

INTERACT – RESEARCHING THIRD COUNTRY NATIONALS’ INTEGRATION AS A THREE-WAY PROCESS - IMMIGRANTS, COUNTRIES OF EMIGRATION AND COUNTRIES OF IMMIGRATION AS ACTORS OF INTEGRATION

Co-financed by the European Union

Integration Policies Portugal Country Report

**Ana Paula Cruz Beja Orrico Horta
Maria Paula Gonçalves de Oliveira**

INTERACT Research Report 2014/18

INTERACT
Researching Third Country Nationals' Integration as a Three-way Process -
Immigrants, Countries of Emigration and Countries of Immigration as Actors of
Integration

Research Report
Country Report
INTERACT RR2014/18

Integration policies – Portugal Country Report

Ana Paula Cruz Beja Orrico Horta*

Maria Paula Gonçalves de Oliveira**

* Assistant Professor, Universidade Aberta, Researcher at the Centre of Studies on Migrations
and Intercultural Relations

** Researcher at the Centre of Studies on Migrations and Intercultural Relations

© 2014, European University Institute
Robert Schuman Centre for Advanced Studies

This text may be downloaded only for personal research purposes. Any additional reproduction for other purposes, whether in hard copies or electronically, requires the consent of the Robert Schuman Centre for Advanced Studies.

Requests should be addressed to mpc@eui.eu

If cited or quoted, reference should be made as follows:

Ana Paula Cruz Beja Orrico Horta, Maria Paula Gonçalves de Oliveira, Integration policies – Portugal Country Report, INTERACT RR 2014/18, Robert Schuman Centre for Advanced Studies, San Domenico di Fiesole (FI): European University Institute, 2014.

THE VIEWS EXPRESSED IN THIS PUBLICATION CANNOT IN ANY CIRCUMSTANCES BE REGARDED AS THE OFFICIAL POSITION OF THE EUROPEAN UNION

European University Institute
Badia Fiesolana
I – 50014 San Domenico di Fiesole (FI)
Italy

<http://www.eui.eu/RSCAS/Publications/>
<http://interact-project.eu/publications/>
<http://cadmus.eui.eu>

INTERACT - Researching Third Country Nationals' Integration as a Three-way Process - Immigrants, Countries of Emigration and Countries of Immigration as Actors of Integration

Around 25 million persons born in a third country (TCNs) are currently living in the European Union (EU), representing 5% of its total population. Integrating immigrants, i.e. allowing them to participate in the host society at the same level as natives, is an active, not a passive, process that involves two parties, the host society and the immigrants, working together to build a cohesive society.

Policy-making on integration is commonly regarded as primarily a matter of concern for the receiving state, with general disregard for the role of the sending state. However, migrants belong to two places: first, where they come and second, where they now live. While integration takes place in the latter, migrants maintain a variety of links with the former. New means of communication facilitating contact between migrants and their homes, globalisation bringing greater cultural diversity to host countries, and nation-building in source countries seeing expatriate nationals as a strategic resource have all transformed the way migrants interact with their home country.

INTERACT project looks at the ways governments and non-governmental institutions in origin countries, including the media, make transnational bonds a reality, and have developed tools that operate economically (to boost financial transfers and investments); culturally (to maintain or revive cultural heritage); politically (to expand the constituency); legally (to support their rights).

INTERACT project explores several important questions: To what extent do policies pursued by EU member states to integrate immigrants, and policies pursued by governments and non-state actors in origin countries regarding expatriates, complement or contradict each other? What effective contribution do they make to the successful integration of migrants and what obstacles do they put in their way?

A considerable amount of high-quality research on the integration of migrants has been produced in the EU. Building on existing research to investigate the impact of origin countries on the integration of migrants in the host country remains to be done.

INTERACT is co-financed by the European Union and is implemented by a consortium built by CEDEM, UPF and MPI Europe.

For more information:

INTERACT

Robert Schuman Centre for Advanced Studies (EUI)

Villa Malafasca

Via Boccaccio 151

50133 Florence

Italy

Tel: +39 055 46 85 817/892

Fax: + 39 055 46 85 755

Email: mpc@eui.eu

Robert Schuman Centre for Advanced Studies

<http://www.eui.eu/RSCAS/>

Abstract

In the last decades Portugal has become a new receiving country of international migration flows. This report seeks to provide an overview of immigrant integration policies in Portugal. Special focus is given to evolving integration policy tools and to the role of state and non-state actors in the promotion of migrants' integration. Furthermore, the report also addresses local-level policies stressing new forms of governance and good practices. The implementation of a policy of inclusion and interculturality has brought major changes to immigration phenomena in Portugal, though the present-day economic and social crisis constitutes a major challenge to be dealt with, especially in a European context of rising anti-immigration discourses and xenophobia.

