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ENGLISH only

**PERMANENT REPRESENTATION OF PORTUGAL
TO THE OSCE**

**Human Dimension Sessions
of the 2010 Review Conference**

30 September to 8 October 2010, Warsaw, Poland

26 to 28 November, Astana, Kazakhstan

“Forward-Looking Discussions”

Working Sessions 2 and 5: Intolerance against Migrants

Contribution of Portugal

Intolerance against Migrants

In recent decades Portugal has benefited from the presence of immigrants, and this new environment required the development of a policy of welcoming and integrating immigrants. The following actions and measures can be highlighted:

a) CNAI e CLAII

In 2004, the Portuguese Government started to implement two **“One-Stop-Shops”** with the official name **“National Immigrant Support Centres (CNAIs)”**, in Lisbon and O’Porto, as part of the High Commission for Immigration and Intercultural Dialogue (ACIDI)¹ due to the arrival of increasing numbers immigrants in the first years of this century.² These centres, created exclusively for immigration issues, bring together under the same roof a number of services related to immigration.

¹ Alto Comissariado para a Imigração e Diálogo Intercultural (High Commission for Immigration and Intercultural Dialogue, ACIDI, I.P.) is the Project Coordinator. ACIDI, I.P. is a public institute under the indirect administration of the Portuguese State, possessing administrative autonomy. It is under the Presidency of the Council of Ministers and the Prime Minister. ACIDI, I.P.’s mission is to collaborate in the conception, implementation and evaluation of public policies, both cross-cutting and sector-specific, relevant for the integration of immigrants and ethnic minorities, as well as promoting dialogue between various cultures, ethnicities and religions

² Detailed information on the establishment of the CNAIs in 2004 is available in Chapter 3 of the ACIDI Activities Report (English version) – available to download at: http://www.acidi.gov.pt/docs/Publicacoes/RelatorioActividades_ING/activity_report_short.pdf CNAI is presented as an example of good practice in the *Handbook on Integration for policy-makers and practitioners* of the Directorate-General of Justice, Freedom and Security –



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Since its creation these services are enhanced through the involvement cultural mediators from different immigrant communities. These stakeholders, representing immigrant associations are working in partnership with the Government, have a key role as a bridge between the immigrants and the Portuguese public administration. All the partnerships with these immigrant associations are trained and evaluated in a regular base by ACIDI.

According to Decree-Law no. 27/2005 of 4 February 2005, the CNAIs were integrated into the structure of ACIDI, IP, which was then an inter-ministerial coordination service. The Centres were constituted as organic units for welcoming, information and service provision to immigrant citizens, which facilitate the relationship between the service users and the various public administration services (art. 4 A, no.1 of Decree-Law no. 27/2005 of 4 February 2005).

Furthermore, this approach represents an essential tool in successfully managing integration to realise the full benefits of immigration, specifically in relation to service provision to immigrants. The One-Stop-Shop is a contribution to ensure that integration is a two-way process, where the receiving society actively engages in adaptation. The One-Stop-Shop service is based in a policy that approaches integration from the perspective of the adaptation of the receiving society and the services that it provides, combined with a consultative and cooperative process working with immigrants, to further the integration of both immigrants and the receiving society and effective human rights promotion.³

In April 2009, a third CNAI was opened in Faro, the second district in the country with more foreign residents.

In 2004, Portuguese CNAI was considered a Good practice in the “Handbook on Integration for Policy Makers and Practitioners”⁴, and, in 2005, distinguished with the first place within the Award on Best Practices in Public Services, promoted by Deloitte and the journal “Diário Económico”. In 2006, CNAI was adopted as the role model for the European Project “One-Stop Shop: A New Answer for Immigrant Integration” Project (JLS/2006/INTI/148), coordinated by ACIDI.⁵

CNAI involves six Government agencies from five Ministries (Foreigners and Borders Service, Working Conditions Authority, Social Security, Regional Health Administration, Regional Directorate of Education and the Central Registry Office), together with other innovative support services to meet the concrete

European Commission (page 22). Available for download in:

http://ec.europa.eu/justice_home/doc_centre/immigration/integration/doc/handbook_en.pdf

CNAI is also presented as an example of good practice in the OECD publication *Jobs for Immigrants: Labour market integration in Belgium, France, The Netherlands and Portugal* (2008), pages 285-286.

