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Lisbon, Portugal

a case study from:

Migrant and Refugee Integration in Global Cities
The Role of Cities and Businesses

| Teresa Juzwiak |



The Hague Process
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**Maastricht Economic and Social Research Institute on Innovation and Technology
(UNU-MERIT)**

email: info@merit.unu.edu | website: <http://www.merit.unu.edu>

Maastricht Graduate School of Governance (MGSoG)

email: info-governance@maastrichtuniversity.nl | website: <http://mgsog.merit.unu.edu>

Keizer Karelplein 19, 6211 TC Maastricht, The Netherlands
Tel: (31) (43) 388 4400, Fax: (31) (43) 388 4499

The Hague Process on Refugees and Migration (THP)

E-mail: info@thehagueprocess.org | website: www.thehaugeprocess.org

Laan van Meerdervoort 70, 3rd floor, 2517AN, The Hague, The Netherlands
Tel: (31) (0)70 711 8989, Fax: (31) (0)70 711 8990

About the author

Teresa Juzwiak holds a Masters degree in Public Policy and Human Development with a specialization in migration studies from the Maastricht Graduate School of Governance, Maastricht University and UNU-MERIT. She is currently a research assistant at the Migration and Development Department at the UNU-MERIT and its School of Governance.

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Introduction of the Project and How to Read the Report

In collaboration with Maastricht University's Graduate School of Governance, The Hague Process on Refugees and Migration (THP) initiated a research project related to the economic and social integration of migrants and refugees in cities, focusing specifically on efforts undertaken by the private sector and city governments – both separately and in partnership – to provide protections and create greater opportunities in employment markets and communities.

The aim of this project is to ascertain how businesses and governments in eight global cities are contributing towards the integration of migrant and refugee populations, either through specialized outreach programmes, the provision of services or targeted funding of non-governmental organizations, and to what extent these contributions can be deepened or expanded. Perhaps a more important goal is to determine whether and how business and cities are currently working together to create opportunities for migrants and refugees and deepen their integration into society. If collaboration between the private and public sectors does not currently exist, the research identifies barriers and opportunities for potential partnerships.

The project consists of a number of components including a literature review highlighting the importance of urban migration flows, as well as the reality that it is at the local – increasingly city level - whereby migrants interact and experience the process of integration. In this context integration is defined at its most pragmatic, as a process in which migrants are empowered to thrive within the context of their destination – in part - with the help of a number of different local stakeholders. In addition to the literature review, fieldwork in eight countries was carried out to identify relevant stakeholders for qualitative semi-structured interviews. In total 56 interviews were conducted.

The results of the research will be released in a number of different formats. Firstly the main report - 'Migrant and Refugee Integration in Global Cities' presents an overview of the research process and draws together the key findings of the project using data gathered from all cities. It is also intended to be a repository of information for interested parties and thus the good practices and partnerships identified are presented in accordance to the policy dimension to which they are most applicable. For example, if a reader is interested in looking at what stakeholders in other cities are doing to facilitate the cultural integration of migrants, the reader can check this section for clear examples of what is happening in the cities of study.

If the reader requires further information about a good practice or wishes to understand if there are enough similarities between cities to be a viable option to consider for policy transfer, then they can consult the accompanying case study reports. These are intended to act as stand-alone reports for an audience interested in the particular case of a city. For ease of reference, the cities included in the study are: Auckland (New Zealand), Buenos Aires (Argentina), Chicago (United States), Kuala Lumpur (Malaysia), Lisbon (Portugal), Nairobi (Kenya), Rotterdam (The Netherlands), and São Paulo (Brazil).

Introduction

Lisbon is the capital and the largest city in Portugal. It has a long history of receiving immigrants, especially after the end of the dictatorship in 1974 and has a reputation, as being a good place for the integration of various ethnic, cultural and religious communities. Lisbon's peculiarity is that it went from being an area from where people emigrated, to a destination with an increasing number of immigrants. Despite adversities, the national and local governments have been successful in implementing policies for welcoming these new cultures. After the economic downturn of 2008, Lisbon witnessed another change in migration patterns, and is responding to these changes within a context of austerity measures and adverse political climate.

Table 1. Key statistics for Portugal and Lisbon

	Portugal	Lisbon
Size (km²)	92,072	85
Population (total)	10,562,178	547,733
Migrant Population		
Foreign born ^a	414,610	44,367
Internal migrants	275,615	17,668
Number of refugees	483	n/a

^a With legal residence status.