Key words: integration policy, Portugal migration policy, immigration to Portugal

Table of contents

List of abbreviations	6
1. The Portuguese Integration Policy Context – A Brief Overview	7
1.1 <i>Laissez-faire</i> Immigration Policies in the 1980s	8
1.2 The Institutionalization of Immigration in the 1990s	8
1.3 Integration Policies in the New Millennium. The Intercultural Political Project	9
2. Integration Public Policies	11
2.1 Immigrant-Integration Policy Tools	11
2.2. Emigration Policy Tools before Departure	13
3. Integration Policies at the Local Level	14
4. Engagement of Non-State Actors	15
5. List of relevant Bilateral / Multilateral International Agreements	16
6. Concluding Remarks	16
Bibliography	17

List of abbreviations

ACIDI	Alto Comissariado para a Imigração e Diálogo Intercultural [High Commissioner for Immigration and Cultural Dialogue]
ACIME	Alto Comissariado Para as Minorias Etnicas [High Commissioner for Immigration and Ethnic Minorities]
ACM	Alto Comissariado para as Migrações [High Commissioner for Migrations]
CICDR	Comissão para a Igualdade e Contra a Discriminação Racial [Commission for Equality and Against Racial Discrimination]
CLAIs	Centros Locais de Apoio à Integração de Integrantes [National Network of Local Immigrant Support Centres]
CNAI	Centro Nacional de Apoio ao Imigrante [National Immigrant Support Centre]
COCAI	Conselho Consultivo para os Assuntos da Imigração [Advisory Council for Immigration Affairs]
GATAI	Gabinete de Apoio Técnico às Associações de Imigrantes [Technical Support Office for Immigrant Associations]
INE	Instituto Nacional de Estatística [National Statistics Institute]
PEI	Projecto de Promoção do Empreendedorismo Imigrante [Immigrant Entrepreneurship Project]
PII	Plano para a Integração de Imigrantes [Plan for Immigrant Integration]
SEF	Serviço de Estrangeiros e Fronteiras [Foreigners and Borders Service]

1. The Portuguese Integration Policy Context – A Brief Overview

Historically, Portugal has been a country of emigration. Yet from the 1980s onwards, Portugal has also become a country of immigration. In 2012 there were an estimated 401,320 foreign citizens residing legally in the country (Foreigners and Borders Service-SEF 2013), corresponding to 3.8 percent of the total population of 10,562,178 (INE 2012). This figure represented an increase of 287,342 or over 252.1 percent since 1991. In the 1980s and 1990s the overwhelming majority of migrants came from Portuguese ex-colonies in Africa. Since then, the cultural and socio-demographic diversity of immigrant origins has grown considerably. At the turn of the century, new influxes from Eastern Europe and from the Former Soviet Union, as well as from Brazil, the Middle East and Asia have significantly changed the composition of the immigrant population in Portugal. It is estimated that in 2006, people from over 170 countries were living in the country (Fonseca 2009). In 2013, the ten largest immigrant communities reflected the increasing diversity of immigrants' places of origin with Brazil at the top of the ranking of the foreign population with a total of 92,120 persons (23%), followed by: Cape Verde 42,401 (11%); Ukraine 41,091 (10%), Romania 34,204 (9%); Angola 20,177 (5%); China 18,637 (5%); Guinea-Bissau 17,846 (4%); United Kingdom 16,471 (4%); S. Tomé e Príncipe 10,304 (3%) and Moldova 9,971 (2%) (Foreigners and Borders Service-SEF 2013).

There are several factors accounting for the emergence and consolidation of Portugal as a “new” receiving country. One of these is directly linked to the dismantling of the Portuguese colonial empire and authoritarian regime in April 1974 and subsequent migratory inflows from ex-colonies in Africa (Portuguese residents in the ex-colonies; asylum-seekers and migrant labour). Another set of reasons have to do with Portugal's accession to the European Union in 1986 followed by a boost in public expenditure, mainly fuelled by EU structural funds. From the 1990s to mid-2000s, a growing economy with low levels of unemployment and labour shortages in some sectors were major factors attracting constant inflows of international migrant labour to Portugal.

Over the last five years, the immigration boom of previous decades has come to a halt. Due to a creeping economic and financial crisis in Portugal, a fall in migrant inflows coupled with an increase in return migration and re-emigration (especially among Eastern European migrants) have contributed to a decrease in the total stock of the foreign population residing in Portugal. In 2012 and 2013 the total of foreign residents with a legal residence permit fell 4.53 and 3.77 percent, respectively (Foreigners and Borders Service-SEF 2013). Furthermore, growing naturalization rates, especially among Brazilian and other citizens from African Lusophone Countries have also accounted for a decrease in the total immigrant population residing in Portugal (OECD 2013; Foreigners and Borders Service-SEF 2014).

More recently, while immigration flows have slowed down, emigration outflows have gained a new impetus. It is estimated that in 2011 approximately 44,000 Portuguese left the country compared to 23,000 in 2010 (INE 2012). Yet, according to other sources (the Secretary of State for Portuguese Communities and the Portuguese Catholic Organization for Migration), it is estimated that for the period 2011-2012, outflows numbered close to 120,000.

Facing the challenges of immigration/emigration phenomena, policy and institutional responses have changed and shifted significantly over the last three decades. Before addressing integration policy tools and the role of state and non-state actors in immigration policy-making and integration, it is important to single out three major policy contexts.

