreign population contributed to more than 20% of the national jobs created. In global figures, between 2003-2004 the labour market participation rate of immigrants was higher (78.72%) than the national one (72.88%). 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 jobs. 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) (Eurostat, Labour Force Survey). 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 tong 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."* (NAPIncl 2006-2008).

Moreover, immigrants' diversity of professional profiles in their countries of origin drops drastically relatively to the profession they have in Portugal. *"In terms of average incomes, it can be seen that PALOPs immigrants have the lowest incomes, followed by Eastern European immigrants and, a considerable way in front, Brazilians"*. Around half of the immigrant population has received aid since they arrived in Portugal, being relatives, friends and acquaintances the most used way of assistance (87,3% of the respondents), particularly from the same national community (Lages et al., 2006).

Young migrant students have also higher levels of early school leaving. *"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 students (ACIME, Enter-cultural) during the school year 2000/2001."* (NAPIIncl 2006-2008).

The Portuguese Roma school attainment is also significantly lower since the majority is at the basic level, in spite of the trend for staying longer at school. In 2003/2004, there was a register of a total of 9.335 Roma students but only 34 at the secondary level (ME, 2003/04).

### **2c) Who are socially excluded**

(2a) and 2b)

### **2d) Public opinion and national media towards youth**

Following Capucha, et al. (2002), it has recently emerged on the public opinion, due to events largely broadcasted by the mass media, a new special concern with the problems of youth at risk. It is not a new problem, and beyond the stereotypes that shape the images at the expression evokes, very little is known about their origins, reasons why they are at risk, or the paths that they will know in the future, as adults. An initial constrain imposes from the start, which is to define the category, on a framework where risk has become a value not necessarily negative on modern societies dynamics'.

As general overview, there has been a growing concern with school violence. The uses of the Internet and child pornography represent also a concern. In what regards immigration and ethnic minorities (particularly the Portuguese Roma), those are commonly associated with crime, in spite of an increasing interest for identity and culture of the other (Ferin da Cunha et al. 2004). In this context, it can be said that youth from minority and immigration backgrounds is included under this criminalisation phenomenon.

## **Section 3: Youth Homelessness**

### **3a) Definitions**

The Constitutional Law (1976) established the right to housing as a fundamental right (article 65º, n.º1), meaning that all citizens have the right for you and their families, to housing with adequate space, hygiene and comfort conditions preserving personal intimacy and family privacy.

Since March 2008, Portugal has become one of the few State-members with a national strategy for the integration of homeless people (2009-2015). In this context, all the social actors, from the government to the NGOs and associations, were brought to common platform of understanding the concept as: person, regardless of nationality, age, gender, socio-economic and health and mental conditions, that finds herself - "roofless" (living in public spaces, emergency shelters or with precarious stopping-place (cars, stairs, building entrances, etc.) or "homeless" (temporary housing centres for homeless). Are excluded from the temporary facilities, specific structures for: child and youth; elderly; handicapped persons; in situation of dependency; HIV/AIDS; drug addicted; victims of domestic violence. These two categories follow the FEANTSA - ETHOS definition.

In what regards youth in particular, the age borderline between child and adult is eighteen years old, meaning that under this limit the intervention is ruled by the protection of the child in terms of human rights without any differentiation of nationality. The State has the duty to protect and take children out of the situation of homelessness offering specific temporary housing. When entering adulthood, homeless people should make resource of the available services. The strategy for integration of homeless (2009-2015) establishes as goal that all homeless should be offered alternatives and have an individual action plan. In sum, youth homelessness gathers children and adults.

The mentioned national strategy derives from a national two-phased project on the homeless population. The first phase (May 2004 until December 2004<sup>3</sup>) refers to the situations followed by government institutions, the emergency phone line and NGOs. It considered a categorisation of homelessness according to the housing situation and kind of sleeping place. The definition takes two main categories, which were defined according to FEANTSA working definition but have required a reformulation in order to become more easily identifiable by the institutions (Castro and Caeiro, 2004/05):

- Persons with lodgement: i) that sporadically sleep at the streets or at care centre (due to or internal pressure at the familial level; or psychiatric or consumption addiction); ii) needing social support to maintain it (considered as intermediary);

- Persons without a conventional lodgement: sleeping at the streets, shelter, barracks, abandon cars or houses, etc. The category "persons without a conventional lodgement" (including sleep rough) is the situation most frequently identified by the three kind of social agents. Be that as it may, the existing disparity on data findings can be associated with several factors such as: different organisational standards; interpretation of the concepts; specific services activities".

Thereafter, an adult from eighteen years old can be considered homeless if using a night centre or, also if under that age, is sleeping rough. However, children rough sleeping is a very difficult universe to tackle.

## **2b) Homeless populations in Portugal**

From the eighties and up until very recently, great part of the existing studies on homelessness was conducted on a service provision basis, meaning that the universe of study was restricted to a particular group of users. Those were understood mainly as rough sleepers, in night centres or in deprived housing conditions. However, as mentioned, there has been a more recent research investment on this field.

The relevance of finding "a figure" is not exclusively a quantification matter since it reflects "who exists" and consequently "for whom" services are to be provided. The youth homelessness universe is hidden for several reasons: identification of visible signs of homelessness among youth; inexistence of specific services that could tackle this universe; mobility on the geographic space, also associated to temporary forms of employment; mobility between different kinds of housing – "puzzling transitory housing situations": family/friends/night centres (more than 18 years old)/street/suburbs or so-called "problematic boroughs".

The key-workers that were interviewed (under a general shared remark - "*we have no persons around those ages*" – 16-25 years old) highlighted that administrative records do not allow capturing young people in homeless or social exclusion situations, since the process is usually submitted by identifying the household member responsible for the assistance request, mainly the mothers. This means that is only from adult ages, after leaving the household, that young people assume themselves as applicants, especially from thirty years old up. On the other hand, there are not services specifically for young persons in a homeless situation. In sum, constraining the identification of prevention

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<sup>3</sup> Since the several district social security centres have sometimes made reference to the same service provider, it was necessary to cross check the lists. This cross checking has permitted to avoid double counting's of the same institution, but not of the same person followed by different institutions.

guidelines and needs assessment, part of the youth universe is invisible at the administrative records level.

More than half of the national housing stock is under occupied and 16% overcrowded (INE, Census, 2001). Indicators on housing reflect several methodological constraints like grouping regional asymmetries and the difficulty to reach non-declared house renting and sub-renting. However, the homelessness path of several hostel dwellers allows to state that overcrowding associated to insecure renting is a risk of homelessness. Among the hidden and not yet study in depth situations are: temporary accommodation, staying with family and friends and overcrowding.

The longitudinal study (Pereira et al., 2001) developed in 2000 for the city of Lisbon has found, from January to May 2000, 1366 homeless, 736 using night centres, 91 potential homeless and 539 rough sleepers. In what regards the socio-demographic profile great part were men and between 20 and 40 years old. Previously, Bento et al. (1999) had also underlined as the profile the white male Portuguese with ages between 35 and 60 years old, single, isolated and the episodes of rough sleeping on average 4,7 years.

The first phase of the study conducted by the ISS (2005) at the national level aimed to reach the cases known by several agents at three distinct levels of local action (city council, region and the NGOs). There were 137 entities that answered the questionnaire allowing understanding provision needs but not the numbers of homeless persons since double counting were not filtered. Thereafter, the NGOs were the group identifying more cases, namely: 1111 in barracks, 1334 in shelters, 2.173 "persons that have housing but sporadically sleep on the street/shelter", 1.855 on the streets, 1270 that have housing (pension or house) depending on social support and 736 "that have a house but sleeps sporadically on the streets/shelters due to family tensions". The second phase ("Os sem-tecto: realidades (in)visíveis", ISS, 2005), consisted on a point in time national survey (7pm 19<sup>th</sup> October till 3am 20<sup>th</sup> October) on rough sleeping situations. However, only 467 cases were processed (249 Lisbon, 109 Porto, 26 Setúbal, 23 Faro), being this fact attributed to the difficulties of reaching rough sleepers under bad weather conditions.

