



Migrants and Refugees

Keys for a Multi-Sectoral Intervention

Technical and Educational Handbook

Author:

Sandra Silva

Collaborators:

Christelle Domingos

Cristina Henriques

Nuno Machado

Susana Bárto



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TECHNICAL DATA

Title:

Migrants and Refugees: Keys for a Multi-sectoral Intervention
Technical and Educational Handbook

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This handbook summarizes a more developed version, available in digital version for reference and download, on Amato Lusitano - Associação de Desenvolvimento website.

The opinions expressed in this handbook are those of the author and in no way represent or imply the opinions of the organizations that contributed thereto.

The Handbook uses the generic term “Migrants” to refer to both immigrants and asylum seekers, refugees or beneficiaries of international protection treaties.

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OPENING NOTE



Amato Lusitano - Associação de Desenvolvimento has over 18 years of experience in direct and indirect work in the multiple dimensions related to the reception and integration of migrants and, more recently, refugees.

Over the years, it has strengthened a wide network of decisive partners, with whom it maintains a healthy social and professional relationship, unequivocally asserting itself as a privileged actor in intercultural mediation, systematically based on open, assertive and resilient communication between the parties.

Globalization is a cross-cutting phenomenon that implies constant readjustments, not only in the intervention with migrants and refugees, but also in the need to know and scientifically study the local, national and international migratory reality in order to respond in a timely manner to the challenges we are facing. Hence, this technical and educational handbook is intended to be an instrument of social cohesion for a more plural, inclusive, competitive and fairer society, which recognises the wealth of cultural diversity and its demographic and economic contributions, according to the legal framework in force in our country.

With these projects, financed within the framework of the Asylum, Migration and Integration Fund (AMIF) National Programme, and in particular the creation of this handbook “Migrants and Refugees - Keys for a Multi-sectoral Intervention”, we intend to know the local migratory reality “in locus” and

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its interactions from a multi-sectoral perspective and at the same time bring the migrant and refugee population closer to public and private entities, municipalities, among others.

This project aims to put two ideas into practice, involving all relevant social actors in a consensual and participatory way. The first focuses on the publication of a technical and educational resource that includes a number of theoretical, conceptual, statistical, bibliographic, legislative and institutional materials and resources and, above all, examples of best practices. This handbook will then serve as a basis for strategic awareness-raising actions among the various social actors.

In conclusion, the aim is to provide the entire Castelo Branco community with the foundations for creating and implementing successful strategies in the process of working with the migrant and refugee communities living in our city.

Finally, I would like to congratulate all those who have contributed to the production of this Handbook, which is the result of joint efforts and continuous teamwork.

Arnaldo Braz

Chairman of the Board of Directors of Amato Lusitano – Associação de Desenvolvimento

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The author would like to thank the heads of the various local institutions who agreed to collaborate in the preparation of this Handbook by opening their institutions to dialogue and providing information, which is always useful and relevant, on their work in the field of migration, particularly with regard to the reception and integration of the migrant communities with which they are involved.

I would also like to thank the citizens of Castelo Branco who agreed to participate in the research conducted on the migratory phenomenon in the territory and expressed their perceptions and opinions on reception and integration processes of the migrant communities living in the municipality.

Finally, a special note of appreciation to Cristina Henriques and Susana Bártole, from Local Center for the Integration of Migrants, and to Nuno Machado, from the Amato Lusitano Association, who provided support and encouragement in the development of the field work, namely in conducting the survey process with local institutions and the population of Castelo Branco.

I am also happy to make a brief introductory note, as a researcher in these fields, but above all as a citizen, of acknowledgement to all local social actors for their interest and commitment in the development of an institutional philosophy of openness to cultural diversity and daily work for the construction and promotion of a more welcoming and inclusive society.

My best regards to everyone involved in these processes.

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INTRODUCTION

ABOUT THE TECHNICAL AND EDUCATIONAL HANDBOOK

WHAT IS IT ABOUT?

International migration is currently a global phenomenon affecting all countries of the world, albeit in different ways, and is expected to remain a central issue on international political and social agendas in the future. It is a diverse, complex and very dynamic phenomenon that requires multi-level and multi-sectoral governance.

In the context of the most recent developments in terms of governance of migration phenomena and respective policies, the importance and centrality of governance at the local level has gained in importance in recent years, as well as the need to incorporate the issues of migration in all areas of public policy so that, in this way, integrated and more effective responses can be created both to the challenges arising from the management of the phenomenon and to the maximization of the benefits it brings. In order to achieve these objectives and taking into account the nature of the migration phenomenon itself and the processes associated therewith, decision-making, whether political or in terms of initiatives or projects in these areas, must be based on data and facts that are as current and reliable as possible.

Developed within the framework of the project “Migrants and refugees: keys for a multi-sectoral intervention”, funded by AMIF - Asylum, Migration and Integration Fund (PT/2020/FAMI/522) and executed by Amato Lusitano - Associação de Desenvolvimento, this Handbook aims to contribute to the general strategy of collecting, systematizing and disclosing relevant information on migration and migrants, providing a body of relevant knowledge, of a general and specific nature, collected from various secondary sources, but also based on the experiences of local social and

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institutional actors. Specifically, it will contribute to providing the entire community of Castelo Branco with the necessary foundations to create essential strategies for an appropriate and effective process of reception and integration of migrants and refugees at the local level.

This Handbook is not intended solely to provide answers to questions or to address specific daily life aspects on migration and integration, nor is it intended as a training handbook in the field of migration and integration. In this handbook, the different local social and institutional actors can find general and specific, statistical, theoretical, conceptual, epistemological, bibliographic, legislative and institutional content and resources. We have sought to provide a starting point for generating ideas, learning and dialogue on the actions needed and their implications for working with migrant communities, whether migrants or refugees, in order to support decision-making and improve their future preparation for the major demographic, economic and social challenges where human mobility, in its various forms, and where citizens are key players.

As expressed in the project application, the Handbook aims to contribute to a process of social learning, acquisition of skills and improvement of personal and professional practices, through the expansion of information and awareness on the relevance of recognizing and appreciating the socio-cultural diversity and demographic and economic contributions made by migrants and refugees who are third country nationals (TCNs), as well as helping to address the need to develop a delivery system of goods and services and compliance with the legislative framework in force on these issues. In concrete terms, it will establish itself as a technical and educational resource and a multi-sectoral working tool, sufficiently broad and consolidated, but, at the same time, relevant, current and objective, which can be used by the local social and institutional actors concerned (migrant and refugee communities, civil society, public and private institutions, municipalities, etc.). At a second level, it also intends to establish the foundations for the construction of supporting materials for the development of future activities of the project.

HOW WAS IT DEVELOPED?

The idea of this handbook stems from the work developed, over the last eighteen years, by Amato Lusitano - Associação de Desenvolvimento, and specifically by the Centro Local de Apoio à Integração de Migrantes (*Local Center for Support to the Integration of Migrants - CLAIM*), with the community of immigrants and, more recently, refugees living in the municipality of Castelo Branco and the needs identified through this work.

In practice and at the micro level, taking into account the reality that has been analyzed, as well as the project goals and features, the structure and content of the handbook were defined, and seven areas of intervention were identified that were worth targeting by the work to be developed: two cross-cutting intervention areas (multi-level governance and international relations; environment and attitudes towards migration and integration) and five sector intervention areas (labor market, health, education, housing, citizenship and civic engagement).

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In methodological and empirical terms¹, the preparation of this Handbook or “Technical and Educational Resource” took place between January and December 2021 in the city of Castelo Branco. The production of the document followed a mixed methodology, with the collection of varied information, on the themes under analysis, in primary and secondary sources.

The information was collected from various national and international sources, including statistical, institutional, bibliographic and documentary data, with the respective processing, organisation and systematisation of this information in order to incorporate it into the final document, in the most appropriate way.

In addition, and because the project aims to involve, in a concerted and participatory manner, all relevant social actors (migrant and refugee communities, civil society, public and private institutions, municipalities, etc.), we used a survey process (interviews and questionnaires) with various social actors and local institutions, having a relevant work in the field of reception and integration of migrants. Subsequently, the data collected was processed and analyzed qualitatively and quantitatively, in the most appropriate way, with a view to the subsequent inclusion of the results in the document.

HOW IS IT STRUCTURED?

Besides this introduction, the document is structured in two parts.

The first part will provide a general framework on migration, asylum and integration issues and is organized in two modules and seven chapters. The first module includes three chapters presenting the main theoretical models in the fields of migration and integration, a reference to the main data sources and a glossary. The second module has four chapters: the first briefly addresses the main trends in international, European, national and local migration flows and stocks; the second addresses the main and most recent milestones of policy and legislative development in these areas and at different levels of government; the third chapter provides a brief institutional and financial framework in the field of migration and integration; the fourth and last chapter of this module develops a brief review of the current challenges and the conditions necessary for an intervention at several levels, with regard to migration management and, mainly, in the processes of reception and integration of immigrants.

The second part of the document focuses on the presentation and description of a few keys for a multi-sectoral intervention and is organized according to the seven intervention areas defined. The first two modules correspond to the two cross-cutting intervention areas - Multi-level governance and international relations; Environment and Attitudes towards migration and integration - and the other five modules correspond to the five sector intervention areas - Labor market; Education; Health; Housing; Citizenship and Civic Engagement. In each of these modules, we have tried to follow a structure of organizing information in six dimensions of analysis - brief description of the area and overall framework; associated challenges; best practices and/or intervention suggestions; main analysis indicators; existing legislation and resources.

¹ See the methodological appendix for more detailed information.

HOW TO USE IT?

The technical and educational handbook consists of different modules and chapters that can be referred to and used individually or in a complementary way.

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PART I

MIGRATION AND INTEGRATION:
CONTEXTUALIZATION



MODULE I

THEORETICAL, CONCEPTUAL
AND STATISTICAL FRAMEWORK



CHAPTER 1

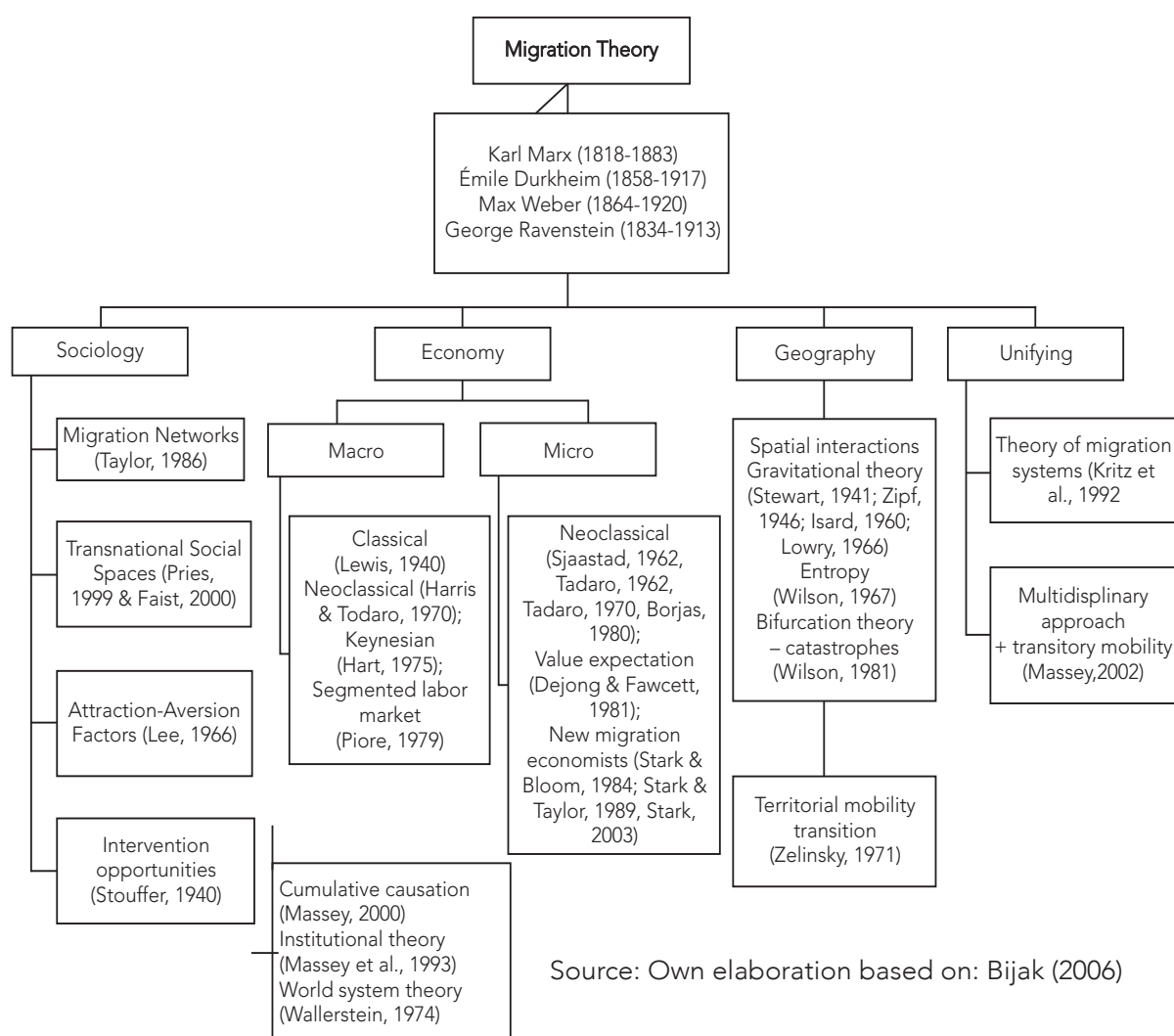
THEORETICAL MODELS ON MIGRATION AND INTEGRATION

MIGRATION THEORIES

According to Hass (2021:4), the complex and multifaceted nature of the migration phenomenon often serves as an argument for those who argue that it is impossible to create a sufficiently universal and comprehensive body of theory to explain these processes.

Figure 1.1 summarizes the main theories that allow us to examine, interpret, understand and explain the processes that drive and characterize migration. This theoretical framework of reference constitutes a generic and comprehensive, yet unified and summarized collection of accumulated theoretical perceptions or perspectives, drawn from a wide range of empirical research and disciplinary approaches that have been developed in the field of migration.

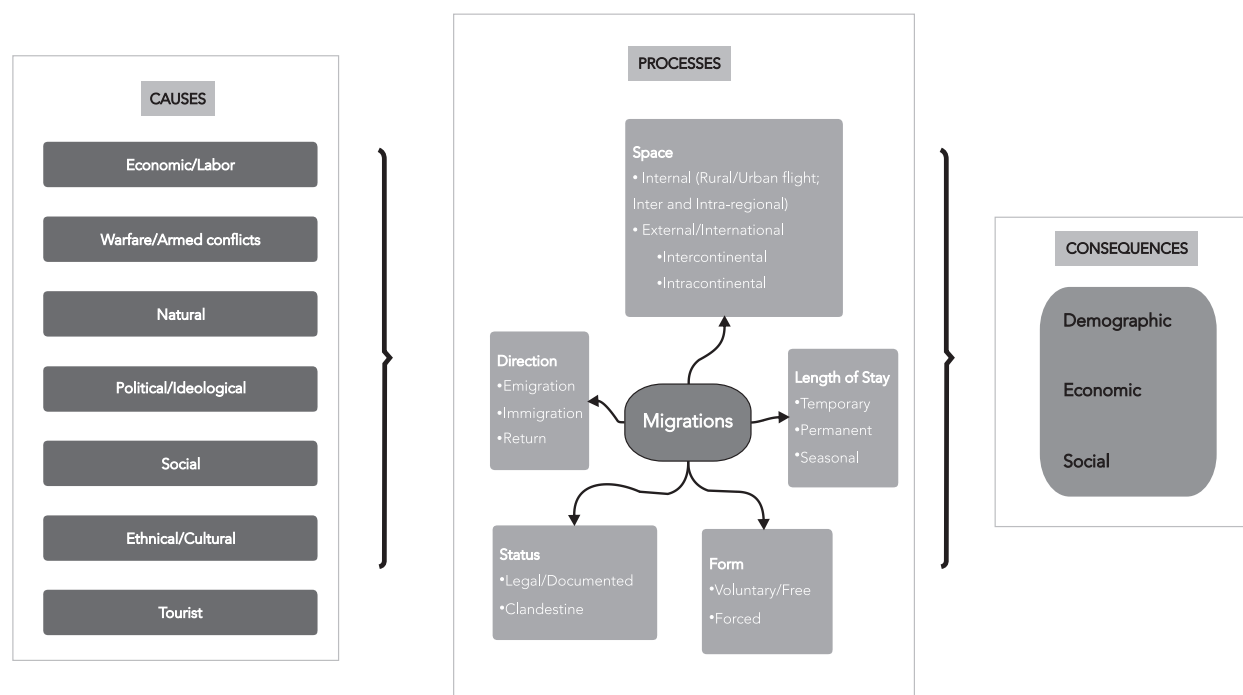
Figure 1.1 - Summary of Main Migration Theories



Source: Own elaboration based on: Bijak (2006)

Although migrations are complex and multifaceted phenomena, it is possible to characterize them in terms of causes, types and consequences, both in the territories of origin and destination. Figure 1.2 summarizes this characterization.

Figure 1.2 - Summary of the Migration Phenomenon



Source: Elaborated by the author

According to Haas (2021:2), “human mobility is an intrinsic part of broader processes of social change. In order to achieve a more meaningful understanding of agency and structure in migration processes, this framework conceptualises migration as a function of aspirations and capabilities to migrate within given sets of perceived geographical opportunity structures.”

It is recognized that migration is not the result of a single factor, but rather of multiple interrelated and interactive factors that take on complex configurations and facilitate, enable, restrict or trigger the complex processes of human mobility. The analysis (individual or joint) of these contextual factors – whether at the macro, medium or micro level; economic, political, social, cultural, demographic and ecological - is therefore fundamental to understanding why people migrate, how they do it and for what purposes, but also why most people never migrate. figure 1.3 summarizes this theoretical-conceptual and analytical framework.

INTEGRATION MODELS

Since the 1980s, the idea of integration has been associated with a certain “standard model”, which defines the way in which a given country deals with the diversity of its population.

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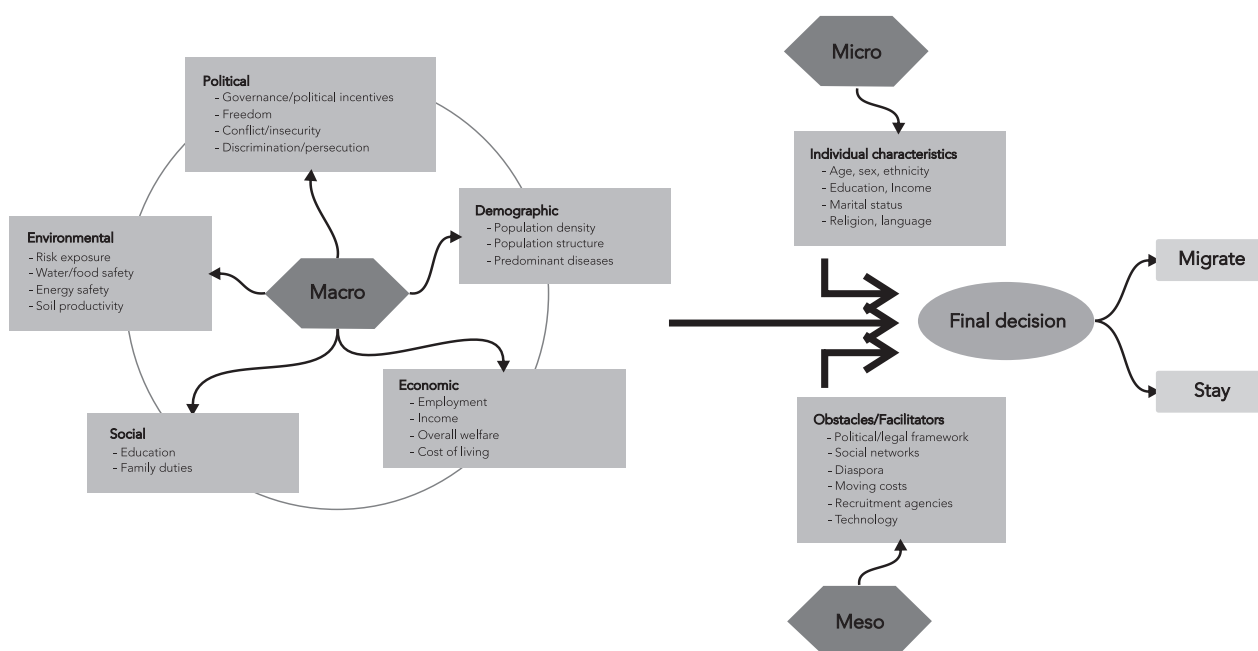
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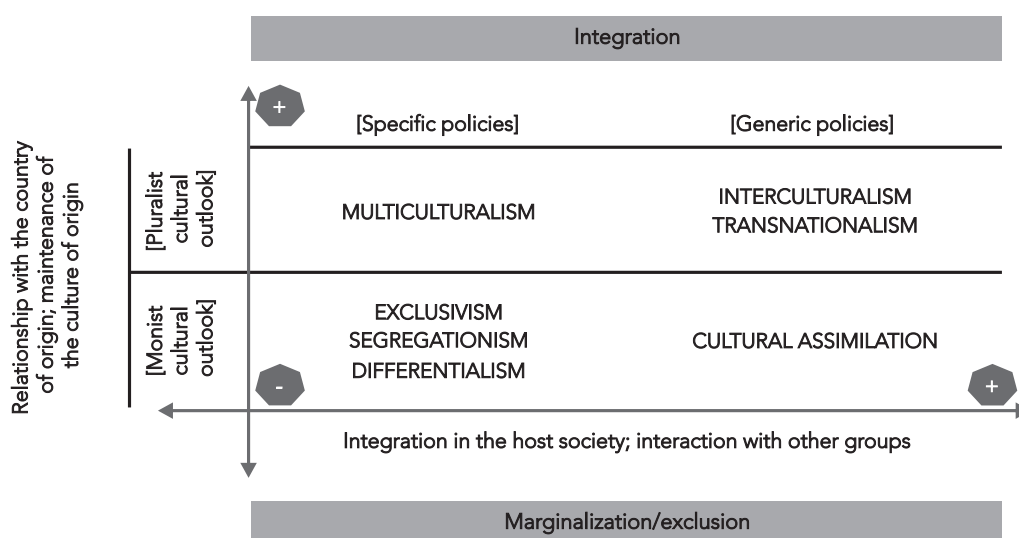
In this regard, Figure 1.4 presents a type of integration models based on two mainstays of social life: links with members of the community of origin and incorporation into the host society; as well as two policy categories: generic and specific; and two cultural approaches: monism and pluralism. None of these models is ideal and all contain positive and negative aspects.

Figure 1.3 - Summary of Contextual Migration Factors



Source: author's own based on Vigil, S.; IOM & UNCCD (2019).