1.1 *Laissez-Faire* Immigration Policies in the 1980s

In the aftermath of Portuguese decolonization in the late 1970s and in the following decade, immigration issues were kept out of the political agenda. The adoption of a *laissez-faire* immigration policy has had as a major consequence the de-politicization of immigration and ethnicity in Portugal (Machado 1993; Horta 2013). Moreover, the lack of an official political debate on immigration (i.e. integration) has tended to neutralize newcomers' claims and rights, rendering post-colonial immigration "invisible" in the political arena.

1.2 The Institutionalization of Immigration in the 1990s

In the early 1990s, immigration gained an unprecedented centrality in the Portuguese political agenda. The continuing influxes of migrants from the ex-colonies; the mobilization of immigrant associations lobbying for political recognition – most notably the role played by the Cape Verdean Association, the Guinean Association of Social Solidarity and the House of Brazil; the increasing collective action of civic organizations (for example, the Portuguese Catholic Organization for Migration; SOS-Racism; trade unions; the International Organization for Migration) and the increasing international pressure to comply with EU immigration directives prompted Portuguese policymakers to address some of the major issues and concerns regarding migrant populations living in Portugal. Though no consistent integration policy was implemented, national programmes promoting the social integration of immigrants were first introduced in early 1990s by the Social Democrat Party in power.

In the field of education, the Secretariat for Multicultural Educational Programmes (*Secretariado Coordenador dos Programas de Educação Multicultural/ Entreculturas*) was launched under the auspices of the Ministry of Education in 1991. This Secretariat was meant to develop educational programmes and initiatives fostering equal rights, tolerance, solidarity and cultural dialogue. Some of the major measures implemented by this structure included: the production of culturally sensitive pedagogical materials; teacher training; multicultural literacy and civic awareness; the identification of high risk educational contexts and, finally, the monitoring of students' attitudes and values with regards to cultural difference. This policy was to be further strengthened by the creation of the Intercultural Education Project (*Projecto de Educação Intercultural*) in 1993. Equal access to education, intercultural education and the integration of migrant children in the school system and in the community were the major pillars of policy-making.

Also in 1993, an Interdepartmental Commission for the Integration of Immigrants and Ethnic Minorities was launched in articulation with various Ministries (Employment and Welfare, Education, Health, Public Services and the Ministry of the Interior). This Commission was established to fight xenophobia and discrimination in Portuguese society, as well as to address the social needs of disadvantaged immigrant communities.

With regards to housing, a major national urban renewal and re-housing programme (PER, *Programa Especial de Realojamento and PER-Famílias*) was launched in 1993. The programme was established to deal with the national housing and urban crisis. Eradication of shantytowns, re-housing and urban renewal programmes became key national policy instruments for improving the living conditions of low-income populations residing in the metropolitan areas of Lisbon and Porto. This programme was extended to migrants regardless of their nationality and legal status (Decree-Law n° 163/93, 07/05).

At a local level, advisory councils were created in the metropolitan area of Lisbon promoting new spaces for the participation of migrant communities in integration policymaking processes. A more detailed analysis of these local institutional channels will be addressed in the following section.

Socialists' victory in the national elections in 1995 triggered a major shift in immigration policy in Portugal. Up until the beginning of the new century, a wide array of civil, social, cultural and political rights had been allocated to migrant communities, considerably closing the gap between nationals and non-nationals. For instance, social benefits (minimum income guarantees, welfare benefits and medical coverage) were allocated to immigrant populations residing legally in the country. Also, the right to vote and to be eligible to be elected in municipal elections was extended to migrant communities (Law nº 50/96, 04/09). Based on reciprocal agreements, voting and eligibility rights were granted to European Union citizens as well as to nationals of Cape Verde, Brazil, Peru, and Uruguay. Voting rights were also extended to citizens from Argentina, Norway, Iceland and Israel. It is important to mention that residency requirements for voting and eligibility differ among these nationals, making residence requirements easier for Brazilians and Cape Verdeans. For instance, in the case of European Union citizens no residency criteria applies, whereas for Brazilian and Cape Verdean nationals a two year legal residency is required to vote and a four year residency to be eligible to be elected. Nationals from Argentina, Iceland, Israel and Norway are only granted the right to vote after 3 years of legal residence in the country with no eligibility rights. In the case of citizens from Peru and Uruguay a three year legal residency is required for voting and a five year residency to be eligible to be elected.

At the same time, new institutional channels for migrants' social and political integration have been created, being of special importance the appointment of a High Commissioner for Immigration and Ethnic Minorities (*Alto Comissariário para a Imigração e Minorias Étnicas* - ACIME),¹ the Advisory Council for Immigration Issues² and the Commission for Equality and Against Racial Discrimination (*Comissão para a Igualdade e Contra a Discriminação Racial* - CICDR).³ Simultaneously, the new official discourse on citizenship rights, integration and cultural diversity, was very much in line with a more inclusive integration policy which was championed by the Socialist Party in power and by a rapidly growing third sector. These new developments have played a major role in immigration policymaking in the new millennium.