The obtained socio-demographic profile by the ISS study (on the 467 cases) reported to: men at working age; single; less than the 9th grade; between 25 and 34 years old; Portuguese; most representative immigrants are Africans (Angola and Cape Verde) and Ukrainians; more than 50% is the first episode and 33% are recurrent; duration of the current episode is for most more than 1 year - 34% for "between 1 and 5 years", 30% "more than 5 years" and 24% for "less than 6 months". As referred causes are: 25% family problems; 23% health; 22% unemployment and 17% housing problems. Furthermore, 57 say to have housing but "do not wish or are not wished"; 32% lived previously with family, 31% in rented apartments and pensions (hostels), 17% in their own apartment (mortgage debts and family conflicts); more than 1/3 was hospitalised, 18% ex-prisoners, 17% temporary accommodation and therapeutic communities (substance abuse), only 13% has not been institutionalised. The educational and employment paths show that: the majority has previously worked; 11% are currently working on unskilled jobs and most with no contract or a short term one, but 30% were long term employees; 1/3 were dismissed (alcohol and substance abuse), 3% asked retirement, 25% abandoned the job. For the means of survival: 176 against 139 had never contacted an institution; the ones that had the access/information was via other homeless (31%), outreach teams (27%) and professionals (18%); 45% get support (more than half from NGOs - outreach teams and religious congregations - and 18% from the Social Security) for food (29%), clothing (20%) and hygiene (13%) and 55% don't get assistance; more than half (58%) survives through daily activities (including illicit), only 12% doesn't have any source of income; is low the number getting social transfers, namely the RSI (24 persons and 12% cancelled, 8% waiting for a reply - 50% after more than 6 months), 25 (6%) that the main survival is employment; only 22% are on the jobseekers centre (requirement for the RSI).

A group of outreach teams in the city of Lisbon has registered, for an approximate total of 1.100 contacts, that 33% of the population was immigrant.

### **3c) Services for homeless young people**

The ISS study (Castro and Caeiro, 2004/05) national inventory of the available services for homeless, identifies as answers (of a total of 70 private and public institutions): "meals" (56); "hygiene" (50); "clothing" (57); "heals" (23); "psychosocial support" (54); "temporary night centre" (30); "Assisted housing" (5); "methadone" (11); "occupational activities" (20); "vocational training" (15); "professional insertion" (24) and "information" (33).

### **3d) Policies: support and prevention of young homelessness**

The cross-philosophy for support and prevention policies highlights a social network approach. The local partnerships of the Social Network Programme (Law nr.11 5/2006) intend a more effective mobilization and involvement of all actors at different local levels, from de-concentrated governmental services, solidarity organizations, other private organizations and citizens. This network is materialized on Social Commissions at the parish level and on the Social Action Local Councils (CLAs).

The recent government DOM Plan aims to qualify home institutions for children and youth. The several institutions are gathered under a platform for promoting concerted solutions and improving their articulation.

Overall, the following several fields are recognized by the interviewees as essential for developing a preventive intervention and care for further development and political commitment:

- Early intervention at the community/parish level for families and children;
- Parish/Borough level projects: not very strict rule-based facilities for daily basis assistance (CV and job seeking support, cultural activities, etc.);
- Early Intervention Programme at the institutional level: diagnosis instrument for preparing autonomy in advance and in cooperation with the young person (housing and employment integration) avoiding homelessness;
- School mediation: day-to-day counselling bridging student/school/families following a field participatory approach;
- Involving the community: so that all take the responsibility for reporting risk situations. This applies also to the associative type of organizations (cultural, leisure, sports) for youth that do not seem to be able to involve the new generations;
- Empowering young people: the roles of "facilitators" and "peer mentors" outcome from local initiatives and are mentioned as very positive for bridging key-workers, families and young people in vulnerable situations.

In terms of support, the Social Insertion Income<sup>4</sup> (RSI) consists of a benefit from the solidarity subsystem and also of an integration programme, via the contact with a key-worker, to establish a responsibility on seeking employment, taking children to school (particularly highlighted in the case of the Roma families) and so forth.

The National Strategy for the Integration of the Homeless (2009-2015) is based on three key-spheres of action: prevention, intervention and accompaniment. The axes of the strategy are also three:

Axis 1 – Knowledge of the phenomenon, information, sensitization and education: 1) Promoting the use of a single national concept of "homeless person"; 2) Guarantee monitoring for suiting answers to the real needs using a System of Information and Monitoring (SIM); 3) Guarantee that Social Networks Diagnosis' and Social Development Plans' including homelessness indicators; 4) Assure permanent updated knowledge and the fight against discrimination; 5) Guarantee accessibility and availability of updated information on homelessness and the existing resources.

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<sup>4</sup> Variable amount calculated as a percentage of the Social Pension that in 2008 is €181,91.

Axis 2 – Qualifying the Intervention: 1) Promoting the technical quality of the intervention (methodologies); 2) Guarantee the effectiveness and efficiency of intervention (integrated intervention); 3) Guarantee the quality of answers, services and the operational logistic of the equipments (users’ satisfaction); 4) Assure answers in order that nobody leaves an institutional environment without securing an adequate place to live, as well as the necessary support; 5) Guarantee that nobody has to remain on the streets for more than 24 hours; 6) Guarantee leaving institutionalisation temporary housing is available as long as necessary; 7) Assure conditions that guarantee the promotion of autonomy through the mobilisation and contractual availability of resources, in accordance with the diagnosis and necessities: a) housing; b) employment; c) social protection; d) health.

In sum, the national strategy for supporting homeless is based on an individualised approach delimiting an individual action plan together with the client. By this way, it follows a single case assessment of needs and services but without defining particular fields of intervention, namely for youth. The minors are under the responsibility of the Commissions for the Protection of Children and Young People. Nevertheless, as being recognised as a group at risk, the National Strategy highlights the importance of creating temporary housing facilities for transition (transition apartments).

### **3e) Specific issues in relation to:**

#### **- Ethnic groups (national white, national black and minority ethnic)**

The Portuguese Roma is one of the main target groups for avoiding early school leaving. Following one of the interviewees (local project with a group of young Roma in Lisbon – “Projecto Sementes”), it is possible to highlight specificities that represent also factors of social vulnerability. This is a closed community sustained by a very strong informal network. In spite of this cultural isolation, the community is active in terms of applying to the social insertion income, using contacts of their one group. The project in question seems to be reaching good results since the trust was built on a particular key-worker that has been committed after a long time, uses peer mentors of the same community, but also since the model of intervention is based on voluntary participation.

The youngest present a lack of affective bonds consequent of their families’ paths (including time in prison, addictions, and premature deaths). The key-approach to break social exclusion paths is to break this family cycle. The essential field of intervention was considered the revalidation of competences (RVCC) acquired on informal training and professional contexts, with equivalence to the compulsory education, but not in classroom environments (long period of school abandonment, hyperactivity, difficulty to focus, rules disrespect related to family neglect, necessity to have an income while acquiring competences, etc.). On the other hand, the majority of the professional courses are not very attractive (gardening, metalworker, and so forth). Moreover, the connection of young Portuguese Roma in some areas of Lisbon with the drug traffic is a concern for social intervention. Crucial moments for building a relation are: the assistance given by the key-worker at the first police arrestment (the social action plan will be an “appreciated” alternative to prison) and the birth of children and family responsibilities, often at a very young age. The informal network serves to circulate job offers among the community and the market selling is also a very common activity. The acceptance of the community is a key-factor and, in that sense, also serves for avoiding young homelessness, since expelling is condemned. Moreover, many households benefited from the 2001 re-housing project and all the family members have equal right to inhabit. By other words, the young person can always complain to the city council if the access to his housing is refused by any family member. However, the families have grown during the period between the census and the housing allocation taking to a serious problem of overcrowding, namely of several nuclear families under the same roof.

The interviewee also affirmed that although some cultural aspects are shared with the designated ethnic group Roma, the Portuguese Roma consider themselves Portuguese (thereafter, the option for the designation “Portuguese Roma” under this report), having

also access to education and health care services. As in opposition to the African Portuguese, that the cultural discourse and practices can be use an element of motivation along the individual action plans, with the Roma this process may not be so easy since the effect of closure is higher.

- **Non-national migrants i.e. without citizenship.**

Following the key-workers, the migrants on an irregular situation are particularly vulnerable, or on a so-called blockage situation. The several factors of vulnerability are mainly related with: documentation; language knowledge; lack of family support essential to overcome unemployment episodes and rent payments.

