

# **Health-enhancing physical activity (HEPA) Policy Audit Tool (PAT)**

[PORTUGAL ]

Draft number: [Final]  
Date: [January 2011  
covering situation until December 2010]

## **Completed by:**

[Ana Marques, University of Porto  
Margarida Pereira, University of Porto  
Rute Santos, University of Porto  
Jorge Mota, University of Porto ]

Lead author [Ana Marques]

Contact details [jmota@fade.up.pt](mailto:jmota@fade.up.pt)

## Overview of the HEPA PAT

This tool is divided into four sections:

- Section A** aims to capture an overview of the *government structure* and *history* of physical activity policy in your country;
- Section B** is concerned with the *content* of relevant policy and the *development* process of identified HEPA policy;
- Section C** is focused on the experience of *implementation* of the HEPA policy;
- Section D** presents a short summary of the *process undertaken* to complete the HEPA Policy Audit Tool and who was involved in the process

### SECTION A – Background information and context

1. Please provide an overview of the ***institutional structure*** in your country. Provide enough detail to assist the reader in understanding the government / organisational system in your country and where physical activity policy and action has previously been addressed. Include details of whether your country has a centralised or federal structure, as well as which level of government is responsible for health, physical activity, sports and recreation.

In Portugal, the main law is the Constitution, dated 1976, which governs all others. Other relevant laws are the Civil Code (1966), the Criminal Code (1982), the Commercial Code (1888), the Code of Civil Procedure (1961), the Criminal Procedure Code and the Labour Code. All these laws have undergone revisions since its original publication.

There are four organs of sovereignty: the President (Head of State - moderating power, with some executive power), the Assembly of the Republic (Parliament - the legislative power), the Government (executive power) and the courts (judicial). In Portugal a semi-presidential regime is in force.

The President is the Head of State, elected by universal suffrage for a term of five years, performing a triple role of supervision over the activities of the Government of command, as Supreme Commander of Armed Forces (Army, Navy, Air Force, National Guard), and formal representation of the Portuguese overseas.

The parliament, that meets in Lisbon at the St Benedict Palace, is elected for a term of four years. At the moment it counts with 230 members, elected on 22 plurinomial circles, on party lists.

The Government is headed by the Prime Minister who, generally is the leader of the most voted party in each legislative election. He is invited by the President to form a government. It is the Prime Minister who appoints the other ministers. The following ministers integrate the Government:

- a) Minister of State for Foreign Affairs;
- b) Minister of State for Finance;
- c) **Minister of the Presidency**;
- d) Minister of National Defence;
- e) Minister of Interior;
- f) Minister of Justice;

- g) Minister of Economy, Innovation and Development;
- h) Minister of Agriculture, Rural Development and Fisheries;
- i) **Minister of Public Works, Transport and Communications;**
- j) **Minister of Environment and Spatial Planning;**
- k) Minister of Labour and Social Solidarity;
- l) **Minister of Health;**
- m) **Minister of Education;**
- n) Minister for Science, Technology and Higher Education;
- o) Minister of Culture;
- p) Minister of Parliamentary Affairs.

The Minister of the Presidency is supported by:

- a) The Secretary of State for the Presidency of the Council of Ministers, in exercise of its powers and delegated to it by the Council of Ministers or the Prime Minister;
- b) By the Secretary of State for Youth and Sports;**
- c) The Secretary of State for Administrative Modernisation;
- d) The Secretary of State for Local Government;
- e) The Secretary of State for Equality.

The courts administer justice on behalf of the people, defending the rights and interests of citizens, preventing the violation of democratic legality and settling conflicts of interests that occur between different entities. According to the Constitution the following categories of the court are: the Constitutional Court which has the power to interpret the Constitution and supervise the compliance of laws, the Supreme Court and the courts of first instance (District Courts) and second instance (Courts of Appeal), the Supreme Administrative Court and the administrative and tax courts of first and second instance (Central Administrative Tribunals) and the Court of Auditors. ]

2. a. Please provide details (title, publication date, issuing body) of the **key policy documents** in your country which outline the government's (and where applicable nongovernmental organizations' (NGO)) intention and/or strategy to increase national levels of physical activity. Include in this section current documents and key past documents, preferably structured by sector (including health, sport, transport and environment, as applicable). Please provide any web-links to policy documents which can be downloaded and specify if the full or summary version of documents are available in English.

In addition, please indicate which documents are considered to be the most important ones for guiding current physical activity actions in your country, and explain the links or relationships between the listed documents, where they exist. Also mention if a policy document includes or is accompanied by an action plan on how to implement the policy. However please provide the specific details on actions plans in question 8.

National legislation denomination is constituted by the following elements: type of legislation (Law, Decree-Law, etc.), number of the document/year of publication (before 2000, only the last two figures) and date.

**Constitution of the Portuguese Republic - April 2nd, 1976 (The text of selected articles is updated to the date of the seventh constitutional review operated by Constitutional Law No. 1/2005 of August 12th)**

Articles nº 2, 9, 46, 59, 60, 64, 65, 66, 69, 70, 71, 72, 73, 79, 90, 228, 237 and 267 are most relevant in regard to sport, foremost among them:

Article 64 – Health

Everyone has the right to health protection and the duty to defend and promote it. The right to health protection is accomplished by the creation of economic, social, cultural and environmental factors ensuring, the protection of children, youth and elderly, and the

systematic improvement of living and working conditions, by promoting physical activity and sports culture in schools and for the rest of society and also developing health education and practices of healthy living.