³ For further details on the One-Stop-Shop approach visit the website www.oss.inti.acidi.gov.pt

⁴ The Handbook is available in http://ec.europa.eu/justice_home/funding/2004_2007/doc/handbook_integration.pdf

⁵ Further information on this Project model, see <http://www.oss.inti.acidi.gov.pt/index.php?lang=en>.



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needs of immigrants, such as support offices for family reunion, legal advice, social support, employment and qualifications recognition.

Almost 101 socio-cultural mediators work at CNAI, employed by non-Governmental Immigrant Associations through protocols celebrated with ACIDI, I.P. The participation of civil society institutions, as partners in the management of this project, can bring important outcomes, as the development of immigrant integration policies becomes a shared responsibility.

These three National Immigrant Support Centres are reinforced by a network of **87 Local Immigrant Integration Support Centres (CLAIs)**, which provide local information services and a direct link to the CNAIs and are created according to cooperation protocols established between ACIDI and local collectivities, immigrants associations, NGOs, parishes, other non profit organisations.

These Local Centres located all over the country and located in areas where the immigrant communities are most representative, are decentralised spaces of information, giving local responses articulated at the level of the needs of reception and of integration of the immigrant communities settled in different regions of Portugal. In the beginning the CLAIs were devoted to information but, today, they help in a more active way the immigrants, due to their qualified staff who supports the organisation of activities in the benefit of the integration of immigrants.

b) Action Plan for Immigrant Integration

The Action Plan for Immigrant Integration (PII), created by the Resolution of the Council of Ministers no. 63-A/2007, of 3 May, seeks to systematise the sectoral objectives and commitments of the Portuguese State, to welcome and integrate the immigrants that come here.

In all, there are 122 measures involving 13 Ministries, seeking to reach higher levels of integration, whether from a sectoral perspective, namely in the areas of Employment, Housing, Health and Education, or from a cross-cutting perspective in relation to issues of racism and discrimination, gender equality and citizenship. In this sense, the document represents a statement of political principles and seeks to be a programme of reference for the State and for Civil Society, to be implemented before the end of the current legislature. The PII ended with a compliance rate greater than 80%.

In this sense, given the importance of the implementation of the first Plan for the Integration of Immigrants 2007-2009 as a program supervisor of public policies in the reception and integration of immigrants, the Portuguese government has approved a second action plan with new measures, new areas of intervention and whose duration is for the period of the current term of 2010-2013.

c) “Programa Escolhas” (Programme Choices) – 4th Generation



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The Programme Choices is a governmental programme, managed and coordinated by the High Commission for Immigration and Intercultural Dialogue, which targets children and young people between the ages of 6 and 24 from disadvantaged social backgrounds, many of which are immigrant descendants and members of ethnic minorities (Roma Communities) living in vulnerable places, in order to promote their social integration.

The Programme has been in existence since 2001 and is currently in its third phase, having a total budget of 25.000.000,00 Euros for the years 2007-2009. It supports projects managed by local partnerships involving schools, local authorities, Non-profit Organizations and the Commissions for the Protection of Children and Youngsters, in the areas of educational inclusion and non formal education, vocational training and employability, civic and community participation and digital inclusion.

The work done by Programme Choices has been internationally acknowledged, receiving recognition as a best practice in several occasions[: in 2003, it received the European Union Award on Criminality Prevention; in 2007, it was referred as a good practice in the European Union “Handbook for Integration”; it was equally considered a good practice in the first “International Report on Criminality Prevention and Community Safety”, produced by the Centre for the Prevention of Crime (ICPC), with headquarters in Canada.]