Figure 1.4 - Models of Integration Policies and Practices

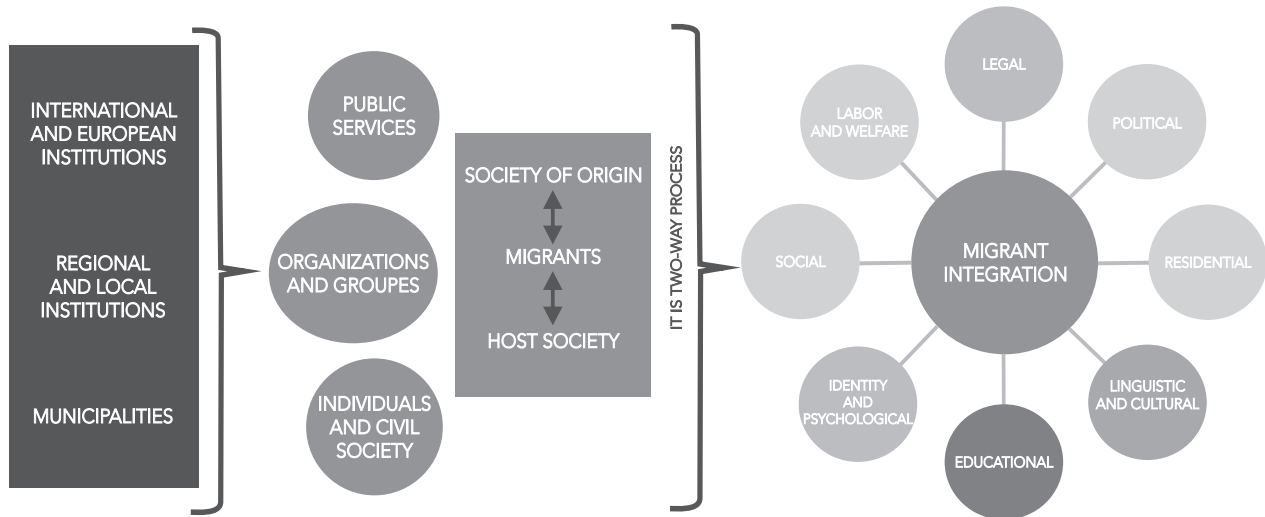


Source: Author's own based on OECD (2011:70)

There is no consensus on a single definition of integration. The definitions have similarities, but are specific to a particular context or country in which they take place. Notwithstanding, it is now generally accepted that integration is a two-way, dynamic and multi-dimensional process that takes place both in public and private spheres, between generations and at individual, family, community, national and transnational levels.

The complexity of the integration process is depicted in figure 1.5.

Figure 1.5 - Actors and Dimensions of the Migrant Integration Process



Source: Author's own based on OECD (2020:7)



CHAPTER 2

MEASURING MIGRATION AND INTEGRATION: DATA SOURCES

Difficulties in gathering comprehensive, accurate, disaggregated, comparable, frequently updated and tiered data on migration and integration, which would allow for effective policy-making, informed debate and public awareness in knowingly, have been discussed for a long time.

Data collection, availability and disclosure requirements arising from the implementation of the 2030 Agenda for Sustainable Development, the Global Compact on Migration (GCM) and the Global Compact on Refugees (GCR), as well as the EU Pact on Migration and Asylum and the Action Plan on Integration and Inclusion 2021-2027, have led to an urgent need for all relevant institutional and social actors to deploy concerted efforts to improve existing data and coordinate and innovate sources on international migration. Indeed, these new international policy frameworks² repeatedly refer to the importance of collecting more accurate data, analyzing it and disseminating it more effectively, as key aspects for monitoring and informing governance and development of migration policies, based on statistical and documentary evidence. The truth is that there is no single source that can provide such data, but by combining different sources – statistical, administrative and other innovative sources – it may be possible to produce the up-to-date information that different practitioners need. Within this field of action, some countries have already developed methods to combine administrative, statistical and other resources from multiple data sources to produce migration statistics (UNECE, 2019), but there remains much to do towards a broader process of interdisciplinary dialogue and the expansion of empirical tools for the study of migration.

NATIONAL FLAGSHIP REPORTS

Oliveira, CR (2021). *Indicadores de integração de imigrantes: relatório estatístico anual 2021*. Coleção Imigração em Números do Observatório das Migrações - Relatórios Anuais, 6. Lisbon: ACM, IP

Oliveira, CR (2021). *Requerentes e Beneficiários de Proteção Internacional em Portugal: Relatório Estatístico do Asilo 2021*. Coleção Imigração em Números do Observatório das Migrações – Relatórios Estatísticos do Asilo, 1. Lisbon: ACM, IP

Oliveira, CR and Gomes, N. (2018). *Migrações e Saúde em números: o caso português*. Caderno Estatístico Temático # 2, Coleção Imigração em Números do Observatório das Migrações. Lisbon: ACM, IP

Oliveira, CR; Gomes, N.; and Santos, T. (2017). *Aquisição da Nacionalidade Portuguesa: 10 anos da Lei em Números*. Caderno Estatístico Temático # 1, Coleção Imigração em Números do Observatório das Migrações. Lisbon: ACM, IP

Oliveira, CR (Coord.); Gomes, N. (2014). *Monitorizar a integração de Imigrantes em Portugal. Relatório Estatístico Decenal*. Coleção Imigração em Números do Observatório das Migrações, 1. Lisbon: ACM, IP

SEF (2021). *Relatório de Imigração, Fronteiras e Asilo 2020*. Lisbon: SEF/GEPE.

² See the respective appendices for more information.

NATIONAL INSTITUTIONS

High Commissioner for Migration (ACM, I.P.) - <https://www.acm.gov.pt/inicio>

Contemporary Portugal Database (PORDATA) - <https://www.pordata.pt/>

Commission for Equality and Against Racial Discrimination (CICDR) - <https://www.cicdr.pt/>

Portuguese Council for Refugees (CPR) - <https://cpr.pt/>

National Institute of Statistics (INE) - https://www.ine.pt/xportal/xmain?xpgid=ine_main&xpid=INE

Migration Observatory (OM) - <https://www.om.acm.gov.pt/>

SEFSTAT Portal - <https://sefstat.sef.pt/forms/Home.aspx>

INTERNATIONAL FLAGSHIP REPORTS

UNHCR - Office of the United Nations High Commissioner for Refugees: *Global Trends and Global Report*

These Flagship Reports, in their latest version - 2021, can be accessed via the shared homepage. - <https://www.unhcr.org/data>

IOM - World Migration Report (WMR) - <https://worldmigrationreport.iom.int/>

McAuliffe, M. & Triandafyllidou, A. (Eds.) (2021). *Global Migration Report 2022*. Geneva: International Organization for Migration (IOM). - <https://publications.iom.int/books/world-migration-report-2022>

The WMR has three related tools³.

OECD - International Migration Outlook

OECD (2021). *International Migration Outlook 2021*. Paris: OECD Publishing. - https://www.oecd-ilibrary.org/social-issues-migration-health/international-migration-outlook-2021_29f23e9d-en

OECD / European Union - Reports: *Settling: Indicators of Immigrant Integration*

OECD/European Union (2018). *Settling in 2018: Indicators of Immigrant Integration*. Paris: OECD Publishing / Brussels: European Union. - https://www.oecd-ilibrary.org/social-issues-migration-health/international-migration-outlook-2021_29f23e9d-en

OECD Series: *Making Integration Work* - https://www.oecd-ilibrary.org/social-issues-migration-health/international-migration-outlook-2021_29f23e9d-en

OECD – Programme for International Student Assessment (PISA) - https://www.oecd-ilibrary.org/social-issues-migration-health/international-migration-outlook-2021_29f23e9d-en

OECD - Other reports in the field of migration and integration - <https://www.oecd.org/migration/integration-policies-and-indicators.htm>

EUROSTAT - Reports: *Migrant Integration Statistics*

Access the latest report (2020) - <https://ec.europa.eu/eurostat/web/products-statistical-books/-/ks-06-20-184>

INTERNATIONAL INSTITUTIONS

European Union Agency for Asylum (EUAA) - <https://euaa.europa.eu/>

European Union Agency for Fundamental Rights (FRA) - <https://fra.europa.eu/en>

CIDOB – Barcelona Centre for International Affairs - cidob.org/en/ - <https://www.cidob.org/en/>

³ For more information: <https://worldmigrationreport.iom.int/toolkits>

European Council – EU Migration Policy - <https://www.consilium.europa.eu/pt/policies/eu-migration-policy/>

European Commission: Directorate-General for Migration and Home Affairs - https://home-affairs.ec.europa.eu/index_en

European Commission: Directorate-General for Employment, Social Affairs and Inclusion - <https://ec.europa.eu/social/home.jsp>

Global Migration Data Analysis Centre (GMDAC) - <https://gmdac.iom.int/>

International Centre for Migration Policy Development (ICMPD) - <https://www.icmpd.org/>

Migration Policy Institute (MPI-EUROPE) - <https://www.migrationpolicy.org/programs/mpi-europe>

Migration Policy Group (MPG) - <https://www.migpolgroup.com/>

United Nations High Commissioner for Refugees (UNHCR) - <https://www.unhcr.org/data.html>

Knowledge Centre on Migration and Demography (KCMD) - https://knowledge4policy.ec.europa.eu/migration-demography_en

- Dynamic data hub - <https://migration-demography-tools.jrc.ec.europa.eu/data-hub/>
- Migration Data Catalogue - <https://bluehub.jrc.ec.europa.eu/catalogue>

INTERNATIONAL DATABASES AND INDEXES

DIOC - Database on Immigrants in OECD and non-OECD Countries - <https://www.oecd.org/migration/dioc.htm>

Eurostat Database: Migration and Asylum - <https://ec.europa.eu/eurostat/web/migration-asylum>

Eurostat Database: Population and Demography - <https://ec.europa.eu/eurostat/web/population-demography>

ILO – Labor Migration data (Select 'Special collections' tab) - <https://ilostat.ilo.org/>

Migration Data Portal - <https://www.migrationdataportal.org/>

Migration Research Hub - <https://migrationresearch.com/>

International Migration Database (OECD) - <https://www.oecd.org/migration/keystat.htm>

Migration Integration Policy Index (MIPEX) - <https://www.mipex.eu/>

Migration Governance Indicators (MGI) - <https://gmdac.iom.int/migration-governance-indicators>

Gallup World Poll - <https://www.gallup.com/analytics/318875/global-research.aspx>

NETWORKS AND PLATFORMS

EMN – EUROPEAN Migration Network (REM - Rede Europeia das Migrações) - https://ec.europa.eu/home-affairs/networks/european-migration-network-emn_pt

Intercultural Cities Programme (ICC) - <https://www.coe.int/en/web/interculturalcities>

International Metropolis Project - <https://metropolis-international.org/>

International Migration, Integration and Social Cohesion (IMISCOE) - <https://www.imiscoe.org/>

SIRIUS – Policy Network on Migrant Education - <https://www.sirius-migrationeducation.org/>

UN Network on Migration - <https://migrationnetwork.un.org/>

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CHAPTER 3

GLOSSARY

A

Asylum - Form of protection granted by a State, on its territory, on the basis of the principle of *non-refoulement* and the right to asylum, recognized at international or national level. This right is granted to a person who cannot obtain protection in their country of nationality and/or in which they reside, in particular because they fear being persecuted because of their race, religion, nationality, membership of a particular social group or political beliefs.

C

Citizenship - A particular legal bond between an individual and his State, acquired by birth or naturalization, following a declaration, an option, a marriage or other means according to the national legislation.

Common European Asylum System - System establishing a common asylum procedure and a uniform status for granting asylum or subsidiary protection in the EU, as well as strengthening practical cooperation between the national administrations responsible for asylum policies and the external dimension of asylum.

D

Diversity - It is the quality of being diverse, different. It is an idea linked to the concepts of plurality, multiplicity, freedom, different angles of vision or approach, heterogeneity and variety. It is often found in the communion of opposites, in the intersection of differences, even in mutual tolerance.

Diversity Management - It is the notion that, in response to the growing diversity of organizations, managers need to keep a close eye on the different needs and conditions of their staff. Managers must also be responsible for eliminating all forms of discrimination and unfair treatment of minority groups and must therefore put inclusive structures in place.

Dublin Regulation - Convention determining the State responsible for examining an asylum application lodged in one of the Member States of the European Union.

Dublin III Regulation - Regulation of the European Parliament and of the Council of 26 June 2013 establishing the criteria and mechanisms for determining the Member State responsible for examining an application for international protection. The Regulation essentially creates rules determining whether a Member State must examine an application for international protection lodged by a third-country national or a stateless person, or whether it must instead request another Member State to examine the application because it does not consider itself responsible.

E

Equal treatment - The absence of any discrimination, direct or indirect, based on racial or ethnic origin.

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F

Foreign population - Group of people who have their usual residence in a given country but who are nationals of another country. *Synonym:* Foreign Population Stock.

G

Geneva Convention and Protocol - The convention of 28 July 1951 relating to the status of refugees, amended by the New York Protocol of 31 January 1967.

H

Humanitarian protection – A form of protection now generally replaced by subsidiary protection, except in the UK. In other Member States (see notes below) the concept is not used or, in the case of Germany, it is a concept other than subsidiary protection. *General term:* International protection.

I

Inclusion - is a complex process, whose means and actions are based on the idea that everyone is different and that everyone can make a positive contribution to society, provided that everyone has the same opportunities to access goods and services. Social inclusion of migrants refers to full economic, social, cultural and political participation in host communities.

Integration - It is a complex process, defined differently by various organizations. In the EU context, integration is a dynamic and two-way process of mutual adaptation of all immigrants and residents of the Member States. It is a “process by which immigrants are accepted into society, both as individuals and as members of a group”. The specific requirements for acceptance by a host society vary considerably from country to country; and the responsibility for integration does not lie with a specific group, but with various actors: the immigrants themselves, the host government, institutions and communities.

N

Nationality - The legal bond existing between a person and a State, without indication of their ethnic origin.

Naturalization - Acquisition of a nationality, at a time after birth, different from that held previously, by a request of the interested party, or of their legal representative, by means of an act of grant from the competent public authority.

Net Migration - The difference between immigration and emigration to a given area in a given year.

Non-refoulement - A fundamental principle of the international legal framework relating to refugees which forbids States from forcing refugees to return, under any pretext, to countries or territories where their life and right to liberty may be threatened.

R

Racism - Ideological construction that attributes to a certain race or ethnic group a position of dominance over others based on physical and cultural attributes, as well as on the basis of economic dominance and control over others. Racism includes racial prejudice and discrimination.

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Refoulement - The return of an individual, imposed by a State for any reason, to the territory of another State where they may be persecuted on the grounds of race, religion, nationality, membership of a particular social group or adherence to a particular political opinion, or the risk of torture. *Terms*

Refugee - According to the Geneva Convention (Convention Relating to the Status of Refugees), a person who "due to a well-founded fear of being persecuted because of their race, religion, nationality, membership of a particular social group or political opinions, who is outside the country of their nationality and who cannot or, because of this fear, does not want to claim the protection of that country" or who, being stateless, is outside the country of habitual residence and who, for the said reasons, cannot or, because of this fear, does not want to return there. It also includes people who, in their own country, have seen "their life, safety or freedom threatened by generalized violence, foreign aggression, internal conflicts, massive violations of human rights or other circumstances seriously disturbing public order". In the EU context, this is specifically a third-country national or a stateless person who fulfills the conditions referred to in Article 1 A of the Geneva Convention and who, as such, is authorized to reside in the territory of a Member State and to whom Article 12 (exclusion) of Directive 2004/83/EC does not apply.

Refugee Status - Recognition by a Member State of a third-country national or a stateless person as a refugee. The recognition, by the competent Portuguese authorities, of a foreigner or a stateless person as a refugee, under the terms of the previous definition, to whom, as such, a residence permit is granted for an initial period of five years, renewable for equal periods.

Return - In broad terms, this is the movement of a person to their country of origin, nationality or habitual residence, usually after spending a significant period in another country (except holidays or business visits, generally considered periods of time greater than three months). The return may or may not be voluntary. In the context of the Return Directive (2008/115/EC), it is the process of return, either in voluntary fulfillment of an obligation to return, or in a coercive manner, to: (I) one's country of origin; (II) a country of transit, under European or bilateral readmission agreements or other applicable provisions; (III) another third country to which the third-country national decides to return and where they are accepted.

Right of Asylum - The right of a State, within the framework of its territorial sovereignty and in the exercise of its will, to allow a foreigner to enter and reside in its territory, and to resist the exercise of the jurisdiction of any State over that individual.

S

Social Exclusion - In the EU context, refers to a situation in which a person is prevented (or excluded) from contributing to and benefiting from economic and social progress. *Related term*: Social Inclusion.

Stereotype - It is the preconceived, standardized and generalized concept or image, established by common sense, without in-depth knowledge, about something or someone. It is mainly used to define and limit people, e.g., in terms of appearance (skin color, types of clothing, use of accessories, etc.), birthplace (region or country of origin) and behavior (religion, culture, beliefs, level of education, etc.).

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Subsidiary Protection Status - The recognition, by the competent Portuguese authorities, of a foreigner or a stateless person as a person who can benefit from the granting of a residence permit for subsidiary protection, according to the terms of the previous definition, for an initial period of three years, renewable for equal periods.

U

Unaccompanied Minor or Unaccompanied Foreign Minor (UFM) - Third-country national or stateless persons under the age of eighteen, who arrive in the territory of the Member States without being accompanied by an adult responsible for them, in accordance with law or custom; and who, during their stay, are not cared for by one of these persons, or are abandoned by them after entering a Member State.

X

Xenophobia – a term that can be described as an attitude, prejudice or behavior which rejects, excludes and often demeans people based on the perception that they are alien or foreign to the community, society or national identity.

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MODULE II

INTERNATIONAL, NATIONAL
AND LOCAL CONTEXTS



CHAPTER 1

MIGRATION AND ASYLUM: FLOWS AND STOCKS

INTERNATIONAL MIGRANTS

The current UN global estimate, expressed in IOM's bi-annual report, the *World Migration Report 2022*, is that in 2020 there were approximately 281 million international migrants worldwide. To this figure must be added the 89.4 million people displaced that year and approximately 740 million internal migrants that existed in 2009, since most people do not migrate across borders, but rather within the countries themselves.

That said, and while the increase in international migrants is evident over time - both numerically and proportionally - and at a slightly faster pace than expected, this is a small minority (3.6%) of the world's population, which means that staying in one's country of birth remains the norm.

Regarding the 89.4 million internally displaced persons (IDPs) existing in 2020, we can say that 26.4 million were refugees (20.7 million under UNHCR mandate; 5.7 million under UNRWA mandate); 4.1 million were asylum seekers; 3.9 million were displaced from Venezuela; and 55 million were displaced from and within various countries (including 48 million due to conflict and violence and 7 million due to natural disasters).

Regarding the flows of international migrants, the latest available data indicates that 2018 saw a 10% increase compared to the previous year.

EUROPE: EUROPEAN AND INTERNATIONAL MIGRANTS

According to Eurostat data, on 1 January 2020, 447.3 million people lived in the EU, 23 million were third-country nationals (TCNs) (5.2% of the total EU population) and nearly 37 million people were born outside the EU (8.3% of the total EU population). In addition, 13.5 million people living in one of the EU Member States were nationals of another Member State.

Regarding asylum seekers and refugees in Europe, UNHCR data indicates that at the end of 2020, 10% of the total number of refugees worldwide (2.6 million - 2,657,199) and only a small number of internally displaced people lived in the EU. The percentage of refugees in the EU represents 0.6% of the total EU population in 2020.

In most EU Member States in 2020, the share of unaccompanied minors was below 50%. Only five Member States recorded higher rates: Portugal (50%), Slovakia (56%), Romania (62%), Bulgaria and Slovenia (71% each). In 2020, 141,000 asylum seekers in the EU were found to be under the age of 18, of which 10% (13,600) were unaccompanied children from Afghanistan, Syria and Pakistan.

With regard to migratory flows from and to the EU, it can be said that in 2019, 2.7 million people emigrated to the EU and 1.2 million emigrated from the territory, which results in net migration of 1.5 million people. Without immigration, the EU population would have shrunk by half a million people in 2019.

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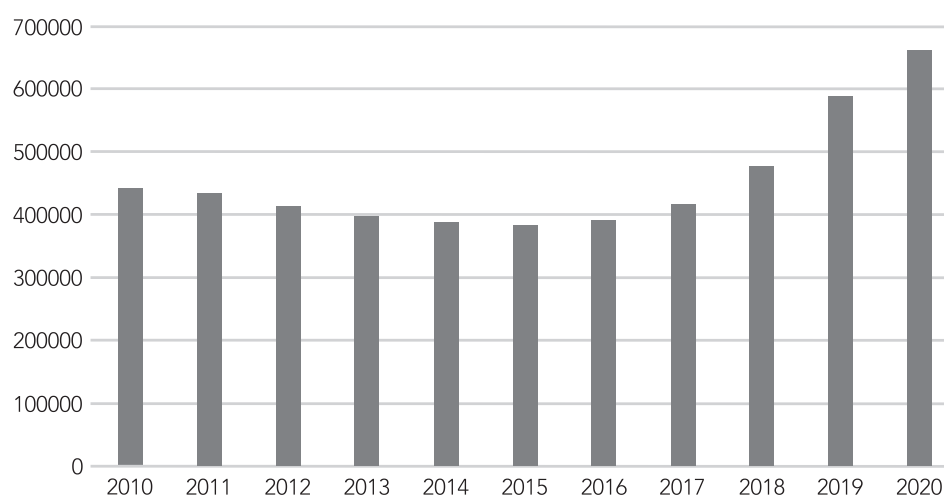
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PORTUGAL: FIGURES AND TRENDS

In graph 2.1 we can see the evolution of the resident foreign population in Portugal over the last decade and prove that in 2020, for the fifth consecutive year, there is an increase in the resident foreign population in Portugal, totaling 662,095 foreign citizens holding a residence permit, corresponding to 6.4% of the total resident population (if we consider foreign nationality) or a percentage of around 11% (if we consider foreign nationality).

Graph 2.1 - Evolution of the numbers of foreign residents in Portugal (2010-2020)



Source: Author's own based on SEFSTAT, 2021

Regarding the geographical distribution of foreign residents by continent and country of nationality, the RIFA 2020 (SEF, 2021: 21-22), informs that there is a general increase in the continental distribution, which manifests itself markedly from South America (+21% compared to 2019), driven by Brazil. With regard to the main nationalities, it is confirmed that:

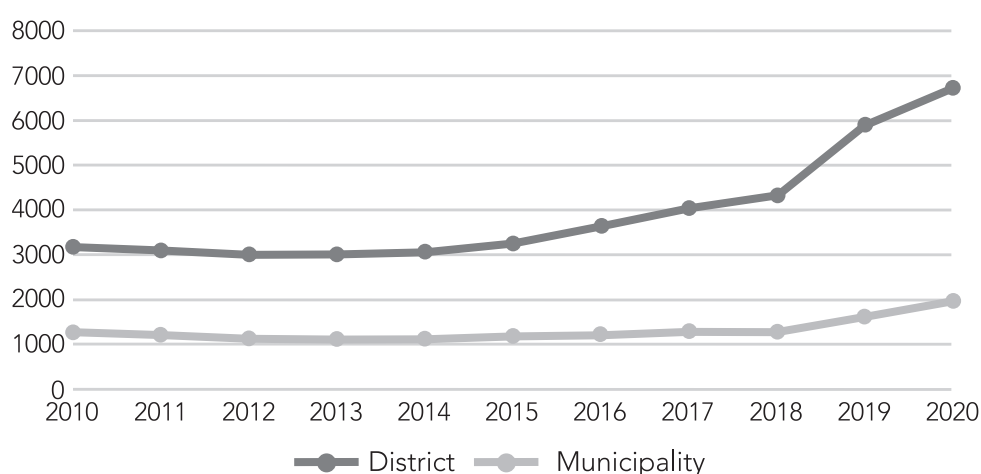
- Brazilian nationals remain the main community of foreign residents, representing 27.8% of the total number of foreign residents;
- The United Kingdom, has moved up one position compared to 2019, now representing the second most representative foreign nationality in Portugal;
- The sustained growth of foreign citizens from EU countries confirms the particular impact of attractiveness factors, such as the perception of Portugal as a safe country, as well as the tax incentives stemming from the regime for non-habitual residents;
- India also stands out, moving up two places and now occupying 9th place, overtaking Angola and Guinea-Bissau. In fact, in recent years, there has been a decrease in the relative number of all nationals from PALOP (Portuguese-speaking African) countries - regarding the total number of foreign residents.
- Italy is also in sixth place, confirming the growth it has experienced in recent years.