As reported by the mentioned National Support Centre for Immigrants (CNAI), for the undocumented immigrants the first step to take is to check the possibility to regularize their status, since more options of integration are available. If not in a regular situation there are several services and benefits from which they are excluded: the SCML may not provide assistance; the Social Security as well; having only access to essential medical services but not medication. Finding a solution may take a very long time due to the complexity of making proof of having means of subsistence and housing. After the documents are taken care of, more doors start to open, namely job seeking support, training, access to the social security, Social Insertion Income. The minors with parents on an illegal situation have right to health care and education, as any other child.

Following the interviewees, the accumulation of different issues is particularly problematic for the immigrant group.

*People with physical handicaps have more difficulties in terms of finding insertion options, namely employment, and not mentioning the problems of having a job accident while on an illegal status. (CEPAC - Irregular immigrants and health protocols)*

*"The question of being irregular, the issue of no successes... the issue of being alone... the lack of social support... being alone, is unemployment... I think that as an immediate answer the difference from the other populations is having no documents. The pressure at the leaving countries is so much that they come without making the calculus of having/getting ... they are homeless for the lack of documents, and is a serious thing. At the documentation level, and is good that you mention this: the law demands for the permanence authorization the criminal record from the origin country. This is a hell for many people and many ends up falling into the irregularity due to this document. ... We have an attorney to work these issues...But also there are many people... I remember a person from São Tomé, that the criminal record was suppose to arrive by mail – we have a net connection there – but he didn't have anyone there to take the record for him. If it was not us no one would take care of that. Or, and what also happened often, people send money to a friend and afterwards the paper never arrives...These are questions of vulnerability... But also having more than one year sentence the SEF is not giving. I have here a concerning situation that is a men from Cape Verde that has got 1 year and 3 months sentence and the SEF is sending him away and he has anyone there. " Moreover, it is relevant that: "... immigration depends very much on the informal nets... the problem: what gets there is a disfigurement." (CEPAC – immigrants)*

The criminal record is also demanded to the sons of immigrants that were born in Portugal, while never having been to their parent's countries.

*"... racism, xenophobia, etc."*

*"... without documents a person gets his hands and feet tied up. After the documents situation, it is obvious that an immigrant citizen that doesn't dominate the language is harder to communicate, understand, and search for a job. After, the fact of not having a family support because many came here alone or see themselves alone from a moment to another, if they are not working, live on what they earn from work and, sometimes, don't have work, don't have a family to ask for help, without work can't pay the rent and end up staying at the streets.." (CNAI – immigrants)*

The **refugee population** is on different circumstances: the "immigrant leaves his country voluntarily and the refugee has been forced to do so." Portugal is signatory of the Geneva Convention and it is, therefore, necessary to make proof of suffering persecution for both forms of asylum, the refugee and for humanitarian reasons. They both can be renovated but what usually happens is that refugees tend to choose, after five years, for nationality, since there are many traumas associated to the experience of

leaving the country of origin. The cases of unaccompanied minors among the scarce refugee population in Portugal are rare and they get supported by the Portuguese refugee council. The Portuguese Refugee Council offers temporary residence for the three, four months, necessary to evaluate the request. Afterwards, the social security assumes the responsibility of providing housing and benefits, in order to guarantee their integration, and for roughly one year and a half, depending of each case's circumstances. It is after this path, and when the access to this specific provision ends, that the refugee may fall into a homeless situation. The problems of unemployment, loneliness, are shared vulnerabilities in the future, in spite of the initial protection of the asylum seekers during the settlement period.

Associated with the reasons of persecution, the refugees have specific integration issues relatively to the immigrants, which are the impossibility to contact the country of origin, including other family members, obtain documents that certify their identification and competences, traumas and death of family members, not being possible to go back, and so forth. There are two main groups in terms of qualifications, which can be on extreme poles (very low, higher level). The lack of recognition and equivalences of professional competences may take the person to start all over. For those with lower qualifications, the certification of competences acquired on the job, offered by the revalidation measure (RVCC), is positively evaluated.

- **Gender (parenting issues included)**

*"... there is a vulnerability of the feminine population that before we used to say "the feminine population is always less on the streets since they have other means of subsistence that men don't have", but what is true is that we start seeing more women asking for support on a homeless situation and rejecting prostitution and other ways of subsistence..." (CVP – homeless)*

**3f) Specific issues from the case studies:**

- **Minors**

*Case Study 1: "The first line of help is school, namely having the necessary advisement and orientation services.... We will try mediation between Charlie and his parents but also with is younger brother to understand what is originating the conflict... If I afterwards verify that it is not working, the school has the obligation to participate the situation to the Minors Protection Commissions... the network has also to work... the common citizens must also be alert so that we all have a helping hand to give. ... Someone has to report, give the sign. What happens after leaving home? If there is no consent from Charlie's and his parents, it would obviously pass to the court level and an assessment team would have to act. If Charlie didn't have the citizen legal status it would be very complicated. ... However, being a minor it is easier to support them..." (António Luís Oliveira - institution for children and youth)*

*Case Study 2: "She has asked for support and doesn't seem to have been of any help. This happens many times, isn't it? That people think that nothing is being done when in the reality is. The first resource is always the Commissions. This means that it is the first formal resource, since we have the counselling and psychology services of the schools and even the student and families support offices, which have also to support. In my opinion it would be necessary to report to the police, there should always be a criminal process. Here, she has 15 years old, she could be institutionalised... the mother must make complain to the services... we must understand also her role. A minor can go to the police and report a complaint as well, and being a minor she has right for a free attorney. If she addresses herself to the police, or to the Commission, and leaves home she will not sleep rough since there are emergency units where she can stay 20 days and afterwards to be placed at a Temporary Centre (CAT) or an institutional home. Those can be of the SCML (main government social provider in Lisbon) or other NGO. Even if were no vacancies she could go to a hostel (pension) and the Social Security would pay, she would not sleep rough... or even call the line 144 for social emergency. There are always solutions; it can be the case of not existing enough information and the people having more difficulties to stand for their rights. " (António Luís Oliveira - institution for children and youth)*

*Case Study 2: "... But as older as they get more doors get closed. We have to call the police, that can orient the young person to a night centre, but we can't do it since those are always for adults. So, we have our emergency beds but outside of here is very complicated." (IAC - Institute Children Support)*



Case Study 3: "We should try to understand why she is trying to grow up so fast... if she is trying to replace the paternal figure by the boyfriend... I believe the most important thing when working with youth, is to try to listen to them. ... If it is not like that, for example Salhi, we would lose her. If Salhi was pregnant we would have to evaluate if the best solution would be to live with her boyfriend, because a new person is about to be born and has also right to a family. We would have the support from other services, for example, the "Ajuda de Mãe" that has a school for mothers and psychological support makes ateliers for teaching sewing, bakery, meaning that they can earn some money... Ideally, the key-worker would be from the Minors Commission, but if this is not working, any key-worker can intervene... (António Luís Oliveira - institution for children and youth)

Case Study 4: "This is a very complicated situation... why can't he get along with any of them... So, at what age he became an orphan? Was he accompanied? Was he psychologically supported in order to face both parents' death? This is a question that would be very important to answer, since he considers himself a burden... is he really? ... I think we must prioritize always the family alternative and only when this doesn't work is that we will look for the extended family, including baptism mother and father without blood relations and, afterwards the institutions. The institution is a much more impersonal environment. But we have a detail to consider that is the illegal situation of a child labour since he only has 15. Here it doesn't say if he has completed the minimum compulsory education... The school has a main role... on giving sign of risk situations. It is essential to intervene, not immediately to report to the Commission. First there must be an essay of intervention, also for not providing the information raw to the Commission, like identifying the case reporting "It's been 2 weeks since Kimmiah is not showing up at school" and the Commission would say "So, is he seek? Broken a leg?". They must intervene to check what is happening, and even the class directors must have a responsibility... everyone is responsible." (António Luís Oliveira - institution for children and youth)

#### - Young Adults

Case Study 5: "David cannot simply leave and while standing at the door think: "and what about now?"... It is fundamental to gradually promote his autonomy... and the autonomy being: knowing how to look health care services, employment, going to an interview, managing a home, teach him to iron his cloths, to cook. He must be able to sustain by him... depends on how the autonomy process has been done and if it was well done. For the transition apartments is very, very complicated... it is hard, there are few places and the young persons are almost required to submit to selection and prove that are competent, autonomous and that they want... If he was 16 or 17 it is that gap – those years that they are becoming adults but are not yet legally adults." António Luís Oliveira - institution for children and youth)

