



## 1. Background information

### Contact Information

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### Description of activities in the field

APDES promoted the **action research project InPar (2009-2011)** which had as main objective the promotion of social integration and employability of drug users involved in harm reduction programs. It was co-funded by the Office for Drugs and Drug Addiction, IP.

### PROJECT DESCRIPTION

InPAR was an experimental project at national level in the area of Professional and Social Reintegration aimed at people who use drugs, in close cooperation between Harm Reduction and Professional and Social Reintegration. InPAR was anchored in action-research principles, within which participative methodologies play a crucial role in the process of implementation and evaluation of the project. With two year duration, the project was implemented in the north of Portugal and studied/developed a reintegration methodology in socio-educational and/or professional responses for people who use drugs. Our objective was to highlight the facilitating factors and obstacles in this process of integration and identify good practices/recommendations for future projects. The project was aimed at drug users targeted by outreach teams operating within the framework of Harm Reduction on drug use. The main conclusions achieved by InPAR are brought together in the manual "Working First - Manual for Employability of Drug Users and Recommendations for Integration through Peer Education" (available for now only [in Portuguese](#)).

### ACTIVITIES

Peer work integration

1. Training workshops directed to 8 outreach teams

2. Training sessions for 8 drug users – to train future peer workers
3. Consultancy to the outreach teams – to work together on the creation of conditions that facilitate the effective integration of peer workers
4. Individual monitoring of peer educators – performed by a tutor/mediator
5. Separated focus groups for peer workers and for professionals of the outreach teams – to support and evaluate the process of integration

#### Evaluation & Research

1. Advice and support to drug users for their integration in the labour market – by testing different approaches we identified facilitating factors and constraints to the professional integration of drug users
2. Interviews with various agents involved in the processes of integration - drug users, project staff, employers, local government
3. Interviews with experts from national and international projects working with the integration of vulnerable groups, particularly with drug users
4. Analysis and systematization of all data collected. Writing and editing of a manual.

#### RESOURCES

Annual budget: Up to 100 000 €

Sources and percentages of funding: Non-governmental organisation (20%), National government (80%)

Number of staff involved: 5 staff members (1 assigned a full-time; 4 assigned half-time)

Status/profession of staff involved: 2 sociologists, 1 psychologist, 1 economist, 1 psycho-social professional.

InPAR is part of the [Best Practice Portal](#) of the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA), with the Level 2 - Promising Project.

## 2. State of the art

### 1.1. State of the art – policies

Which kind of policies are in place?

How do they contribute or jeopardize the development and implementation of work and reintegration programmes?

#### **Empresas de Inserção (EI) - Work Integration Social Enterprises (WISEs)**

With no common legal status for WISEs at European level, its implementation and operation options depend on specific national legal frameworks and cultural criteria.

In Portugal EI came up framed by European trends regarding social practices and initiatives to tackle unemployment and social exclusion.

Therefore, EI's legal framework was created in 1996, associated with the government's new social policies for employment and integrated in the designated «Social Employment Market » - a diversified solution set to the socio-professional integration or reintegration of unemployed people, based on activities directed to social needs unfulfilled by the market's normal functioning (Minister's Council Resolution no. 104/96). At that time the Portuguese labour market was characterized by a high rate of activity, low unemployment, low wages and qualifications.

Contrary to what happened in other European countries, EI emerged in Portugal as a "top down" programme, in an emerging context of social work and targeting vulnerable groups at a time when concepts of social enterprise, solidarity economy and social economy were just emerging. EI were regulated in 1998, representing a possible solution to promote the employment conditions for people disadvantaged in the labour market through professionalization, professional curriculum acquirement, work habits, job creation and increasing self-confidence. This measure is addressed to long-term unemployed and unemployed people in an unfavourable situation regarding the labour market (recovering alcoholics, addicts and people with psychiatric disorders, disable people, ex-inmates, homeless people, young people at risk and other social groups). The aim was to activate policies, mobilize civil society and introduce social innovation.

In Portugal, EI were mainly promoted by non profit organizations acting in the field of social support and delivered mostly multiservice activities.

On the one hand, EI enabled to respond to existing social needs, promote local development and cultural heritage and strengthen local entrepreneurship. On the other hand, EI revealed some failures and constant improvement needs related to the beneficiaries' turnover, the market dimension and the absence of data and objective output indicators.

In 2012, this social employment measure was suspended without any information as to the reasons that led to its suspension or information about the possibility of resuming operation.