Source: Portadata, 2011, EU¹

Migration history

Traditionally an emigration country, Portugal has been experiencing reverse migration flows since the late 1990's. Already in the late 1960's, towards the end of the dictatorial regime, there is evidence of timid movements of immigrants, especially from African countries with Portuguese as an official language (*PALOP*²) (Council of Europe, 2011; OECD, 2008). These migrants are generally expected to have less integration challenges in Portugal given their closer linguistic and cultural proximity (Council of Europe, 2011). By the mid-1990s, Portugal was experiencing an immigration boom, largely correlated with growth in the construction sector and subsequent labour demands (OECD, 2008). At this time, migration trends started to diversify, which was evidenced especially through the increase in flows of Brazilians and later from Eastern and South-eastern Europe, especially from the Ukraine, Moldova, and Romania. This second trend is linked to the Portuguese accession to the EU and the modernization of the economy which attracted highly skilled workers from other parts of Europe and from the Americas. Other

¹ PORDATA – Estatísticas, gráficos e indicadores de Municípios, Portugal e Europa. (2011). Retrieved June, 2013, from <http://www.pordata.pt/>

² In Portuguese, *Países Africanos de Língua Oficial Portuguesa*

trends include migrants arriving from China, Pakistan, India, and Bangladesh. According to the Council of Europe (2011), the Metropolitan Area of Lisbon has the greatest concentration of these populations (55 per cent). Data indicates that between 1991 and 2001, the population of Lisbon tripled as a consequence of migration flows; and from 2001 to 2009, there was a 130 per cent increase in the population. In 2011, Brazilians were the largest group of foreigners (25.5 per cent), followed by Ukrainians (11 per cent) and Cape Verdeans (10.1 per cent).

However, a negative consequence of these large and unplanned population growths is the segregation of different communities within the city, creating cultural ghettos. The OECD (2008) mentions that often migrants live in overcrowded housing in the periphery of Lisbon, which greatly affects their capacity to integrate into society and realize themselves as full citizens.

Furthermore, despite the cultural proximity mentioned, immigrants from PALOP - Portuguese speaking African countries - are still at a significant disadvantage compared to Portuguese nationals. Not only do they perform worse in employment indicators, but they are also less well-educated and suffer from worse housing conditions (Council of Europe, 2011; OECD, 2008). Furthermore, the IOM (2013) report identifies that migrants tend to be concentrated in certain sectors, most of which require low level skills such as: administrative activities and auxiliary services; hotels, restaurants and other similar activities; construction; wholesale and retail commerce and manufacturing industries.

Another issue currently affecting the future of integration policies refers to the presence of children of immigrants. The OECD (2008) describes that this is a relatively new issue, due to the recent character of immigration trends to Portugal. In the past, children of PALOP immigrants were easier to integrate in through the regular educational and employment channels, due to the language and cultural proximities. However, children of the new migrations (i.e. Ukrainians, Chinese, and Indian) are harder to integrate and require a more thought out policy than before.

Portugal receives a very small number of refugees and asylum seekers; as a matter of fact it is one of the countries with the smallest number of applications (OECD, 2012). Currently, there are 483 refugees and 147 asylum seekers in the country (UNHCR, 2013).

Policy framework

The Council of Europe (2011) describes Portugal's migration policy model as resembling the Mediterranean trend of "having no particular policy at all up to the 1990s". However, despite this lack of tradition in migration and refugee policy, Portugal currently has an extremely developed set of policies aimed at welcoming immigrants from all over the world and emphasizing the need to integrate them well into Portuguese society (OECD, 2008). Since 1995, the country has adopted a Human Rights based framework for migration policies. In 2011, Portugal ranked second among the 31 countries evaluated by

the Migration Policy Index (MIPEX), regarding the quality of services, facilitating family reunion, and providing access to nationality (Council of Europe, 2011).

Tables 2 and 3 summarize the national normative legal framework and the institutional framework for immigration and refuge in Portugal.

Table 2. National normative legal framework for Portugal.