Case Study 5: "We have, at this moment, the case of two young persons... that family cannot contain their behaviour, the institution has failed and they have passed around several institutions... They are being used as drug mail, they are under consumption already, and they are both 14 years old. We have already informed the court saying that was important to intervene... but it takes a long time for the court to respond." (IAC - Institute Children Support)

Case Study 5: "Yes, there would be a difference if he was immigrant or not. For example, in terms of employment and vocational training... he would need to have documents, for example, to be entitled to support on our employment club. If he didn't have documents, there are other institutions that could support him. In this organization, he could get support in terms of basic education and needs, such as food, cloths, that is a first type of support so he could pass, let's say, to a second level of needs. If it was a woman we cannot give an answer in terms of night centre but yes bridge to others such as the SCML. If it was emergency we could advice the VITAE, Salvation Army..." "... in fact there is a significant part of our population that has been institutionalized while a child. It is a risk factor. Precisely because of that issue, they reach 18, were used to live in an institution and to be protected... There are educators that follow the young person but nevertheless they feel a bit lost. We have received demands from institutions regarding young people that have left the institution, are now living alone, working, and they need support maybe even for the basic needs like food..." (AMI - Homeless, Social Exclusion)

Case Study 6: "Regardless of the associated problematic, the satisfaction of basic needs, what they all want is a job. What all automatically say is: "I want to work, I want a job!". But they don't understand that they do not have conditions, or the requirements, for that to happen. Don't have training; don't have emotional stability, work habits, basic social competencies, many times even of social relationships, that are necessary ... And will we do? We sensitize, in fact, to those lacks. There are aspects that must be worked to reach that point. ... It is important to get a training that also works the social competencies, besides the equivalence to school..." (SES - Social Emergency Service)

Case Study 7: "We don't have capacity for unaccompanied minors. He is here from the age of 14 so he is excluded of having made the four initial years of school necessary for naturalization... If older, we would initiate an active job seeking process and get a work contract in order to do is regularization. From this point, Mohammed would have the capacity to decide his life as he would wish. The questions of studying and all the rest... The worst case scenario: he cannot get a job, stay on a night centre without any stipulated permanence or life Project and the situation would end up like some in fact do..... I think we have is many irregulars that come up here that are in that situation because they didn't apply for refugee status" (Refugee Jesuit Service - immigrants)

Case Study 7: "Our clients don't have that level of school qualifications, not even the minimum compulsory. Our fight is before, meaning to get the minimum education or "Novas Oportunidades" or adult's courses or a professional preparation. One of our bets for young people is in fact the professional training – courses that give school education correspondence and at the same time training. This would be something to invest for youth and there should be more information about courses, since it is one thing that young people that come here ask for. Look, "I would like to follow a course in that domain, what do I need to do?" And sometimes is hard to find answers. Sometimes they don't have the school required years or others when the courses get here they are already finished..." (AMI - Homeless, Social Exclusion)

Case Study 7: "... We provide for immigrants in illegal situation for humanitarian reasons. So, we provide a first level of basic needs and after we essay to involve the embassies... Some embassies absent people from paying certain taxes, like passport, consular card... We report... we try to articulate with the National Immigrant Support Council (CNAI)... The work must always be done in the direction of not maintaining the illegality and irregularity, even because the person in that situation is not in conditions to integrate in the society..." (SES - Social Emergency Service)

Case Study 7: "There are the normal difficulties that exist for any Portuguese. We have serious constraints with night centres but it is for all Portuguese. Anyone that is a minor, and registered on the minors' database, has access to anything for free for the simple fact of being underage, even on an irregular situation." (CEPAC - Irregular immigrants and health protocols)

Case Study 7: "His regularization will depend on the way he entered Portugal. Because if minor he would need to have his parent's consent. The uncle for having done family reunification needed to have the guardianship of his nephew. If he had the guardianship he would have residence authorization because minors under guardianship have the right to ask for residence authorization. Having the situation regularized then we will further investigate: is he working, studying, what is he doing? Now, homeless: is he working? Does he have more family members that can receive him? We always check on the family domain because it is always better to be in family environment than at a night centre. If he didn't have, he would go to the Jesuit Refugee Service night centre up until reorganizing his life. See also if at the centre he could keep with school lessons, where is the school? And after see also if he wants the assisted voluntary return since he is here alone. Studying with the young person what he wants."(ACIDI - government - immigrants)

Case Study 8: "We would have to understand if this relation with this new person is sustainable. What are the goals of this couple, if it is a couple or just a relation... where is the father of the child, if he exists... but considering that the situation is not well defined, Susan would possibly have to leave the night centre to a residence specific for teenage mothers..." (António Luís Oliveira - institution for children and youth)

Case Study 8: "It would be better to look for this agency before having the child... Regardless of the nationality status, one woman over 18 that has a child with more than 3 months, is always conducted to other institution, unless she is a previous client... our specialty is pregnancy... If it is a case of mothers on an irregular situation, it should be a first step to sort the document problem during pregnancy. The time on the country, for example if only after one month, is an additional constraint making the solution very hard to achieve. A school will take a child on an irregular situation. Afterwards, if this child wants to go to the university she can ask for naturalization regardless of the irregular situation of their parents. All children that have done in Portugal 4 years of school have the right to obtain nationality." (Ajuda de Mãe - pregnant and mother teenagers)

Case Study 8: "If is a risk situation, that by norm is, and we see that is a women without conditions to guarantee a minimum well being for the child, we communicate the case to the maternity social services before the child being born, so that there is no social discharge without a careful analysis to guarantee the child well being." (SES - Social Emergency Service)

## **Section 4: Services for the young homeless: including methodologies**

### **4a) and 4b) Who provides and funds services:**

The Social Security Institute is responsible for managing the governmental institutions that intervene on the social solidarity field. For the area of Lisbon, the responsibility of the Institute is delegated to a particular organism, the Santa Casa da Misericórdia de Lisboa (SCML), which provides outreach teams, housing and support services for families and single persons, manages the social emergency service, has temporary night centres and also institutions for children and youth at risk. In sum, it covers an extended variety of services.

As the other main sector for provision, the IPSS (Private Institutions of Social Solidarity) – catholic or private based - are partially funded through the celebration of cooperation agreements with the Social Security Institute. The left part of the financial sources is usually obtained with the help of catholic institutions, private enterprises, the community, and so forth. The ONGs are funded if put as equivalent to the IPSS, or via specific cooperation protocols, when the goals of intervention are on the social solidarity field. For aims of comparability, the IPSS were also designated as ONGs along the present report.

One area where the intervention also relies mainly on the State is the move out. This means that the several IPSS design an individual action plan with the client, which at the last level is constrained by the structural conditions (unemployment, housing market, etc.) facing the inexistence of alternatives provided by the government, such as controlled cost and social housing, transition apartments (existing are public and with few vacancies) for young people coming out of institutions, housing resettlement services.

### **4c) Services in relation to Needs:**

#### **- Needs in relation to a housing**

The needs in terms of housing affect the insertion plan and also the construction of autonomy. The lack of low cost housing for young homelessness/unemployed is the main blocking factor for reinsertion after finding a job. The ones living alone are in a worst situation. Following the interviewees:

**Social insertion temporary facilities:** temporary night centres for rough sleepers (women have less responses); for families; for young mothers; for the elderly.

**Transition apartments:** The existing residences of autonomy, in Lisbon, for young people that were institutionalized have the capacity for 3 boys and 3 girls. According to the interviewee: *"We have 21 young people above 18 years old"* and the offer doesn't cover the needs. These cases are the ones that have, after the institution, followed university studies and are not yet working.

**Protected residences:** Supported housing and social accompaniment structures for young people that were institutionalised and have cognitive difficulties. There is a gap, as it exists also for the older, in terms of offering no-term accompaniment structures. *"Not all the young people have the capacity to confront themselves alone and insert in the society, so of the 21 young people that we have, many have a cognitive compromise and after the institution there is a difficulty of insertion that we have. So, are kids that will always need answers, namely of something that doesn't exist much that are protected residences."*

**Council and low cost housing:** *access to social housing is constrained by the number of houses available and also by the bureaucracy involved in the process, including for unfolds requests related to family enlargements."... This young girl has the house where she lives with her mother and still has her belongings there. She has the key. It would be possible for her to stay with the father of the child in that house... but the City Council says no... says that they must give back the house and afterwards another will be attributed to them... when the passage could be direct. By other words, very bureaucratic processes that make people lack interest..."*

**Health protocols and housing:** In the case of immigrants with health care protocols the embassies to not always fulfil their responsibilities in terms of supporting housing.