Until 2015, Portugal received virtually no asylum applications, let alone humanitarian protection, and the reception model for those it received, which resulted in residence permits, was organized and centralized in the region of Lisbon. With the implementation of the European protection mechanisms, and the consequent creation of the High Commission Working Group on the European Agenda on Migration, ACM, I.P., Portugal has seen this framework change dramatically. According to SEF data, by the end of 2020, there would be a total of 2,461 people in Portugal with valid international protection status (stock). Of these people, 1,230 would have refugee status and 1,231 subsidiary protection status (Oliveira, 2021:162). Among the holders of a refugee residence permit (AR), 53 nationalities are identified, the three most numerous being Syria, Eritrea and Iraq, which total 55% of the total of these permits, Syria accounting for 26%. In turn, among the holders of subsidiary protection residence permits, there is less diversity of nationalities (50 different), the three most numerous being: Syria, Iraq and Ukraine, which represent 57% of the total permits, with Syria accounting for 38% (Oliveira, 2021a:163-164).

LOCAL REALITY⁴

In graph 2.3, we can observe the geographical distribution of the foreign population in the district and municipality of Castelo Branco over time and see that the municipality has followed the evolution of the number of foreigners at the district level, even if it has lost its relative importance, especially with regard to the municipalities of Penamacor (+4.3%), Covilhã (+2.7%), Sertã (+1.9%) and Fundão (+1.4 %). In fact, the evolutionary analysis of the distribution of the foreign population in the 11 municipalities of the district between 2010 and 2020 shows that, during this period, Castelo Branco is the one that has lost the most relative importance with -10.8% foreigners compared to other municipalities (Idanha-a-Nova and Vila de Rei are other municipalities that also lost relative importance, at -0.6 and -0.2% respectively).

Graph 2.3 - Distribution of foreign population in the district and municipality of Castelo Branco (2010-2020)



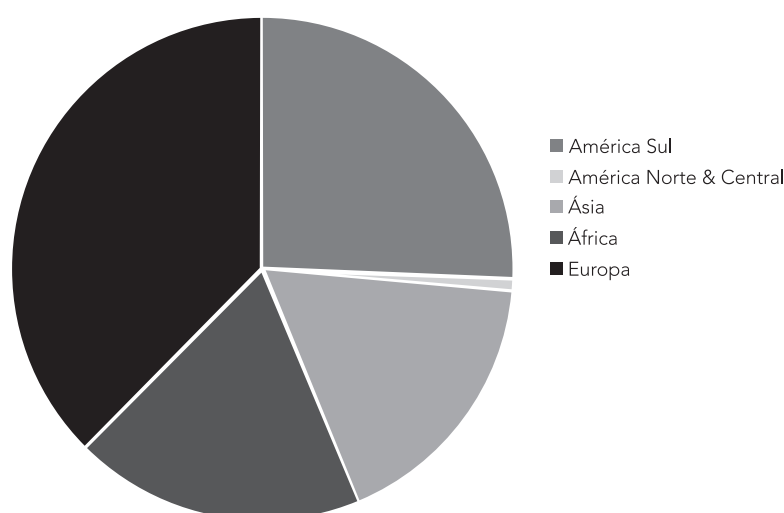
Source: Author's own based on SEF (SEFSTAT, 2020)

⁴ A more detailed characterization of this population in the municipality and district of Castelo Branco has been made in the diagnosis of the Municipal Plan for the Integration of Migrants 2G (PMIM 2G) which can be consulted at the following link: https://www.cm-castelobranco.pt/media/9096/pmim_2g_cb_vf.pdf.

According to data from SEF - Serviço de Estrangeiros e Fronteiras (Portuguese Immigration and Borders Service), 6,717 foreigners were living legally in the district of Castelo Branco in 2020, of which 1,968 were in the municipality of Castelo Branco. This figure for the municipality represents approximately 4% of the total resident population of the territory (51,995) and a variation rate of 14% compared to the previous year. It also represents more than 29% of the foreign population living in the district of Castelo Branco.

With regard to the diversity of the foreign population, there is also an increase in diversity compared to the previous year - from 68 to 75 nationalities represented (see Chart 2.4), of which a large part comes from European countries, in particular EU countries (54% of European nationalities), and African countries, in particular PALOP countries (92% of African countries), but also from Asian countries, namely India, Pakistan, China and Syria, which represent 86% of Asian nationals. Although South America occupies the second place in the distribution by continents, 96% of these citizens are Brazilians, which indicates the high volume of these nationals in the total population of foreign residents.

Chart 2.4 - Foreign population living in the municipality, by continent (2020) (%)



Source: Author's own based on SEF data (SEFSTAT, 2020)

With regard to applicants for and beneficiaries of international protection (BIPs), the last six years have brought changes at the national level which have had an important impact at the local level, in particular because the national reception model for BIPs has defined a network of partnership and cooperation of decentralized host entities throughout the national territory, so that municipalities and institutions at local level have acquired a leading role in this matter.

HIGHLIGHTS

- Castelo Branco is 1 of 5 national districts (Lisbon, Oporto, Coimbra and Braga) that received people arriving in Portugal through all European mechanisms of international protection
- It is the inland district of the country that mostly stands out in terms of receiving applicants and beneficiaries of international protection

TOTAL = 192 PERSONS (2020) + 11 UFM (2021)

- 2.9% of foreign residents in the district in 2020
- 6.7% of the population hosted by the European mechanisms in Portugal in 2020

Source: Author's own based on Oliveira (2021a)

Figure 2.2 presents some data on the settlement of applicants and beneficiaries of international protection at the level of the municipality and the district of Castelo Branco, framed by the national reality, with regard to European protection mechanisms.

Figure 2.3 shows a summary of the reception centers for applicants and beneficiaries of international protection in the municipality of Castelo Branco, as well as the respective effective numbers.

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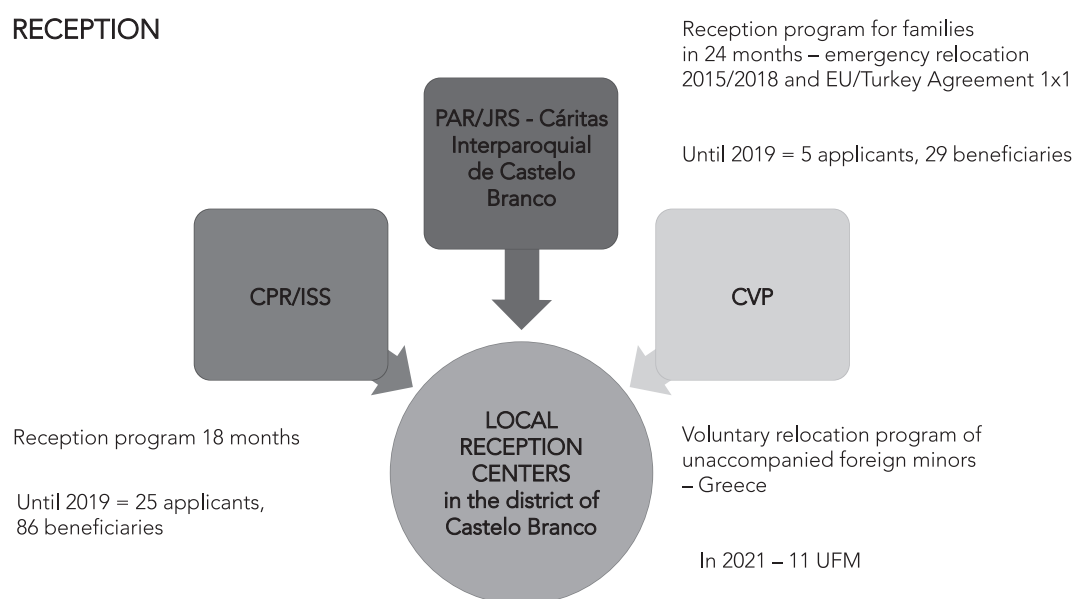


Figure 2.2 - Distribution of applicants and beneficiaries of international protection under European, national and local mechanisms

| | |
|---|---|
| <ul style="list-style-type: none"> • Relocation mechanism (2015-2018) Total 2020 N= 1550 persons (December 2015 to April 2018) Castelo Branco District N= 40 (2.6%) | <ul style="list-style-type: none"> • Number of persons (voluntary applications for protection) reported by the ISS Operational Group for Social Support, with temporary residence permit (ARP). Total 2019 (N=378); 2020 (N=249) Castelo Branco District: 2019 (N=5 persons; 1.3%); 2020 (N=4 persons; 1.6%) |
| <ul style="list-style-type: none"> • <u>Ad hoc resettlement</u> by humanitarian boats (2018-2020) Total 2020 N=217 persons (July 2018 to December 2019) Castelo Branco District. N= 59 (27.2%) (second only to Lisbon with 45.2% or 98 persons) (2019 N=184/n=55 Lisbon 48% or 89 pers.) | <ul style="list-style-type: none"> • Number of unaccompanied foreign minors (UFMs) relocated from Greece, by district of the Specialised Reception Centre (SRC) to which they were referred. Total 2020 N=72; Castelo Branco District N=16 Total 2021 N=199; Castelo Branco District N=11 |
| <ul style="list-style-type: none"> • EU50000 resettlement programme (2018/2019) Total 2020 N=631 persons (December 2018 to December 2019) Castelo Branco District N= 54 (8.6%) (2019 N=409/n=35) | |
| <ul style="list-style-type: none"> • EU/Turkey Agreement 1x1 (2016-2017) 2020 N= 142 persons (June 2016 to December 2017) Castelo Branco District N=19 (13.4%) | |

Source: Author's own based on Oliveira (2021a)

Figure 2.3 - Local Reception Centers in the Municipality of Castelo Branco



Source: Author's own.



CHAPTER 2

POLICY AND LEGISLATIVE DEVELOPMENT

INTERNATIONAL STANDARDS GOVERNING MIGRATION, ASYLUM AND INTEGRATION POLICIES

Here is a non-comprehensive list of international legal instruments applicable in Portugal concerning migrants⁵:

- Geneva Convention relating to the Status of Refugees (1951)
- Universal Declaration of Human Rights (1978) (art. 2)
- International Covenant on Civil and Political Rights (1978)
- International Covenant on Economic, Social and Cultural Rights (1978)
- International Convention on the Elimination of All Forms of Racial Discrimination (1982)
- Convention on the Rights of the Child (1990)
- International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (1990)
- Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (2000)
- Protocol against the Smuggling of Migrants by Land, Sea and Air (2000)
- New York Declaration for Refugees and Migrants (2016)
- International Labor Organization Convention No. 97⁶ on Migrant Workers (Revised - 1949)

Find out more: <https://www.ohchr.org/EN/Issues/Migration/Pages/HumanRightsFramework.aspx>

MIGRATION

In recent years, four notable events have strongly contributed to advancing and increasing the coherence of migration governance at the global level (IOM, 2019b: 8-9):

(a) The adoption in 2015 of the 2030 Agenda for Sustainable Development ("Agenda 2030" – Transforming our World: the 2030 Agenda for Sustainable Development). For more information on the relationship between the 2030 Agenda and migration and integration, see Appendix 1.

(b) Adoption in 2015 of the Migration Governance Framework (MiGOF)

The MiGOF is a set of principles and objectives intended to help States determine what "good governance in migration" actually means. For more on the Migration Governance Framework (MiGOF), see Appendix 2.

⁵ For more information on immigration and refugee legislation, visit the following website: https://www.parlamento.pt/Legislacao/Paginas/Leis_area_Imigracao.aspx.

⁶ The various conventions ratified by Portugal and other documents are available on the following website: <https://www.dgert.gov.pt/convencoes-ratificadas-por-portugal>.

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(c) Formal entry of IOM into the United Nations

In 2016, IOM became one of the specialized agencies of the United Nations, with “related agency” status.

(d) Adoption in 2018 of the Global Compact for Safe, Orderly and Regular Migration.

The *Global Compact for Safe, Orderly and Regular Migration* is the first comprehensive framework for global migration governance that sets out a common approach to international migration in all its dimensions.

For more detailed information on the Global Compact for Migration, please see Appendix 3.

REFUGEES

The international framework regime for the protection of refugees was defined in 1951 with the United Nations Convention relating to the Status of Refugees, also known as the **Geneva Convention**, and the New York Protocol, approved in 1967, which generalized the provisions of the Geneva Convention to a global context.

A new **Global Compact on Refugees** was adopted in 2018. It aims to transform the international response to refugee movements, to the benefit of refugees and host countries, by recognizing that the “refugee crisis” requires large-scale common international responsibilities and cooperative work among countries around the world. Further information on the Global Compact on Refugees is available in Appendix 4.

The New York Declaration also establishes a *comprehensive framework intervention for refugees* (CRRF) and, in the same line, the Refugee Protection and Mixed Movements: 10-Point Plan in Action launched by UNHCR in 2007.

MIGRATION AND ASYLUM POLICY IN THE EUROPEAN UNION

In September 2020, the European Commission approved a New Pact on Migration and Asylum, containing a series of solutions through new legislative proposals and amendments to pending proposals to establish a humane and efficient system, representing an important step forward in the way the EU manages migration. In figure 2.4 we can find the six lines of action defined in this new Pact which has as its motto “Building trust: new balance between responsibility and solidarity”.

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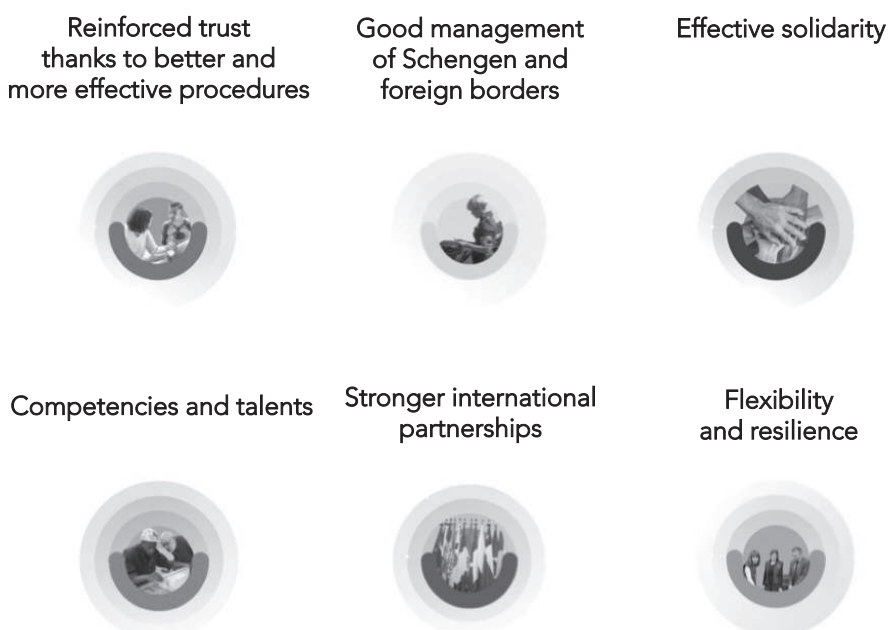


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Figure 2.4 - Action lines of the Migration and Asylum Pact (EC, 2020)



Source: EC, 2021 (https://ec.europa.eu/info/strategy/priorities-2019-2024/promoting-our-european-way-life/new-pact-migration-and-asylum_pt)

The EU migration policy (EU) aims to address, in a comprehensive, balanced and united manner, the management of regular migration and the fight against irregular immigration. Its legal basis are Articles 79 and 80 of the Treaty on the Functioning of the European Union (TFEU).

In accordance with the objective, the competences of this policy are:

- Regular migration management
- Integration
- Fight against irregular migration (through return and readmission agreements and through the control and preservation of the EU external borders)

Following the difficulties encountered in adopting a general provision covering all regular migration in the EU, the current approach consists of adopting sectoral legislation, by migrant category. Thus, EU measures on regular migration cover the conditions of entry and stay for the following categories of migrants:

- Asylum seekers - Directive 2003/86/EC sets forth the conditions of entry and residence;
- Highly skilled workers - Directive 2009/50/EC determines the conditions of entry and residence of highly skilled third-country nationals in EU countries. Their residence and work permit is called the EU Blue Card;
- Students and researchers - Directive (EU) 2016/801 defines the conditions of entry and residence of students and researchers in EU countries;
- Family reunification - Directive 2003/86/EC determines the conditions of entry and residence for this purpose;

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- Long-term residents - Directive 2003/109/EC defines the conditions under which third-country nationals can obtain long-term resident status.
- Seasonal workers - Directive 2014/36/EU defines the conditions of entry and stay of these migrants;
- Intra-company transfers - Directive 2014/66/EU defines the conditions of entry and residence of third-country nationals in the context of intra-company transfers.

One of the EU roles is also to prevent and reduce irregular migration, in particular by controlling and maintaining the EU external borders, drawing up readmission agreements with the countries of origin of irregular migrants and building and implementing an effective return policy (Directive 2008/115/EC), while respecting the fundamental rights of citizens in all cases.

Although the European Union does not have full competence in the areas of integration, several EU legislative instruments are directly related to integration. The EU can encourage and support measures taken by Member States to promote the integration of legally resident third-country nationals.

The EU has also sought to promote the integration of migrants, whether through the creation of policy frameworks (such as the Common Basic Principles), resources (such as Integration Handbooks) or by funding (e.g., Asylum, Migration and Integration Fund). Other structures in place include the European Migration Forum and the European Integration website.

On 24 November 2020, the European Commission presented the action plan on Integration and Inclusion 2021-2027. This plan promotes inclusion for all, recognizing the importance of the contribution of migrants to the EU and tries to eliminate the obstacles that people with a migrant background still face in terms of access to health, education, employment and housing.

The objectives and actions of the European Commission and the role of the Member States in each of these areas are presented in the document (EN) (pp.15-26) and in Appendix 5. Figure 2.5 shows which areas support the integration and inclusion advocated by the European Commission.

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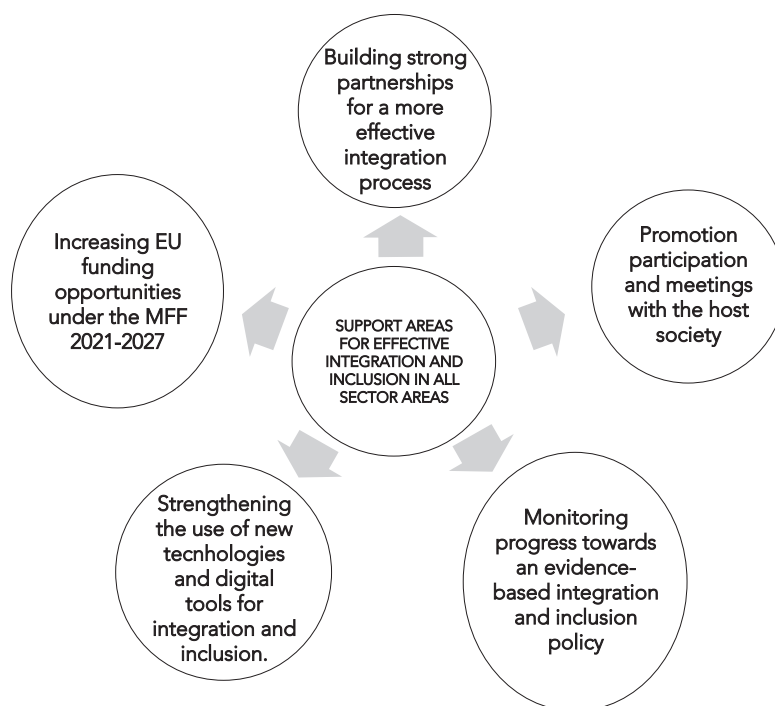
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Figure 2.5 - Areas Supporting Effective Integration and Inclusion in all Sector Areas



Source: Author's own based on CE (2020)

Since 1999, the European Union has been working towards the creation of a Common European Asylum System (CEAS), promoting the improvement of the legal framework of the Member States with a view to the co-responsibility of all countries in the reception of refugees. The Common European Asylum System establishes common standards and cooperation to ensure that asylum seekers are treated equally in an open and fair system – the so-called Dublin III Regulation.

In 2020, the European Commission proposed to reform the system through a comprehensive approach to migration and asylum policy based on three main axes: i) efficient asylum and return procedures; ii) solidarity and a fair distribution of responsibilities; (iii) strengthened partnerships with third countries. To find out more about the reform of the Common European Asylum System (CEAS), please visit the following link: <https://www.consilium.europa.eu/en/policies/eu-migration-policy/eu-asylum-reform/>.

As early as 2021, the European Union Agency for Asylum (EUAA) was created, replacing the European Asylum Support Office (EASO).

MIGRATION AND ASYLUM POLICY IN PORTUGAL

The national migration and asylum policy is structured around four main strategic axes - the regulation of migratory flows, the promotion of legal migration, the integration of immigrants and the fight against irregular migration - which are interconnected around five essential vectors: Attraction, admission, stay, integration and return. The institutional monitoring structure is inter-ministerial and is centralized at the

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SEF, ACM, I.P. and CPR (in the case of the integration of applicants and beneficiaries of international protection).

Currently, the instrument that frames migration and asylum policies in Portugal is the **National Plan for the Implementation of the Global Compact on Migration**⁷, approved by the Council of Ministers on 1 August 2019.

Previously and with many actions still in progress, the **Strategic Plan for Migration 2015-2020 (PEM)** was in force, approved by Council of Ministers Resolution No. 12-B/2015, of March 20⁸.

In terms of legislative instruments, we must highlight:

- Immigration Law: Law No. 23/2007, of July 4, which defines the conditions and procedures for the entry, stay, exit and expulsion of foreign citizens from Portuguese territory, as well as the long-term resident status.
- Asylum Law: Law No. 27/2008 of June 30, amended by Law No. 26/2014 of May 5, which establishes the conditions and procedures for granting asylum or subsidiary protection and the status of asylum seeker, refugee and subsidiary protection in Portugal.

In this context, it is also important to mention Law 67/2003 of August 23, which fully transposes Council Directive 2001/55/EC of 20 July 2001, and Council of Ministers Resolution 110/2007 of August 21, which sets out the annual number of asylum grants. In addition, it is worth mentioning Article 123 of the Immigration Law which provides for the granting of a temporary residence permits for humanitarian reasons.