#### Article 70 – Youth

Young people have special protection so that their economic, social and cultural rights, in particular: (...) in physical education and sport;

#### Article 79 - Physical education and sport

1. Everyone has the right to physical education and sport.
2. The State must promote, encourage, guide and support the practice and spread of physical education and sport, as well as preventing violence in sport, in collaboration with schools and sport associations or groups.

#### **Law No. 3-A/2010 of April 28th (DR No. 82, Supplement, Series I, of 04/28/2010)**

Adopting the Major Planning Options for 2010-2013 that integrates policy measures and investments that in 2010-2013 will contribute to achieve them. Highlights include:

#### I.4.4. Choice - Improving Quality of Life and Promoting Territorial Cohesion, Sustainable Development and Quality of Life

##### I.4.5. More Sports, Better Quality of Life:

The strategic guidelines and measures to be developed between 2009 and 2013 aimed at, first, the generalization and development of sport in partnership with local authorities and voluntary movement. In this context, the Government will, among other mainstream sport and Sport for All, enhance the contribution of the associative base, promoting the sport locally. In this context, the Government proposes to generalize the practice of sport and Sport for All, to support projects aimed at families, encouraging women's participation in sport, encourage sports among the elderly. The articulation of sport and education and social policies is another objective to develop in the legislature, which involves (i) consolidation of the increase in sport at school, in conjunction with the education system, (ii) the encouragement, in cooperation with the higher education, expansion of the sport, (iii) the operationalization of a National Training of Instructors (iv) and the implementation of a National Ethics in Sports.

The development of infrastructure and equipment - sports structures in conjunction with the environment, the territory and cities, is another line of action in sport. The development of a Program of investment in sports infrastructure, the National Network of Centers of High Performance, but also the preparation of a Manual of Good Practices Project for infrastructure - sports structures and National Sports Maps, are some concrete steps to intervention. In terms of international profile of sport and Portuguese sports development in conjunction with the Economy and Tourism, the bet will remain in Portugal to promote sport events and encouraging citizens to sport. It will also be developed bilateral and multilateral cooperation, with emphasis on the countries of the CPLP (Portuguese Community of Countries that Speak Portuguese).

There are many areas of documents that define the intentions and/or strategies of the Government for the promotion of physical activity.

#### HEALTH:

#### **National Health Plan 2004 – 2010**

Has strategic guidelines for the minimum package of activities that the institutions linked to the Ministry of Health must ensure within the context of an agenda for health gains and efficiency. Apart from a guide to action, defines the strategic guidelines, priorities and targets for the period 2004-2010.

Volume II of the National Health Plan is designated by “Strategic Directions”, which includes a bullet on *Behaviours and lifestyles*.

Noteworthy are the following Programs with explicit reference to promoting physical activity and healthy lifestyles:

National Program for Prevention and Control of Diabetes

National Program to Combat Obesity

National Program for Prevention of Cardiovascular Diseases

National Program for the Health of Older Persons

EDUCATION:

**Law No. 46/86 of 14 October - Law of the Education**

Establishes the framework for the education system. In its 48 article, it states:

Leisure time and school sport

1 - Curricular activities of the different levels of education should be complemented by measures designed to provide full training and personal development of learners towards the use of their creative and formative leisure.

(...)

5 - The **school sports** is specifically designed to promote health and fitness, the acquisition of habits and motor behaviours and understanding of sport as a cultural factor, stimulating feelings of solidarity, cooperation, autonomy and creativity should be fostered by management practitioners students, safeguarding the guidance of qualified professionals.

**Decree-Law No. 6 / 2001, January 18; Decree-Law No. 74/2004 of March 26**

These decree laws led to compulsory physical education for all children from primary through to secondary education.

**Order No. 12 591/2006 of June 16**

Defines the standards to be observed during the operation of their establishments as well as the provision of activities which encourage and support family and enrichment curriculum. A weekly duration of physical activity and sport is fixed at 135 minutes (45'+90'), taught by graduates in physical education.

**Order of the Secretary of State for Education, September 27, 2006**

Sets the priority areas of health education at school. With the Education for Health aims to follow up, monitoring and development of health activities at school. One of the priority areas is "food and physical activity." Aims to: 1) Improve the overall health of young people, 2) Reverse the increasing trend of disease profiles associated with a poor nutrition, 3) promote the health of young people, specifically in relation to healthy eating and physical activity

TRANSPORT, ENVIRONMENT AND SPATIAL PLANNING:

**Law No. 48/98 of August 11**

Establishes the basis for policy planning and urban design, which defines and integrates the activities promoted by the government, to ensure proper organization and use of national territory, the prospect of their recovery, particularly in Europe and aims at the economic, social and cultural integrated, harmonious and sustainable development of the country, different regions and urban areas. Spatial planning and urban planning pursuing specific, such as a) improving living conditions and working people, respect for cultural, environmental and landscape, b) a balanced distribution of the functions of housing, work, culture and leisure.

**Decree-Law No. 310/2003 of 10 December**

Develops the basis for policy planning and urban planning, defining the system of coordination of national, regional and municipal system of territorial management, the general system of land use and the system of preparation, approval, implementation and evaluation

of territorial instruments management. The regional plans for land management (PROT) define the regional strategy of territorial development, integrating the options set at the national level and considering the municipal and local development strategies, constituting the reference framework for the elaboration of municipal plans for land use planning.

### **Regional Operational Programs (2007-2013)**

It is a financial instrument of regional policy; its main objective is to promote development in areas such as business innovation, growth and employment, urban regeneration, promoting social and territorial cohesion, environmental qualification and enhancement of its territory. One of the priority areas of intervention focuses on urban centers and systems, especially in a) urban regeneration, to improve the quality of life and urban environment, b) classification of urban centers to improve service delivery to populations in culture, sport, recreation, etc., seeking also involves the reconciliation of family life, professional and personal c) support for urban mobility in order to ensure the reconciliation of family life, personally and professionally. It includes activities in the field of pedestrian and bike paths and the removal of physical barriers among other investments and initiatives. Has an operational tool called Thematic Operational Program for Territorial Enhancement (POVT).