- **Needs in relation to lack of social capital – education, life skills (plus needs of people in social care, institutional care, compare refugees)**

In what regards, the institutionalised youth, and as mentioned above, it is fundamental to provide an accompaniment at the psychological level/development paediatrician, in order to overcome possible cognitive limitations.

**Institutions for brothers and sisters:** The case of the institutional home for children and youth interviewee was born from the verification of the need for institutions particularly oriented for brothers/sisters that via the institutionalization are usually separated.

Following the interviewees, the current available measures cover the major part of the population. This has not been always the case by the combination of the entitlement conditions for vocational training, namely academic qualifications and age. The combination of the Program "New Opportunities" and the RVCC is well evaluated by the key-workers. Nevertheless, the fact that the offered courses implies, sometimes, times of wait prejudices some young people, like, for example, young mothers. Moreover, the area of professional training usually offered to socially excluded young people are not very attractive for them or care for job insertion opportunities. The informatics area is one of the favourites, but vacancies due lack. This fact constrains the change to balance capabilities and expectations under the action plan design.

**Minimum compulsory education, vocational training and professional competences certification:** the key-worker plays an essential role on finding solutions that can include young person with more than 16 years old and less than the compulsory education. The key-worker must be an active actor in this area researching programs. Nevertheless, one interviewee highlights that the minimum compulsory education ends around 15 years old and vocational training is from 16 years old onwards - vulnerable area for those under the 15-16.

**Early school leaving fighting measures:** the Program PETTI has launched the PIEF as an integrated program of training and employment for youth around 15 years old as a measure to fight child labour. However, that doesn't include early school leaving but only after reaching minimum compulsory education. There is a great need to develop measures to fight early school leaving.

**Phased/Credits Education:** adolescent mothers tend to drop-out of school during pregnancy. Creating school modules would avoid losing the all academic year. The experience of mobile school is achieving good results.

**Involving the Enterprise Tissue:** *"We need to review the vocational training courses all the way of acting of the job centres, especially the professional vocational courses... and also, and this would be also for the Portuguese, the validation of competences... what is this? Which workers are involved? I have many doubts about this."* To this regard, it is fundamental to involve the private enterprises and create job opportunities.

Including documents/legalisation as a social capital factor, in the sense of citizenship and the associated participative opportunities, this represents a major constraint for the immigrant population insertion plans. As stated, not having documents affects both national citizens and immigrants and it is the first necessary step in order to apply to the national income of social insertion, and other following employment insertion solutions or benefits. In the case of immigrants, and especially for those that are already dewing penalties for each day on an irregular situation of not having required the renewal of the authorisation of residence, it is a process that takes a long time and sometimes significant amounts of money. Along this wait, the immigrant is on a blockage situation and surviving on social support but without working inclusion possibilities.

**Involvement of the embassies:** tend to abstain to intervene when regarding obtaining documents at the origin country, on which depends the legalization of immigrants. Some are more cooperative than others and it may be a factor of greater or less vulnerability depending on this arbitrarily.

Moreover, *"for immigrants in irregular situation, working without a contract and health insurance, that have a job accident, that we also have here, they enter the purgatory, to not say hell."*

**Higher qualifications and professional equivalences:** In what regards the refugees, there are two main groups, one coming from poor countries with very low qualifications, and another of graduated and people with high level of qualifications. Since, as consequence of being in a situation of escape, they do not possess the certificates to make proof of their qualifications, they are in a hiatus situation in what regards vocational training. This means that the vocational and professional training is for people that have no more than 11 years of school, and if having more the alternative are programs for professional equivalences. Those exist for the medical area but don't, for example, for engineers, who cannot exercise the profession. It is necessary to find enterprises particularly sensitive to the refugees' problem. On the other hand, the ones coming from Asia have also problems on finding equivalence with the Portuguese educational system, and, thereafter, the need to start vocational training from the beginning.

- **Needs in relation to physical and mental health**

The delimitation of fields of intervention between health and social services are not clear and it passes by ping-pong of the person from the hospitals to the streets and vice-versa. Moreover, the deinstitutionalisation<sup>5</sup> of mentally ill has contributed to aggravate the situation, namely homelessness.

**Psychiatric facilities:** including night centres separating this group with specific needs from the others. The situations that exist of grouping homeless with psychiatric ill are pointed out as negative for all. *"There are many constraints at the mental health level, but we know that hospital institutions are discharging but afterwards there is a social problem that is not safeguard, and many times they contact our institution, and surely others, to answer people special needs, because there is a family rupture and the incapacity to retain the person."*

**Structures adapted to physically handicapped:** several interviewees have mentioned that their services are not adapted to wheel-chair clients.

- **Needs in relation to addiction – drug and alcohol**

Drug addiction is representative among the young homeless. There are temporary accommodation services that prescribe methadone. The key-workers highlighted the constraints provoked by this problem in terms of building an action plan. It is a barrier that blocks many young excluded young persons. The therapeutic facilities are insufficient for the needs, taking to group clients with different needs at the emergency type night centres, particularly these cases.

- **Needs in relation to social network – mediation, recontact support**

- **Needs in relation to offending**

**4d) Service methodologies:**

- **Prevention**

Family mediation and schools are the more frequently referred lines of prevention and for identifying risk situations. The local projects that work with young people, on an associative basis, are also mentioned as fundamental spaces for letting young people express themselves, follow cultural activities and using computers, promoting info-inclusion. The social key-workers at the neighbourhood level also assume an important role of prevention developing an early intervention near families. Overall, working with young people evidences the need for small scale and personal services that do not impose rigid formats, where they don't feel constrained by rules and hierarchical relations. Following the interviewees on prevention:

**Mediation services:** the field of family mediation is constrained by the limited existing human resources – *"there are situations of 80 cases per key-worker"*. Key-workers under the Commission

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<sup>5</sup> Hundreds of thousands of not hospitalised mentally ill had premature deaths, comited suicide or didn't get treatment for the deseases they got. The process of desinstitutionalization is still to be understood and many consider that it was an ideological precipitation. It is fundamental to: establish the responsibility of the services at the local level; evaluate the services; review the law for compulsory hospitalisation reaching situations that "need treatment" before the representing a threat for society, among other factors. Fuller in Magnet, 2001: pp. 337-349

for Minors Protection visit a family for a social diagnosis to support the court decision, but there are not resources for "therapy", meaning working closely with the families.

The lack of human resources outcomes from a missing political investment. There are experiences proven to have achieved better results with a dedication to family mediation, instead of financing the institutionalization of children. As for example, the "Movement for Life Defence" (MDV) consists of dedicating for six weeks a key-worker to a single family, offering a personalized accompaniment. At the social emergency level, meaning accumulating with problems of addictions and rough sleeping, some cases are considered as "end of the line situations". In these cases, family mediation is difficult to be a solution since the process of ruptures is considered irreversible.

#### **Key-workers and fieldwork intervention at schools:**

*"The workers at schools must have a especial ability to work with young people and to look up for young people in the classes, during breaks and do not stay behind a desk at the office... that is not a way of working at our days."*

*"It is on the spot and is not at twenties or thirties. It is the articulation... school had a fundamental role and nothing is being done... there are the first signs... there are many times the unemployment of one family member... and when there is a lack of basic resources the relations also start to deteriorate... It starts existing family conflicts, neglect... and after is many signs... at schools, teachers don't have time also to determine. There should be a multidisciplinary team of support at schools. There isn't. Teachers don't have the competencies of a psychologist or social worker to approach the situation, but also they are overloaded with administrative issues. Sometimes there are signs that should have been taken care off at the school level avoiding it's growing seriousness. It starts the family disorganization, the rupture, the addictions, very early... it starts to exist behaviours at the sexual level... lacks preparing, sensitize very young children."*

Overall, the work of prevention is missing. "We keep intervening at the effects level and not at the causes." For working the causes, is fundamental to work on the enterprise tissue: "It is terribly worked but I also don't know how to grasp it."

#### **- Reinsertion and accommodation methodologies**

The National Strategy for the Integration of the Homeless (2009-2015) establishes a model of intervention and accompaniment based on two moments: a) Emergency Intervention and b) Accompaniment after Emergency.