THE ASYLUM SYSTEM IN PORTUGAL

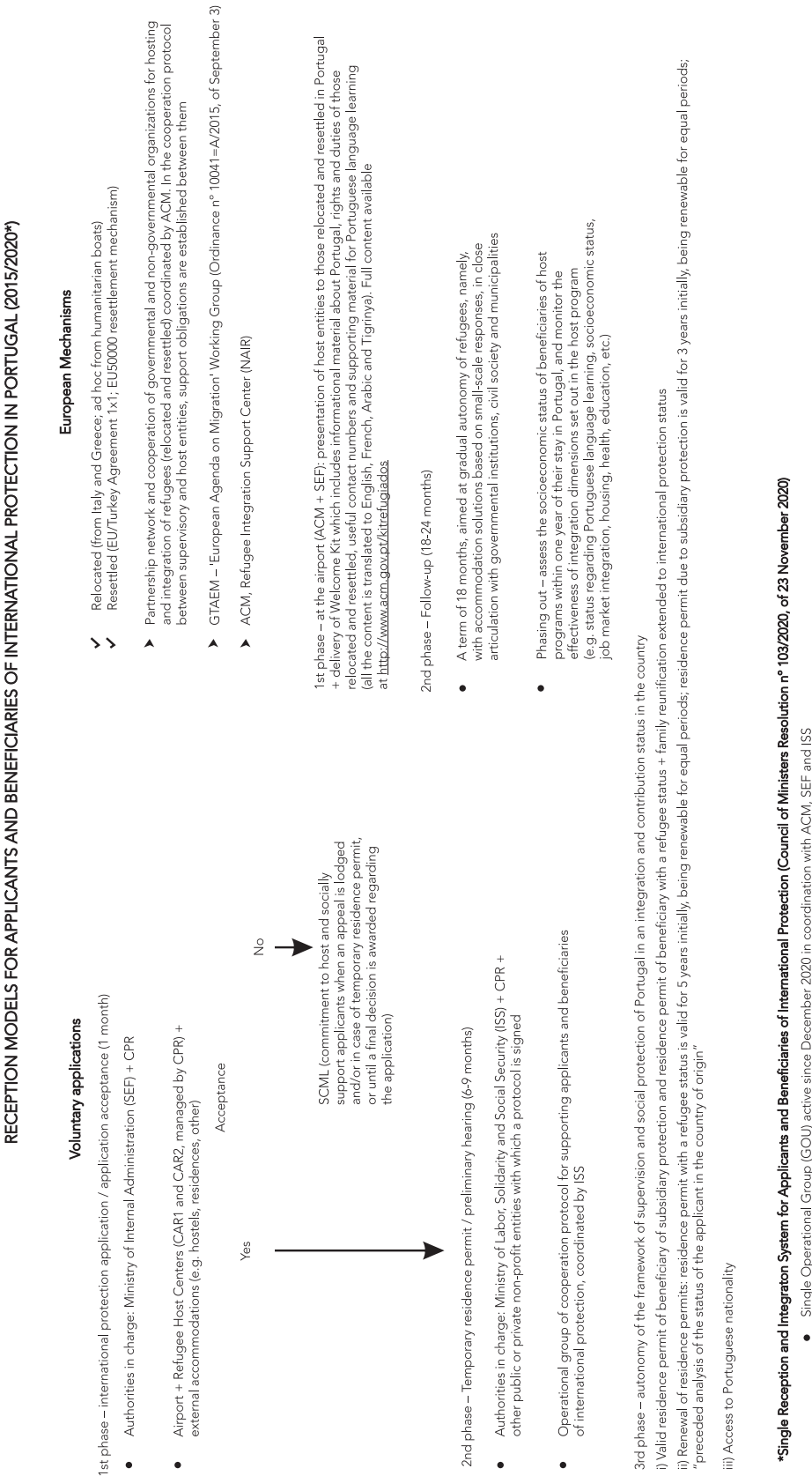
Between 2015 and 2020, two different host and guidance models for applicants and beneficiaries of international protection coexisted in Portugal, a situation which created multiple structural and implementation challenges, as well as certain difficulties and disparities in asylum policy. This situation was resolved through the establishment of a single system, as provided for in Council of Ministers Resolution No. 103/2020 of November 23.

Figures 2.7 and 2.8 summarize the asylum system in Portugal at the time this report was written, including the procedures for Unaccompanied Foreign Minors.

⁷ Council of Ministers Resolution No. 141/2019

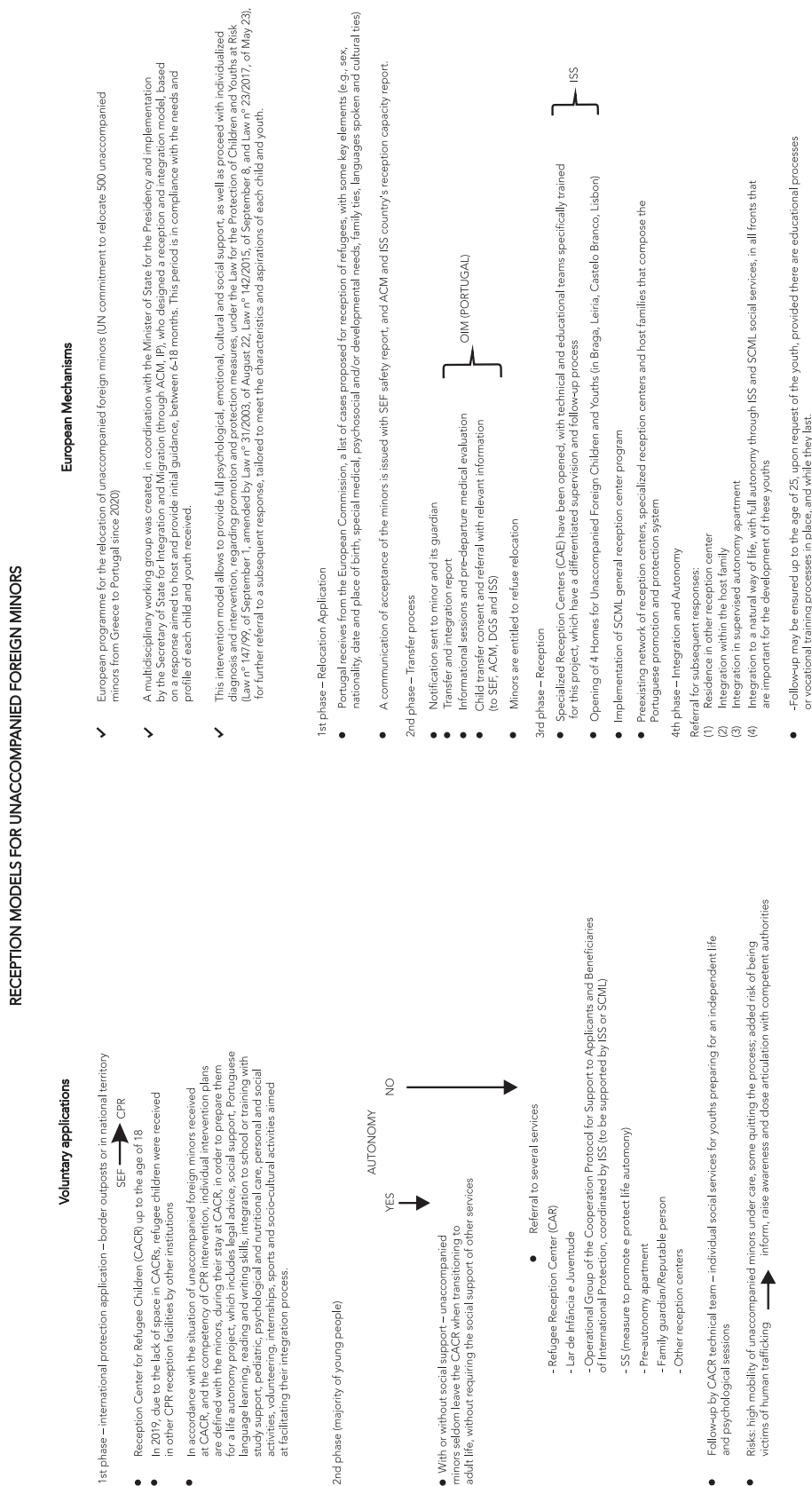
⁸ To learn more about the PEM 2015-2020, please visit: https://www.acm.gov.pt/documents/10181/222357/PEM_net.pdf/3a515909-7e66-41e8-8179-e3aa5e0c7195.

Figure 2.7 - General Asylum System 2015-2020



Source: Author's own.

Figure 2.8 - UFM Asylum System 2015-2020



Source: Author's own.

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LOCAL POLICIES

Local policies for reception and interaction of migrants are given concrete expression by a set of tools, namely Municipal Plans for the Integration of Immigrants (PMIM).

The Municipality of Castelo Branco quickly understood the increasingly important role played by medium and small towns, as well as rural areas, both in attracting and managing migratory flows and integrating migrant populations. In this dynamics, the municipality has responded to emerging challenges, either by creating (in 2004) and maintaining to this day a Local Support Center for the Integration of Migrants (Centro Local de Apoio à Integração de Migrantes - CLAIM), or by developing and implementing two Municipal Plans for the Integration of Migrants. The first Municipal Plan (PMIM-CB) was implemented between 2018-2020 and currently, in the period 2020-2022, the **Municipal Plan for the Integration of Migrants of Castelo Branco 2G (PMIM-CB 2G)** is being carried out, whose main objective is to strengthen, pursue and consolidate the work developed by the City Council of Castelo Branco, by Amato Lusitano – Associação de Desenvolvimento, as well as by the local community and a wide and diverse set of local and regional entities and social actors, within the framework of the promotion of municipal policies and multi-sectoral local practices for the reception and integration of migrants.

In addition to the Municipal Plan for the Integration of Migrants 2G, mentioned above, and the general social responses given to migrant communities by the different social actors with whom they interact, a number of other responses are being developed in a coordinated way to allow or facilitate the reception and integration of migrants.

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CHAPTER 3

INSTITUTIONAL AND FINANCIAL FRAMEWORK

Several international, European and national organizations are involved in measures for the management of migratory flows and the integration of migrants, as well as in the development of resources and the strengthening of the capabilities of States and other social actors concerned. This chapter highlights some of these institutions. Other references can be found in Chapter 2 of Module 1, which addresses the issue of statistical and documentary sources in the fields of migration and integration.

INTERNATIONAL INSTITUTIONS

United Nations High Commissioner for Refugees (UNHCR) (1950)

<https://www.unhcr.org/>

International Organization for Migration (IOM)

<https://www.iom.int/>

United Nations Organization (UN)

<https://www.un.org>

United Nations Educational, Scientific Organization and Culture (UNESCO)

<https://en.unesco.org>

International Labour Organization (ILO)

<https://www.ilo.org>

Organisation for Economic Co-operation and Development (OECD)

<https://www.oecd.org>

UN Network on Migration

<https://migrationnetwork.un.org/>

World Refugee Council (WRC) (2017), now known as World Refugee & Migration Council.

<https://wrmcouncil.org/>

EUROPEAN INSTITUTIONS

European Commission – Directorate-General for Migration and Home Affairs (DG HOME)

https://ec.europa.eu/home-affairs/index_en

European Commission – Directorate-General for Employment, Social Affairs and Inclusion (DG EMPL) <https://ec.europa.eu/social/home.jsp>

COE - Council of Europe

<https://www.coe.int/en/web/portal/home>

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NATIONAL INSTITUTIONS

Figure 3.9 systematizes the national institutional structure for migration and integration, although it can be said that in institutional terms, the management and implementation of migration and integration policies involves all ministries, although some of them on an ad hoc basis, as well as various entities of national and local administrations, as well as public and private institutions and civil society organizations, both international and national as well as regional and local. In addition to the institutions mentioned in the image, the CPR - Conselho Português para os Refugiados (Portuguese Council for Refugees) is the operational partner and representative of the United Nations High Commissioner for Refugees (UNHCR) in Portugal.

LOCAL INSTITUTIONS

City Council of Castelo Branco

<https://www.cm-castelobranco.pt/>

Amato Lusitano – Associação de Desenvolvimento

<http://www.amatolusitano-ad.pt/>

CLAIM – Centro Local de Apoio à Integração de Migrantes

<http://www.amatolusitano-ad.pt/projetos/projetos-em-execucao/plano-municipal-para-a-integra%C3%A7%C3%A3o-dos-migrantes-2g/>

Cáritas Interparoquial de Castelo Branco

<https://www.caritasportalegre.pt/equipamentos/portugal/centro/castelo-branco/caritas-paroquial/caritas-interparoquial-de-castelo-branco/>

Portuguese Red Cross

<https://www.cruzvermelha.pt/estruturas-locais-lista/169-castelo-branco.html>

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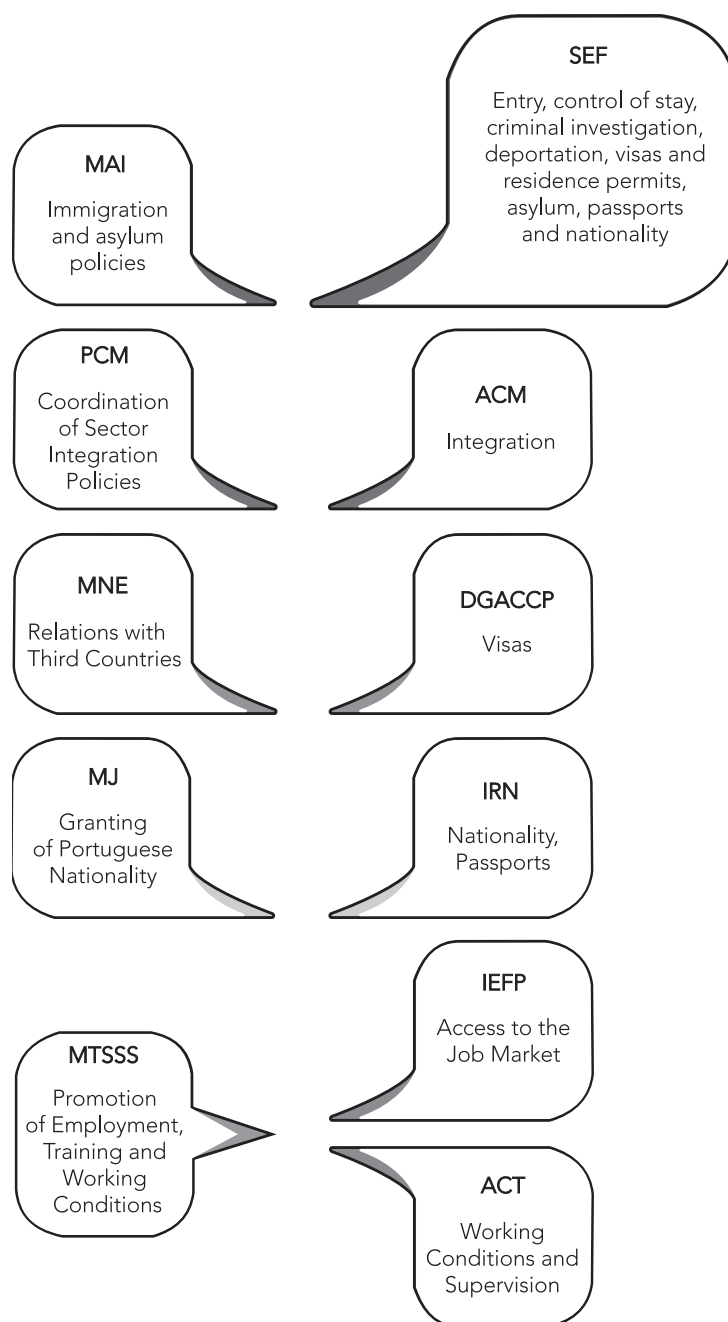


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Figure 3.9 - National Institutional Framework on Migration and Integration



Source: SEF (2021:13)

FUNDING SOURCES: MIGRATION AND INTEGRATION (2021-2027)

EU funds are governed by the Multiannual Financial Framework (MFF), which sets out the implementation of the EU budget over seven-year periods. In the current MFF 2021-2027, the European Commission has proposed to almost triple funding for border and migration management.

In the area of migration and asylum, EU funding can be provided through two sets of funds – for migration management and migrant integration. The main and only direct support fund for the

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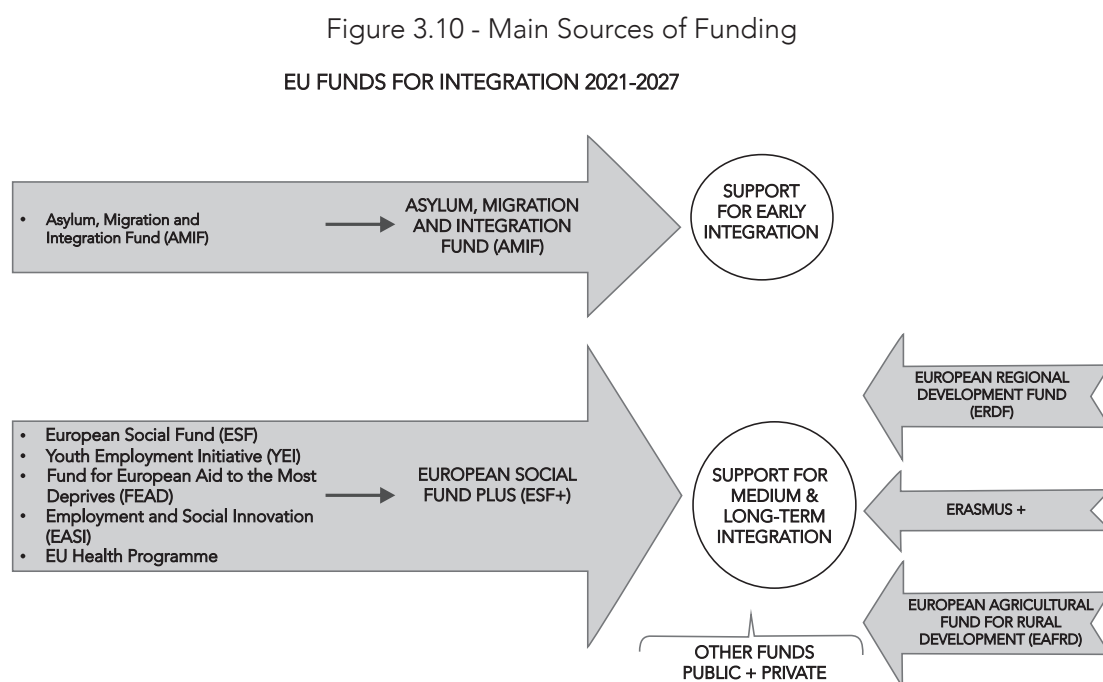


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integration of migrants is the Asylum, Migration and Integration Fund (AMIF), the total value of which amounts to €9.9 billion for the period in question. There are also other funds which can, in a less direct way, contribute to the integration of migrants residing on European territory. Figure 3.10 summarizes the main sources of funding for the integration of migrants in the EU.

It is also worth mentioning that there are two access routes⁹ and multiple beneficiaries of EU funds for migration and integration. These factors are summarized in Figure 3.11.



Source: Author's own.

Figure 3.11 - EU funds for migration and integration: access channels and beneficiaries



Source: Author's own.

⁹ In Portugal, for the period 2014-2020, the ACM, IP was the delegated authority in the national program concerning the AMIF. Similarly was the Agência para o Desenvolvimento e Coesão, IP, which has the task of managing 5 European Structural and Investment Funds (ESIF). It is expected that this structure will be maintained for the next funding period 2021-2027.



CHAPTER 4

CURRENT CHALLENGES AND REQUIREMENTS FOR MULTILEVEL RESPONSE

According to the following OECD document “*Towards 2035. Strategic Foresight. Making Migration and Integration Policies Future Ready*” (2020a), there are currently three megatrends and four processes underway, which are interconnected and which will have a significant impact in the next 10 - 15 years, not only directly on migration and integration policies, but also on a broader and cross-cutting set of other public policies, although the precise extent and direction of these impacts are unknown (OECD, 2020a:5). These trends and processes, as well as the main existing challenges in the governance of migration and integration, are identified in Figure 4.12 and described both in the reference document (see OECD, 2020a: 5-10) and in this Handbook, in its extended version.

Figure 4.12 - Challenges of Multilevel Intervention in the Field of Migration

| Megatrends | Ongoing processes |
|--|--|
| <ul style="list-style-type: none"> • Environmental changes and extreme climate events • Geopolitical instability • Demographic changes and in the future of labor | <ul style="list-style-type: none"> • Technological changes • Changes in migration and integration purposes • New social actors • Changes in migration trends |
| Current challenges | |
| <ul style="list-style-type: none"> • Need for global, multilevel and multi-sector governance • Management of interests, needs and different priorities, often conflicting, of governmental, institutional and social actors involved | |

Source: Author's own based on OECD (2020a)

Multi-level governance refers to the relationships of different state levels and the interaction between the different categories of actors. Keeping this idea in mind, it can be said that multi-level governance has two intrinsic dimensions: a vertical dimension which refers to the way in which power and the articulation between the upper and lower levels of the governance structure, including how institutional, financial and informational aspects are distributed; and a horizontal dimension which refers to the existing cooperative relationships between the various governmental, semi-governmental and non-governmental actors and organisations, and the characteristics of these relationships, in terms of quality and intensity (Cairney, Heikkila & Wood, 2019:6). Furthermore, from the perspective of a global approach to migration and integration governance, the need for inter-ministerial and multi-sectoral

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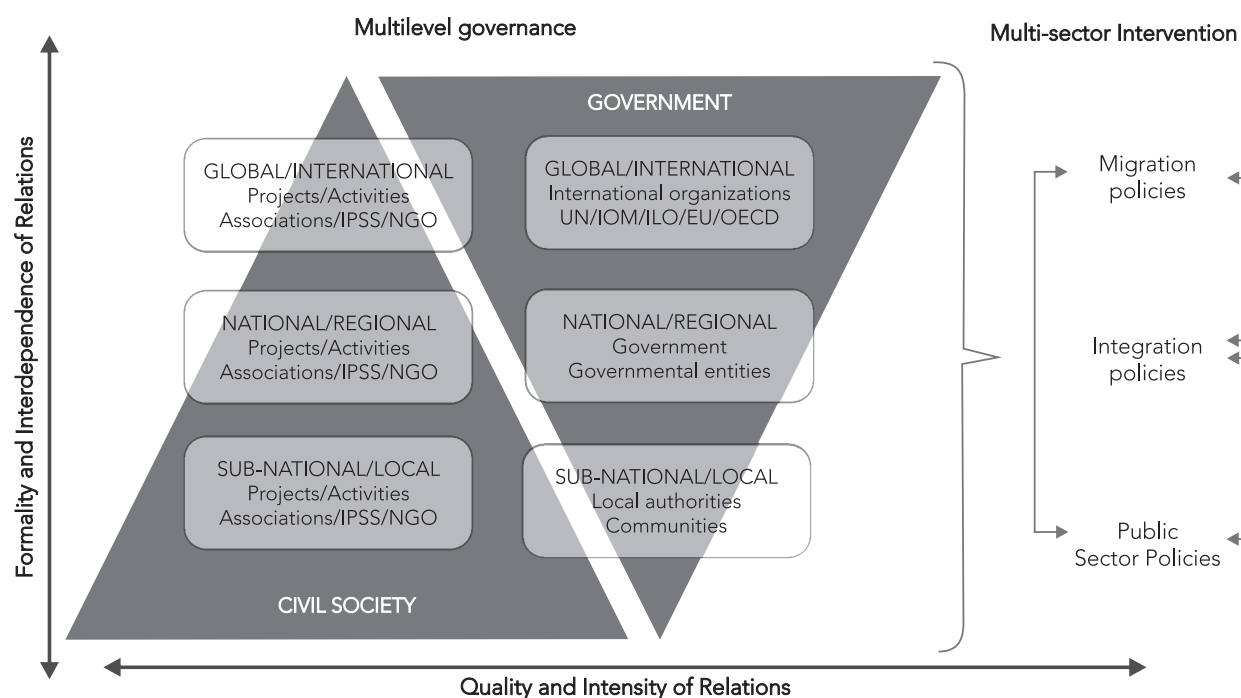
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intervention is advocated, both for the management of migratory processes and the integration of migrant communities. Figure 4.13 summarizes this approach.

Figure 4.13 - Holistic approach to migration governance



Source: Author's own based on Cairney, Heikkila & Wood (2019).

In the OECD paper mentioned above (2020a:11-27), the authors indicate four dimensions in which policymakers and decision-makers can prepare for the challenges of an unpredictable future in migration and integration:

1. Establish more flexible policy targets and key performance indicators;
2. Build new strategic partnerships;
3. Make wise and conscious technology choices;
4. Strengthen the ability to anticipate.

Additionally, in terms of integration, the Migration Policy Institute (MPI) Europe suggests ten ideas for renewing or reformulating integration policy in Europe (see Benton & Ahad, 2019):

1. Create partnerships to promote a collaborative approach to the integration of migrants from the outset.
2. Help workers acquire skills to adapt to changes in the labor market.

3. Rethink social protection systems to support Gig Economy workers.¹⁰
4. Think more creatively about how newcomers can contribute to society.
5. Broaden the mandate of civic education to form the citizens of tomorrow.
6. Use technology to help fill gaps and expand strengths in educational settings.
7. Help everyone develop the skills needed to live in very diverse societies.
8. Explore ways to “push” integration and social cohesion.
9. Teach common values by ‘rewarding’, not ‘punishing’.
10. Create space for difficult conversations about migration and integration.