Law	Description
1974 Constitution	The 1974 Constitution is guarantor of rights, and provides for equal access to foreigners and nationals, with the exception of some political rights. It specifically grants migrants equal treatment regarding employment and working conditions. Additionally, the Constitution gives preferential treatment to immigrants from Portuguese speaking countries concerning certain social and political rights.
Law 134/99 on the Prohibition of Discrimination in the Exercise of Rights on the Grounds of Race, Colour, Nationality or Ethnic Origin	This law fights racial discrimination of all kinds, punishes the practice of acts that violate fundamental human rights, or prejudice to socio-economic or cultural rights as a result of belonging to a race, colour, nationality, or ethnic group.
<i>Decree-Law n. 67/2004 of 25 March 2004</i>	With the objective of ensuring and protecting the rights of foreign minors in irregular situation, this decree created a register with data to be used for health and education purposes. The data collected can in no way be used against the minor or the parents.
Nationality Law of December 2006.	Among other provisions, the bill eliminates the differences between PALOP and non-PALOP citizens regarding the number of years required to apply for Portuguese nationality. It establishes that third generation migrants are the only ones with automatic access to Portuguese citizenship from the time of birth.
Decree Law 23/2007 amended Decree Law 34/2003	New law regulating the entry, residence, exit and expulsion of foreign citizens.
Immigration law (23/2007)	Contains provisions on new residence permits, introduces new requirements for employers to fill vacancies with non-EEA migrant workers, and raises fines on companies that hire illegal immigrants. Regarding integration, it clearly states that: "There is an attempt to give expression to an adjusted immigration policy, which promotes legal migration channels and discourages the use of illegal channels,

	associated with a coherent integration policy of the immigrant community in our country. Immigration is therefore seen not only as an economic development factor, but also as a relevant agent of social and cultural enrichment for Portugal”
The Resolution 63-A/2007 of the Council of Ministers	Specifies policy measure for the integration of migrants into the Portuguese society.
Law No. 27/2008 (Asylum Law)	Contains provisions on the conditions and procedures for granting asylum and subsidiary protection. Also includes the statutes for asylum seekers, refugees and subsidiary protection.

Source: (European Migration Network, 2008; IOM, 2013)

Table 3. Institutional framework at national level in Portugal

Institution	Department	Attributions
Presidency of the Council of Ministers		Responsible for policies dealing with the inclusion of immigrants in Portuguese society.
Ministry of Internal Affairs		Responsible for defining immigration and asylum policy, including naturalization laws, the statuses on equality and refugees, and the control of entry, stay, departure, and expulsion of foreigners from Portugal.
	The Aliens and Borders Service (Serviço de Estrangeiros e Fronteiras - SEF)	Responsible for the implementation of the policy; it is also the National Contact Point for the European Migration Network (EMN).
Ministry of Foreign Affairs		Responsible for the concession of the different types of entry visas, as well as supervising bilateral acts and agreements between Portugal and third countries.
		Works in cooperation with the Ministry of Social Security and Employment, for the promotion of employment needs of non-EEA workers
Ministry of labour and Social Solidarity		Decides with the Institute for Employment and Professional Training (Instituto de Emprego e Formação Profissional – IEFP) and the Authority for Conditions of Work (Autoridade para as Condições do Trabalho – ACT) the maximum quota on entries into Portugal by non-EEA foreign

		citizens.
	Authority for Conditions of Work (Autoridade para as Condições do Trabalho – ACT)	Plays an important role in monitoring the illegal employment of immigrants and also in registering and giving statements about the validity of the work contracts of the foreign workers.
Ministry of Education		Responsible for the recognition of foreign academic degrees Also assumes responsibility for assessing Portuguese knowledge for naturalization effects.
Ministry of Justice		Responsible for nationality processes since 2006

Source: (IOM, 2010)

Due to high centralization, the National Government also has integration policies that are worth mentioning since they offer guidance, and directly affect the capabilities of Municipal Government in these matters.

- ACIDI – the High Commission for Immigration and Intercultural Dialogue

Established in 1996 under the name of High Commission for Immigration and Ethnic Minorities, it became ACIDI in 2007 under the direct authority of the Prime Minister (Council of Europe, 2011). ACIDI is a body of the public central administration, contained within the Presidency of the Council of Ministries (on which all ministries that compose the government depend). This Council serves as a facilitator for ACIDI, and this special structure, in which ACIDI is not dependent on a specific ministry, allows its survival under various mandates. According to the OECD (2012), ACIDI acts as an “interdepartmental support and advisory structure of the government with respect to the integration of immigrants”. ACIDI is also responsible for the Observatory on Immigration, through which it is capable of gathering and deepening knowledge on immigration reality in Portugal, in order to define, execute and evaluate effective policies for migrant populations.

- CNAI – National Support Centres for Immigrants

Created in 2004, the CNAIs operate under the model of one-stop-shops for immigrants, in order to provide them with support during their integration process in Portugal. According to the Council of Europe (2011), the Lisbon office accommodates six Government agencies from five Ministries, in order to meet the practical needs presented by immigrants and refugees in their adaptation process. For instance, CNAI offers support regarding family reunification, legal advice and employment. More importantly, many of the services provided are also made available to irregular migrants (OECD, 2012). With the objective of liaising between the State and immigrants, CNAI works with socio-cultural mediators, who are often of immigrant origin themselves, which enables them to better establish links with the communities. As of 2011, the CNAI in Lisbon had 86 socio-cultural mediators (Council of Europe, 2011).