1.3 Integration Policies in the new Millennium. The Intercultural Political Project

In the early years of the new millennium, immigration became a high policy issue. At an institutional level, we have witnessed the consolidation and enlargement of new policy-making channels dealing directly with immigration. The launching in 2002 of High Commission for Immigration and Ethnic Minorities (*Alto Comissariado para a Imigração e Minorias Étnicas* - ACIME) (Decree-Law 251/2002, 22/11), reporting directly to the Presidency of the Council of Ministers, signalled the government's commitment to immigration and integration policy-making. The promotion of an inter-ministerial dialogue to implement sectoral immigration policies (housing, education and employment); the promotion of social and political rights for immigrant and ethnic populations and the enactment of various measures to fight racism, discrimination and xenophobia constituted the major areas of intervention of the ACIME.

In 2007, the institutional reshuffling of dispersed services led to the creation of the High Commission for Immigration and Cultural Dialogue's (*Alto Comissariado para a Imigração e Diálogo Intercultural* - ACIDI) (Decree-Law 167/2007, 22/11). The new structure integrated the former ACIME; Project *Escolhas*; the Religions Dialogue Mission and the *Entreculturas* Secretariat. Under the slogan "More Diversity, More Humanity", ACIDI's mission has been focused on two major areas: the implementation of public policy targeting immigrants and ethnic minorities and the promotion of intercultural and inter-religious dialogue.

¹ Decree-Law 3-A/96, 26/01.

² Law nº 39/98, 27/02.

³ Law nº 134/99, 28/08.

In fact, the launching of ACIDI in 2007 is widely regarded as a turning point in immigration policy-making in Portugal. A new paradigm on immigration was followed by the implementation of multiple policy tools denoting a greater commitment to migrants and ethnic minorities' integration. The main principles of the new integration policy can be summarized in four points:

1. The policy aimed to promote equal rights and opportunities in multiple domains (economic, social, cultural and political);
2. The policy enhanced intercultural dialogue, consensus and positive interaction amongst migrant populations and mainstream society;
3. The policy promoted local intervention in close proximity with migrants' daily lives;
4. The policy aimed to be proactive in the face of swift immigration developments.

For the last six years, a comprehensive integration policy approach and the implementation of good practices have placed Portugal at the top of the ranking of countries with best integration policies, just behind Sweden (Huddleston *et al.* 2011). According to the results of the MIPEX 2011 (Huddleston *et al.* 2011), Portuguese integration policy has known major positive developments in the following areas: access to citizenship; being considered the country with the most inclusive nationality law of the 31 countries analysed by MIPEX; access to the labour market and labour market mobility targeting immigrants' specific employment conditions; major improvements to securing long-term residence (Law 23/2007, 04/07) and family reunion requisites; more inclusive migrant education policies; political opportunities and more effective anti-discrimination laws (Malheiros and Horta 2008).

Overall, integration policies have had as their major goals the promotion of citizenship rights, the celebration of difference, religious tolerance and interculturality. The positive outcomes of such policies can be seen as a reflection of a wider social and political consensus amongst the different stakeholders: policy-makers; trade unions; migrant associations and civil society organizations. Such national consensus has prevailed, so far, even in times of an ongoing deep economic and financial crisis. Unlike other European countries (Zincone *et al.* 2011) where anti-immigration sentiments, pro-assimilationist policies, social tensions and xenophobia have grown dramatically in the last years, Portugal has upheld its integration guiding principles while promoting the richness of cultural diversity and dialogue.

Finally, it is worth mentioning the most recent legislation reform of the High Commission for Immigration and Cultural Dialogue (27 February 2014).⁴ Presently designated as the High Commission for Migrations (ACM), the new structure is responsible for immigrant integration policy and emigration issues. Though it is still too early to assess the impact of these institutional changes in immigration/emigration management, it is evident that the ongoing economic crisis and, consequently, the boom of emigration outflows are reshaping Portuguese migratory policy paradigm.

⁴ Decree-Law n° 31/2014, 27/02.

2. Integration Public Policies

Since Portugal's integration into the European Union in 1986, immigration policy-making has undergone significant changes. EU policies and directives on immigration and integration issues have had a direct impact in member states' immigration public policies and Portugal was no exception. In addition, in the last decades, we have, also, witnessed an overall trend towards the liberalization of citizenship laws in the European context (Bauböck, Perchining and Sievers 2007; Joppke 2008; Huddleston 2008).

In the new millennium, illegal immigration and immigrant citizenship rights were two major issues in Portuguese immigration policy-making. In 2001 and 2004 a set of new legal measures were introduced for the regularization of thousands of undocumented migrants living in the country (Decree-Law 4/2001,10/01; Decree-Law 40/2003,19/09 and Decree 6/2004,26/04). Also, the new immigration law (Decree-Law 23/2007, 04/07) introduced the long-term residence status, favouring the equality of rights between immigrants and Portuguese citizens (article 133). Furthermore, given the EU Commission's new directives on family reunion (2003/86/CE; 2003/109/CE), more favourable conditions were implemented (Decree-Law 1563/2007, 11/12; Ordinance 760/2009), grounded in the principle that family reunion is a resource for the successful integration of immigrants. Of no less importance is the recognition of foreign qualifications for labour mobility (Decree-Law 341/2007, 12/10 and Decree Law 396/2007, 32/12).