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RESOURCES

- EU Asylum Reform - <https://www.consilium.europa.eu/en/policies/eu-migration-policy/eu-asylum-reform/>
- EU Migration Policy - <https://www.consilium.europa.eu/en/policies/eu-migration-policy/>
- European Integration Network (EIN) - https://ec.europa.eu/migrant-integration/eu-grid/european-integration-network_en
- European Website on Integration (EWSI) - https://ec.europa.eu/migrant-integration/home_en
- Guia de Acolhimento para Migrantes - <https://www.acm.gov.pt/documents/10181/0/Guia+de+Acolhimento+para+Migrantes/>
- Kit de Acolhimento aos Refugiados - <https://www.acm.gov.pt/kitrefugiados>
- Kit Ferramentas – *Toolkit on the use of EU funds for the integration of people with a migrant background – 2021-2027 programming period* - <https://op.europa.eu/en/publication-detail/-/publication/55dffdce-5d5c-11ec-9c6c-01aa75ed71a1/language-en/format-PDF/source-245933748>
- Migrant Integration Policy Index | MIPEX 2020 - <https://www.mipex.eu/>
- Programa Mentores para Migrantes - <https://www.acm.gov.pt/-/programa-mentores-para-migrantes>

¹⁰ The concept of *Gig Economy* encompasses alternative, transitional and flexible forms of employment.



PART II

KEYS FOR A MULTI-SECTORAL
INTERVENTION



MODULE I

CROSS-CUTTING INTERVENTION AREA

- MULTI-LEVEL GOVERNANCE
AND INTERNATIONAL RELATIONS -



CHAPTER 1

MULTI-LEVEL GOVERNANCE AND INTERNATIONAL RELATIONS

We can say that the link between migration governance and international relations stems from three frameworks (Garcés-Mascreñas & Penninx, 2016):

- political processes that emphasize the engagement of countries of origin;
- transnational relations;
- nexus, migration and development.

In the case of Portugal, migration policies are in line with foreign policy and Development Cooperation Policy (DCP), in its constraints and challenges. Reference to these cooperation frameworks and strategies is obvious and transversal, such as in the National Implementation Plan of the Global Compact for Migration¹¹. This plan is based on five axes and follows the structure of the 23 objectives of the Global Compact for Migration, in order to cover all the relevant dimensions of the migration phenomenon and defines several implementation measures, with a view to cooperation and international relations (see Table 1.1)¹².

Table 1.1 - Migration Governance and International Relations

| |
|--|
| AXES I and II – Promotion of safe, orderly and regular migration and improvement of organizational processes for migration flows and integrated border management. |
| <p>Measures</p> <p>I) Approval and implementation of the mobility scheme of the Community of Portuguese-Speaking Countries (CPLP);</p> <p>II) Execution of bilateral agreements between Portugal and third countries for the organization of labor mobility flows;</p> <p>III) Assessment of mechanisms to attract specific groups such as students, academics, investors and professionals to Portugal, namely the StartupVisa, the TechVisa and the Residence Permits for Investment (ARI);</p> <p>IV) Strengthening of consular protection, assistance and cooperation throughout the migration cycle;</p> <p>V) Cooperation with with countries of origin and transit to prevent, combat and eradicate human trafficking, in particular with the main countries of origin to Portugal;</p> <p>VI) Saving lives and undertaking coordinated international efforts with regard to missing migrants;</p> |

¹¹ Council of Ministers Resolution No. 141/2019

¹² Axis III concerns the promotion of the reception and integration of immigrants and is not included in this analysis.

Measures

VII) Strengthening cooperation, particularly in the area of inspection and policing, with partner third countries, in particular with countries of origin or transit on the main migratory routes, with a view to sharing best practices and expertise;

AXES IV and V – Support towards the connection of migrants to the culture of their country of origin and increased partnerships for development with countries of origin and transit.

Measures

I) Fostering the attraction of investment from diasporas;

II) Execution of bilateral agreements with the countries from which most irregular migrants come, with a view to improving the sharing of information and the processing of return and readmission procedures;

III) Signing bilateral and multilateral agreements establishing mechanisms for the transferability of social rights and other acquired benefits, particularly within the framework of the EU and the CPLP;

IV) Strengthening Portugal's participation in the new Europe-Africa alliance for economy/growth and employment;

V) Pursuit of Portugal's participation in Euro-African dialogues on migration, namely the Rabat process and the Valletta process;

VI) Strengthening Portuguese development cooperation, both at the bilateral level, especially with Portuguese-speaking African countries and East Timor, and at the multilateral level, especially within the framework of the CPLP, the Ibero-American Summit and the European Union, through Strategic Cooperation Programs (SCP), Facility Agreements for Non-Governmental Development Organizations (NGDOs) Projects, South-South Cooperation Agreements, triangular cooperation agreements, the Lusophone Development Compact and SOFID (Portuguese Development Finance Institution);

VII) Participate actively in all organizations and all international cooperation forums in the field of migration, in particular within the framework of the United Nations, the European Union and in collaboration with the African Union.

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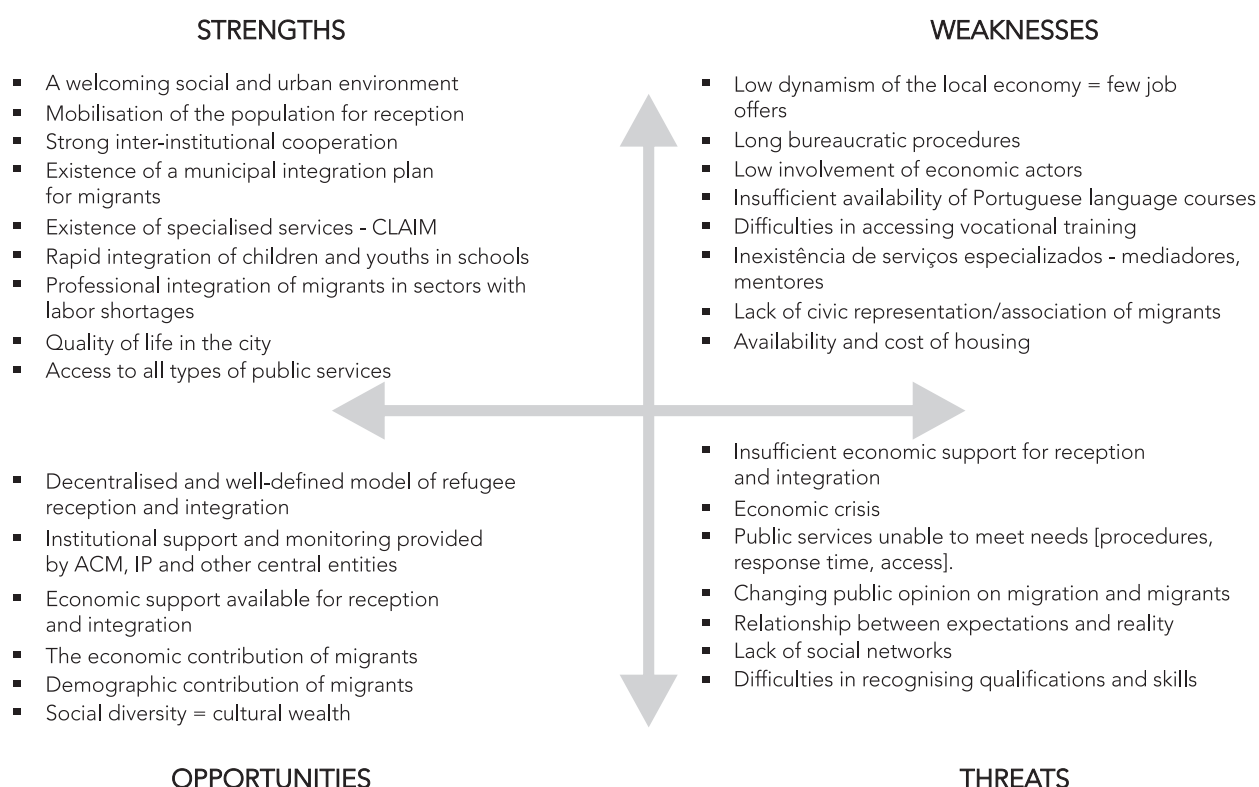
CHAPTER 2

CHALLENGES AND CONDITIONS FOR A MULTI-SECTOR INTERVENTION AT THE LOCAL LEVEL

In the surveying process of the local population and institutions that work directly and indirectly with migrant communities, we have tried to assess, globally and also at a sector level, through open responses, what interlocutors consider to be the main virtues and also the main drawbacks in the reception and integration of immigrants, as well as applicants and beneficiaries of international protection in the municipality and respective institutions. In addition, recommendations for measures or policies in these areas were also given.

A total of 214 people/institutions were interviewed¹³. All the contributions made on the questions asked were collected and processed, leading to the aggregated results presented here in the form of a SWOT analysis.

Figure 1.1 - SWOT analysis



According to the recommendations, a first conclusion is that the institutional actors questioned answered this question to a much lesser extent (N=52/8; 15%) than social actors (N=162/57; 35%). The second conclusion is that all of the recommendations relate to issues of integration, with only one exceptional suggestion referring to issues of arrival/deportation from the territory, whether local or national, and it reads as follows: "Offer them a trip back to their country, with no return."

¹³ See the methodological appendix for more information.

In this context, respondents made a few recommendations, grouped by major themes:

- More and better information (for both migrants and locals);
- Promotion of interaction and mutual knowledge;
- Development of skills (both for migrants and locals);
- Targeted responses from public/private services and more effective social responses.

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Cities and Regions for Integration Initiative - <https://cor.europa.eu/en/our-work/Pages/cities-and-regions-for-integration.aspx>

European Committee of the Regions (CoR) - <https://cor.europa.eu/en>

European Union (2020). Integration of migrants in middle and small cities and in rural areas in Europe. Brussels: EU Committee of the Regions. - https://ec.europa.eu/migrant-integration/library-document/integration-migrants-middle-and-small-cities-and-rural-areas-europe_en

Migration Data Portal - <https://www.migrationdataportal.org/>

OECD (2018). *Working together for the local integration of migrants and refugees*. Paris: OECD Publishing. - <https://www.oecd.org/publications/working-together-for-local-integration-of-migrants-and-refugees-9789264085350-en.htm>

Plataforma de Apoio aos Refugiados - <https://www.jrsportugal.pt/plataforma-de-apoio-aos-refugiados/>

"I get you" Project - jrsportugal.pt/i-get-you-2/

SPEAK Project - <https://portugal2020.pt/speak-o-projeto-que-ensina-linguas-para-apoiar-migrantes-e-refugiados/>

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MODULE II

CROSS-CUTTING INTERVENTION AREA

-ENVIRONMENT AND ATTITUDES TOWARDS
MIGRATION AND INTEGRATION-



CHAPTER 1

PERCEPTIONS AND ATTITUDES TOWARDS MIGRATION AND MIGRANTS IN THE MUNICIPALITY OF CASTELO BRANCO

This module is developed through the analysis of primary data, collected directly, through questionnaires and interviews, from the population and institutions of the Municipality of Castelo Branco between March and July 2021, in order to measure the perceptions and attitudes of the local population concerning migration in general and in the territory, the different groups of migrants and the integration processes of these communities in the territory.

The methodology followed, as well as the characteristics of the populations/institutions surveyed are available in the Methodological Appendix, which is an integral part hereof.

PERCEPTIONS ON MIGRATION

Section on the perception of the resident population regarding the impact of immigration for the country and the local territory specifically. In this sense, three questions were formulated:

- The first concerned the perception of immigration as a problem or an opportunity;
- The second question focused on respondents' degree of agreement on a series of premises related to the role of policy makers in migration and integration processes; the impact of migrants on society, in key sectors; and a series of prejudices that still exist about migrants.
- The third question required respondents to rate, on a scale of 0 to 10, whether the municipality of Castelo Branco has become a more or less pleasant place to live with the arrival of people from other countries.

ATTITUDES AND STANCES CONCERNING MIGRANTS

This section analyzes the attitudes and stances of the resident population regarding key issues in the integration process of migrant communities, such as openness to immigration and access to certain rights for migrants. In this sense, several questions were formulated:

- Of a more random nature, one of the questions asked the respondents' opinion on the granting of certain rights, both to citizens of the European Union (EU) and to third-country nationals (TCNs), in particular the right to live, work, study and invest in Portugal.
- More specifically, respondents were asked to indicate how they consider that the Portuguese generally treat migrants and how they see the evolution of migrant communities in numbers, making this distinction by broad groups.

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In addition to these two questions, the section addresses, albeit in less depth, a body of data important for their contribution to the (de)construction of dual images, as well as myths, stereotypes and prejudices about migrants and migration.

- One of these aspects concerns the acquisition of information (sources and type) on the migrant communities living in the territory.
- Another issue is related to self-assessment and knowledge acquisition on migration issues.
- Respondents were also asked to indicate the main sources of knowledge on migration.

OVERALL ASSESSMENT OF INTEGRATION PROCESSES

It was also relevant for this study to understand the perception of the population of Castelo Branco regarding the level of integration of migrants in the municipality of Castelo Branco, which social and institutional actors were considered more important for this process and which factors were more relevant to corroborate this integration. In this sense, three questions were developed:

- The first question concerned the opinion of the respondents on the degree of integration of immigrants and refugees in the municipality of Castelo Branco.
- Another question related to the importance of the role of each set of social actors for the success of the integration of migrants, according to the opinion of the respondents.
- The third question addressed a series of elements likely to contribute to the successful integration of migrants in the municipality of Castelo Branco with the respondents' opinions on the matter.

CHALLENGES AND ACTIONS

CHALLENGE: Safeguard human rights and the principle of non-discrimination warranted in the various international, European and national instruments.

Notwithstanding the existing legal framework in Portugal on equality and non-discrimination issues, the XXII Constitutional Government has recognized that the fight against inequality is one of its four strategic challenges for social and national cohesion, given that episodes of racism and discrimination that violate the fundamental rights enshrined in the Constitution of the Portuguese Republic continue to occur.

In response to these challenges and also to the call of the EU Anti-racism Action Plan 2020-2025 for Member States to approve national plans, Portugal published in July 2021 the first national plan to combat racism and discrimination 2021-2025 "Portugal against racism"¹⁴.

¹⁴ See Council of Ministers Resolution No. 101/2021 of July 28.

The National Plan to Combat Racism and Discrimination 2021-2025 (PNCRD 2021-2025) is based on coordination with other existing national strategies, plans and programs targeting certain groups and vulnerabilities, namely the National Strategy to Combat Poverty and Social Exclusion, the National Strategy for Equality and Non-Discrimination 2018-2030¹⁵, the national plan for the implementation of the Global Compact for Migration¹⁶, the National Strategy for the Integration of Roma communities 2013-2022 and the National Holocaust Remembrance program.

The PNCRD 2021-2025 is organized around four cross-cutting principles and ten areas of intervention, combining cross-cutting and specific approaches, and resulting from cross-sectoral collaborative work:

| PNCRD Principles | PNCRD areas of intervention |
|--|---|
| a) Deconstruction of stereotypes; (b) Coordination, integrated governance and territorialisation; c) Integrated intervention to address inequalities; d) Intersectionality. | a) Governance, information and knowledge for a non-discriminatory society; b) Education and culture; c) Higher education; d) Labor and employment; e) Housing; f) Health and social action; g) Justice, security and rights; h) Participation and representation; i) Sports; j) Media and digital media. |

RESOURCES

INSTITUTIONS

Comissão para a Igualdade e Contra a Discriminação Racial (CICDR) - <https://www.cicdr.pt/>

European Union Agency for Fundamental Rights (FRA) - <https://ec.europa.eu/>

Observatory of Public Attitudes to Migration (OPAM) - <https://migrationpolicycentre.eu/opam/>

European Commission Against Racism and Intolerance (ECRI) - <https://www.coe.int/en/web/european-commission-against-racism-and-intolerance>

European Network Against Racism (ENAR) - <https://www.enar-eu.org/>

European Network of Equality Bodies (Equinet) - <https://equineteurope.org/>

¹⁵ The National Strategy for Equality and Non-Discrimination - Portugal + Equal (ENIND) was published, on 21 May 2018, in Council of Ministers Resolution No. 61/2018.

¹⁶ See Council of Ministers Resolution No. 141/2019, of August 20.

LINKS

Casa do Brasil - <https://casadobrasildelisboa.pt>

Solidariedade Imigrante - <https://pt-pt.facebook.com/solidariedade.imigrante/>

SOS RACISMO - <https://www.sosracismo.pt>

Migration Data Portal – Public opinion on migration - <https://www.migrationdataportal.org>

Standard Eurobarometer 92 – Autumn 2019 - <https://europa.eu/eurobarometer/surveys/detail/2255>

Standard Eurobarometer 95 - Spring 2021 - <https://europa.eu/eurobarometer/surveys/detail/2532>

Special Eurobarometer 508: Values and identities of EU citizens - <https://publications.jrc.ec.europa.eu/repository/handle/JRC126943>

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MODULE III

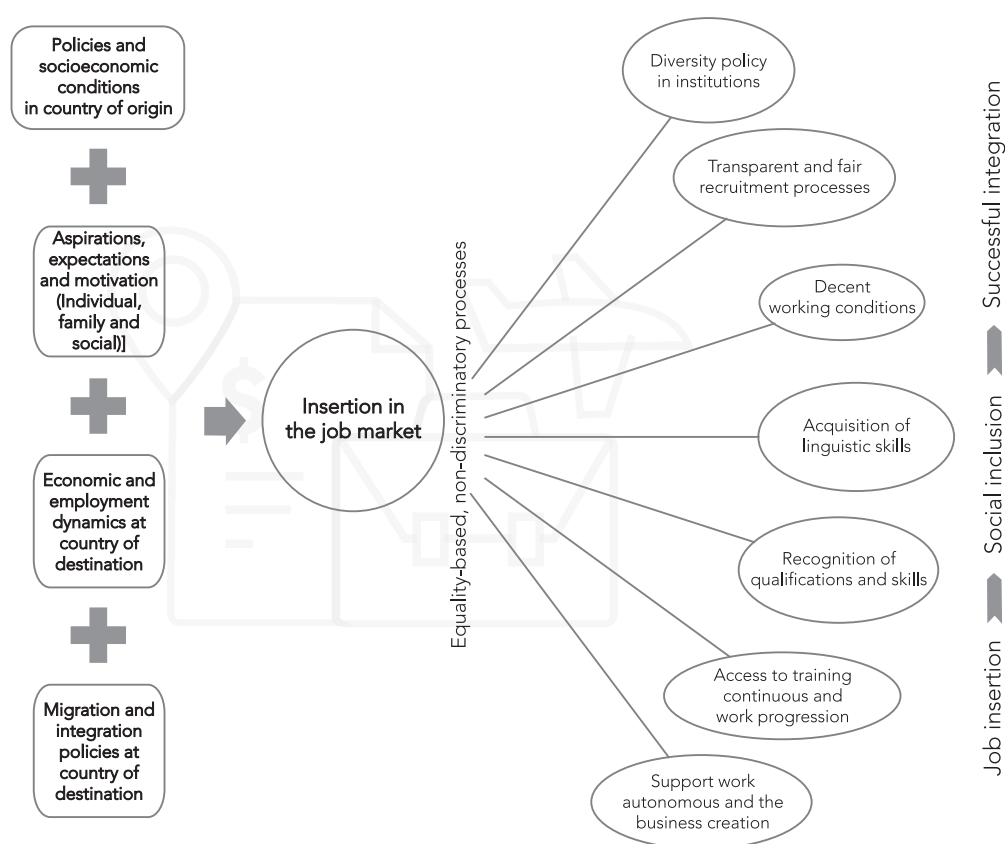
SECTOR INTERVENTION AREA
- LABOR MARKET -



This module addresses the issue of integration of migrants through integration into the labor market, analyzing the rights and conditions of access, while framing the main policies in this area, identifying the legislative instruments and recognizing projects, initiatives and practices that are aimed at attaining the goals towards a more effective integration of migrants into the labor market.

Figure 3.1 summarizes the main ideas of this intervention area.

Figure 3.1 - Labor Market Integration Framework



Source: Author's own.

From a legal point of view, migrants, provided they have a valid document (visa and residence permit), can integrate the national labor market enjoying the same rights and duties as national citizens. Asylum seekers, refugees or beneficiaries of international protection are also entitled to join the labor market, from the moment of application or acquisition of status, even with a temporary residence permit. See Law No. 23/2007 of July 4 (Immigration Law).

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ASSOCIATED CHALLENGES

Implement measures to stimulate the labor market

- Creation of local, regional and national strategic frameworks, abandoning ad hoc and/or short-term integration measures;
- Acquisition of skills by relevant institutional and social actors to manage and maximize the benefits of diversity and social inclusion in the context of labor;
- Combine language learning with the acquisition of other skills and competences or work experience to meet job market needs;
- Invest in strategies that promote support for self-employment and investment in business creation;
- Ensure the active and effective collaboration of a wide variety of actors.

Recognition of qualifications and skills

Education and the recognition of qualifications and skills, as well as access to forms of lifelong learning, are fundamental conditions for effective and successful participation in the labor market. The main challenges relate to the following aspects:

- Avoid over-qualification and strengthen language skills;
- Rapid recognition of qualifications;
- Guarantee access to vocational training.

Assurance of labor rights

- Study and analyze labor conditions of migrant workers in the Portuguese labor market, beyond the most common indicators such as the existence of employment contracts and the payment of social security contributions, as well as vulnerability to unemployment.
- Discrimination in recruitment and hiring process, and then in the workplace, must be identified and tackled.

NATIONAL RESOURCES AND BEST PRACTICES

The Alto Comissariado para as Migrações I.P. (High Commission for Migration - ACM) offers several services that can support migrants in their integration process into the labor market. The Support Office for Professional Integration, Higher Education and Qualification (GAIPESQ), existing in the National Support Centers for the Integration of Migrants (CNAIM)

Gabinetes de Inserção Profissional (GIP)

Rede GIP IMIGRANTE 2021-2023

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In the field of entrepreneurship

Gabinete de Apoio ao Empreendedor Migrante (GAEM)

PEI – Projeto Promoção do Empreendedorismo Imigrante (PEI)

Projeto de Empreendedorismo para Estudantes Internacionais (PEPEI)

The Agência para a Competitividade e Inovação (Competitiveness and Innovation Agency - IAPMEI) has recently developed two programs to attract entrepreneurs and highly qualified workers:

- StartUP Visa Program (Normative Ordinance No. 4/2018 of February 2).
- Tech visa program

More information on this subject is available on the IAPMEI website.

Migrants can find more information on this subject in English on the web page of Balcão do Empreendedor and Balcão Empresa na Hora, where there is also an information brochure in English version: Company IN.

HACCP information in English, Arabic, Hindi, Mandarin and Cantonese is available on the Portuguese Economic and Food Safety Authority (ASAE) website.

About refugees

Refujobs Platform - <https://www.refujobs.acm.gov.pt/pt/>

Associação Pão a Pão - <https://www.paoapao.pt/>

Other matters

The Portuguese Authority for Working Conditions (ACT) has developed a few projects aimed at migrant communities. It is worth highlighting here the awareness and information campaign “Rights for all seasons” that took place in 2021.

On the ACM, IP website, you can find more information about Occupational Health and Safety.

Information in English, including a Practical Guide on the correct procedures, is available on the following Social Security web page: Atribuição de NISS na Hora a cidadãos estrangeiros.

The Portuguese Association for Diversity and Inclusion (APPDI), created within the framework of the implementation of the Portuguese Diversity Charter¹⁷, develops several projects and initiatives of which we highlight here: “Divers@s e Ativ@s Project: Promotion of diversity and non-discrimination in the workplace and the launch” of the “Guide to inclusive recruitment”, which is online and free. The platform also makes it possible to assess the diversity of organizations.