#### **Programa Vida-Emprego (PVE) - Employment programme for drug users**

Supported employment is paid work that takes place in normal work settings (on the open competitive employment market) with provision for ongoing support services. Additional services may include job coaches, role 'shadowing' and mentoring schemes.

In Portugal, supported employment of recovering drug users is carried out through a state-supported nationwide programme, 'Life Employment' (Programa Vida Emprego, PVE) created in 1998 (Minister's Council Resolution no. 136/98). In effective operation since 1999, the PVE is

targeted specifically at people with addiction problems, of working age, who are in or have completed a treatment process in a therapeutic community or outpatient care, including drug users undergoing treatment in prison. The PVE aims at promoting social and professional reintegration of people with drug problems as an integral and fundamental part of the treatment process. This is achieved first through coordination mechanisms at national and regional level between the National Institute on Drugs and Drug Addiction and the Institute for Labour and Professional Training, which coordinate the planning and implementation of the programme, particularly between treatment centres and employment offices. Second, mediators financed by the state and associated to the above institutions are in charge of providing continuous support to recovering drug users in accessing vocational training, apprenticeships or work and in providing support in the workplace. The mediators are also in charge of advocacy and engaging employers and businesses to take part in the programme.

### **RAVI and RAVE - Open schemes in prison context**

There is no policy measure specifically defined for ex-offenders professional reintegration. This target group is covered by EI.

Regarding to inmates, in order to introduce more flexibility in the execution of sentences involving deprivation of liberty, in particular with respect to re-establishing relations with society in a global and progressive way, inmates in open prisons and open sections may be authorised, by the "*Direcção-Geral dos Serviços Prisionais*" and upon the prison director's proposal, to leave the prison, with or without escort, in order to work or to go to a school or to a training centre (Decree-Law no. 265/79 of August 1: Enforcement of measures involving deprivation of liberty). This flexibility measures may only be authorised where there is no risk that the inmate may abscond or offend, and there is no serious risk for public order and security. Since 1983 two types of open system were created: the open facing the interior (RAVI) and the open outwards (RAVE). RAVI is when the inmate works on the prison property, inside or outside walls, subjected to discontinuous surveillance. RAVE is when the inmate work activity (dependent or self-employment) school or vocational training course or even drug treatment is out of the prison walls. However until present days, such schemes have only been regulated through internal circulars.

Nevertheless, in 2001 financial incentives were created to employers who admit to their service inmates in an open regime, promoting employment and social reintegration of this target group (Joint Decree no. 561/2001). In practice there is not a real promotion of these financial incentives, nor an awareness to their use.

In Portugal, work programmes for marginalised populations are still relatively scarce and poorly structured. The existing initiatives are delivered by non profit organisations, which rely mainly in governmental financial support. The policies here described - which have been set up by the State - had a great positive impact on the development and implementation of work and reintegration programmes. Private funding (either through foundations or through corporate social responsibility) is not a very well developed reality, even though organisations are making efforts in this way. In a socio-economic context of crisis, stagnation and unemployment, these programmes are greatly endangered. Currently, both EI and PVE are suspended.

## 1.2. State of the art - practice

Which kinds of initiatives exist?

Title of the initiative	Short description	Which target groups can benefit?	Which kind of organisation implements this initiative?	How is this initiative being financed?
EI - Work Integration Social Enterprises <sup>1</sup>	Business units created to 1) fight poverty and social exclusion through professional reintegration; 2) promote the development of personal, social and professional skills of vulnerable individuals; 3) create jobs for the satisfaction of social needs unmet by the normal functioning of the market.	Long-term unemployed and unemployed people in an unfavourable situation regarding the labour market (recovering alcoholics, addicts and people with psychiatric disorders, disabled people, ex-inmates, homeless people, young people at risk and other social groups).	Non-profit organisations, namely: Cooperatives, Associations and Foundations.	Public financial support: - to investment - to operation
PVE <sup>2</sup>	Supported employment measures aiming to promote social and professional reintegration of people with drug problems as an integral and fundamental part of the treatment process.	People with addiction problems, of working age, who are in or have completed a treatment process in a therapeutic community or outpatient care, including drug users undergoing treatment in prison.	Public and private (for profit and non profit) organisations that are legally constituted and have their situation regularized towards the Tax and Social Security State departments.	Public financial support through training, grants and work insurance.