With regards to citizenship, in 2006 a new nationality law (Law 2/2006, 17/04) was passed by an overwhelming majority of Portuguese parliament members. The law significantly changed the criteria for the attribution of nationality, reinforcing *jus soli* while making naturalization and the acquisition of nationality easy to second and third-generation immigrants. For instance, under the new law, naturalization is granted to all those born in Portugal if one of their parents was born in the country or was a resident for five years before the birth. Easier access to naturalization and the acquisition of nationality is also extended to second generation Portuguese emigrants living abroad. Some of the previous requisites were removed (e.g. civil and moral appropriateness and proof of subsistence means), however knowledge of Portuguese language became a compulsory requisite.

The new legislation has fostered an inclusive approach to citizenship which was perceived to be an effective tool for integration and an important instrument to fight social exclusion (ACIDI, News Report, published on 3 March 2006).

2.1 Immigrant-Integration Policy Tools

From 2007 onwards, new policy and institutional channels were created, some of which cut across multiple areas of intervention (e.g. employment; education; housing; health; citizenship; political participation; anti-racism and anti-discrimination and culture; see ACIDI 2013). Of particular importance were the following benchmarks in policy-making operating under the auspices of the ACIDI.

1. Plans for the Integration of Immigrants (PII: 2007-2009; 2010-2013). The Plan for 2010-2013 comprises 17 areas of intervention and 90 Measures (for an English version of the PII, see ACIDI 2010). A new focus is given to immigrant unemployment and elderly immigrants as well as to diversity and intercultural dialogue;

2. National Immigrant Support Centres (*Centro Nacional de Apoio ao Imigrante* - CNAI). These centres have been operating in Lisbon and Porto since 2004 and in Faro from 2009 onwards. The centres operate under the "One-Stop-Shop Model" (European Commission INTI Project) providing a wide range of social services; legal advice; employment; housing; education; information services and

consumer advice for immigrant communities.⁵ These services also employ intercultural mediators who provide services in twelve different languages and dialects to immigrants.

3. National Network of Local Immigrant Support Centres (*Centros Locais de Apoio à Integração de Imigrantes* - CLAIS). The network was created in 2003 and presently comprises 86 centres responsible for the promotion of an “integration policy of proximity” in partnership with local councils; migrant associations; NGOs; local development organizations and parishes. The network provides a wide range of legal and social services for newcomers and resident immigrants. These structures have also been key local partners for the implementation of Local Programmes for the Promotion of Interculturality. These programmes were launched in 2009 and aim to promote local initiatives which have as priority areas of intervention: newcomers’ information services; education; employment; community participation; public opinion and mass media.

4. The National Network of Immigrant Job Centres operates in collaboration with the Employment and Job Training Institutes as well as with Local Social Institutional Networks. The 25 Centres are spread out nationally and work in partnership with institutions and enterprises to provide information on job training and employment opportunities for immigrant populations.

5. Technical Support Office for Immigrant Associations (*Gabinete de Apoio Técnico às Associações de Imigrantes* - GATAI). This office was launched in 2004 and has as major goals the promotion of the immigrants’ association movement and its political and social participation in Portuguese society. Catering to more than 100 associations, its activities focus mainly on providing technical capacity-building and financing for projects and initiatives.⁶ GATAI also acts as a bridge between immigrant associations and the ACIDI structures, particularly the Advisory Council for Immigration Affairs (COCAI).

6. Advisory Council for Immigration Affairs (*Concelho Consultivo para os Assuntos da Imigração* - COCAI). This advisory body for immigrant policy-making was created in 1998 with a new legal framework dating from 2007 (Decree Law 167/2007). It comprises representatives of immigrant communities, social solidarity institutions and other third sector organizations.

7. Support Cabinet for Roma Communities. This Cabinet operates in partnership with Roma mediators to promote the integration of Roma communities in Portugal. Education, housing, employment and job training are the major areas of intervention of the Cabinet, which provides information, counselling and social services to Roma populations. Presently, the National Strategy for the Integration of Roma Communities (2013-2020) is underway following EU directives on the integration of Roma populations. Priority areas of intervention deal with housing, education, health and employment.

8. Observatory for Immigration. The Observatory fosters research on immigration issues and the participation of academics and researchers in immigration policy-making. Since its launching in 2003, the Observatory has considerably expanded research and publications on immigration while promoting academic participation in monitoring processes and the evaluation of public policies (see <http://www.oi.acidi.gov.pt/>).

Alongside these policy tools and structures, a wide array of major integration projects have been implemented being noteworthy the Programme *Escolhas*, launched in 2001 and aimed at the social inclusion of disadvantaged youth, particularly immigrant youth. The Project is now in its 5th edition (2013-2015) and is financing 140 projects nationwide. These projects involve more than 1000 local partnerships with a total staff of 850 qualified workers who provide a wide range of services in the

⁵ Portuguese Executive Report on the implementation of INTI-Project is available on: <http://citiesofmigration.ca/elibrary/one-stop-shop-a-new-answer-for-immigrant-integration-evaluation-of-the-one-stop-shop-project-executive-summary/> [Accessed 2 February 2014].

⁶ For detailed information on these policy instruments and institutional structures see ACIDI 2013.

fields of formal and non-formal education; vocational training and employment; digital inclusion; civic and community participation and entrepreneurship and empowerment.