17 To learn more about the Portuguese Diversity Charter, please visit the Portuguese Association for Diversity and Inclusion website

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INTERNATIONAL AND EUROPEAN RESOURCES AND BEST PRACTICES

ILO/OIT

Decent Work Agenda and its four pillars - job creation, social protection, labor rights and social dialogue. – criação de emprego, proteção social, direitos no trabalho e diálogo social. - <https://www.ilo.org/global/topics/decent-work/lang--en/index.htm>

Fair Recruitment Initiative (FRI) 2021-2025 - https://www.ilo.org/wcmsp5/groups/public/---ed_protect/--protrav/---migrant/documents/publication/wcms_817166.pdf

OECD/OCDE

OECD Jobs Strategy - <https://www.oecd.org/employment/jobs-strategy/>

OECD Future of Work Initiative - <https://www.oecd.org/future-of-work/>

OECD Inclusive Growth Initiative - <https://www.oecd.org/inclusive-growth/>

OECD Skills Strategy - <https://www.oecd.org/publications/oecd-skills-strategy-2019-9789264313835-en.htm>

Connecting People with Jobs Project - <https://www.oecd.org/employment/connecting-people-with-good-jobs.htm>

OECD Series Recruiting Immigrant Workers - https://www.oecd-ilibrary.org/social-issues-migration-health/recruiting-immigrant-workers_22257969

European Commission/Comissão Europeia

EU Pact on Migration and Asylum - <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52020DC0609>

EU Action Plan on Integration and Inclusion (2021-2027) - https://home-affairs.ec.europa.eu/system/files_en?file=2020-11/action_plan_on_integration_and_inclusion_2021-2027.pdf

Employers together for integration - https://home-affairs.ec.europa.eu/policies/migration-and-asylum/legal-migration-and-integration/cooperation-economic-and-social-partners/employers-together-integration_en

European Alliance for Apprenticeships - <https://ec.europa.eu/social/main.jsp?catId=1147&langId=en>

European Partnership on Integration - https://home-affairs.ec.europa.eu/sites/default/files/e-library/documents/policies/legal-migration/integration/docs/20171220_european_partnership_for_integration_en.pdf

The Labour-INT Project, which supports the integration of refugees upon their arrival in the workplace through skills assessment, training and placement in Italy, Germany and Belgium, or the European Refugees Integration Action Scheme (ERIAS), which operates in Bulgaria, Greece, Italy and Spain. - - <http://www.labour-int.eu/>

European Website on Integration - - https://ec.europa.eu/migrant-integration/home_en

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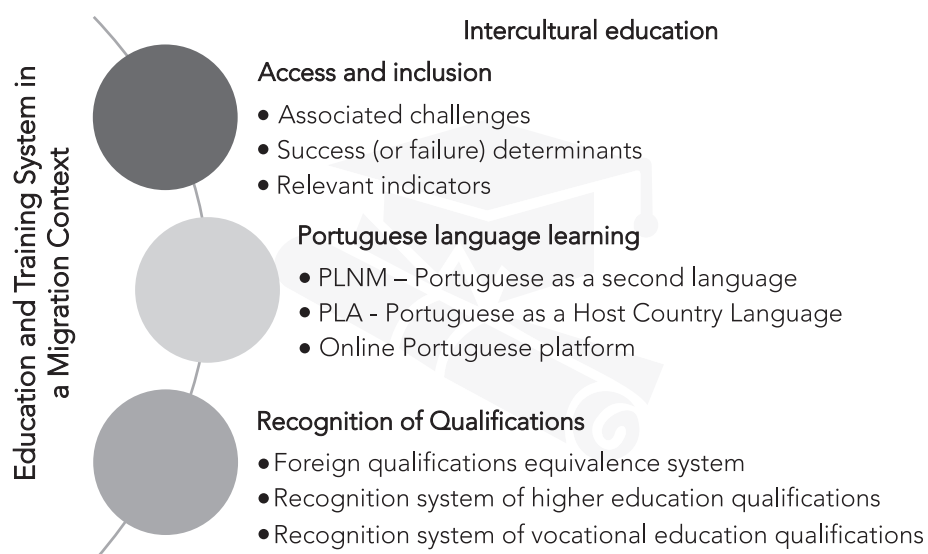
MODULE IV

SECTOR INTERVENTION AREA
- EDUCATION -



In this module, we first describe a brief history of the theme of Intercultural Education, then we address three key aspects of the relational axis: migration, education/training and integration. These are: access and inclusion in the education and training system; learning languages; recognition of qualifications (see Fig. 4.1).

Figure 4.1 - Framework for integration through education



Source: Author's own.

From a legal point of view, migrants, provided they have a valid document (visa and residence permit), can integrate the national labor market enjoying the same rights and duties as national citizens. Asylum seekers, refugees or beneficiaries of international protection are also entitled to join the labor market, from the moment of application or acquisition of status, even with a temporary residence permit. See Law No. 23/2007 of July 4 (Immigration Law). Figura 4.2 – Fundamentos da Educação Intercultural.

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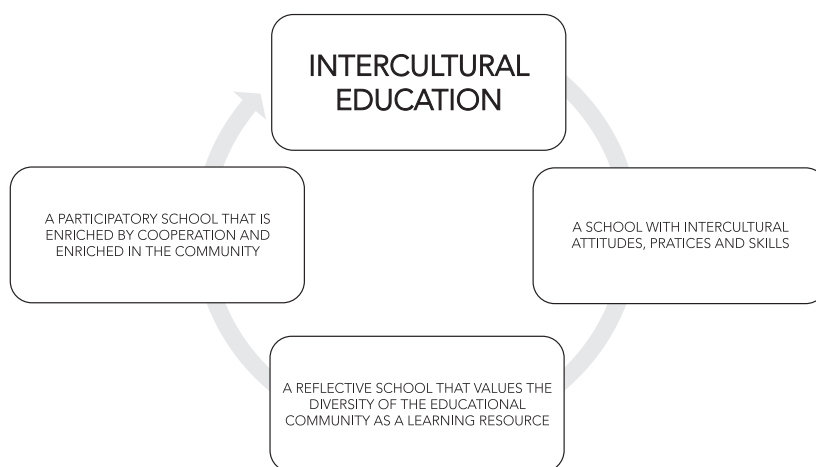


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Figure 4.2 - Foundations of Intercultural Education



Source: Author's own based on REEI (2017:6)

Through these principles and action on its three basic axes – organizational culture, curriculum development and management, and the relationship of educational institutions with the wider community, the educational and training system should promote the acquisition of the intercultural skills necessary for migrants and locals to meet the challenges of an increasingly diverse and multicultural society.

You can read more about intercultural competence in the Council of Europe project “Autobiography of Intercultural Encounters” or in “Developing intercultural competence through education” (Huber & Reynolds, 2014).

CHALLENGES

- Spatial and social segregation of schools;
- Language skills and other special educational needs;
- Organization, resources and needs of the different stakeholders;
- Regular attendance at early childhood education and care services.

DETERMINANTS OF SUCCESS OR LACK OF SUCCESS - WHAT CAN BE DONE

The OECD (2019) published *The Road to Integration: Education and Migration*, which identifies eight pillars (see Table 4.1) that can underpin and support the effective design, development and the implementation of education and training policies in migration contexts.

Table 4.1 - Pillars for an education and training policy in a migration context

| |
|---|
| 1. Consider the heterogeneity of migrant communities. |
| 2. Develop general approaches to promote the general well-being of migrants. |
| 3. Respond to the specific needs of refugee students. |
| 4. Ensure that this motivation translates into a major asset for migrant communities. |
| 5. Provide full language support. |
| 6. Organize resources to reduce the influence of socio-economic status on migrant outcomes. |
| 7. Train teachers in diversity management. |
| 8. Break down barriers to social cohesion by ensuring the proper functioning of services. |

Source: Author's own based on OECD (2019:14)

In short, according to the report (OECD, 2019:18), for countries to benefit from migration, it is crucial that the policies and practices implemented by education and training systems:

1. Support the acquisition of skills and competences within migrant communities;
2. Promote the general social and emotional welfare of migrants;
3. Recognize differences in experiences related to migration;
4. Develop the skills needed to address psychological and behavioral challenges brought about by acculturation (both in migrants and locals).

LANGUAGE LEARNING

- Since 2006/07, **Portuguese as a Second Language (PLNM)** for primary and secondary school students.
- Since 2020, **Portuguese as a Host Country Language (PLA)** in order to cover Portuguese learning needs of adult migrants in Portugal (former *Portuguese for All Program (PPT)*).
- Online complementary learning of the Portuguese language through the **Portuguese online platform**.

RECOGNITION OF QUALIFICATIONS

The Portuguese educational and training system encompasses the recognition of qualifications and skills and grants equivalence to qualifications issued in the country of origin of migrants.

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Recognition of foreign qualifications can be academic or vocational¹⁸. Academic recognition is a process by which a foreign academic qualification is compared to a Portuguese qualifications program with regard to the level, duration and syllabus. Vocational recognition is the authorization by a competent authority (ministry, society, chartered association, etc.) to practice a certain profession or regulated professional activity. The granting of equivalence is the responsibility of the management body or the pedagogical director of the public, private and cooperative primary or secondary education establishment, as applicable, with pedagogical autonomy for the level of education for which equivalence is requested.

THE EQUIVALENCE OF FOREIGN DIPLOMAS¹⁹

In Portugal, the regime for granting equivalence of qualifications from foreign education systems to Portuguese education system qualifications at the level of primary and secondary education is defined in Decree-Law 227/2005, of December 28, rectified by Rectifying Declaration no. 9/2006, of February 6. A few months later, Ordinance no. 224/2006, of March 8 and Ordinance no. 699/2006, of July 12 were published with their *"equivalence tables of qualifications and conversion tables of systems classification concerning a group of countries [forty countries]"* still in force.

Portuguese and foreign citizens who prove that they hold foreign school diplomas can request an equivalence. If it is not possible to present documentary evidence of qualifications (e.g. beneficiaries of international protection, refugees, unaccompanied foreign minors), extraordinary educational measures have been authorized, namely for the grant of equivalences²⁰.

RECOGNITION OF HIGHER EDUCATION DEGREES AND DIPLOMAS²¹

As part of the academic recognition of foreign diplomas, Portugal introduced in 2007 (See Decree-Law No. 66/2018, of August 16) an innovative measure - a simplified and automatic mechanism for the recognition of foreign diplomas, which would be materialized by the implementation of an electronic platform for centralized management, accreditation archives of foreign academic degrees and higher education diplomas (measure 220 of the Simplex+2016 program). At the institutional level, the ENIC/NARIC (*National Academic Recognition Information Centre*) aims to answer questions relating to the recognition of foreign academic degrees and higher education diplomas.

¹⁸ For more information on the recognition of foreign diplomas, please visit the National Agency for Qualifications and Vocational Education (ANQEP) website.

¹⁹ You can find more information on the following website: <https://www.dge.mec.pt/equivalencias-estrangeiras>

²⁰ See Guides which are intended as a support tool for schools and teachers, with a view to welcoming and including these children and youths in the Portuguese education system DGE (2020) and AEM (2016).

²¹ For more information, please visit: <https://www.acm.gov.pt/ru/-/como-obter-reconhecimento-de-qualificacoes-estrangeira-1>. For more information on the evolution of the total number of recognitions of foreign higher education degrees in Portugal, see Oliveira (2020:130).

RECOGNITION OF PROFESSIONAL QUALIFICATIONS²²

The recognition of professional qualifications obtained in the European Union and the European Economic Area follows the legal regime approved by Law no. 31/2021, of May 24, which transposed Directive 2005/36/EC, of 7 September 2005, relating to the recognition of professional qualifications, amended by Directive 2013/55/EU, of 20 November 2013.

In Portugal, the General Directorate for Employment and Labor Relations (DGERT) is responsible for the recognition of professional qualifications, which comes under the Ministry of Labour, Solidarity and Social Security (MTSSS), in close coordination with the competent national authorities. The DGERT also coordinates the internal Market Information System (IMI) for the recognition of professional qualifications, within the framework of administrative cooperation between the competent authorities of the different Member States. The Assistance Center for the Recognition of Professional Qualifications has also been established, in accordance with the provisions of Order No. 6518-A/2019, of 18 July 2019.

For the recognition of professional qualifications, the process must be conducted by the Agência Nacional para a Qualificação e o Ensino Profissional, I.P. (ANQEP) and the Institute for Employment and Vocational Training (IEFP).

NATIONAL RESOURCES AND BEST PRACTICES

Rede de Escolas para a Educação Intercultural - <http://www.dge.mec.pt/rede-de-escolas-para-educacao-intercultural>

The National Implementation Plan of the Global Compact for Migration (Council of Ministers Resolution No. 141/2019, of August 20) envisages, in 3 of its 23 objectives, several measures in the area of education. - <https://files.dre.pt/1s/2019/08/15800/0004500054.pdf>

Intercultural School Seal - <https://www.dge.mec.pt/selo-escola-intercultural>

6th event was launched during the 2020/2021 school year.

Project: Teaching and learning strategies and materials for Portuguese as a second language (PLNM) (2008-2012) - <https://www.dge.mec.pt/portugues-lingua-nao-materna>

Project: FRIENDS - <https://friends-project.eu/pt-pt/> - <https://www.acm.gov.pt/-/rede-de-escolas-para-a-educacao-intercultural-reei->

Schools Network for Intercultural Education (REEI) - <https://www.acm.gov.pt/-/rede-de-escolas-para-a-educacao-intercultural-reei->

Launch (in July 2020) of the new REEI cycle for the 2020-2023 triennium. - <https://cidadania.dge.mec.pt/interculturalidade/noticias-e-eventos/apresentacao-de-lancamento-programa-reei-2020-2023>

²² You can find more information on the following website: <https://www.dgert.gov.pt/reconhecimento-das-qualificacoes-profissionais>

Project: Linguistic diversity in Portuguese schools (2003-2007)

Global Platform for Higher Education in Emergencies (scholarships for Syrian students). - <https://fundacaolacaixa.pt/pt/programas-sociais/cooperacao-internacional/bolsas-de-estudos-superiores-para-estudantes-sirios> See also: <https://www.globalplatformforsyrianstudents.org/index.php>

IOM - Teacher's Guide "NOT JUST NUMBERS" - <https://www.unhcr.org/numbers-toolkit/Manuals/NJN-FINAL-PT.pdf>

Migrants: education in Portugal for children, youths and adults - <https://eportugal.gov.pt/migrantes-viver-e-trabalhar-em-portugal/migrantes-ensino-em-portugal-para-criancas-jovens-e-adultos>

INTERNATIONAL AND EUROPEAN RESOURCES AND BEST PRACTICES

UNESCO - EDUCATION - <https://www.unesco.org/en/education>

UNESCO – Guidelines on Intercultural Education - https://unesdoc.unesco.org/ark:/48223/pf0000147878_eng

UNESCO – Intercultural Competences: Conceptual and Operational Framework - https://unesdoc.unesco.org/ark:/48223/pf0000219768_eng

Education 2030 Framework for Action (FFA) - <https://unesdoc.unesco.org/ark:/48223/pf0000245656>

OECD/OCDE

Strength through Diversity: The integration of immigrants and refugees in school and training systems - <https://www.oecd.org/education/strength-through-diversity/>

OECD - Education Strategy - <https://www.oecd.org/education/future-of-education-brochure.pdf>

OECD Education Working Papers - https://www.oecd-ilibrary.org/education/oecd-education-working-papers_19939019

OECD PISA - Programme for International Student Assessment - <https://www.oecd.org/pisa/>

OECD PIAAC Project - Programme for the International Assessment of Adult Competencies - <https://www.oecd.org/skills/piaac/>

Platform of resources and references for plurilingual and intercultural education - <https://www.coe.int/en/web/platform-plurilingual-intercultural-language-education>

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EU Action Plan on Integration and Inclusion (2021-2027) - https://home-affairs.ec.europa.eu/system/files_en?file=2020-11/action_plan_on_integration_and_inclusion_2021-2027.pdf

This action plan is part of other European strategies:

- European Education Area 2025²³ (through a series of concrete initiatives, where inclusion and gender equality, teacher mobility as well as mobility in higher education institutions, are three of the six dimensions of intervention);
- Digital Education Action Plan²⁴ (one of the main objectives is to make our education systems more inclusive);
- European Skills Agenda²⁵ (which aims to help boost lifelong skills development) (EC, 2020:9).

SIRIUS Network on Migrant Education - <https://www.sirius-migrationeducation.org/>

SchoolEducationGateway - <https://www.schooleducationgateway.eu/pt/pub/index.htm>

Erasmus+ programme - <https://erasmus-plus.ec.europa.eu/projects> - <https://www.ecml.at/Aboutus/AboutUs-Overview/tabid/172/language/en-GB/Default.aspx>

European Centre for Modern Languages of the Council of Europe - <https://www.ecml.at/Aboutus/AboutUs-Overview/tabid/172/language/en-GB/Default.aspx>

European Education Area - <https://education.ec.europa.eu/>

European Website on Integration - https://ec.europa.eu/migrant-integration/home_en

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DGE (2020). *Menores Estrangeiros Não Acompanhados (MENA) – Ensino e Formação. Guia de perguntas frequentes*. Lisbon: Direção-Geral da Educação e Agência Nacional para a Qualificação e o Ensino Profissional, I.P.

DGE (2016). *Agenda Europeia para as Migrações – Guia de Acolhimento – Educação Pré-Escolar, Ensino Básico e Ensino Secundário*. Lisbon: Direção-Geral da Educação.

Josef Huber and Christopher Reynolds (Eds). (2014). *Developing intercultural competence through education*. Council of Europe Pestalozzi Series, No. 3. Strasbourg: Council of Europe Publishing.

OECD (2019). *The Road to Integration: Education and Migration*. OECD Reviews of Migrant Education. Paris: OECD Publishing.

REEI – Rede de Escolas para a Educação Intercultural (2020). *Termos de Referência*.

23 Communication on achieving the European Education Area by 2025, COM(2020) 625 final.

24 Digital Education Action Plan 2021-2027. Resetting education and training for the digital age, COM(2020)624 final

25 Communication on a European skills agenda for sustainable competitiveness, social fairness and resilience, COM(2020) 274 final.



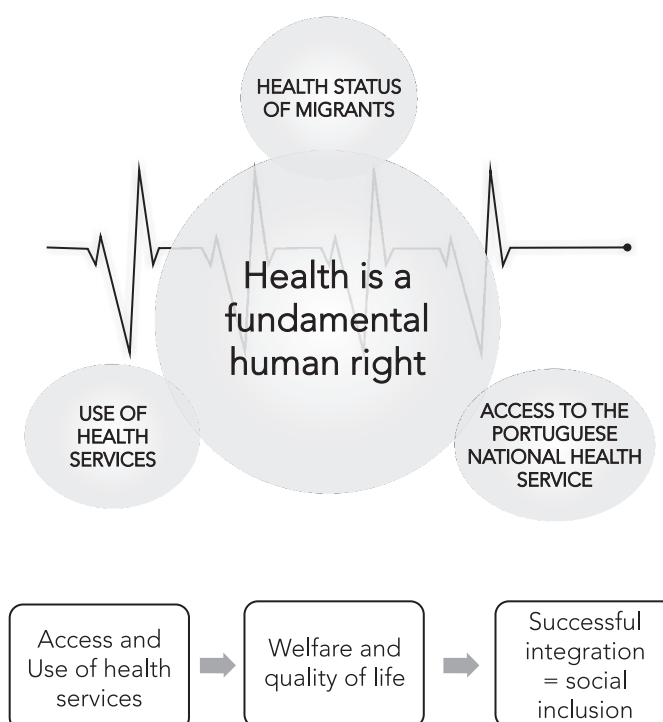
MODULE V

SECTOR INTERVENTION AREA
- HEALTH -



This module analyzes the link between migration and health integration based on the three fundamental dimensions in the study of this field of intervention: the health of migrants and its conditions; access to the Portuguese National Health Service (SNS) and the provision of health services. The contributions of migrants to the Portuguese health system are not discussed here, given the indicators on foreign human resources and flows of foreign health professionals in the National Health Service (SNS).²⁶

Figure 5.1 - Health Integration Framework



Source: Author's own.

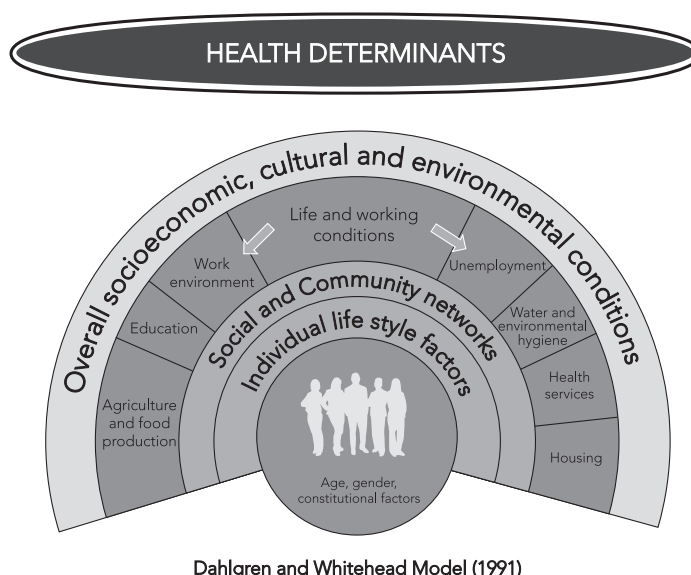
HEALTH STATUS OF MIGRANTS

It is widely accepted that health is more than the absence of illness or disease. It also encompasses the physical, mental, social development and well-being of people²⁷. The understanding that at every stage of life, health and well-being are affected by complex interactions between social and economic factors, the physical environment and individual behavior, as well as hereditary factors, are inextricably related to this concept. These factors and conditions are called the social determinants of health (SDH) and are identified in Figure 5.2.

²⁶ For a more in-depth analysis, see Oliveira and Gomes (2018).

²⁷ Preamble to the Constitution of the World Health Organization (WHO) - definition of health. This definition has not changed since 1948.

Figure 5.2 - Health determinants

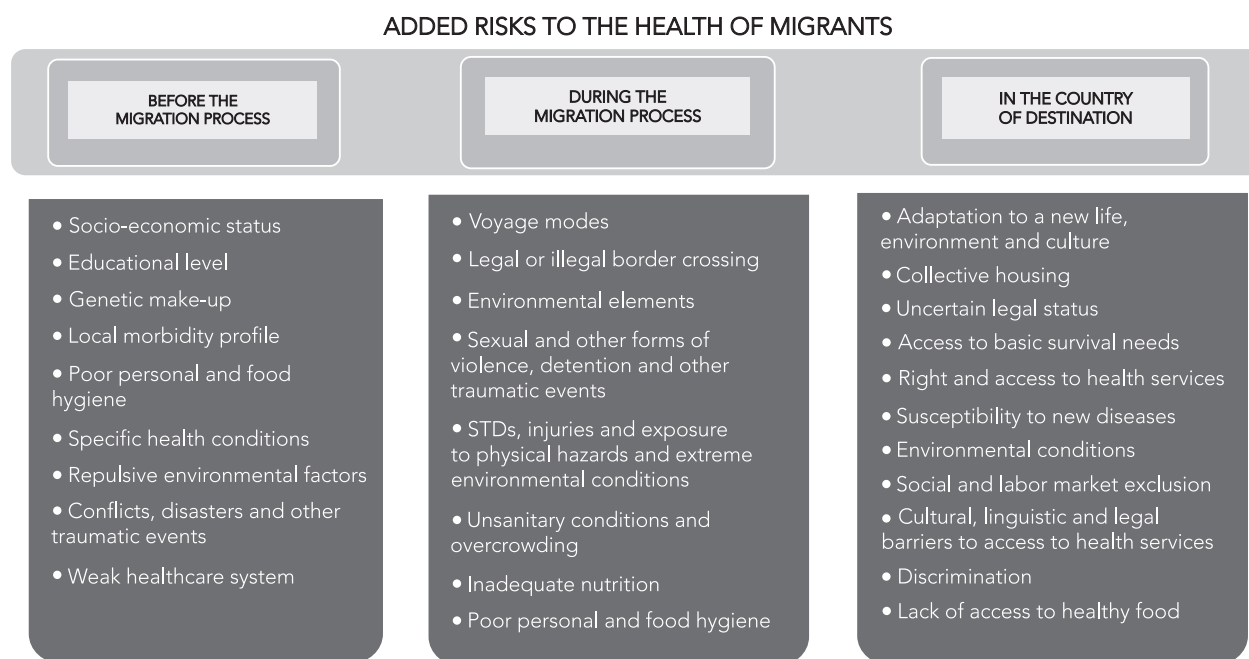


Dahlgren and Whitehead Model (1991)

Source: Author's own based on the Internet - Dahlgren and Whitehead's Social Determinants of Health Model (1991)

A migração é considerada, em si mesma, um determinante social da saúde pelo seu potencial de impactar a saúde dos/as migrantes ao longo das diferentes fases do processo migratório: pré-partida, durante o processo migratório (viagem, trânsito, retorno), e no destino (Cf. figura 5.3).