SPORTS:

### **Law No. 169/99 of September 18**

Establishes the legal regime of functioning of the bodies of cities and villages, as well as their respective powers. Among many responsibilities, the municipalities may authorize the boards of local authority services to decide on the granting of financial or other institutions legally constituted by its staff, and targeting the development of cultural activities, recreation and sports, as well as support or reimburse by appropriate means, to support the activities of municipal interest, social, cultural, sporting, recreational or otherwise.

### **Decree-Law No. 56/2006 of March 15**

Determines the distribution of profits from the operation of Social Games as follows:

- a) 1.2% for the provision of social services in the areas of tourism and social senior, hydrotherapy and senior social, organization of leisure, culture and sport popular to be allocated to the National Institute of Utilization of Free Time (INATEL);
- b) 7.8% for the promotion of activities and sports infrastructures and transferred to the Portuguese Sports Institute (PSI);
- c) 1.5% for the promotion of juveniles activities and infrastructure, and transferred to the Portuguese Youth Institute;
- d) 0.6% for the promotion and development of football to be transferred to the PSI;
- e) 0.2% to the Institute of Sport in Madeira, in support of school sport and investment in school sport infrastructure;
- f) 0.2% to the Regional Fund for Sport in the Azores, in support of school sport and investment in school sport infrastructure.

(see Question 17 for details of the funding allocation for 2009)

### **Law No. 5 / 2007 of January 16 - Law on Physical Activity and Sport**

Sets out the basis for development policies in physical activity and sport. Its Article 6 states: promoting physical activity

1 - It is up to the State, the Autonomous Regions and local authorities, promotion and generalization of physical activity, as an essential tool for improving the physical condition, quality of life and health of citizens.

2 - For the purposes of the preceding paragraph shall be adopted Programs designed to:

- a) Create public spaces suitable for physical activity;
- b) Encourage the integration of physical activity in everyday life habits, as well as the adoption of active lifestyles;
- c) Promote the reconciliation of physical activity with personal, family and professional.

**Resolution of the Council of Ministers No. 53/2007 (DR, Series I, No. 67, April 4)**

Approves the objectives and main lines of development of National Strategic Plan for Tourism, aimed, to enhance the relationship between tourism and sport.

**Decree-Law No. 169/2007 of 3 May**

Approves the new organic law of the PSI. Sets the PSI goal is to assist the design, implementation and evaluation of public policy in sport, promoting the spread of physical activity and it must also support the regular sports and high performance through the provision of technical, human and financial resources. The duties of the PSI are:

- a) Propose the adoption of Programs that aim to integrate physical activity into everyday lifestyles of citizens and technical support, material and financial development of sport;
- b) to propose measures aimed at preventing and combating doping, corruption, violence, racism and xenophobia in sport;
- c) To propose and implement an integrated Program of construction and refurbishment of equipment and sport infrastructure, working in particular with local authorities as well as comment on sports safety standards to be observed in its construction and licensing;
- d) Promote the general medical check-access sports and during sports activities;
- e) Ensure the recoverability and classification of sports agents;
- f) conduct surveillance activities and to issue permits and licenses that they are committed by law and make the certifications and clearances provided by law;
- g) Promote support, in collaboration with institutions, public or private, carrying out studies and research on indicators of sport and the different factors in the development of physical activity and sport.

**Decree-Law No. 315/2007, of September 18**

Establishes the composition and functioning of the National Sport Council. The Council has the task of drawing and implementing the policies set for physical activity and sport, opinions or recommendations requested information, ensure the surveillance of the ethics principles of sport and implement the powers conferred upon it law.

The Council works with the Government member responsible for sport, in sections with the following:

- a) Council for Safety and Ethics in Sport;
- b) System for the Sports Council.

**Decree-Law No. 273/2009 of 1 October**

Defines the legal framework of Program contracts in sports development, for the award by the State, the Autonomous Regions or local authorities, directly or through bodies of dependents, financial support, materials and logistics, as well as sports sponsorship. Consider themselves sports development Program:

- a) The plans regular activities of entities that promote and run at national, regional or local level, the practice of different sports;
- b) The specific action plans to promote and disseminate physical activity and sport, with competitions organized sports or social interest or relevance to practitioners support the participation of Portugal in international events;
- c) projects of construction or improvement of facilities and sports equipment;
- d) initiatives aimed at developing and improving the practice of physical activity and sport, particularly in the areas of training, documentation, research and relations with international organizations.

**Contract-Program nº461/2010 of 19 of July**

Under the strategy of extending the Portuguese's practice of physical activity and sports, following the Law "Physical activity and Sport", as well as expressing European guidelines for physical activity, the PSI as the central organ of public administration responsible for the areas of physical activity and sport, should develop national Programs aimed to achieve the objective mentioned above. In this context and following the procedures and decisions that have been taken within the framework of implementing, the national Program of Walking and

Running, it's necessary to finance such Program implemented through this contract.

2. b. Please also outline any international documents which may have guided the development of physical activity policy in your country, if applicable.

**White Paper on Sport, July 11, 2007 - European Commission**

Is to establish a strategic direction for the role of sport in the EU. Recognizes the important social and economic roles of sport while respecting the requirements of Community law. Stresses matters of vital importance, such as promoting public health through sport and the role of sport education and training, among others, and bind the Portuguese State for the development of actions in these contexts.