- National Plan for Integration

Portugal is one of the few European countries to adopt a National Plan for Integration of Migrants, in order to guide all efforts made in favour of migrant and refugee integration (Council of Europe, 2011). The First National Plan, effective from 2007 to 2009, included 122 measures through which government priorities were addressed. Among the areas of interest were: health, security, housing, racism, society, information, labour, and education (OECD, 2008). Evaluation of the Plan indicated that there was an improvement in public services destined for migrant and refugee integration, and in the facilitation of rights. Given the success of the First Integration Plan, a new Plan was created for the period of 2010-2013 (OECD, 2008). This new Plan contains 90 measures aiming at full integration of migrants addressing a range of issues from language, employment and vocational training to housing. This second plan offers two new areas of intervention in relation to the first plan, namely, promoting diversity and interculturality, as well as focusing on the special needs of senior migrants.

Methodology

The case-study for Lisbon followed the methodology established for the project. Stakeholders contacted were sampled purposively and identified through the use of literature and official websites, particularly the city website. Initial contact was made via phone and email, with an official letter requesting an interview for the project. Interviews were conducted in Portuguese and a summary transcription was provided in English.

During the first phase of the project, response rates were extremely low. By the end of the data collection period, a total of six interviews had been conducted, half of which were answered via email. The low response rates could be attributed to the period in which data collection was conducted. Apart from including the summer holidays period, the municipality of Lisbon was also preparing for local elections. Additionally, the highly centralized integration policy made it harder to identify local stakeholders, which are often only implementing partners to ACIDI or CNAI.

It was especially hard to identify businesses and third actors involved in migrant integration, possibly due to the high centralization of the issue at a national government level. However, interviews provided further insight into the topic, allowing additional respondents to be contacted. Unfortunately, only one business was interviewed; however, a few more were identified by other respondents as contributing to migrant and refugee integration at the city level.

Table 4: Response rate for Lisbon

City	Contacted	Replies	Rejections	Non-replies	Interviewed	Interview response rate
Lisbon	12	6	0	6	6	100%

Out of 12 potential respondents contacted in Lisbon, six were interviewed, as shown in the table below, according to the category. Respondents included the Mayor of the city, the CLAI in Lisbon and the CLAI Network, a relocation company, and two civil society organizations: *Casa Comunitária da Mouraria* and *Solidariedade Imigrante*.

Table 5. Sample size by category in Lisbon

Respondent Type	Number of Interviews
Policy Maker/Municipal Administrator	1
Practitioners	2
Businesses	1
Civil Society	2
Total	6

Findings

The charts below depict the systematization of the main results from the policy review and interviews. Table 6 categorizes the programmes and services offered by the interviewed institutions aimed at facilitating the integration of migrants and refugees. The table follows the policy dimensions determined for this study: social, cultural, legal, political, and economic.

Before discussing results presented in Table 6, it is important to note that the inclusion of the “CLAI Network” does not refer to specific programmes or services taking place in Lisbon, but to programmes and services that can be offered by any CLAI in general. It serves as a guideline to evaluate whether the CLAI Lisboa is active in all of the dimensions foreseen by the Network.

According to results, all stakeholders offer programmes in the social dimension, the most common being: education (n=3), housing (n=2), and health (n=2). The second most explored dimension is the cultural one, where five of the stakeholders organize cultural activities or festivities, as well as providing language or cultural courses and sports activities. The legal dimension is envisaged by four of the stakeholders, who offer legal advice/support and information on documentation and nationality and offer cultural activities. Finally, the economic dimension is the least explored and includes programmes for employment, vocational training and entrepreneurial activity. Only one effort was documented under the political dimension. The Municipality of Lisbon aids Migrant Associations in obtaining resources from the European Union, in this way enabling these organizations to be self-sufficient and sustainable, and indirectly contributing to their increased participation in society.

Table 7 lists and describes all of the partnerships identified through the interviews.