Figure 5.3 - Migration process and migrant health risks



Source: Author's own based on Matlin, S., et al. (2018:8).

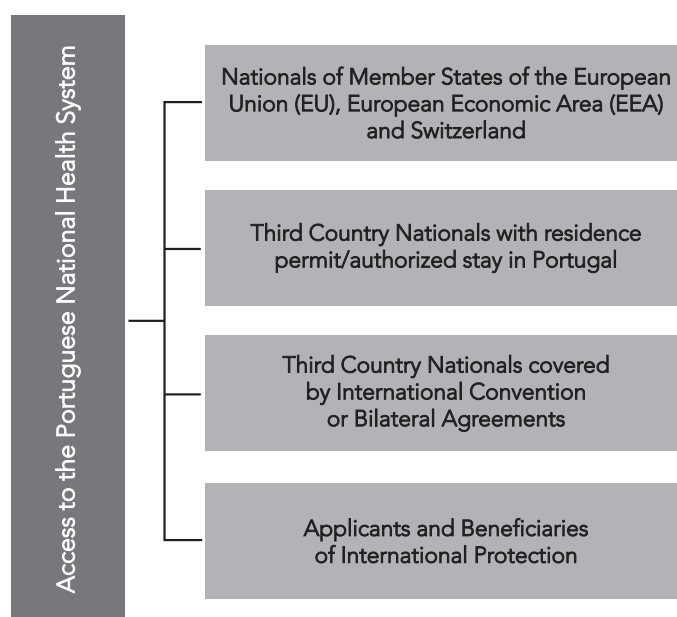
To understand the health status of migrants and equity in health and well-being of migrant and local populations in comparison, it is essential to analyze health and disease indicators in relation to these determinants and how they reinforce and influence each other.

ACCESS TO THE PORTUGUESE NATIONAL HEALTH SERVICE: WHO CAN ACCESS IT AND UNDER WHICH CONDITIONS

The Constitution of the Portuguese Republic (Articles 64 and 15) and the current Basic Health Law (Law 95/2019, of September 4), together with other applicable laws²⁸, grant all citizens, including the migrant population and beneficiaries of international protection, the right to health protection, regardless of their economic, social or cultural status. In other words, these citizens are entitled to healthcare in the same way as beneficiaries of the Portuguese National Health Service (SNS) under the principles of universal, general and free healthcare.

Notwithstanding, there are differences between citizens in terms of rights and procedures, so foreigners with access to the Portuguese national health system are grouped into categories according to these different rights and procedures.

Figure 5.4 - Access to the Portuguese National Health Service by foreign citizens

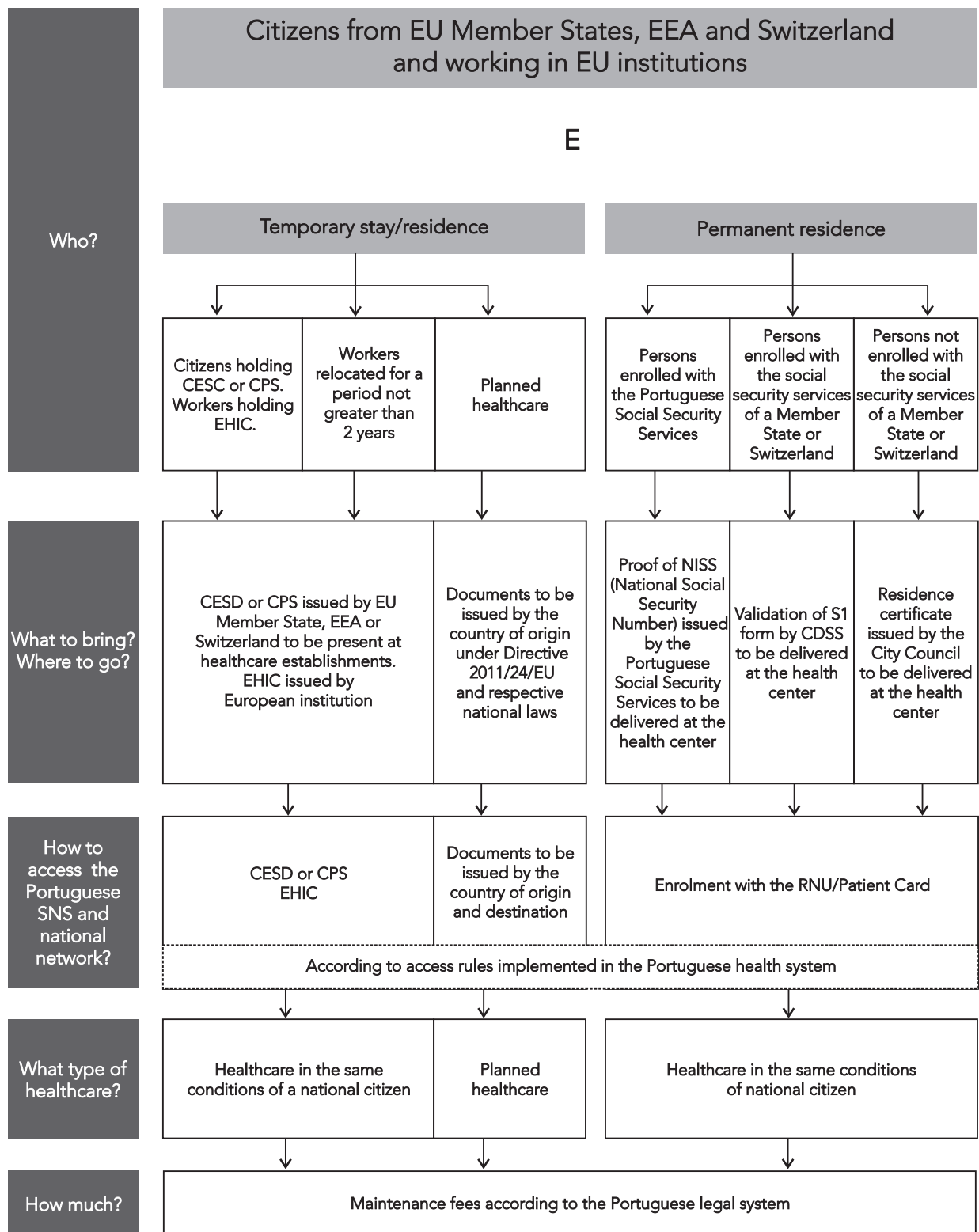


Source: Author's own.

For general information, diagrams of these procedures are presented in the following pages, information made available by ERS - Entidade Reguladora da Saúde (Health Regulatory Authority). Further information on the guidelines that warrant the identification and procedures required for the registration and access of foreign citizens to the Portuguese health system is available in Manual de Acolhimento no Acesso ao Sistema de Saúde de Cidadãos Estrangeiros (Reception Handbook to access the Portuguese Health System by Foreign Citizens).

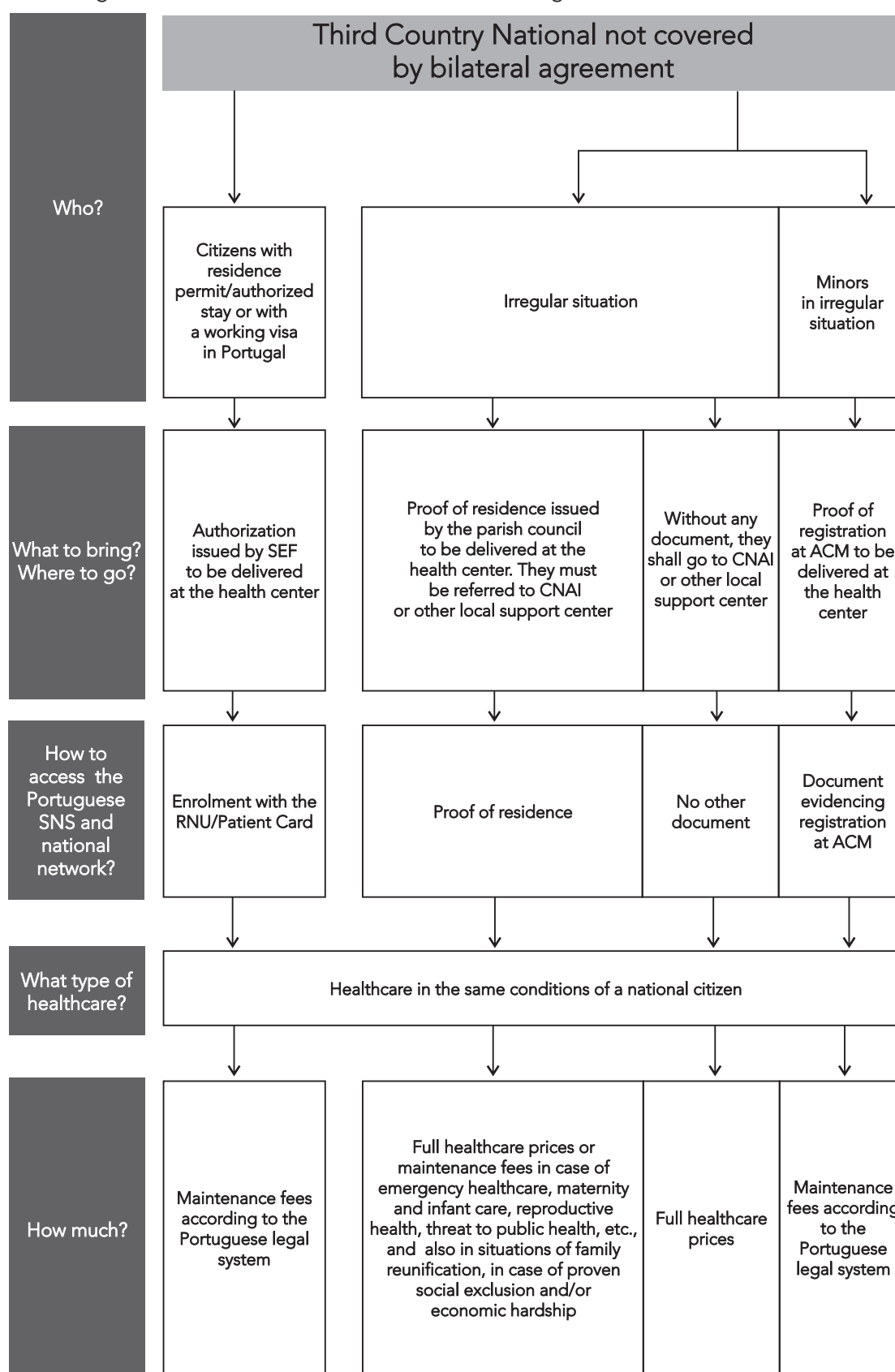
²⁸ See dispatch from the Ministry of Health no. 25 360/2001 of December 12.

Figure 5.5 - Access of EU citizens to the Portuguese National Health Service



Source: Health Regulatory Authority (ERS)

Figure 5.6 - Access of TCN citizens to the Portuguese National Health Service



Source: Health Regulatory Authority (ERS)

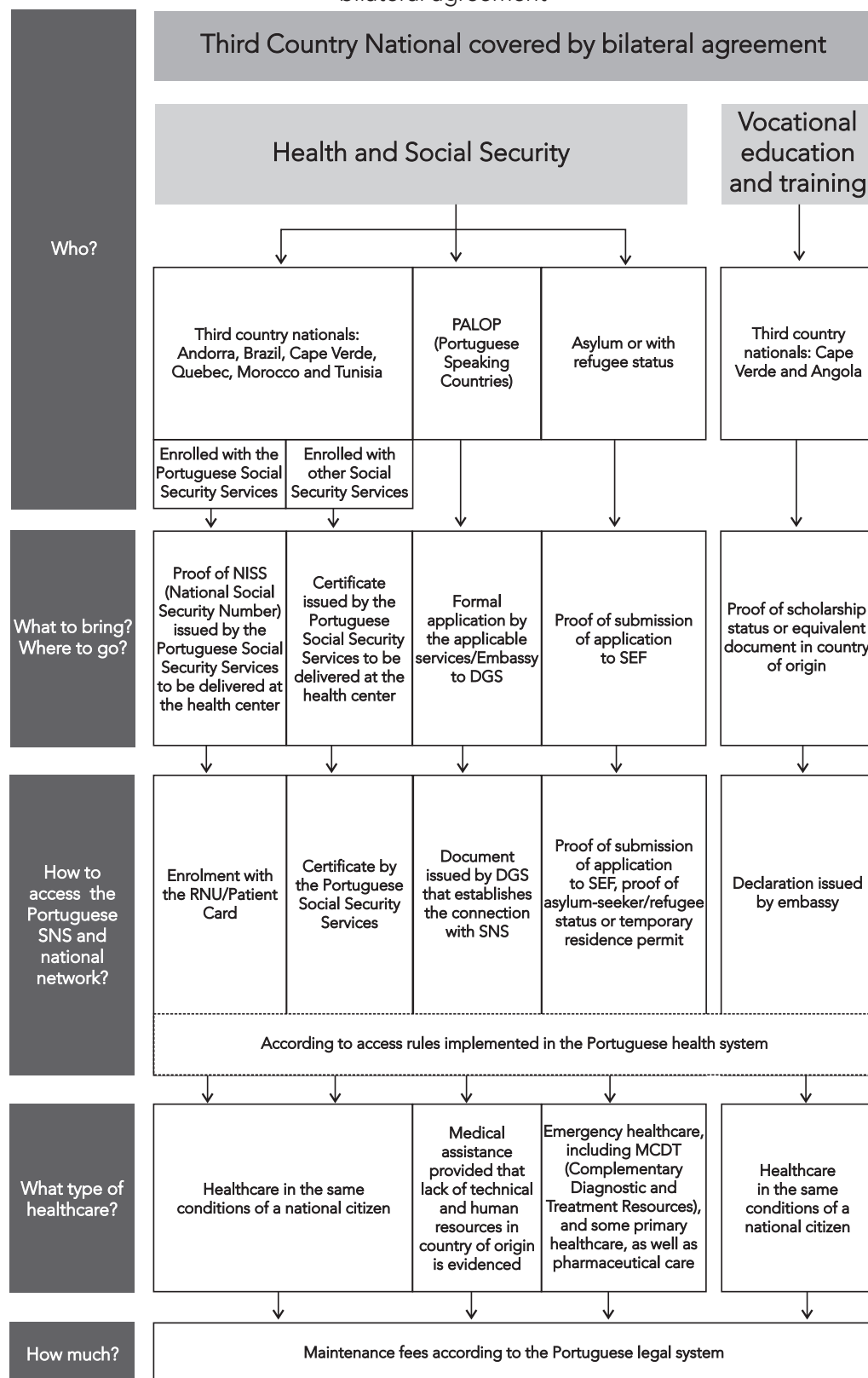
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Figure 5.7 - Access to the Portuguese National Health Service by TCN citizens from countries with bilateral agreement²⁹



Source: Health Regulatory Authority (ERS)

²⁹ For more information on international health agreements with Portugal, see Appendix IV.

USE OF HEALTH SERVICES

According to Oliveira and Gomes (2018:117), there are different categories of barriers that prevent access to health services by migrants:

- Direct and explicit barriers to access to health services and may be related to legal and administrative constraints (e.g. rule of law, increasing user fees and shrinking number of exempt persons);
- Barriers to effective use of services (e.g. quality of services provided, lack of health professionals, including family doctors);
- Indirect or implicit barriers associated with the migrant status and which impact both access to healthcare and its effective use (e.g., difficulties in understanding the red tape regarding their registration in the health system; fear of being identified by authorities as an irregular migrant in the country: language and/or communication difficulties with SNS professionals; experiences of racial, ethnic or cultural discrimination).

WHAT CAN BE DONE

Table 5.2 has been devised based on David Ingleby's recommendations (2012) for addressing the social determinants of health.

The handbook also presents a series of suggestions for action³⁰ in the following areas of intervention:

- Policies;
- Health services;
- Education and training;
- Research and Public Engagement;
- Systematic and effective communication and information.

³⁰ List of proposals based on Matlin, S., et.al. (2018: 40-45).

Table 5.2 - Measures to address social determinants of health

| DETERMINANTS | DIMENSIONS | MEASURES |
|-------------------------------|--|--|
| INDIVIDUAL AND SOCIAL | Individual characteristics (e.g. age, gender and genetic factors) | Measures to improve knowledge about health risks and the capacity to implement that knowledge. Strengthening healthy cultural traditions and question the less healthy ones. Encouraging detachment from known risk factors and unhealthy lifestyles |
| | Individuals' behaviours and lifestyles | |
| | Social and community networks | Strengthening migrant communities by mobilising health assets and strengthening social networks; combating isolation, loneliness and vulnerability. |
| LIVING AND WORKING CONDITIONS | Built environment (housing and transport) and Environmental quality (air quality, drinking water and sanitation) | Better housing; Reducing environmental health risks; Improving public transport; Improving other amenities |
| | Unemployment | Reducing barriers to labour market participation: tackling unemployment, improving the match between work and skills |
| | Work Environment | Reducing occupational health risks: more information, inspections, implementation of occupational health and safety rules |
| | Education | Inclusive education policies; attention to language and cultural barriers, school failure |
| STRUCTURAL | Socio-economic conditions, cultural and environmental conditions | Combating social exclusion by improving the rights of non-citizens. Improving policies on discrimination (individual and institutional), education, employment, social protection, housing, environment and health services, asylum and irregular migration. Access to pharmaceutical care |
| | Health services | More accessible and appropriate health services; improved monitoring of health status and uses of services - primary, emergency, specific; public or private, other; more and better research |
| | Agriculture and food production | Increase availability of healthy food; improve scope and targeting of "healthy eating" campaigns |

Source: Author's own based on David Ingleby (2012)

NATIONAL RESOURCES AND BEST PRACTICES

Support for refugees - ACM, I.P. and the Portuguese Association of Psychologists sign a partnership protocol - <https://www.acm.gov.pt/-/apoio-aos-refugiados-acm-e-ordem-dos- psicologos-portugueses-assinam-protocolo-de-parceria>

Health Regulatory Authority - <https://www.ers.pt/pt/>

Procedures Handbook: Access to healthcare by foreign citizens - <https://www.acm.gov.pt/documents/10181/95045/Manual+Saude/a218756c-8ec4-484e-962f-add7931a5e34>

Reception Handbook on access to the health system by foreign citizens - <https://www2.acss.min-saude.pt/Portals/0/MANUALDEACOLHIMENTONOACESSOAOSISTEMADESA%C3%9ADEDECIDAD.pdf>

Information for foreign citizens to access healthcare in Portugal - <https://www.acss.min-saude.pt/2016/09/15/acesso-de-cidadaos-estrangeiros-ao-sns/>

INTERNATIONAL AND EUROPEAN RESOURCES AND BEST PRACTICES

Toolkit for assessing health system capacity to manage large influxes of refugees, asylum-seekers and migrants - <https://apps.who.int/iris/handle/10665/329419?locale-attribute=fr&>

Migrant Health Liaison Office - <https://deputyprimeminister.gov.mt/en/phc/mhlo/Pages/mhlo.aspx>

EQUIHEALTH project “Fostering health provision for Migrants, the Roma and other vulnerable groups” - https://knowledge4policy.ec.europa.eu/projects-activities/equi-health-fostering-health-provision-migrants-roma-other-vulnerable-groups_en

SH-CAPAC project “Improving the Health response to refugees, asylum seekers and other migrants” - https://webgate.ec.europa.eu/chafea_pdb/health/projects/717275/summary

WHO EURO PHAME Project “Public Health Aspects of Migration in Europe” - https://health.ec.europa.eu/sites/default/files/social_determinants/docs/ev_20151117_co02_en.pdf

Good practices on health and migration in the EU - https://ec.europa.eu/migrant-integration/library-document/good-practices-health-and-migration-eu_en

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OECD/European Union (2015). Indicators of Immigrant Integration 2015: Settling In. Paris: OECD Publishing / Brussels: European Union.

Oliveira, C. & N. Gomes, N. (2018). Migrações e Saúde em números: o caso português. Caderno Estatístico Temático, Nº2. Coleção *Imigração em Números* do Observatório das Migrações. Lisbon: ACM, I.P.

Oliveira, C. R. (2021). Requerentes e beneficiários de proteção internacional em Portugal. Relatório Estatístico do Asilo 2021. Coleção *Imigração em Números* do OM. Lisbon: ACM, I.P.

Solano, G. & Huddleston, T. (2020). Migrant Integration Policy Index 2020. Barcelona: CIDOB / Brussels: MPG.

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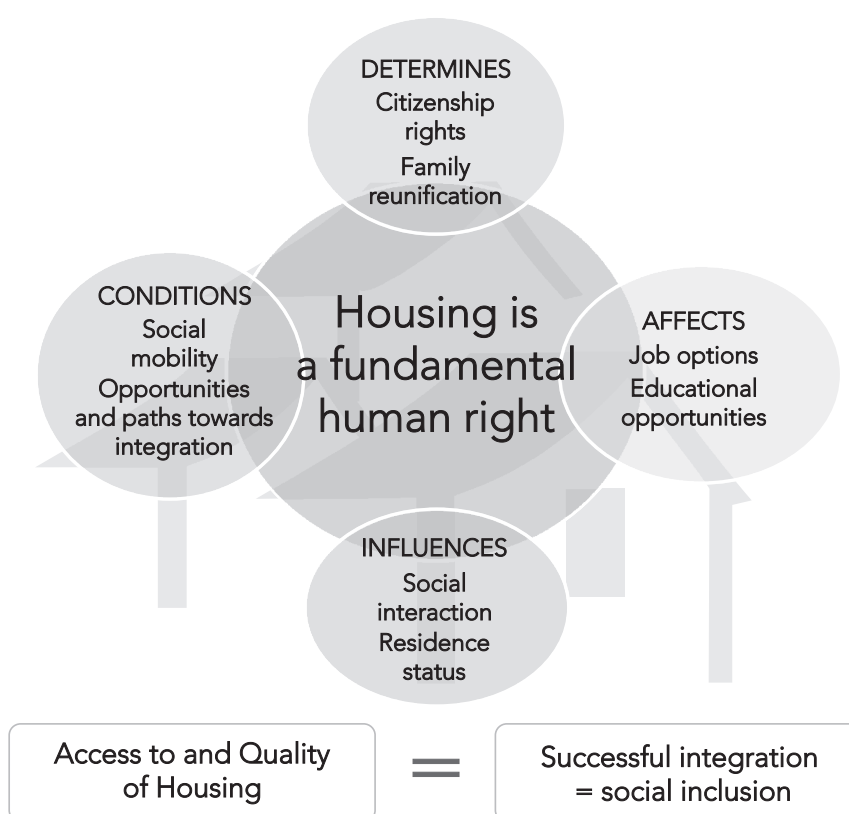
MODULE VI

SECTOR INTERVENTION AREA
- HOUSING -



Housing is a basic human right and need. Where you live, how and with whom, says a lot about a society, about the possibilities and paths towards integration, as well as about inequalities and barriers to social mobility. Housing has a major influence on the social interaction and overall residential situation of migrant households, and also affects migrant employment options, educational opportunities, determines citizenship rights and family reunification. At the same time, access to and quality of housing are key outcome indicators for successful social integration and inclusion (see Figure 6.1).