**Treaty of Lisbon on December 13, 2007**

In Article 165 - Education, vocational training, youth and sports - stands out:

1. The EU contributes to the promotion of European sporting issues while taking into account their specificities, its structures based on voluntary activity and its social and educational function.
2. The EU aims to:
  - Developing the European dimension in sport, by promoting fairness and openness in sport competitions and cooperation between entities responsible for sports, as well as protecting the physical and moral integrity of sportsmen and women, especially the youngest among them.

**EU Physical Activity Guidelines: Recommended Policy Actions in Support of Health-Enhancing Physical Activity, 2008** (translation for Portuguese with the title "*European Union Guidelines for Physical Activity: Recommended Policies for the Promotion of Health and Welfare*"). The PSI president was part of the Expert Working Group that designed this document, adopted by all countries involved.

**Decision n.º1786/2002/CE;**

**World Health Organization - Health 21: Health for All in the 21st century. Copenhagen: WHO, Regional Office for Europe, 1999;**

**World Health Organization - The World Health Report 2002: Reducing Risks, Promoting Healthy Life. Geneva: WHO, 2002.**

The National Health Plan 2004-2010 follows the guidelines and activities beared in mind of the Program of the 15th Constitutional Government and the respective Major Planning Options in Portugal; the Program of Community Action in the field of public health (EU); WHO guidelines on Health for All; WHO-2002 report on Health in Europe, and relevant work done by OECD.

**Health for All in the 21st Century strategy (WHO, 1985)**

**Ottawa Charter for Health Promotion (WHO, 1986)**

**Local Agenda 21 (WHO, 1997)**

The Healthy Cities Project seeks to place health at the top of the decision-makers' agenda, increasing local strategies related to health and sustainable development, based on the principles and objectives of the Health for All in the 21st Century strategy (WHO, 1985), the Ottawa Charter for Health Promotion (WHO, 1986) and the Local Agenda 21 (WHO, 1997).

## **SECTION B – Content and development of national policy**

3. During the **development** of the policies/action plans mentioned in question 2 was a **consultative process** used involving relevant stakeholders? If yes, please list the organizations that have been involved in the development of the policies, and briefly comment on their role and any challenges to engaging other agencies in the



development of policy related to physical activity in your country (if known).

Yes.

During the elaboration of the National Health Plan 2004-2010 and the different national Programs more than 300 contributes were received from several sectors: health, education, physical activity, environment, local public administration, nutrition, municipalities, and civil society among others. [http://www.dgsaude.min-saude.pt/pns/vol2\\_03.html](http://www.dgsaude.min-saude.pt/pns/vol2_03.html)

The consultation processes, with relevant experts, are established in Portuguese laws.

]

4. In the documents introduced in question 2, are there indications of **integration** of physical activity with other related sectors (e.g. with health such as links to obesity strategies, with transport such as links to walking and cycling agendas)? Please provide details and examples.

Yes. In the several national Programs referred in Question 2 (National Program for Prevention and Control of Diabetes, National Program Against Obesity, National Program of Cardiovascular Diseases Prevention and National Program for Elderly People Health) physical activity is integrated as a disease preventive strategy and a factor of more active life styles adoption.

For instance, the National Program of Cardiovascular Diseases Prevention mentions:

*A healthy lifestyle is at the same time combating the sedentary lifestyle through regular, spontaneous or planned, practice of physical activity. Through this strategy is intended to:*

- *promote a better information on the physical activity advantages;*
  - *encourage youth sports practice;*
  - *stimulate the regular practice of physical activity in all ages;*
  - *promote the municipality's participation in creating favourable conditions to sports practice.*
- For this purpose, the following actions will be created and published by the General Health Director:*
- *information on the benefits of physical activity and recommendations on promotion and practice of regular physical activity for the population in general and the mayors;*
  - *interactive and educational computer Program about the practice of regular physical activity throughout life, not just for children and young people in mandatory schooling, as well as their educators;*
  - *conclusions and recommendations of mayors national meetings to be held as the seat of consultation on "Promoting healthy active life in towns and cities."*

]

5. a) Does your country have ***national recommendations on physical activity levels?*** National recommendations refer to consensus statements on how much activity is required for health benefits. If your country has established recommendations, please state who issued them and what is the recommended level of physical activity. Please also specify any variation in the recommendations on physical activity levels for different population subgroups, for example for children or older adults. Please also state in which document and year these recommendations were announced.
- b) Please state if the national government has endorsed these recommendations, or if recommendations by another nationally recognized body or international institution have been officially adopted.
- c) If your country has no recommendations on physical activity, please state if there are any plans to develop them. If recommendations on physical activity have been issued at sub-national level (e.g. in case of countries with a federal structure), please state so.

[The country has no official national recommendations for physical activity levels, adopting the recommendations of the European Union.

European Union Guidelines for Physical Activity: Recommended Policies for the Promotion of Health and Welfare (edited by the Sports Institute of Portugal, in July 2009)

*"According to the documents guiding the World Health Organization, the European Union and its Member States recommend a minimum of 60 minutes of daily physical activity of moderate intensity, for **children and youth**, and a minimum of 30 minutes daily moderate physical activity for **adults, including seniors.**" ]*

6. Does your country have any clear ***national goals (targets) and performance indicators*** for population prevalence of physical activity for a specific time period i.e. a statement of what level of population change in physical activity is desired across a timeframe?

If yes, please provide details and specify in which policy document(s) these goals are stated. Please start with the most specific and measurable targets, followed by a listing or summary statement of any more general targets and goals for physical activity related behaviours.

[Yes.