<sup>1</sup> WISEs can be included under the heading of intermediate labour market (ILM): a supportive system targeted at disadvantaged individuals to bridge the gap between (long-term) unemployment and the open labour market. It is characterised by offering paid work on a temporary contract, together with training, personal development and job search activities (Marshall and Macfarlane, 2000 *cit in* 2012, EMCDDA).

<sup>2</sup> PVE can be included under the heading of supported employment: paid work that takes place in normal work settings (on the open competitive employment market) with provision for ongoing support services (2012, EMCDDA).

### **3. Organisation of work and reintegration programmes**

How are the various work integration programmes organised?

#### **Empresas de Inserção (EI) - Work Integration Social Enterprises (WISEs)**

In EI, the beneficiaries' integration process is carried out through the elaboration of an Individual Integration Plan, which should include the following stages:

- Vocational Training - aimed to develop personal and professional skills, with a maximum duration of 6 months;
- Professionalization - the exercise of a professional activity in the EI, regulated by an employment contract for a fixed term (from 6 to 24 months).
- Integration in the open market - There is supposed to be a transition period for the beneficiaries' professional integration.

#### **Programa Vida-Emprego (PVE) - Employment programme for drug users**

PVE is made operational through specific measures:

- 1) The 'stage of socio-professional integration' aims at providing a nine-month training experience in real work conditions. Employers offering apprenticeships are supported through the reimbursement of expenses linked to the provision of guidance and tutoring. The trainees receive the national minimum wage and other social benefits.
- 2) Specific PVE 'employment support', which is intended to assist employers who employ recovering drug users, by contributing to 80 % of salary and social security expenses for periods not exceeding two years.
- 3) 'Award of socio-professional integration'. With this measure, employers receive for each job created — under a commitment to maintain it for a minimum of four years — a grant for the salary and social security expenses of the recovering drug user, who meets eligibility criteria in regards to treatment status, amounting to 12 times the national minimum wage. Through this measure the beneficiaries are assumed to be integrated in the enterprises.

PVE also contemplated a dimension of support for self-employment or starting a business is also available. However, in the last years there has been no budget allocated to this dimension (so in reality it does not exist).

#### 4. Inspiring practice examples

Inspiring practices in Portugal:

Organisation	Title of the initiative	Short description	Contact person	Contact details (address, phone, e-mail)
Cais	Oficina Cais Recicla	Creative workshop <i>CAIS Recicla</i> develops social ecodesign products through waste materials disposed by various companies.	Sandra Ramos	Centro CAIS Porto Rua Mártires da Liberdade, 150-152   4050-359 Porto Tel.: 22 207 1320 E-mail: cais@cais.pt
Dianova	Viveiris Floricultura Dianova	Work Integration Social Enterprise dedicated to the production and marketing of outdoors plants featuring a wide variety of green plants and flowers, through a modern and quality production process and at competitive prices and socially just.	Filomena Dias	Vale – Monte Redondo 2565-544 Monte Redondo Torres Vedras Tel. : (+351) 261 315 850 E-mail: floricultura@dianova.pt

#### 5. Critical factors/determinants

Which factors and determinants contribute to the development of effective and sustainable work and reintegration programmes in the future?

**Local context** | Every work programme is site specific and should reflect the peculiarities of its spatial and social territory. Evaluating the local context and its potentialities (and weaknesses) in terms of institutional cooperation, resource sharing, social capital, cultural factors, local dynamics, can be of great interest to develop effective and sustainable work and reintegration programmes.

**Evaluation** | Work programmes should be designed and improved based on evidence of what works and what does not. This is particularly important to 1) help promoters to monitor labour inclusion paths and evaluate the results of the work programmes and 2) to provide solid evidence to support policy options based on an accurate needs assessment that comprehends labour exclusion on a broader economic and social context. One practical suggestion is to develop pilot projects, which are an effective way to gain support for larger projects: try new solutions, on a reduced scale, and measure its results, can be a good way to sustain a proposal to ask for support or funding.

**Advocacy** | Work integration is strongly conditioned by social representations and generalized preconceptions/beliefs about marginalized and vulnerable populations. Therefore, successful reintegration methodologies require a continuous work of advocacy among the various agents and organizations involved (employers, social services, consumers, other local actors). This implies arguing and defending the cause of integration, preferably based on evidence and cases of success that contradict stereotypes such as “permanently excluded” and “incapable of working”.