Table 6. Policies, programmes and services provided to facilitate the integration of migrants and refugees according to policy dimensions in Lisbon

Typology	Stakeholder	Social	Cultural	Legal	Political	Economic	Observations
Policy Maker	<i>Presidência da Câmara de Lisboa</i> (Mayor of Lisbon)	Programme Lisbon Erasmus City ^a	Annual cultural festivity ^b	Programme for music from Lusophone countries ^c	Support to Migrant Associations to obtain European Funds		
			Support to build a Mosque				
Practitioners	CLAII Network	Assistance with family issues, education and health		Assistance in immigration status		Entrepreneurial activities	
		Sensitization campaigns	Assistance with local life	Documentation and administrative procedures			
		Housing			Employment		
CLAII Lisboa	Social security		Sports activities	Information on nationality		Vocational training	
	Voluntary return			Legal support		Entrepreneurial activity	
		Health					

		Education			
Business	NAU Relocation	Housing Schooling		Documentation and legal advice	Custom services
				Customs procedures	Services start before arrival of migrant
Civil Society	Casa Comunitária da Mouraria	Mediator between migrants and municipality	Language courses		
		Alphabetization courses	Cultural activities		
		Social services	Cultural activities		
	Solidariedade Imigrante		Festival <i>Imigrar</i> [*]	Documentation and legal advice	Skills workshops for women [*]
			Courses (i.e. Islamic culture and history)		Employment office

^a To attract and support Erasmus students

^b *Programa TODOS – Caminhada das Culturas*, in English, Programme ALL – Walk of Cultures

^c *Lisboa Mistura*, in English, Lisbon Mixes

* Occurs in partnership

Table 7. Partnerships for immigrant and refugee integration programmes and/or services in Lisbon

Stakeholder	Partner	Typology of partner	Benefit / Service	Description of Partnership	Established
Presidência da Câmara de Lisboa (Public)	Migrant Associations	Civil Society	Various	Municipality AIDS Migrant Associations with administration and legal matters	N/A
	ACIDI	Public (national)	Various activities	The municipality assists ACIDI in the implementation of projects	
CLAII Lisboa (Public)	JRS	Civil society	<i>“Uma casa em ordem”^a</i>	Train women for domestic work	November 2012 (Finishes October 2013)
	Solidariedade Migrante, Associação para Defesa dos/as Imigrantes, UMAR ^b , Dinâmica CET ^c	Civil society	<i>“Mãos seguras por um trabalho doméstico”^d</i>		
NAU Relocation (Business)	Global Providers	Private	Relocation services	NAU represents Global Providers for relocation <i>in loco</i>	-
Casa Comunitária da Mouraria (Civil Society)	Municipal Chamber of Lisbon	Public	Language and alphabetization courses	Municipal chamber provides support	-
	NGOs	Civil Society	Social support and cultural activities	N/A	N/A
	Association of support to migrants	Civil Society	N/A	N/A	N/A

Solidariedade Imigrante (Civil Society)	Municipality	Public (local)	Festivities	The municipality assists the NGO in obtaining the necessary permits established under regulations.	2006
	Medical clinic	Private	Medical services	The partnership grants immigrants affiliated to the NGO a discount card to access certain medical services	July 2013
	ACIDI	Public (national)	<i>Programa Escolhas</i>	The NGO assists ACIDI in implementing the programme locally, at the level of neighbourhoods within the city.	
	University	Private	Programme aimed at domestic workers	Development of brochures with information regarding rights and duties; as well as skills workshops for women.	Ad-hoc

^a Project “An organized house”

^b União de Mulheres Alternativa e Respostas

^c *Centro de Estudo sobre a Mudança socioeconômica e do Território*

^d Project “Safe hands for safe domestic work”

Municipality

Lisbon has no municipal policies on migrant or refugee issues, which are the exclusive competency of the National Government. However, the city counts on a number of institutions, with whom it works in partnership, to achieve the goals and proposals established in the Plan for the Integration of Immigrants. At the time of writing this report, the second edition of the plan was in place (2010-2013), however, the third edition is expected to be published in 2014. Within its capabilities, in 1993, the city was the first in Portugal to recognize the issue of ethnic minorities, when it created the Municipal Council of Migrant Communities, which gave way to the Municipal Council for Interculturalism and Citizenship (CMIC) in 2007. The CMIC acts as a representative body for 17 associations and under its mandate has established an internal body, the Municipal Forum of Interculturality (FMINT), aiming at promoting policy debate, reflection and field studies, in order to increase knowledge sharing among stakeholders of importance in migration, diversity and interculturality. Since 2009, three forums have been developed: “Promotion of Intercultural Dialogue – Educational Experiences”, “Lisbon and the Destitution of Migrant Rights – A Challenge for All”, and “Intercultural Dialogues”³.

Another important aspect of municipal action on integration of migrants and refugees are the Local Support Centres for the Integration of Immigrants (CLAII). These centres were established in 2003 by ACIDI in liaison with local civil society organizations in order to increase the scope of assistance for the integration of migrants and refugees. In 2005, the CLAII Lisboa was established in partnership with the Municipality of Lisbon. Initially it was believed that municipal governments would have no interest in participating in this project, given that they already have their own resources for developing integration policies. At first, there were 15 centres across Portugal, but today this number has reached 87, of which 52 have been established in partnership with municipalities, 6 are mixed (were established through a tripartite partnership Municipality-NGO-ACIDI), and the remaining 29 have been established together with civil society organizations. Currently, the Metropolitan Area of Lisbon contains 22 CLAIIs spread out across 9 cities.