The first corresponds to the period between signalling the situation and it's identification by the Nucleus of Planning and Intervention that designates a reference-worker (case-manager). The path of this first moment is signalling and transportation to an emergency centre (to be created – not intended for more than 1 month); assessment and diagnosis; informing the nucleus and attribution of a case manager. The second moment departs from the contact of the case manager with the situation, taking into place the necessary diligences for preparing an individual insertion plan. The Individual Insertion Plan is characterised as being defined with the person, formally establishing actions to achieve autonomy, adequate to the potentials and necessities diagnosed at each moment, meaning that it is adapted to the evolution of the accompaniment path. The duration must adapt to the several types of required actions. The reference-worker mediates and facilitates the articulation with the different entities/services along the process. A system of information will register and updated the clients' situation. This process lasts up until achieving autonomy from the homeless situation, but the cases that still care for a support type relation will be directed to the social services at the local level. The reference-worker will keep follow-up the case during three years, aiming to avoid relapses.

In what regards good practices, the National Inclusion Plan - NAPIncl 2006-2008 – highlights as lines of intervention, under the "good governance spirit", the active participation and the integrated attendance methodology.

At the network and partnerships level, which base a provision of clustered services, the "integrated attendance methodology" (2002)(NAPIncl 2006-2008) aims: 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. For

reaching these objectives, it is essential the creation of working groups in the Social Network and protocols of cooperation between local partnerships, thus initiating integrated attendance in key areas of social intervention. Among the several obstacles in implementing the integrated attendance methodology, was the persistence of closed organizational cultures associated with the resistance to adopting new procedures and standardized assessment criteria. To designate a social professional for the role of social manager of the multiple of problems (health, unemployment, children at risk, etc.) was also a difficult to achieve.

In what regards the "activating participation project" (NAPIncl 2006-2008), it aims to develop a culture of participation of 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. Besides of achieving the proposed objectives, this experience allow to highlight that an empowerment approach requires follow-up strategy. Among the several initial constraints were factors as the creation of false expectations for the target groups involved in these actions; institutional rivalries; inadequate use (appropriation) of the actions; bureaucratic and administrative rigidity.

Under the same spirit of promoting empowerment, the social workers' intervention and methodologies essay to reach the same assumptions. However, if, in great part of the cases defending that the client's needs and wishes must be attended, there are several constraints, namely related to specific problems, like health and addictions, or illegality and documents. On the other hand, the global economic crisis and the significant increase on unemployment for all the general population impacts on the move out opportunities. By other words, and to the question "*What does insertion look like when there are no jobs?*", the fact is that individuals tend to be included on temporary type of answers, such as professional training and short-term social protected forms of jobs, but permanently under the dependence of the government support.

Considering the interviewees descriptions of their work, and as an overall characterisation of the "social reinsertion plan", it corresponds to the same guidelines as the now formalised by the National Strategy for the Integration of the Homeless. It is designed on a goal by goal, or step by step, basis. The prospects, according to gender and age, are based on getting into educational programmes to obtain equivalence to the minimum compulsory education, professional and vocational training (informatics, metalworker, gardening, sewing and so forth), and work insertion. According to each case, other needs may be necessary to be answered, such as health problems, addictions and, particularly for the immigrant population, legalising their situation, without which they are on a blocking situation. Along the reinsertion path, the reference key-worker will find partnerships in order to provide services clustered according to client's needs. The key-worker and client meet each as the several steps are achieved. The move out moment is clearly conditioned by the structural conditions and social policies, namely on lack of low cost housing, and great part of the client's will be depending on benefits increasing their chances for relapses.

In this sense, and taking into account the guidelines of empowering clients and to develop a personal accompaniment, the necessity for more human resources is evident. The interviewees were clear stating that the lack of political investment in this field reflects on the possibilities to develop interventions, namely following-up the clients after move out, assisting their resettlement and also at the prevention level by offering domicile visits. Another area, which the National Strategy outlines under the second axis, that cares for further development, is to built a training referral for key-working, besides of clearing a common definition of the phenomenon. Furthermore, the understanding of risk factors is also an aspect that cares for concerted discussions.

The area of youth presents is particularly challenging due to, among others, the invisibility of this group under the administrative records. It also demands that methodologies do not base on imposing but on cooperation and finding concerted solutions. It is also a fact that young people move out demand the political will to

attenuate the impact of structural factors, such as unemployment and the housing prices, enabling them to live autonomously and break the perpetuation of factors like the poverty cycles and benefits dependency. Following the interviewees:

**Lack of strategy:** *"I believe the great gap in our days is at the strategic level on what to do with the problem that we have already identified."*

**Lack of investment on the long term answers:** *"...I was there for three hours but three vans came to give food to rough sleepers and they choose the meal that they prefer, which is a right. Now, at the accompaniment level, building life projects for these people, there is few. But this, in my view, is a matter of political orientation: we want workers on the field or not? We demand not doing more of the same?... I agree that there is a lack of night centres... but we find them and what happens afterwards?"*

**Lack of methodologies, including observation techniques:** *"More of observation. Of course, there are analytic matrixes, for example, of neglect and abuse... there are certain observable indicators to assess when we make family visits... But, I think this is a thing that is failing a lot, for example, in terms of the observation of the domicile visits that we don't have an observation matrix. We go, knowing that we have to evaluate the conservation state, the hygiene conditions, things that are "sensitive". I believe social work lacks credibility in many spheres because, effectively, workers should make a greater effort to transform data that they observe on more concrete data. In many reports we read "unsuitable mother" and, what means unsuitable? Is it defined? ... The Law is very recent (from 99) and also the definition of quality in institutions for children. Before were the religious institutions where people knocked at the door saying: "can you raise my son because I don't have the means." Now we are changing and we need to give time to the time."*

**Professionalism/Competences of Key-Workers:** *"Who is the social worker? Is a biologist? Is a social worker doing of psychologist and the psychologist doing of social worker? ... Where is the knowledge of intervention methodologies? ... On the social area it is shameful what is happening.. "*

**Lack of contract and monitoring:** *"The problem is at the contract and accompaniment; it is not only about creating human stock houses. It demands key workers. I cannot have 30 clients on my own because I will not be able...By the way, and you can publish what I am going to say, I see that they send here people for the labour market insertion that are under the RSI (minimum insertion income) and are obliged to come here search work. But afterwards they don't put their feet here and nobody controls. I am not against the workers because they cannot do everything. The problem is at the monitoring level. This is the key problem."*

**Benefits issues – amount, time of wait:**

*"The social insertion income, for living on a city is impossible... 180€ what does that give for a person living alone... namely if dependent... of course we have the SCML that gives other support... but..."*

*"I believe it has more to deal with bureaucracy than the conception of the idea or with the will to solve the problem... there is also the execution that is vary behind the needs... the average time of wait for the social insertion income is three months... Three months can be enough to die, for all problems to aggravate... it is very behind from improving people's realities..."*

**Importance of networks for finding practical solutions:** *"There are small details... for example; washing was a problem because at the end we have Manuel underwear with Joana's and Francisco, and Francisco with socks of different colours. So, in contact with other organizations, it was a facilitator, we found a very important easy solution that are those net bags that we can find anywhere and are cheaper. We have established that each child has his own net bag for washing and it is working really well. It is with shearing that small details are sorted. ..."*

**Development of network:** in spite of the importance of networking, the informal contacts that key-workers develop are better valued in terms of building partnerships for clustered services than the Social Network program, which results are still under progress, or in some cases considered ineffective. According to an interviewee, the idea of partnerships and network works in theory but it is fundamental to promote its real effectiveness by creating an organism of external evaluation: *"than, we will get to the surprising conclusion that we are all doing more of the same."*



## Section 5: Issues for the European social model and values

The European Social Charter (1961) signed by the governments of the Council of Europe establishes that the Parties should ensure the effective exercise of the right to housing by: promoting access to housing of an adequate standard; prevent and reduce homelessness with a view to its gradual elimination and make the price of housing accessible to those without adequate resources (article 31 – the right to housing). Moreover, the article 7 leads the Parties to undertake several actions in order to guarantee the right of children and young person's to protection.

Thereafter, the European Commission alerts for the fact that homelessness gathers several issues from lack of housing, family problems, poverty, unemployment, and so forth. At the Lisbon European Council (23, 24 March, 2000) State-members of the EU accepted the challenge to fight against poverty and social exclusion, as a key-element for modernizing a European social policy by "investing in people and building an active welfare state". Following the European Nice Council (December 2000) several States defined National Action Plans for Inclusion with the objective of creating policies to prevent social exclusion, namely lost of housing.