**Focus on people's capacities** | It is strategic to ensure ways to capitalize on the life experiences of the target groups, focusing on people's informal skills and personal subjectivities as important assets for their future employability. This is what makes peer work (for example among drug users) so interesting: the personal experiences and specific conditions are turned into valuable contributions to the performance of a professional function. This is especially important to enhance the individuals' self-esteem, ensuring their motivation to work and perform well.

**Learning from international experience** | Many times social experience in Portugal tends to be one step behind when compared to the European context. This is also the case when referring to work and reintegration programmes. Therefore it is crucial for grassroots organisations and policy makers to get in touch with experiences and debate trends developed in other countries, in order to capitalize on the knowledge already gained.

## 6. Problems and barriers

What are the main barriers and problems?

### EI (work integration social enterprises)<sup>3</sup>

Organisational problems:

- professional integration seen as a tool to address immediate problems, without taking care of its real effectiveness in the fight against poverty
- weak market orientation /fragility of the economic business dimension /sustainability
- teams from the organisations are insufficiently prepared
- lack of networking or partnerships and isolation of promoters
- limited knowledge of international experiences/diversity of existing models in the EU
- inability to negotiate with the State a contractual relationship (sale and purchase of services vs. provision of subsidies)

Policy related problems:

- political invisibility and lack of ongoing support for EI
- extinction of the monitoring committee of EI
- progressive decrease of the goals set for EI's performance
- decrease in publication of official data
- revision of legislation systematically postponed
- suspension of new applications in 2012

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<sup>3</sup> Based on Carlota Quintão presentation in the seminar "*Inserção e Emprego – Medidas e estratégias*" [Integration and Employment – Actions and strategies] occurred on the 13th November 2012 in Lisbon, Portugal.

Other problems:

- the lack of jobs in the open market may cause the setback of the integration pathways achieved by individuals
- Neither the State nor the 3<sup>rd</sup> Sector has evaluation indicators to demonstrate results and the integration of the final beneficiaries of the EIs.

## **PVE**

**Mandar mail Alcina Ló**

**Mais a questão da abstinência**

## **Others**

Policy related problems:

**System of incentives created by public policies** | The intersection between social support and employment policies can create a perverse system of incentives that undermines work integration. Minimum income policies do provide a crucial safety net, but its rigidity does not fit well with the flexibility of the labour market, where many of the jobs involve only temporary experiences. Complying with the requirements of benefits can create a burden instead of supporting people to engage in work experiences.

Target group related problems:

**Conditions of vulnerability constrain motivation to work** | In regard drug users we find some vulnerability factors that reinforce their permanence in a situation of work and social exclusion: loss (or numbness) of personal and social skills, alongside the loss of routines and work habits resulting from long term unemployment; fear of stigma and lack of trust in society; low levels of motivation which are only stimulated with a concrete benefit /result in the short term; low levels of self-confidence and self-esteem; low tolerance to frustration; impatience and inability to cope with change in established routines.

Other problems:

**Funding** | How to access financial resources to guarantee programme implementation and continuity? Work programmes, as any other intervention aiming to tackle social exclusion, requires a long term commitment to deliver real change. This situation is hardly compatible with funding on a project basis.

## 7. Main challenges

What are the main challenges for the future regarding work integration of marginalised and vulnerable groups?

**Dynamics of the labour market** | One major challenge arises from the question: How do work programmes for the most vulnerable fit in the current challenges of the labour market? Rising unemployment (also among young people and the most qualified), technological change, precariousness of labour relations, working poor: these are now structural dimensions of contemporary economies. It is also known that in periods of economic downturn active employment policies tend to be less effective. How to find alternatives to the apparent “unemployability” of the most marginalised groups?

**Job creation potential of the social economy** | Given the excluding nature of market dynamics, the role of the social economy in terms of work inclusion of the most vulnerable is of utmost importance. In order to perform this role, the social economy in Portugal needs to mature as a collective political force. Third sector organisations need to gain a collective and critical conscience and take position in regard to current economic and political developments. One possible course of action would be to reinforce job creation by work integration social enterprises through articulation with public spending (based on a contractual relation in which the State agrees to buy part of the production/services).

**Measuring social impact** | Building outcome indicators capable of demonstrating the social added value of work and reintegration programmes. This will contribute with evidence and transparency in the development of new paradigms for work integration and economic organisation.

## 8. Relevant links and literature

INSIGHTS 13. Social reintegration and employment: evidence and interventions for drug users in treatment - European Monitoring Centre for Drugs and Drug Addiction, 2012