Another programme of reference is *Entreculturas*, whose activities focus on training (for example, for teachers; public officials; civil servants; entrepreneurs); the production and publication of intercultural pedagogical materials and on awareness-raising initiatives on a wide range of issues in the fields of human rights, citizenship, equal opportunities, inclusion and inter-religious dialogue. Of no less importance is the project Portuguese for Everyone (*Português para Todos*). This project involves offering Portuguese language courses and technical Portuguese courses for immigrant communities. A Portuguese language-course certificate exempts immigrants from a Portuguese language examination to obtain Portuguese nationality and can be also used for the purposes of permanent residence authorizations and/or long term residence status. Finally, the Immigrant Entrepreneurship Project (*PEI - Projecto Promoção do Empreendedorismo Imigrante*) promotes training for immigrant business-creation and development.

With regards to cultural diversity, the Plan for the Integration of Immigrants (2010-2013) is aimed at promoting intercultural dialogue and positive interaction at the local level as well as at an institutional level (Measures 78 and 79). Concerning religion, the policy has endorsed religious freedom (Law n° 16/2001, 22/06) while fostering an inter-religious dialogue. Training courses and public initiatives (seminars, conferences) as well as the production of religion-sensitive materials have encouraged the acceptance of religious diversity as a source of community enrichment and harmony.

Mass media, cultural awareness and intercultural training networks have also been a concern of policy-makers. Several initiatives have been implemented in this area such as the following.

1. Broadcasting of Programme *Nós* on the national channel RTP2. The programme encourages racial and cultural harmony, acceptance of cultural diversity and promotes anti-racism and anti-discrimination attitudes and behaviours.
2. The radio programme *Gente Como Nós* (People like Us) is aimed at raising public awareness on immigration and integration issues.
3. Journalism Award for Cultural Diversity. The award recognizes culturally sensitive mass media work.

2.2. Emigration Policy Tools before Departure

In the context of immigrant communities residing in Portugal, the Mobility Partnerships established with Cape Verde and the Republic of Moldova, under the auspices of the European Commission are noteworthy.⁷

⁷For more detailed information see European Commission Mobility Partnerships, available on: http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/international-affairs/global-approach-to-migration/index_en.htm [Accessed 2 August 2014].

3. Integration Policies at the Local Level

The field of immigration integration policies in Portugal has been highly centralized. Yet in the 1990s, local authorities in the metropolitan area of Lisbon fostered the creation of immigrant advisory councils aimed at the promotion of immigrants' participation in integration decision-making processes. Of special importance was the launching, in 1993, of the Lisbon Municipal Council of Immigrants and Ethnic Minorities (*Conselho Municipal das Comunidades Imigrantes e Minorias Étnicas*). Other municipalities in the metropolitan area of Lisbon have followed suit. In 1995, the city of Amadora created a consultative body (*Conselho Municipal das Comunidades Imigrantes e Minorias Étnicas*) similar to Lisbon's advisory board. The municipality of Loures also set up a Cabinet for Religious and Socially Specific Issues (*Gabinete para os Assuntos Religiosos e Sociais Específicos* - GARSE). However, financial constraints and shifting political priorities have led to the suspension of some of these structures' activities (e.g. Amadora).

In the new millennium, new local governance patterns have emerged with regards to immigrants' integration. In tracing these changes we can single out three main developments. First, cities with a high concentration of immigrants have engaged in pro-active policies fostering integration and social cohesion. The pioneer project Seixal Territorial Pact for Intercultural Dialogue–Citizenship Space is a good example of new local policy strategies involving a wide diversity of private and public institutions, third sector organizations and migrant associations. Information services; legal advice and counselling; job-training and employment counselling; civic awareness of cultural diversity; the promotion of migrant associations in the political and social fields and multicultural initiatives constitute the major areas of interventions. Second, local level integration good practices have been enhanced from close cooperation between local and national institutional frameworks. The successful implementation of the Network of Local Immigrant Support Centres (CLAIS) exemplifies this new governance model well. Third, cities have increasingly engaged in transnational policy-making and in global networks. A good example of this is the Portuguese Network of Intercultural Cities operating under the auspices of the Intercultural Cities Programme. The Programme was launched by the Council of Europe in 2008 with cultural diversity as its main principle, as a source for innovation, creativity, entrepreneurship and urban development.⁸ Presently, seven Portuguese cities have joined the network. Lisbon's urban renewal project of Mouraria (a traditional neighbourhood with a highly ethnically-diversified immigrant population) and the Municipal Council for Interculturalism and Citizenship are part of intercultural strategies favouring cultural bonding, empowerment of migrant communities and development.

⁸ See Intercultural Cities Programme, available on: http://www.coe.int/t/dg4/cultureheritage/culture/Cities/Default_en.asp [Accessed 20 October 2013].