The European Parliament approved the declaration on "ending street homelessness" (22 April 2008 – Strasbourg) until 2015.

The 17<sup>th</sup> European Union Housing Ministers' held on the 24<sup>th</sup> November 2008 (Marseille, France) on the theme of "access to housing for persons with difficulties", took to the recommendation of assuming the commitment for developing homelessness policies under the 2010 European Year for Combating Poverty and Social Exclusion (€ 17 million campaign aims to reaffirm the EU's commitment on making a decisive impact on the eradication of poverty by 2010).

Thereafter, following the Lisbon Strategy revision (March 2006), the national plans were inscribed under a broader framework for an active intervention for inclusion. During the last years, the European Commission reports on the National Action Plans have been identifying homelessness and policies addressed to this issue as one of the priorities for great part of the State-members.

Taking as source the referred key strategic plan for inclusion (NAPIncl 2006-2008):

*... within the Open Method of Co-ordination framework (OMC)<sup>6</sup>, 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". 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 in procedures. Revisiting the European Social Agenda<sup>7</sup> 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-ordination<sup>8</sup> 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.*

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<sup>6</sup> 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.

<sup>7</sup> 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 in NAPIncl 2006-2008

<sup>8</sup> 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 in NAPIncl 2006-2008

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.

(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.

As 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.

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 policy priorities<sup>9</sup>:

**i) Fight child and elderly poverty, through measures which ensure their basic rights of citizenship**

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.

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<sup>9</sup> 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.

*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.*

#### **ii) 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 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.*

#### **iii) Overcome discriminations by integrating people with disabilities and immigrants**

*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.*

*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<sup>10</sup>.*

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.

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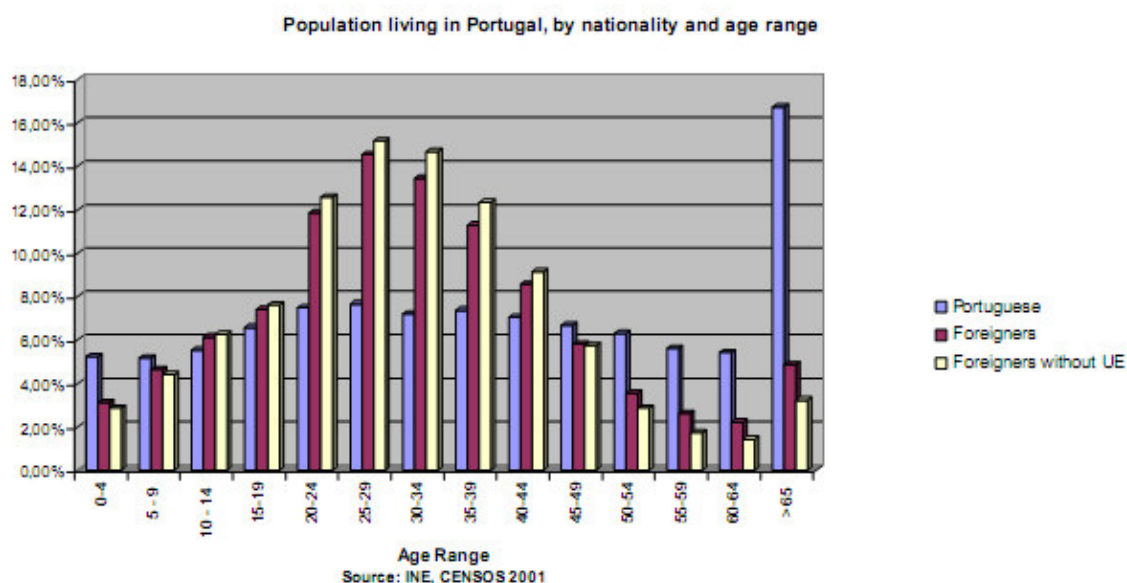
# **Overall Presentation of the Key-Workers/Interviewees (WP3)**



<b>Institution</b>	<b>Person/Position</b>	<b>Type</b>	<b>Services (indicative...)</b>	<b>Target Group</b>
Comunidade Vida e Paz	Male/PT born white Around 40s Coordinator of the outreach teams	IPSS (220 beds along different centres)	Temporary and transition housing; Job seeking support; food, cloths, key-working – insertion plan; Partnerships for other services: mental, training, documents, etc.	Homeless adult men including immigrants – rough sleepers (from 18)
AMI Centro Porta-Amiga	Female/PT born white Around 30s Key-worker	International Medical Assistance Foundation - NGO	Food, clothing, housing for men with employment on another service of the AMI; key-working – insertion plan Partnerships for other services: mental, training, employment, documents, addictions, etc.	Adult men; Families; Women Young people could be entitled but they don't tend to seek the services Rough sleepers and deprived neighbourhood
O Ninho	Female/PT born white Around 60s Director	IPSS	Housing, Training, Partnerships for other services: mental, training, employment, documents, addictions, etc.	Women – prostitution (all ages)
IAC (Institute Children Support)	1- Male/PT born white 2- Female/PT born white Around 30s Key-working, mediators	IPSS	Emergency housing, family mediation, articulates with the Commission of Minors Protection (juridical)	Street children – only single cases rough sleeping but with very complex family situations (up to 18)
Médicos do Mundo (MM): Projecto Sementes	Male/PT born white (Dreadlocks...) Around 30s Project coordinator	International Medical Assistance Foundation - NGO	Daily needs: court, juridical, paying housing, Access to computers, school work, etc.. Partnerships for other services and insertion programmes	Children and youth (3 to 30) Families Gipsy community – Portuguese status but ethnic minority (not Roma)
CNAI - ACIDI	Female/PT born African Around 30s Key-worker	Government	Advisement and Counselling to several areas (housing, law, social support, social security) – Bridges to other NGO	Immigrants
Associação VITAE	1- Male/PT born white Manager Around 60s 2- Female/PT born white Around 30s Key-worker	IPSS – ONG'D (171 beds – 25 for women)	Emergency night centre with a key-worker and action plan – partnerships for employment and training; health care; food; cloths	Homeless (from 18 years old) Men/Women Rough sleepers
CML Social Support Department	1- Female/PT born white Around 40s Key-worker 2- Female/PT born white Around 30s Outreach-worker	Government (City Council)	Outreach service – food distribution. Bridges with the SCML (main public social support provider for the city of Lisbon) for other solutions.	Rough Sleepers
SCML – DADIJ	Female/PT born white Around 50s Department coordinator	Government (youth/children department)	Institutions for youth and children in danger after decision of the Minors Protection Commission and Autonomy Apartments	Children and Youth Institutions and Autonomy Residences (3 boys/3 girls)
SCML – SES	1- Female/PT born white Key-worker Around 40s 2- Female/PT born white Around 50s Key-worker	Government (social emergency service)	Emergency Social Service Night Centre, Personal action plan – bridges with NGO	Rough Sleepers Other housing situations
Ajuda de Mãe	Female/PT born white Around 30s Key-worker	IPSS	Housing Centre, Job seeking support, food, training and education, family mediation	Young mothers and pregnant
Jesuit Refugee Service	Female/PT born white Around 30s Key-worker	International - NGO	Housing Centre, Job seeking support, food, training, Portuguese courses, psychological support	Immigrants
Centro Padre Alves Correia (CEPAC)	Male/PT born white Around 40s Department coordinator	IPSS	Job seeking support, food, training, Portuguese courses, law support, psychological support	Immigrants and Persons under Health Care Protocols
HUMANUS – CAM	Female/PT born white Around 30s Key-worker	IPSS	Housing Centre, Job seeking support, food, training and education	Young mothers and pregnant
CPR	Female/PT born African Around 30s Key-worker	Government (Portuguese Refugee Council)	Housing Centre, job seeking, food, training, Portuguese courses, law support, psychological support	Asylum Seekers
Lar Escola António Luís de Oliveira	Female/PT born white Around 30s Key-worker	IPSS (12 boys/12 girls)	Housing for brothers that were taken (Minors protection) from families; life plan, autonomy Partnerships for other services: health	Children up until 18 year old (possibility to extend to 21)

# **APPENDIX**

**Figure 1.**



IN: TRESEGY, 17/10/2007

**Figure 2.**

Table 3 - Students of immigrant origin enrolled in secondary school (10-12 grade)