The National Health Plan 2004-2010 has the following performance indicators to be obtained in 2010: It is intended by the National Health Plan 2004-2010 to reduce the prevalence of individuals who have spent most of their free time with sedentary activities:

- Persons aged 15-24 years: 45.5% to 15% in males and 64.2% to 16% in females
- Individuals of 35-44 years: from 67.5% to 34% in males and 77% to 39% female
- Individuals 55-64 years: 70% to 35% in males and 83.2% to 42% female
- Individuals of 65-74 years: from 75.5% to 38% in males and from 87% to 44% female

The plan provides no details of how these ambitious targets will be achieved or evaluated.

]

7. Does your country have any other related ***goals and performance indicators*** formulated in the policy document(s)? For example, there may be goals for health professionals to screen more patients for physical activity, or for a reduction in car trips. If so, please give examples and indicate the time period for the desired change, if available.

[No.]

**The next few questions explore the contents of physical activity related action plans and whether your country has a detailed plan of what will be implemented and who has responsibility.**

8. Do the relevant documents (as listed in question 2) have any related **action plan(s)** which outline an implementation strategy? This might ideally outline: specific actions and timelines; assignment of responsibilities; an indication about available resources; indicators and milestones.  
If yes, please provide a brief description (or if there is too much, please summarize the main groups of actions).

National Plan Ecotrail REFER (development of Green Routes) - Declaration of Lille for a Green Network (European) on 09.12.2000, "Integrated Plan of Regional Planning – Alentejo"

Autonomous roads, reserved for non-motorized travelling, conducted within a framework of integrated development, which enhances the environment and quality of life, and fulfills the conditions of sufficient width, slope and surface quality, to ensure a use in coexistence and security by all users, regardless his/hers physical ability. The use of roads, canals, and abandoned rail lines, is a privileged support for the development of Green Routes.

National Program of Walking and Running, **integrated within the remit of PSI (Decree-Law No. 169/2007 of 3 May):**

a) Propose the adoption of Programs that aim to integrate physical activity into everyday lifestyles of citizens and supporting technical, material and financial development of the sport. It aims to disseminate and promote healthy lifestyles among the population in general, through the practice of walking and jogging, and is a partnership between the Sports Institute of Portugal, the Portuguese Federation of Athletics and the Faculty of Sport Porto University.

Healthy Cities Network, integrated within the bullet on *Behaviours and lifestyles* of the **National Health Plan 2004-2010:**

Encourage regular physical activity:

- Recommendations will be developed on regular physical activity throughout life, adapted to the Portuguese population.
- Coordination with the Healthy Cities Network and the Portuguese Association of Municipalities will be strengthen, in order to encourage the development of projects that encourage the practice of regular exercise among the population.
- It will be increased the awareness of the advantages of adopting regular physical activity practice, appropriate to each situation and each life cycle phase in general.

There will be investments on improving the level of existing information on the habits of physical activity of Portuguese. ]

9. Looking across the relevant physical activity policy documents in your country, please indicate which settings, if any, are identified for the delivery of the physical activity action plans. Please tick all that apply.

Kindergarten	<input type="checkbox"/>	<input type="checkbox"/>	Sport and leisure	<input checked="" type="checkbox"/>
Primary schools	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Transport	<input checked="" type="checkbox"/>
High schools	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Tourism	<input checked="" type="checkbox"/>
Colleges/universities	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Environment	<input checked="" type="checkbox"/>
Primary health care	<input checked="" type="checkbox"/>	<input type="checkbox"/>	Urban design and planning	<input checked="" type="checkbox"/>
Clinical health care (e.g. hospitals)	<input type="checkbox"/>	<input type="checkbox"/>	Other (please specify)	
Workplace	<input type="checkbox"/>	<input type="checkbox"/>	[ ]	
Senior/ older adult services	<input checked="" type="checkbox"/>	<input type="checkbox"/>		

10. Which population groups are targeted by specific actions or activities stated in the policy/action plans? Please tick all that apply.			
Early years	<input type="checkbox"/>	Sedentary/ the most inactive	<input type="checkbox"/>
Children / Young people	<input checked="" type="checkbox"/>	People from low socio-economic groups	<input type="checkbox"/>
Older adults	<input checked="" type="checkbox"/>	Families	<input type="checkbox"/>
Workforce / employees	<input type="checkbox"/>	Indigenous people	<input type="checkbox"/>
Women	<input type="checkbox"/>	General population	<input checked="" type="checkbox"/>
People with disabilities	<input type="checkbox"/>	Other (please specify)	
Clinical populations/ chronic disease patients	<input type="checkbox"/>	[ ]	