4. Engagement of Non-State Actors

From the late 1980s onwards, the immigrant association movement has played a major role in the integration of migrant populations. While during the 1970s and 1980s migrant associations concentrated on providing welfare, educational, cultural and recreational services, in the 1990s these organizations became increasingly politicised and institutionalised. The migrant association movement expanded its scope of activities by engaging in political lobbying and participating in new local, national and international immigrant councils and networks while reinforcing its role in the delivery of social services. For instance, the 1991 constitution of the Coordinating Secretariat of the Associations for Legalization (*Secretariado Coordenador das Associações para a Legalização - SCAL*), comprising immigrant organizations, trade unions and the Catholic Organization for Migration (*Obra Católica das Migrações*), is a good example of pioneering collective mobilization and political lobbying for immigrant rights. This Secretariat has played a key role as an advisory committee to the Ministry of the Interior and to policy-makers on a wide range of issues concerning immigrant populations residing in Portugal (Da Silva Pedro 2010).

In the late 1990s, a legal regime for immigrant associations (Law n° 115/99, 03/08) provided the institutional framework for migrants' collective organizing. Alongside the recognition of immigrant associations to represent migrant communities, technical and financial means were provided to registered associations. The promotion of immigrant civic participation was further strengthened with the launching, in 2004, of GATAI.

According to GATAI figures, in 2012 there were 99 registered immigrant associations with regular activities.⁹ The majority of these organizations cater to migrant populations from Portuguese-speaking countries (Cape Verde, Angola, Mozambique, Guinea-Bissau, S. Tomé and Príncipe and Brazil). However, in the last decade, the migrant associational landscape has become increasingly diversified with the creation of associations targeting new immigrant communities (e.g. Moldova, Romania, Ukraine, Russia, Philippines, Turkey and China among others). Overall, these organizations provide a wide range of social, cultural and youth services. Other areas of intervention include participation in local and national immigrant policy-making structures; advocacy work; implementation of community projects for the promotion of interculturality and social inclusion; engagement in projects aimed at the country of origin and social and economic development.

Lastly, it is important to point out the religious diversity that migrants have brought to Portugal. Orthodox Christianity and Christian Byzantine Rite worship places as well as Evangelic Protestantism churches, Hinduism temples and mosques have provided religious assistance and social and cultural services to immigrant communities. For instance, in 2012, there were 26 worship spaces for the Ukrainian Catholic Church of Byzantine Rite. This church operates in close collaboration with the Catholic Church and with the Portuguese Catholic Organization for Migration. Orthodox Christian worship places, which are usually closely linked with Eastern European migrants, have also grown substantially over the last decade (Vilaça 2008; Horta and Peixoto 2012).

International institutions and NGOs working in the field of migration have been important stakeholders in integration policy-making in Portugal. Noteworthy organizations include SOS-Racism, the International Organization for Migrations (IOM); Aga Khan Development Network, Caritas and the Jesuit Services for Refugees with branches in Portugal. At a national level, social solidarity organizations; trade unions; pro-migrant organizations; community activists and the Portuguese Catholic Organization for Migration (OCPM) have been working directly with migrant associations and migrant populations. The scope of the OCPM has been twofold: dealing with both immigrant

⁹ For more detailed information see the GATAI website, available on: <http://www.acidi.gov.pt/es-imigrante/informacao/associacoes-de-imigrantes-em-portugal> [Accessed 2 February 2014].

communities in Portugal and with Portuguese emigrant communities abroad. Over the last fifty years this organization has played a crucial role in providing religious, social and humanitarian assistance to migrants, by being a key player in migrant rights advocacy.

5. List of relevant Bilateral / Multilateral International Agreements

A considerable number of Bilateral/Multilateral Agreements and Protocols have been signed in areas directly linked to the integration of immigrant communities. The following are major sources of information on these issues.

1. Community of Lusophone Countries (CPLP)

A wide array of protocols have been signed among the partner countries of CPLP with regards to migration issues: <http://www.cplp.org/id-934.aspx>.

2. European Migration Network – Portugal

http://ec.europa.eu/geninfo/query/resultaction.jsp?SMODE=2&ResultCount=10&Collection=EuropaFull&ResultMaxDocs=200&SourceQueryText=homeaffairs01&qtype=simple&DefaultLG=en&ResultTemplate=%2Fresult_en.jsp&page=1&QueryText=portugal&y=11&x=8

3. Foreign and Border Control Services (SEF)

Regulation on Migration Influxes/Bilateral/Multilateral Agreements:
<https://sites.google.com/site/leximigratoria/>

4. High Commission for Migration (ACM)

Information on bilateral/multilateral agreements in the areas of health; education; employment; social services and citizenship: <http://www.acidi.gov.pt/pesquisa/acordos>

6. Concluding Remarks

Over the last three decades immigration and integration public policies in Portugal underwent major changes. In the new millennium the intercultural policy paradigm on integration, which is grounded in cultural diversity celebration and in the promotion of equal rights and opportunities, has fostered best practices and furthered social inclusion. In addition, the extension of citizenship rights to immigrant populations and the introduction of an inclusive nationality law in 2006 have become crucial measures for immigrants' integration. Yet, in the last five years, rising unemployment among immigrant populations and a decline in living conditions due to Portugal's creeping economic and social crisis have had a direct impact on migratory trends. A steady decline on immigration influxes have been followed by a major increase in emigration outflows which have gained a renewed centrality in the political agenda, in the mass media and in the public opinion. Given this, the management of immigration and emigration within a framework of citizenship rights, interculturality and development constitute some of the major challenges for Portuguese policy-making in the near future.