CLAIIs are obliged to provide migrants and refugees with assistance on basic services and rights including, but not limited to, family issues, education, health, immigration status, documentation and employment. Furthermore, individual CLAIIs are free to develop intercultural projects. These may be funded through the partner’s own resources, or with European funds. In 2009, the project “Promotion of Municipal Interculturality” was designed in order to grant organizations with funds from the European Integration Fund. This project not only allows ACIDI, but also the partner in CLAIIs, to obtain funding for projects.

Furthermore, the CLAIIs work in networks, through which they share experiences and knowledge. There is a common database with information on the number of advisory sessions conducted. Moreover, the CLAII Network organizes regional and thematic

³ Fórum Municipal da Interculturalidade - FMINT. (n.d.). *Sítio da Câmara Municipal de Lisboa*. Retrieved August 15, 2013, from <http://www.cm-lisboa.pt/viver/intervencao-social/interculturalidade/forum-municipal-da-interculturalidade-fmint>

encounters to incentivize the sharing of know-how. In 2011, the ACIDI published a manual on good practices among CLAIs, which provides guidelines on how to develop intercultural projects. The Network expressed the wish to further pursue this topic and develop better mechanisms for validation of good practices.

The “*Casa Comunitária da Mouraria*”⁴ is the result of an important urban revitalization Project – *Renovar a Mouraria* – aiming at the social inclusion of vulnerable populations, the improvement of social cohesion, the renovation of buildings and the integration of migrant and refugee populations. The Casa acts as a mediator between the community and the municipality. It also offers Portuguese language courses for foreigners and literacy courses for those who live in the neighbourhood. It is unclear whether there are any refugees in the Community. The work of bringing together the foreign and local communities is important, due to situations in which racist and xenophobic arguments arise in the form of threats. The Casa is directly supported by the Municipal Government. This innovative idea also envisages creating closer relationships between neighbourhoods and the municipality. With this, the current Mayor, Antonio Costa, made the bold decision of moving the City Hall to the Largo do Intendente, a famous red-light district located in the neighbourhood of the Mouraria (Council of Europe, 2011).

Furthermore, in 2012, in the scope of the Activity Plan and Municipal Budget, a Fund for Social Emergency (FES⁵) was created. This fund provides financial support of exceptional nature to Private Institutions for Social Solidarity who work in the municipality of Lisbon and who, in time of crisis, suffer an increase in demand or a decrease in their capacity to respond. In this context, the Municipal Government supported the Portuguese Council for Refugees to relieve the demands generated in the Reception Centre for Refugee Children.

Moreover, the municipality works closely with various migrant associations and communities, including the Islamic Community in Lisbon, the *Casa Brasil*, and the Aga Khan Foundation. Cooperation with such institutions occurs within the framework of CMIC, where civil society has the opportunity to contribute to the policy debate surrounding immigrant and refugee integration. Furthermore, the municipality seeks to provide migrant organizations with legal and administrative tools in order to conduct their integration-related activities, and seek funding from higher institutions.

Businesses

NAU, a company established in the late 1990s, has been integrated into the relocation industry since 2005, at the same time as other companies started emerging in the market and the issue of expatriates gained more visibility. NAU is certified by EURA (European Relocation Association), which regulates relocation services providers. It also works with Global Providers, international relocation companies, who establish partnerships with NAU so as to be represented locally. Services provided include advice

⁴ Community House of the Mouraria

⁵ In Portuguese, *Fundo de Emergência Social*

and assistance on housing, schooling (for children), documentation and legal advice, as well as advice on customs procedures. The company is very much aware of the importance of integrating the spouse of the expatriate and offers assistance for this.

The company operates in the following manner: first of all, a needs-assessment study is made on an individual base before defining the strategies for a better integration; then, a personal consultant accompanies the individual throughout the entire process. It is important to note that often relocation services are even offered before the expatriate arrives in Portugal. Some of the clients include internationally famous businesses, such as is L'Oreal, Abbot, Associated Press, Barclays Bank, Boehringer Ingelheim, Boston Consulting Group, Colgate Palmolive, Ernst & Young, REPSOL, among many others.

NAU has no engagement with the municipal government. However, it offers *pro bono* work for documentation and immigration issues of less favoured migrants. Migrants and refugees reach this service through personal networks.