Figure 6.1 - Housing integration framework



Source: Author's own.

CHALLENGES

Housing challenges are complex and multi-faceted and it is important to understand the underlying issues in order to start working on solutions. It is also worth highlighting that while many of these challenges affect both migrants and local populations, in many cases migrants are more disproportionately affected by these issues³¹. Applicants and beneficiaries of international protection present additional housing challenges, particularly with regard to emergency reception facilities. Table 6.1 summarizes the challenges identified in this area.

³¹ For a characterization, see Malheiros & Fonseca (2011).

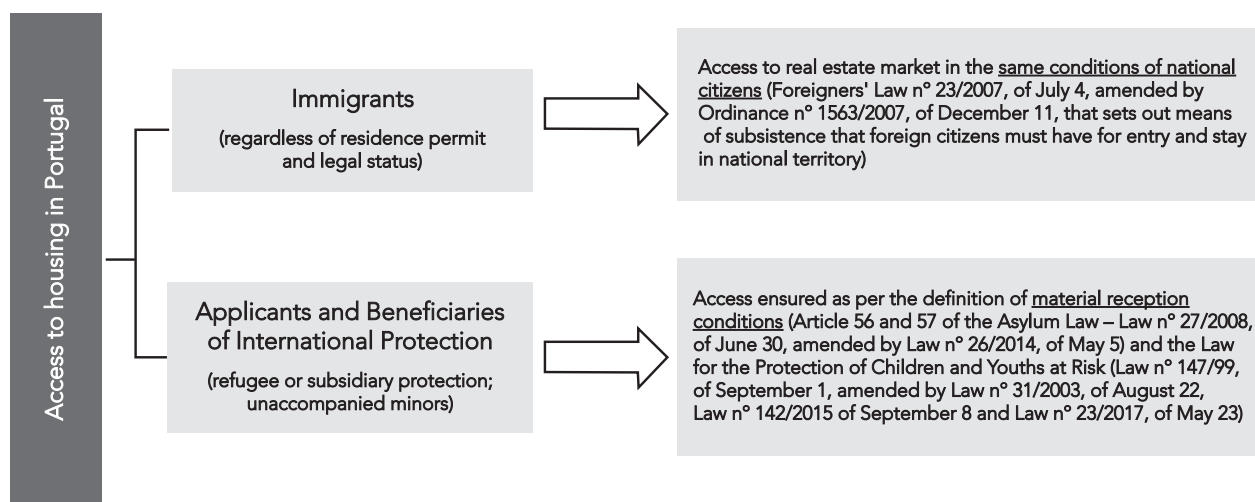
Table 6.1 - Challenges related to housing integration

| CONSTRAINTS | ACCESS BARRIERS | OUTCOME |
|----------------------------------|-----------------|---|
| Policies and regulations | Rent | Accommodation conditions |
| Economic situation | Purchase | Accommodation overcrowding |
| Sociodemographic characteristics | Public housing | Spatial segregation |
| Prejudice and discrimination | | Breakdown of single and multiple dwellings |
| | | More burdensome or restrictive rental and purchase conditions |

Source: Author's own.

Figure 6.2 provides an overview of the legal framework for access to housing in Portugal, both for migrants and applicants as well as beneficiaries of international protection.

Figure 6.2 - Legal framework for access to housing in Portugal, 2021



Source: Author's own.

The National Implementation Plan of the Global Compact for Migration (Council of Ministers Resolution No. 141/2019, of August 20) envisages, in its Objective 15: Provide migrants with access to basic services (Total of 23 objectives), a direct measure in the sector area of housing, namely Measure 60 which stipulates “Ensuring migrants’ access to adequate housing, through the Gateway

- Emergency Housing Support Program - and of the 1st right - Support program for access to housing”.

The handbook also presents a series of suggestions for action³² in the following areas of intervention:

- Legislation and regulations;
- Supply and accessibility;
- Information and training.

NATIONAL RESOURCES AND BEST PRACTICES

IHRU, I.P. – Instituto da Habitação e da Reabilitação Urbana: <http://www.ihru.pt/>

Portal da Habitação: <https://www.portaldahabitacao.pt/>

Residências Refúgio (<https://residenciasrefugio.pt/>)

INTERNATIONAL AND EUROPEAN RESOURCES AND BEST PRACTICES:

New Urban Agenda (2016) or (HABITAT III) - <https://habitat3.org/wp-content/uploads/NUA-Portuguese-Angola.pdf>

EU Action Plan on Integration and Inclusion (2021-2027) - https://home-affairs.ec.europa.eu/system/files/en?file=2020-11/action_plan_on_integration_and_inclusion_2021-2027.pdf

Housing Europe Observatory - <https://www.housingeurope.eu/page-91/housing-europe-observatory>

European Integration Network - https://home-affairs.ec.europa.eu/pages/glossary/european-integration-network-ein_en

Urban Academy for Integration - <https://www.inclusionpartnership.com/urban-academy>

Good Practices for Migrant and Refugee Housing in Europe - <https://www.unhcr.org/bg/wp-content/uploads/sites/18/2020/10/Good-practices-housing-FINAL-EN.pdf>

European Website on Integration - <https://ec.europa.eu/migrant-integration/select-language?destination=/node/33131>

REFERENCES

EC (2020). COM(2020)758 final - Action Plan on Integration and Inclusion 2021-2027

Malheiros, J. & Fonseca, L. (Coord.) (2011). *Acesso à habitação e problemas residenciais dos imigrantes em Portugal*. Coleção Estudos do Observatório da Imigração, n° 48, Lisbon, ACIDI, IP.

Oliveira, CR (2021). *Indicadores de Integração de Imigrantes. Relatório Estatístico Anual 2020*. Coleção Imigração em Números do OM. Lisbon: ACM, IP

³² List of proposals based on Matlin, S., et, al. (2018: 40-45).



MODULE VII

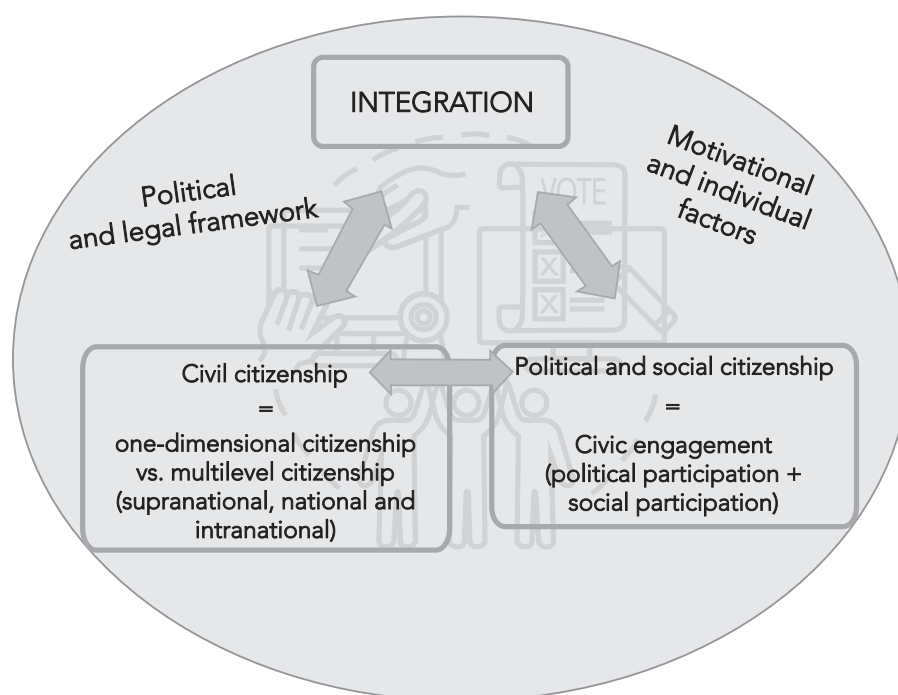
SECTOR INTERVENTION AREA

- CITIZENSHIP AND CIVIC ENGAGEMENT -



In this module, citizenship will be approached in its civil dimension, as the right of individuals to be part of a Nation or to have a nationality; and in its political-social dimension, as the right of individuals to civic engagement, both in its social and political dimension, as an instrument and result of integration.

Figure 7.1 - Citizenship integration framework



Source: Author's own.

CIVIC CITIZENSHIP - ACCESS TO NATIONALITY

According to Oliveira et al. (2017), nationality is, from an individual point of view, a fundamental element of a sense of belonging and one of the most relevant features of the identity of human beings. From a legal point of view, nationality is an organizing principle of political life that defines members and participants, assuming itself as the status that creates a legal bond between an individual and its State and establishes the rights and the obligations between those individuals in relation to that State.

States regulate access to nationality and the rights and duties inherent therein mainly in their legal frameworks, and conditions of access vary greatly from one country to another (see Table 7.1) (Oliveira, 2020:288).

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Table 7.1 - Framework for access to nationality

Access to nationality takes many forms, modalities, types and matrices, depending on the policies and legal frameworks of each country. The most common are:

Forms: Can be automatic or on demand (by fulfilling a series of requirements and respect certain conditions).

Modalities: It may be filiation, birth/after-birth, legitimacy, marriage, adoption, age (majority), regular residence in a given country, or even a retrospective in relation to the place of birth of the person or its ascendants.

Types: Access to nationality occurs through two processes - 1) attribution (nationality of origin), according to the principles of (a) *ius soli* (birth in the territory) and (b) *ius sanguinis* (birth in the territory by descent, inherited from one of the parents); 2) acquisition (derived nationality), according to the principles of (c) *ius domicilii* (naturalization based on a certain number of years of residence in the territory) and of (d) declaration of will (by marriage, de facto relationship or adoption).

Matrices: The matrix can be i) one-dimensional, when associated with the relationship with a single State; or ii) multilevel, when it simultaneously creates relationships, more or less formal, with supranational territories (e.g. European Union and CPLP - Community of Portuguese-Speaking Countries³³) or intranational territories (e.g. municipalities and regions).

Source: Author's own.

Indeed, the evolution regarding the granting of Portuguese nationality over the last fifteen years reflects an important modification of the regulations on Portuguese nationality which occurred in 2006 (Organic Law 2/2006, of April 17, supplemented by Decree-Law 237-A/2006, of December 14). The effects of the changes in this regime, benefiting both attributions and acquisitions, namely the reduction in the number of years required for residence and the relaxation of other requirements having an impact on naturalizations, the evolution and composition of the migrant communities residing in the country, as well as other factors of a more individual nature, have also had an impact on the dynamics of access to Portuguese nationality (see figure 7.3).

³³ The CPLP - Community of Portuguese Speaking Countries was established on 17 July 1996 by Angola, Brazil, Cape Verde, Guinea-Bissau, Mozambique, Portugal and São Tomé and Príncipe. In 2002, after gaining independence, East Timor was welcomed as a Member State, and Equatorial Guinea became the organization's ninth member in 2014.

Figure 7.3 - Determinants for the acquisition of Portuguese nationality



Source: Author's own.

POLITICAL AND SOCIAL CITIZENSHIP - CIVIC ENGAGEMENT

In this module, it is understood that citizenship is not conceptually linked solely to the idea of passively belonging to a national community of rights and duties granted by the State, but is also linked to the practices and social relations through which citizens exercise their civil and political rights on equal terms within the context of a given society.

Today there are multiple and diversified forms of civic integration of migrants in host societies, namely: party affiliation; running for political office; affiliation and organization of associations (local, regional, national, transnational); union membership; representation in consultative bodies (at local or national level); filing of petitions; the formulation of claims, complaints or participation in demonstrations to defend their rights; volunteering in religious or civic organizations; etc.

There are also a plurality of factors, both structural and individual, that play a significant role not only in the way migrants organize themselves (in their speeches, strategies and identities), but also in the opportunities and processes of civic engagement and integration (inherently multidimensional, interactive and dynamic) (Albuquerque, 2008:80).

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POLITICAL RIGHTS

In Portugal, political rights are generally governed by the Constitution of the Portuguese Republic (CRP). The political rights of foreigners, in the strictest and most formal sense of access to active and passive voting rights, are generally limited to political participation in local elections, subject to the principle of reciprocity and limited to three specific situations which we describe (see Table 7.2):

(1) to citizens of Portuguese-speaking countries who are permanent residents in Portugal and under conditions of reciprocity;

(2) to foreigners residing in the national territory, under conditions of reciprocity;

(3) to nationals of EU Member States residing in Portugal, under conditions of reciprocity.

Table 7.2 – Voting capacity of foreign residents in Portugal, by country of origin, 2021

| Political bodies | Active Voting Capacity | Passive Voting Capacity |
|--|---|--|
| National political bodies (deputies, ministers) | a) Brazil (citizens who applied for "equal political rights status" after two years of residence) | a) Brazil (citizens who applied for "equal political rights status" after two years of residence) |
| Local political bodies (mayor; member of the city council, president of the parish council) | a) EU Member States; b) Brazil and Cape Verde (after two years of residence); c) Argentina, Chile, Colombia, Iceland, Norway, New Zealand, Peru, United Kingdom, Uruguay and Venezuela (after three years of residence) | a) EU Member States; b) Brazil and Cape Verde (after three years of residence); c) United Kingdom. |

Source: Author's own based on Declaration no. 29/2021 of March 25. Available on the website of the CNE - National Elections Commission (https://www.cne.pt/news/al-2021-capacidade-eleitoral-cidadãos-estrangeiros_6994)

Consequently, more than a fifth of the foreign population living in Portugal does not have access to this form of political participation.

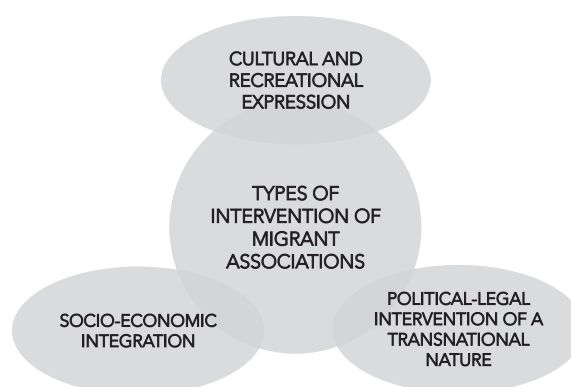
ASSOCIATIONS

Another important form of civic engagement and political participation is participation in civil society organizations and/or migrant associations.

Law 115/99 of August 3, regulated by Decree-Law 75/2000 of May 9, established the regime for the constitution of associations of migrants and their descendants, defined their rights and duties, explained their process of recognition and indicated the forms of technical and financial support.

The literature (Albuquerque et al. 2000:15; 38; Horta, 2010:11-15) identifies a wide variety of goals, strategies and actions, both social and political, pursued by migrant associations. Therefore, it is considered relevant to group them into three predominant areas of intervention (see figure 7.5).

Figure 7.5 - Summary of types of intervention by migrant associations



Source: Author's own.

To conclude this framework, it is important to make a brief reference to the explanatory dimensions or factors capable of influencing or inducing the integration processes associated with the access and use of civil and civic citizenship by different migrant communities and each individual (see figure 7.6).

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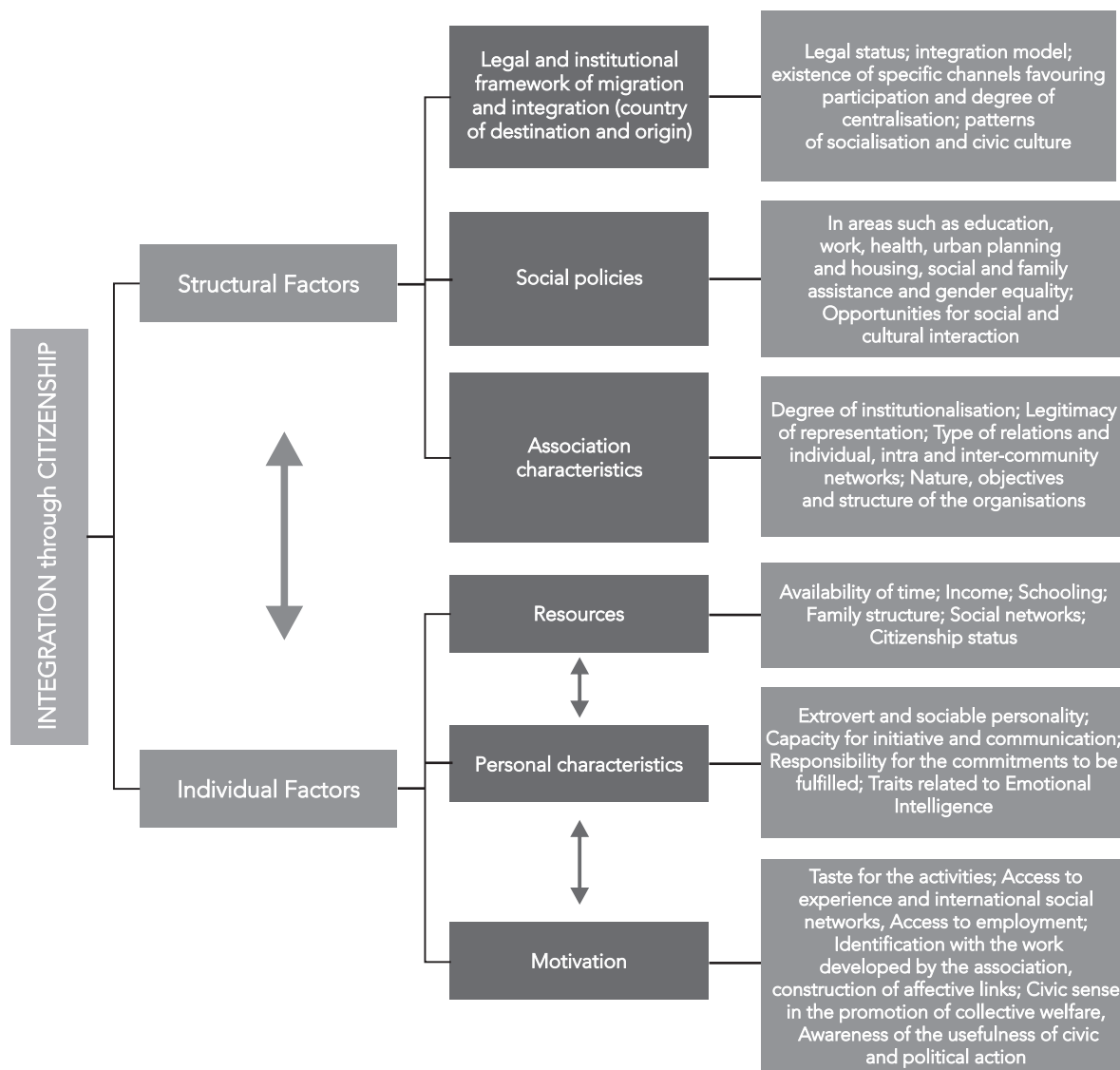
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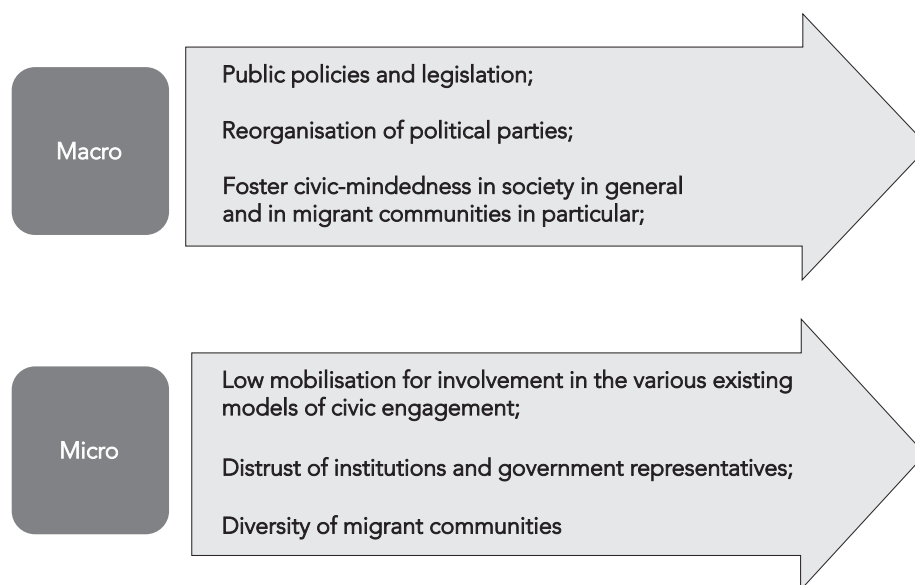
Figure 7.6 - Factors fostering integration through citizenship



Source: Author's own based on Albuquerque (2008: Part III, Chap.1 - 69-99; Part V, Chap. 2 - 280-330).

Figure 7.7 presents some of the main challenges faced by policy makers, social partners and migrant communities in ensuring the implementation of policies and projects that guarantee representativeness and participation of migrants in public processes and decision-making, making it clear that their presence and contribution are truly appreciated and wanted.

Figure 7.7 - Summary of challenges to integration through citizenship



Source: Author's own.

Identifying a range of strategies that seek to help promote a more welcoming environment and encourage greater civic citizenship among migrant communities by examining the creation of opportunities around three axes: participation, mobilization and representation. This Handbook describes some of these strategies in particular:

- Getting to know the migrant communities living in the territory;
- Helping migrants better understand the political-administrative, institutional and socio-cultural organization of the territory (national and local);
- Conducting or supporting naturalization and voter registration campaigns;
- Organizing activities and designing spaces for interaction that promote a sense of community and trust;
- Making public engagement accessible, enjoyable and rewarding;
- Building local leadership and forms of institutional representativeness.

RESOURCES

ACIT Project (Access to Citizenship and its Impact on Immigrant Integration) - <http://eudo-citizenship.eu/about/acit>

DivPol (Diversity in Political Parties' Programmes, Organisation and Representation) - https://www.migpolgroup.com/_old/diversity-integration/divpol-diversity-in-political-parties-programmes-organisation-and-representation/

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Pathways Project (Pathways to Power: The Political Representation of Citizens of Immigrant Origin in Seven European Democracies) - <http://www.pathways.eu/>

POLITIS Project (POLITIS: Building Europe with New Citizens? An Inquiry into the Civic Participation of Naturalised Citizens and Foreign Residents in 25 Countries) - <http://www.politis-europe.uni-oldenburg.de/>

European Social Survey (ESS) - <https://www.europeansocialsurvey.org/>

European Website on Integration - <https://ec.europa.eu/migrant-integration/select-language?destination=/node/33131>

Migrant Citizens Survey (ICS) - https://www.migpolgroup.com/_old/portfolio/immigrant-citizens-survey/

Global Citizenship Observatory (GLOBALCIT)

It is an online observatory devoted to factual, non-partisan analysis of citizenship laws and voting rights around the world. It is a global research network based at the European University Institute as part of the Robert Schuman Center's Global Governance Programme. - <https://globalgovernanceprogramme.eui.eu/>

EUROCID

The Jacques Delors European Information Center (CIEJD) is a public service created to provide citizens with information on the European Union, in Portuguese. - <https://eurocid.mne.gov.pt/cidadania-europeia/noticias>

Competence Centre on Participatory and Deliberative Democracy - https://knowledge4policy.ec.europa.eu/participatory-democracy_en

They offer services, advice and tools to support the development of socially robust policies through citizen engagement practices.

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Migrants and Refugees

Keys for a Multi-Sectoral Intervention

Technical and Educational Handbook

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