11. To illustrate the approaches being used to promote physical activity in your country, please provide up to 3 examples of interventions included in your policy/action plans which reflect the diversity of the plans across different population groups and settings. Please link your examples to the relevant documents as listed in question 2.	
<p><u>SCHOOL SPORT (School Sports Program 2009-2013)</u>  The sport in schools, in addition to a duty under the current legislative framework in the education system (<b>Law No. 46/86 of 14 October - Law of the Education</b>), is an instrument of great importance and usefulness in combating school failure and improving the quality of teaching and learning. In addition, the School Sport promotes healthy lifestyles that contribute to the balanced education of students and enable the development of sport in Portugal. Available data (2009/2010 report) indicates that school sport engaged 158,727 students from 6864 teams, in 33 different sports. Documents (only in Portuguese): <a href="http://www.desportoescolar.min-edu.pt/estatisticas.aspx">http://www.desportoescolar.min-edu.pt/estatisticas.aspx</a></p> <p><u>NATIONAL PROGRAM FOR WALKING AND RUNNING (created on September 13, 2009)</u>  This Program is a new Government initiative, which aims to disseminate and promote healthy lifestyles among the population in general, through the practice of walking and running. <b>Decree-Law No. 169/2007 of 3<sup>rd</sup> May</b> defines PSI obligations, which include the adoption of programs that aim to integrate physical activity into everyday lifestyles. This program is a partnership between the PSI, the Portuguese Athletics Federation and the Porto Faculty of Sport. The National Walking and Running Program, aims through a serious commitment, involving several entities with different responsibilities, among which we highlight the Municipalities, decentralized services of PSI, and the District of Athletics Associations and Clubs. A structuring element of this Program is the creation of a City Walk and Run Centre in each the municipalities are members. The web platform of the National Program of Walking and Running (<a href="http://www.marchaecorrida.pt">www.marchaecorrida.pt</a>) was specifically developed to support this initiative to the public, thereby aiming to ensure an information service directly addressed to all interested citizens.</p> <p>'CICLORIA' PROJECT approved by <b>POVT</b> (Thematic Operational Program for Territorial Enhancement) - <b>Axis IX - Innovative Actions for Urban Development - Accessibility and Urban Mobility</b>. This is a project that enhances the natural heritage landscape, and wants to change the pattern of urban mobility, stating, in a creative way, the potential of the region of Aveiro for the promotion of soft modes of mobility, directed to the entire population and sectors. Document: <a href="http://issuu.com/jcmota/docs/aula-2_cycling-murtosa_final">http://issuu.com/jcmota/docs/aula-2_cycling-murtosa_final</a></p>	

12. Please comment on how well you think the interventions outlined in the policy documents(s) (question 2) and/or action plan(s) (question 8) reflect current **scientific knowledge on effective interventions**. When working on this question, you may be interested in discussing how well evidence is informing practice.

Yes.

The elaboration of the National Health Plan and the various Programs were based on scientific evidence. There are links that redirect to the electronic pages consulted: [http://www.dgsaude.min-saude.pt/pns/vol2\\_41.html](http://www.dgsaude.min-saude.pt/pns/vol2_41.html) ]

13. Are there recommendations of how **agencies/ institutions/ stakeholders** should be **working together** to deliver the policy / action plan(s)? This can be through partnerships and/or alliances and within or between sectors.

In the translation of "European Union Guidelines for Physical Activity: Recommended Policies for the Promotion of Health and Welfare", published by the PSI, the importance of working together across sectors is mentioned, namely: Sports, Health, Education, Transport, environment, urban planning and public safety, Environment in the workplace and Services for senior citizens.

As stated on Q11, the Program for Walking and Running is also a document in which an alliance is created: PSI, the Portuguese Athletics Federation and the Porto Faculty of Sport.

As stated on Q8, Healthy Cities Network is another example of an alliance between the Directorate-General of Health and Municipalities, working to increase citizens' health and physical activities levels.

School sport has partnerships with various sports federations, clubs, municipalities and the media (those with an important purpose on marketing). ]

14. Does your country have a specific plan for the **evaluation** of the policy implementation? If yes, please provide a brief overview of the extent of the evaluation activities and identify who is responsible for coordinating and/or undertaking the evaluation.

There is a Steering Committee of the National Health Plan, coordinated by the High Commissioner of Health. The committee meets quarterly and is responsible for monitoring the evolution of the indicators associated with the goals of the Plan.

Although some of the documents consulted mentioned evaluation intentions, there is no available information about its processes. For example: the Mexa-se Program included in its main document the evaluation process, nevertheless it was abolished and replaced by the Program for Walking and Running without any evaluation. ]

15. a. Does your country have an established **surveillance or health monitoring system**, which includes suitable population-based measures of physical activity? If so, for how many years has this surveillance system been in place, who coordinates the system, which target groups are surveyed, which indicators are monitored, and how often? Is this conducted and reported on a regular basis?

[In 2008/09 we carried out the first national study of prevalence of physical activity and fitness levels at the PSI, in collaboration with five universities in Portugal. Results will be available in 2010.

Current developments are hoped to form the basis of an ongoing surveillance system but that this is not yet confirmed ]

15. b. Please comment on the extent to which the national surveillance system in your country provides policy-relevant data and is therefore useful for assessing progress towards national goals (if stated in question 6) and the effectiveness of national policy and implementation.

[Does not apply. ]

15. c. Please comment on how well you think surveillance data has helped progress the agenda on physical activity in your country.

[ ]

16. What evidence is there of current **political commitment** to the physical activity agenda and the development and/or implementation of national policies and action plans? Examples of political commitment might include: the inclusion of physical activity in official speeches; political discussions about physical activity promotion in parliament; visible engagement by politicians in HEPA related events; personal participation in HEPA.

[There is a political commitment at the level of the Major Planning Options for Government 2010 -2013, including the "Improving Quality of Life and Promoting territorial cohesion, sustainable development and quality of life - More Sports, Better Quality of Life." (mentioned in Q2)

The Prime Minister appears frequently in the media carrying out his usual physical activity, even during official visits to various countries. In May 15, 2008 Jose Socrates announced on TV that he would quit smoking before starting his usual race. Regularly participate in major sporting events such as "half-marathon in Lisbon."

<http://www.ionline.pt/conteudo/55895-socrates-correu-manha-na-marginal-do-funchal>  
<http://aeiou.expresso.pt/video-vinte-anos-da-meia-maratona-de-lisboa=f570586> ]

17. Is the **funding** for the delivery and implementation of interventions listed in the policy / action plan(s)? If yes, please provide details of the level of funding commitment, any increases/ decreases, and from what sources (if available).