Relating to the issue of expatriate management and integration, it was identified that the Universidade Lusíada de Lisboa offers a course on Expatriate management⁶, however, it was not possible to obtain an interview within the time frame of this study.

Third actors

Civil society is greatly involved in the integration of migrants and refugees at a municipal level. Many of the projects take place in cooperation with, or are supported by, the Municipal Government. For instance, the project “*Uma casa em ordem*”, developed by the Jesuit Service for Refugees, is supported by the Municipal Government and aims to promote equal opportunities by combating competitive disadvantages that migrants have in the labour market. This programme is specifically designed to integrate vulnerable migrant women resident in the region of Lisbon, from PALOP countries. By the end of the vocational training provided, women should be prepared to enter the domestic service market. This project took place from November 2012 to October 2013.

Another project developed in this area was the “*Mãos Seguras. Por um trabalho doméstico*”⁷, a partnership between the civil society organizations Immigrant Solidarity, UMAR, and DINÂMICA-CET⁸, again with the support of the Municipal Government.

Another project developed in the context of the municipality was the “Recognition of Qualification of Immigrant Doctors”⁹, resulting from a partnership by the Jesuit Refugee Service-Portugal with funding from the Calouste Gulbenkian Foundation. The project’s goal was to create necessary conditions to enable migrant doctors to work in their profession in Portugal, as well as address the shortage of qualified Portuguese

⁶ Universidade Lusíada de Lisboa > Gestão de expatriados. (n.d.). Retrieved August 15, 2013, from <http://www.lis.ulusiada.pt/formacao/2013/ge.aspx>

⁷ In English, “Safe hands. For domestic work.”

⁸ Union of Women Alternatives and Responses and *Centro de Estudo sobre a Mudança socioeconómica e do Território*

⁹ In Portuguese, *Reconhecimento da Qualificação de Médicos Imigrantes*

professionals. The project was implemented throughout the country, and because medical schools capable of providing recognition are centred in only a few cities, some of the main activities were carried out in Lisbon, Coimbra and Oporto. The project was conducted with 120 migrant doctors originating from countries with no agreement on automatic recognition of equivalences, who were at the time working in Portugal in areas other than medicine.

Furthermore, in Lisbon, the study identified the adaptation of a previously established good practice. The project known as “Next Door Family”, translated into “*Familia ao Lado*”, was first implemented in the Czech Republic by the NGO Slovo 21, and later recognized as a good practice in Europe, co-financed by the European Fund for Integration of third-country nationals (EIF). In 2012, more than eight European countries, including Portugal, implemented the programme, which consists in families hosting other families from a different cultural background for a meal. Families can sign up and are then grouped in pairs. A volunteer assistant serves as a bridge between the families, helping deal with cultural tensions and language barriers that might arise during the event. In 2012, Portugal accomplished the greatest number of events, bringing together close on 130 families. The meetings constitute an extremely valuable experience for all of the participants, according to information obtained from the participants by the organizers; and the project has very low costs for implementation. In 2013, eleven countries participated and the event took place on November 24th at 13:00h¹⁰.

Migrant associations also constitute fundamental stakeholders for the integration of migrants and refugees. One of the largest organizations is Solidariedade Imigrante, which claims to assist between 25 and 30 thousand individuals in Portugal. This organization runs as a similar model to that of the CLAIs and CNAI, except in this case migrants are responsible for providing other migrants with the necessary assistance. The one-stop-shop model offers services mostly relating to documentation and employment. The extremely bureaucratic and distanced model proposed by the CNAI is perceived as outdated and no longer meeting the needs of the current migrant population in Lisbon. When these centres were created, immigration in Lisbon was still fairly recent and the services provided to new arrivals were relatively simple and standard. Currently, and partially as a consequence of the crisis, the reduced migration flows give way to a new migrant group: those that decided to stay, requiring a completely new set of services, aimed at long-term integration.

The organization is also known for offering intercultural activities, including the Immigrant Festival which has existed for six years. Solidariedade Imigrante is also involved with ACIDI in implementing the *Programa Escolhas*¹¹ in the neighbourhoods of Lisbon. This programme, created in 2001, is aimed at the social inclusion of children and adolescents in vulnerable socio-economic contexts¹². Within its Feminist section, the NGO has also engaged with a University in order to produce a series of skills workshops and a brochure dealing with the issue of domestic labour in the context of female migrants.

¹⁰ Next Door Family - Home. (n.d.). 2011. Retrieved June, 2013, from <http://www.nextdoorfamily.eu/pt/index.php/pt/>

¹¹ In Portuguese, Choices Programme.