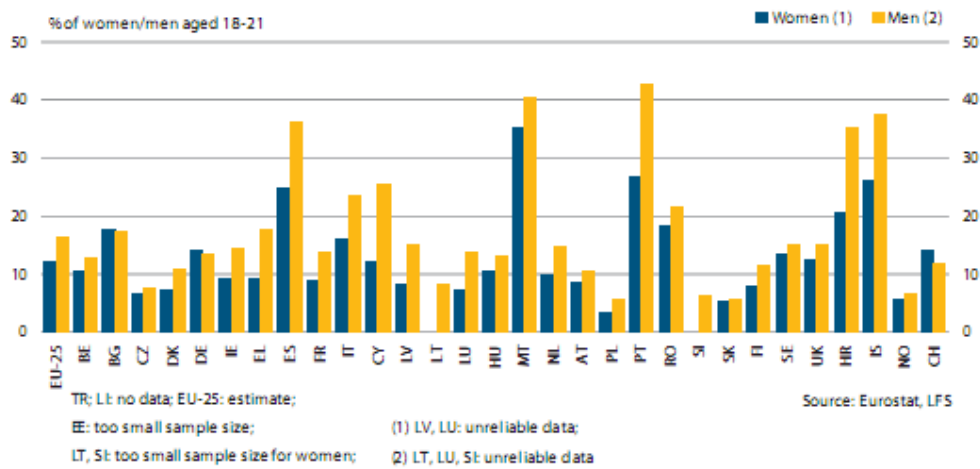
Origin	School year			
	2000/2001	2001/2002	2002/2003	2003/2004
EU	26,21%	23,34%	21,19%	20,59%
PALOP	32,94%	34,90%	34,25%	32,40%
Angola	22,19%	22,78%	22,48%	21,22%
Cape Verde	8,58%	11,27%	11,50%	11,61%
Guinea-Bissau	5,23%	6,00%	6,64%	6,75%
Mozambique	4,94%	4,38%	4,08%	3,57%
San Tomé e Príncipe	3,95%	4,57%	4,50%	3,76%
Brazil	8,66%	9,69%	11,14%	12,91%
India - Pakistan	0,77%	0,69%	0,77%	1,16%
China			1,29%	1,18%
Moldova			0,36%	0,77%
Romania			0,19%	0,29%
Russia			0,73%	0,78%
Ukraine			0,91%	1,67%
Other origins	19,47%	17,30%	14,36%	13,76%
<b>Total</b>	<b>100,00%</b>	<b>100,00%</b>	<b>100,00%</b>	<b>100,00%</b>

Source: GIASE, Ministry of Education

IN: TRESEGY, 17/10/2007

### Figure 3.

**Fig. 23 Young people aged 18-21 with less than upper secondary education and not in education or training, 2005**



### Figure 4.

**Fig. 24 Young people aged 22-24 with less than upper secondary education and not in education or training, 2005**

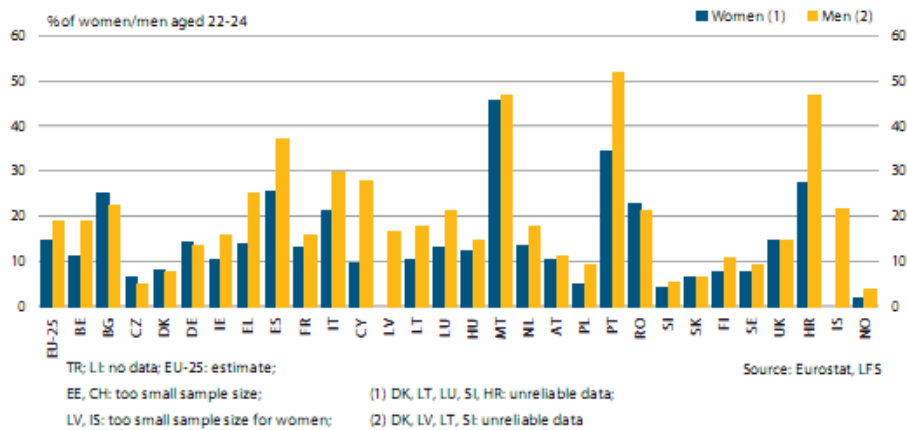
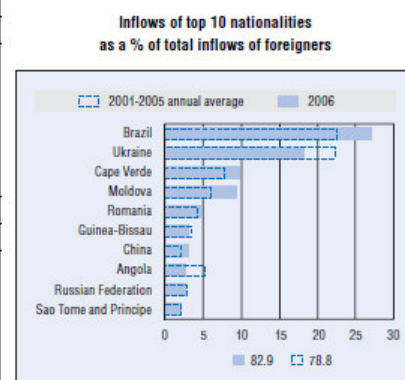


Figure 5.

### Flow data on foreigners

Migration flows (foreigners) National definition	1995	2000	2005	2006	Average		Level ('000)	
					1995-2000	2001-2006	2006	
<i>Per 1 000 inhabitants</i>								
Inflows	0.5	1.6	2.7	4.0	0.7	5.8	42.2	
Outflows	0.1	–	–	–	0.1	–	0.1	
Migration inflows (foreigners) by type Permit based statistics (standardised)	Thousands		% distribution					
	2005	2006	2005	2006				
Work	4.0	7.2	35.1	28.7				
Family (incl. accompanying family)	4.4	15.6	37.9	62.1				
Humanitarian	–	–	–	–				
Free movements	3.1	2.2	26.6	8.8				
Others	–	0.1	0.4	0.4				
Total	11.5	25.1						
Temporary migration	2000	2005	2006	Annual average				
	<i>Thousands</i>				2000-2006			
International students	3.9	4.1	4.5	4.0				
Trainees	..	..	..	..				
Working holiday makers	..	..	..	..				
Seasonal workers	..	..	..	..				
Intra-company transfers	..	..	..	..				
Other temporary workers	3.4	7.7	6.8	5.6				
Inflows of asylum seekers	1995	2000	2005	2006	Average		Level ('000)	
	<i>Per 1 000 inhabitants</i>				1995-2000	2001-2006	2006	
	–	–	–	–	–	–	0.1	



### Macroeconomic, demographic and labour market indicators

Macroeconomic indicators	1995	2000	2005	2006	Average		Level
					1995-2000	2001-2006	2006
Real GDP (growth, %)	4.3	3.9	0.7	1.2	4.1	0.7	
GDP/capita (growth, %) – level in US Dollars	3.9	3.4	0.3	0.9	3.7	0.1	17 399
Employment (growth, %) – level in thousands	–0.6	2.3	0.1	0.7	1.7	0.2	5 130
Unemployment (% of labour force)	7.2	4.0	7.7	7.7	5.8	6.2	
Components of population growth	1995	2000	2005	2006	Average		
	<i>Per 1 000 inhabitants</i>				1995-2000	2001-2006	
Total	2.6	6.1	3.7	..	3.9	6.0	
Natural increase	0.4	1.5	0.1	..	0.7	0.5	
Net migration	2.2	4.6	3.6	..	3.2	5.5	
Total population	1995	2000	2005	2006	Average		Level ('000)
	<i>(Annual growth %)</i>				1995-2000	2001-2006	2006
Native-born	..	0.6	1.1	0.3	0.8	0.6	9 937
Foreign-born	..	0.7	–7.4	–1.8	–0.4	–0.1	649
National	–	0.4	0.9	0.2	0.7	0.4	10 151
Foreign	7.2	8.8	–7.9	0.7	4.3	3.8	435
Naturalisations	1995	2000	2005	2006	Average		Level
	<i>As a percentage of foreign population</i>				1995-2000	2001-2006	2006
	0.9	0.4	0.2	0.8	0.6	0.4	3 627
Labour market outcomes	1995	2000	2005	2006	Average		
	<i>Employment/population ratio</i>				1995-2000	2001-2006	
Native-born men	71.5	76.2	73.1	73.7	76.3	74.9	
Foreign-born men	65.5	75.5	78.4	76.8	70.2	78.3	
Native-born women	54.5	60.2	61.4	61.5	59.5	61.3	
Foreign-born women	49.7	65.2	67.5	67.1	56.8	66.4	
Unemployment rate							
Native-born men	6.6	3.1	6.8	6.9	3.7	5.3	
Foreign-born men	10.8	6.0	8.3	8.2	8.2	7.5	
Native-born women	7.8	4.9	8.4	9.3	5.0	7.2	
Foreign-born women	13.6	6.9	9.5	11.4	11.2	9.4	

Notes and sources are at the beginning of the Chapter.

StatLink <http://dx.doi.org/10.1787/434530220150>