[In compliance with the Decree-Law No. 56/2006 of March 15 (Operation of social games) distribution of profits in 2009, worth 500.6 million euros, was performed as follows (of the funds allocated to the Presidency of the Council of Ministers):

- a) 37,664,432 euros was earmarked for promotion of activities and sports facilities (PSI)
- b) 7,243,160 euros to the promotion of activities and infrastructure juveniles (Portuguese Youth Institute)
- c) 2,897,264 euros for the promotion and development of football (PSI).

Of the funds allocated to the Ministry of Labour and Social Solidarity, 5,794,528 euros were

allocated to social services in the areas of tourism and social senior, hydrotherapy and senior social, organization of leisure, culture and popular sport;  
 Of the funds allocated to the Ministry of Education, 4,828,773 euros were allocated to support school sport and investment in school sport infrastructure;  
 Were assigned to the Institute of Sport in Madeira and the Regional Fund for Sport Azores 965 755 euros to each of the bodies to support school sport and investment in school sport infrastructure. ]

## Section C – Implementation of the physical activity policy/action plan

This section aims to capture details on the experiences of actually implementing physical activity policies and actions. The “reality” can be very different from the “theory” and it is of interest to learn about the process and impact that national policy has had in terms of what is actually underway to promote physical activity in your country.

18. a. Is there a designated government department, nongovernment group or individual providing overall **stewardship (i.e. a combination of leadership, coordination and advocacy with other sectors)** for HEPA promotion in your country?  
 Does their role include stewardship of the implementation of the policy and/or action plan(s)? If yes, please describe their role.

[No, there is no stewardship. The Ministry of Health has responsibility for interventions in health issues only. The same happens on the other sectors, where each Minister or Secretary of State deals with their affairs. ]

18 b. If responsibility for the leadership and coordination of the action plan implementation has been delegated outside of government, what is the role of government (if any), and what level of government support is evident towards the implementation of the action plans in your country?

[Not applicable. ]

19. Please outline the extent to which the national level policy documents and leadership (if present) guides the implementation of policy and other physical activity promotion actions at a sub-national or local level. When working on this question, you may be interested in discussing whether there is synergy and coherence between these levels of implementation and action.

[The National Program of Walking and Running is an example of a synergy between different levels of action. This Program is coordinated at national level (PSI) but its implementation is at local level, among all municipalities. The central government is responsible for training local level organisms and institutions to develop local initiatives by creating Municipal Walking and Running Centres. These centres intend to enhance the work that several municipalities develop in the context of the Municipal Walking and Running strategy. ]

20. Please identify who provides leadership and coordination of physical activity related activities at the sub-national and local level?

At the regional level, the **Regional Directorates of the PSI** ensure and monitor the activities undertaken and supported by the PSI, in accordance with its business plan and in collaboration with the central unit. The local authorities are responsible for:

- a) ensure a permanent cooperation with other public and private organizations in their operational area and develop sport actions, especially with associations, schools and local governments;
- b) ensure an up to date knowledge of the national sport situation;
- c) identify the needs of populations in relation to physical activity and sport;
- d) to update the files about players, clubs, associations and sports facilities;
- e) collaborate and update the National Sports Charter with the relevant sport organizations;
- f) ensure the other functions that are assigned by the President.

At the local level, leadership is usually attributed to the Alderman of Sports of each municipality. Other municipalities have Municipal Companies that manage all activities relating to physical activity and sport, whose administrator is the responsible for the activities related to this area.

The Healthy Cities network in Portugal states that: *“Portuguese **municipalities** that develop the Healthy Cities Project locally have followed strategic objectives that lead to improving people’s quality of life through the development of actions and projects that seek to promote equality in health, preventing social exclusion; quality physical environment; qualification of health services; promotion of health in relation to ethnic minorities, the elderly and children, investing in health education programs; strategic development of municipalities, encouraging investment in the economic sector, creating jobs and creating wealth.”*

[http://www.redecidadessaudaveis.com/gestor/doc\\_up/documento\\_pub\\_65.pdf](http://www.redecidadessaudaveis.com/gestor/doc_up/documento_pub_65.pdf) ]

21. Please provide brief details on up to three examples of interventions which have been successfully implemented following the development of the policy and action plan.

Please also give 3 examples of any less successful interventions, as these often provide important lessons.

Successful interventions

1. [Cycling Murtosa/Ciclória. ]
2. [National Program of Walking and Running ]
3. [National School Sports Program ]

Less successful interventions

1. [The end of “Mexa-se” at national level although at local level the concept is still being used to base other initiatives. ]
2. [ ]
3. [ ]



22. Is there any evaluation of physical activity interventions at the sub-national and/or local level? Please give a general overview of the role of evidence and evaluation of practice undertaken in your country in relation to HEPA promotion.

[Not until now, although the National Program of Walking and Running includes on its main goals the evaluation of its implementation.

The National Health Plan also refers the need for the creation of specific plans to monitor health indicators. For example, in the National Program to Combat Obesity, the monitoring of its implementation and annual assessment is the DGS (Health General Department) responsibility, through a National Coordination Committee. Periodic monitoring of the National Program to Combat Obesity is made, based on the following indicators disaggregated by sex:

- Prevalence of obesity at 12 and 24 months;
- Prevalence of obesity at 5, 11, 15 and 18 years;
- Prevalence of pre-obesity from 19 to 64 years;
- Prevalence of obesity of 19 to 64 years;
- Proportion of individuals with BMI between 25 and 30;

Proportion of individuals with BMI  $\geq 30$ . ]

23. Does your country have a national level **communication or mass media strategy** aimed at raising awareness and promoting the benefits of physical activity? Please provide details of the communication activities (if any).