¹² Programa Escolhas. <<http://www.programaescolhas.pt/apresentacao>>

Partnerships

No public-private partnerships were identified through the policy review or analysis of the interviews. However, interviews revealed the existence of a partnership between the Portuguese Council for Refugees and the multinational Swatch, in order to establish and run a Home for Refugee Children. The municipality also engages in smaller ad-hoc partnerships with various organizations, mainly civil society, but also expressed being open to partnerships with the business sector, as long as proposals are found relevant for the city context. The municipality also considers that working in partnerships is a valuable instrument regarding two aspects: 1) financial assurances; and 2) socio-cultural proximity.

For the establishment of the CLAIs, ACIDI currently prefers to engage with municipalities and civil society. The private sector is often perceived as focusing solely on profit, which hinders cooperation initiatives from public sector organizations, such as ACIDI, or civil society. However, some of the initiatives presented in this case study indicate that businesses often show interest in cooperating for migrant integration.

Although not actually located directly in the city of Lisbon, but rather in the metropolitan region, there is a single case of successful partnership between ACIDI and Lusotemp, a temporary workers company, constituting the CLAI Algés. The *Ponto Imigrante*¹³ (Immigrant Point) was created in 2007 as a consequence of the need to provide efficient response to immigrant integration. This partnership is aimed at promoting employment and vocational training for migrants and refugees, making use of the structure that Lusotemp built through years of experience in the field of worker placement (Santos, 2008).

Conclusion

Some of the challenges identified regarding the characteristic of the migrant populations residing in Lisbon refer to incompatibility between the level of skills acquired by migrants and the level of skills of the jobs they are performing (OECD, 2008). With this in mind, it is necessary to design more projects through which migrants are able to process the recognition of their studies or trainings, as well as provide language courses in order to eliminate any barriers that could impede the performance of certain medium or high skilled workers. Vocational training policies are also relevant as they may complement training migrants had obtained in their country of origin, and provide them with specific needs of the host society linked to the performance criteria for certain jobs. This constitutes a good opportunity to involve employers and the business sector in the development of migrant and refugee integration programmes. As discussed in the literature, and as experience in other cities, show that businesses have a lot to contribute, regardless of whether their motivation is of a philanthropic character or profit-oriented (Bui & Welt, n.d.; Delano & Marczak, 2011; International Business Leaders Forum, 2010; IOM, 2006; Maytree Foundation, 2012). Furthermore, partnerships with businesses, in a time of financial

¹³ According to ACIDI, the Ponto Imigrante is not counted with the 87 existing CLAIs

austerity in the government, may offer a good alternative to overcome the lack of resources.

Another area that could be further explored is facilitation of language courses. The fact that this dimension is not extensively developed could be due to the fact that traditionally, the majority of migrant came from PALOP countries and thus this was not an issue. Removing language barriers is the first step to a successful integration.

Finally, an evaluation of good practices¹⁴ indicates that Lisbon has a number of initiatives that have proven successful and could be adapted into other contexts. For instance, the CLAIs have proven to be a very valuable tool for the promotion of migrant and refugee integration, as well as for liaising with individuals, and engaging with other non-state stakeholders that also work in the field. The initiative to develop their own good practice manual within the Network is of extreme relevance and will reduce the deficit in monitoring and evaluation of migrant integration policies and programmes in the country. But, more than just a manual, the initiative is in search of concrete methods to develop a concise mechanism for the validation of good practices. The process involved inviting all of the CLAIs in the Network to present voluntarily one or more practices that they wished to share. Then, thematic networks were established (i.e. integration and culture, labour market and entrepreneurship), so as to enable Work Groups to discuss, based on a matrix with well-established criteria, together with a moderator from the government or academia. There is still a lot of work to be done to perfect this system, which will be used to deconstruct stereotypes and myths regarding popularized practices.

Other good practices identified show that the municipality has been successful in working in partnerships with civil society, as is the case with the *Casa Comunitária da Mouraria*, and the project for the recognition of migrant doctors' qualifications with the Jesuit Service-Portugal.

Currently, in the city of Lisbon, groups of migrants find themselves in different stages of the settlement process. While Solidariedade Imigrante has been able to identify this change in the integration needs of migrants and through its one-stop-shop has been offering a broader range of services, the CNAIs have not yet undergone this transition. Both initiatives show the importance of accompanying the changes in migration trends and tailoring the focus of integration services for different migrant groups throughout time. Migration is a highly dynamic process and for a city like Lisbon where immigration is fairly recent, this will be one of the biggest challenges in the coming years.

¹⁴ Taking into account the six categories designed for this study: (1) practicality, (2) innovation, (3) successfulness, (4) transferability, (5) sustainability, and (6) strategic fit

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