Bibliography

- ACIDI. 2010. II Plan for the Integration of Immigrants 2010-2013, *Official Journal of the Republic*, Series 1, no. 182 of 17 September. Available on:
http://www.acidi.gov.pt/_cfn/4d346c9b80687/live/Consulte+a+vers%C3%A3o+da+Plano+2010-2013+em+Ingl%C3%AAs [Accessed 2 February 2014].
- ACIDI. 2013. *Mais diversidade melhor humanidade / More diversity better humanity* [Institutional Book]. Lisboa: ACIDI. Available on:
http://www.acidi.gov.pt/_cfn/4cdc2fd290570/live/Livro+Institucional [Accessed 2 February 2014].
- Bauböck, R., B. Perchinig, and W. Sievers (eds.) 2007, *Citizenship Policies in the New Europe*. Amsterdam: Amsterdam University Press.
- Da Silva Pedro, R. 2010. A Obra Católica Portuguesa de Migrações e o Movimento Associativo Imigrante em Portugal. Percursos e desafios, *Revista Migrações*, 6 [special issue: : 163-183 *Associativismo Migrante*, ed. by A. P. B. Horta]: 163-186. Available at:
<http://www.oi.acidi.gov.pt/modules.php?name=Content&pa=showpage&pid=110> [Accessed 20 October 2013].
- Foreigners and Borders Service-SEF. 2013. *Relatório de Imigração, Fronteiras e Asilo, 2012*. Barcarena: Serviço de Estrangeiros e Fronteiras. Available on:
<http://sefstat.sef.pt/Docs/Rifa%202012.pdf> [Accessed 20 October 2013].
- Foreigners and Borders Service-SEF. 2014. *Relatório de Imigração, Fronteiras e Asilo, 2013*. Barcarena: Serviço de Estrangeiros e Fronteiras. Available on:
http://sefstat.sef.pt/Docs/Rifa_2013.pdf [Accessed 20 October 2013].
- Fonseca, M. L. 2009. Imigração, Diversidade e Novas Paisagens Étnicas e Culturais. In: M. Ferreira Lages and A. T. de Matos (eds.), *Portugal: Percursos de Interculturalidade. II. Contextos e dinâmicas*. Lisboa: ACIDI, pp. 49-96. Available on:
<http://www.oi.acidi.gov.pt/modules.php?name=Content&pa=showpage&pid=44> [Accessed on 20 October 13].
- Horta, A. P. B. 2013. A Imigração em Portugal. Um contributo para o debate sobre políticas e práticas de integração. In: M. L. Fonseca *et al.* (eds.), *Migrações na Europa e em Portugal. Livro de Homenagem a Maria Ioannis Baganha*. Coimbra: Edições Almedina, pp. 227-250.
- Horta, A. P. B. and J. Peixoto (eds.) 2012. *Religião e Migrações*. Lisboa: Nova Vega.
- Huddleston, T. 2008. Promoting Immigrant Integration Through Citizenship Policies: The MIPEX Findings for Europe, *Canadian Diversity*, 6, no. 4: 13-16.
- Huddleston, T. *et al.* 2011. *Migrant Integration Policy Index III. MIPEX III. Portugal*. Brussels: British Council and Migration Policy Group. Available at: <http://www.mipex.eu/portugal> [Accessed 12 October 2013].
- INE (Instituto Nacional de Estatística) 2012. *Censos 2012* [online], Lisboa: Instituto Nacional de Estatística, available on:
http://censos.ine.pt/xportal/xmain?xpid=CENSOS&xpgid=censos2011_apresentacao [Accessed on 20 October 2013].
- Joppke, C. 2008. Dual Citizenship and Transnationalism in Europe, *Canadian Diversity*, 6, no. 4: 17-20.
- Machado, F. 1993. Etnicidade em Portugal – O grau zero da politização. In: M. B. Nizza da Silva *et al.*, *Emigração/imigração em Portugal. Actas do Colóquio Internacional sobre Emigração e Imigração em Portugal (séc. XIX-XX)*, Algés: Edições Fragmentos, pp. 407-414.

- Malheiros, J., and A. P. Horta 2008. Citizenship and Integration Policies in Portugal: An overview of recent immigration to Portugal, *Canadian Diversity*, 6, no. 4: 107-110.
- OCDE. 2013. *International Migration Outlook 2013*. OCDE Publishing. Available at : <http://www.oecd.org/els/mig/imo2013.htm> [Accessed on 19 October 2013].
- Vilaça, H. 2008, *Imigração, Etnicidade e Religião. O papel das comunidades religiosas na integração dos imigrantes da Europa de Leste*. Lisboa: Alto-Comissariado para a Imigração e Diálogo Intercultural. Available on: http://www.oi.acidi.gov.pt/docs/Estudos_OI/OI_30.pdf [Accessed 10 October 2013].
- Zincone, G., et al. (eds.) 2011. *Migration Policymaking in Europe: The Dynamics of Actors and Contexts in Past and Present*. Amsterdam: Amsterdam University Press.