[No. ]

24. In your country are the physical activity interventions linked together by the use of any common **branding/ logo/ slogan**? Examples of this in other countries include "Agita Sao Paulo" and "Find 30". If yes, please describe.

["Move yourself" - this slogan from an extinct PSI Program, is still adopted by the Local Public Administration in developing programs to promote physical activity. ]

25. Does your country have any **network or communication system linking and/or supporting professionals** who have an interest in physical activity and/or are working on the promotion of physical activity or related areas? If yes, please describe, providing a web-link and contact person, if available.

[Since 1983, the Portuguese Society of Physical Education (SPEF) is the entity that represents, at a national level, the scientific community within the Physical Education and Sport. At an international level, the SPEF is a member of the FIEP (International Physical Education Federation), of FETEF (European Federation of the Physical Education Degreeed), of ICHPER (International Council For Health Physical Education Recreation) and founding member of EUPEA (European Physical Education Association). The SPEF's mission is the study and promotion of physical activity, explicitly: to promote a scientific attitude, in consideration of the bodily activities problems and interventions; in stimulating the interaction between experts from different areas through the organization of scientific sessions and collaboration; and in fostering the creation of research projects, preferably in interdisciplinary areas, aimed at deepening the knowledge and looking for suggested solutions to problems that affect the development of the Physical Education application areas.

The National Council of Teachers and Physical Education Professionals Association

(CNAPEF) aims to:

1. Promote cultural, scientific, technical and pedagogic of their members in all areas of Education, Sport and Physical Education, 2. Contribute to the defence of ethics and professional ethics; 3. Affirm and dignify the role and activities of the professional group in the School 4. Coordinate and streamline the work inter-associative as well as promoting the training of its members, 5. Cooperate with official institutions in development of Physical Education and Sport 6. Affirm and promote the role and activities of the professional group in the areas of Education, Health and Exercise and Training.

The Association of Teachers of Physical Education (APPEFis) aims to:

- Promote scientific and pedagogic update of its associates.
- Contribute to an exchange of experiences among its members, other associations and counterparts to develop a permanent reflection on the problems inherent in all areas of Physical Education.
- Intervene with the official entities, Unions and the public on issues related to physical education in general and in particular the Physical Education.
- Provide training, from needs assessment, development of training content, coordination and monitoring of training.
- Conduct studies and projects for the development of innovative methodologies and innovative instruments to support vocational training and teacher training as part of Sport Sciences and Physical Education;
- Participate in international projects that stimulate the European culture and spirit, particularly in respect of Sport Sciences and Physical Education.

The Portuguese Healthy Cities Network Association of Municipalities: a group of municipalities aware of the holistic approach to health promoted by the Healthy Cities Project, aware that the health of people who live in an urban environment is strongly determined by multiple social, economic, political, environmental and behavioural causes, have created a promoter committee that, on 10 October 1997, via public deed in Viana do Castelo, created the Portuguese Healthy Cities Network Association of Municipalities. ]

**The above questions have sought information to capture both the “what” and the “how” of your country’s policy development and implementation around physical activity.**

**What do you think are the 2 to 3 examples of greatest progress and also what you think have been the 2 to 3 biggest challenges faced by your country in commencing or continuing a national level approach to the promotion of HEPA.**

26.a. Please list up to three examples of an area or issue where the greatest progress has been made in your country in recent years.

1. [ The completion of the first prevalence study on physical activity and fitness levels of the Portuguese population ]
2. [ The inclusion of physical activity indicators in the national health programs ]
3. [ The creation of large events on the importance of physical activity to health (HEPA) such as, Lisbon and Oporto bike tours, mini-marathons among others, that involves thousands of participants namely public figures and politicians (Prime-Minister). ]

26.b. Please list up to three areas or issues that remain as more difficult challenges to address.

1. [ Evaluate the effectiveness of national Programs underway. ]
2. [ The lack of funding for HEPA initiatives. ]

3. [The lack of inter-sectoral coordination. ]

27. Please use this space to provide any further details which you were not able to provide in other sections of the tool.

[  
]

## Section D – A summary of how the HEPA PAT was completed

It will be of interest to those who read this audit of HEPA policy to know how this review was undertaken and who was involved in the process. Please outline in brief the process used. This should include details of who initiated the process, who led the process, who was involved and how they were identified or selected as well as the timelines of the consultation process. In addition, please include details of consultation steps that were undertaken and a list of individuals and organisations that were contacted and from whom feedback were received.

### Overview of process and timelines

[The adopted methodology followed the listed procedures below:

1. Translation of the template to Portuguese;
2. Completion of the template, using available policy documents from across multiple sectors (health, sport, transport, education, environment), combined with background knowledge, in order to experts better understand the goals of each question;
3. Identification of experts from each sector (governmental and non-governmental) and invitation to collaborate by filling the template with their specific knowledge, i.e. to provide further input and additional comments:
  - Círculo (project on active transport use on Aveiro's lagoon neighbour municipalities)
  - General Directorate for Health
  - General Directorate for Innovation and Curriculum Development (Ministry of Education)
  - Portuguese Healthy Cities Network
  - Portuguese High Commissioner for Health
  - Portuguese Sports Institute (National and Regional Level)
  - Walking and Running project
4. Three weeks were given to receive the filled templates (late July). Meanwhile, the template was back translated with our half filled answers;
5. Due to the lack of answers, a new contact by phone was made and two more weeks were given to complete the task (mid August);

6. Finally, we gathered all the information collected (expert answers) and consulted (legislation, documents, strategic programs, plans, among others) in one single document.

]

**List of experts who were consulted for input**

Contact person	Organisation	Input received