In view of its good results, the Choices program is in its fourth phase (2010-2013) and supports 130 local projects that involve schools, municipalities, non-profit Organizations and the Commissions for the Protection of Children and Youngsters with a total budget of 38 million Euros.

d) Programme Portuguese for All (PPT)

In Portugal, the specific program that engages language learning measures towards immigrants is the Programa Português para Todos – PPT (Portuguese Program for All). The referred program is managed by the High Commissioner for Immigration and Intercultural Dialogue, I.P. (commonly known as ACIDI, I.P.), as an intermediate body of the Programa Operacional Potencial Humano - POPH (so called Human Potential Operational Program)⁶ of the National Strategic Reference Framework (NSRF)⁷, and translates into a program, targeted to immigrants, that aims to develop Portuguese language courses and technical language courses addressed to the Portuguese immigrant community living in Portugal, at zero cost to the immigrant population and co-financed by European Social Fund.

⁶ The POPH is one of the biggest operational programmes ever, gathering about 8,8 billion euro of public investment, of which 6,1 billion are subsidized by the European Social Fund. In the NSRF this contribution represents 37% of the structural supports, in that which is an unprecedented strategic bet on the qualification of the Portuguese people and on the reinforcement of social cohesion.

⁷ The NSRF constitutes the framing for the application of the Community’s policy for economic and social cohesion in Portugal for the 2007-2013 period.



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Therefore, PPT has materialized a strategy to support access to citizenship rights within a comprehensive immigration policy, responding to the regulation of the Portuguese **Nationality Law** (Law nr. 2/2006, dated 17th April) and the Immigration Law (Law nr. 23/2007, dated 4th July). Students who complete the courses in Portuguese obtain a certificate as relevant for purposes of access to nationality, permanent residence permit and / or status of long-term resident, and consequently accomplish the level A2 of the **Common European Framework of Reference** (CEFR). Besides, immigrants who complete the courses successfully will therefore exempt them from testing evidence of knowledge of Portuguese.

The duration of these courses is usually between 150-200 hours, according to the assumptions proposed in the Frame of reference "O Português para Falantes de Outras Línguas – o Utilizador Elementar no País de Acolhimento" (The Portuguese for Speakers of Other Languages - Elementary User on Host Country)⁸ under the General-Directorate for Innovation and Curriculum. Development (DGIDC) from the Ministry of Education. In this sense, training is merely available in the classroom, having ACIDI I.P. no knowledge of any kind of language learning measures through the Internet, E-learning or in blended-learning, nor yet have a moodle platform.

Furthermore, PPT program provides immigrants, who already speak Portuguese but require additional knowledge of technical Portuguese for their employment, with a 25 hours certified technical Portuguese language courses. These courses will grant them better access and integration in the labour market and generate greater equality of opportunities. Those technical courses focus mainly on four different sectors: Retail, Hostelry, Beauty Care, Building Construction and Civil Engineering.

e) Telephonic Translation Service (STT)

This service financed by the HCIID allows migrants that don't speak Portuguese, to be understood by the service's that receive them, thus tackling all situations where communications barriers may lead to misconceptions and, eventually, to involuntary discrimination situations. There is available for around 60 languages, free of charge.

f) SOS Immigrant Phone line

This information service was created in 2003, in a number of common migrant languages, to provide general information on immigration issues, to advise and identify emergency situations, and to offer advice in matters of immigrants' discrimination. To this day, this hot line has received a total of 329,545 calls.

⁸ Approved on a 22/04/2008, this reference is the result of a partnership between the DGIDC, the National Agency for Qualification (ANQ) and the Employment and Vocational Training Institute (IEFP, I.P.). And is intended for non-native adults and the language profile-communicative output corresponds to level A2 of the CEFR. This document is available (only in Portuguese) on this website http://www.dgidc.minedu.pt/linguaportuguesa/Paginas/portugues_falantes.aspx.



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g) Immigration Observatory – (Observatório da Imigração)

Among its various activities, the High Commission for Immigration and Intercultural Dialogue has dedicated particular attention to the conception, implementation and evaluation of public immigration policies, in cooperation with academia and research centres through its **Immigration Observatory**. Created in 2003 according to the philosophy “getting to know more so as to act better”, the Observatory has stimulated dialogue between academia and political decision-makers in relation to the proposal, discussion and evaluation of public policies in the area of the integration of immigrants in Portugal.

The studies developed within the Studies Plan of the Immigration Observatory, together with the contents of the respective workshops, are published in the series “Studies and Documents of the Immigration Observatory” and are available in electronic format on this site <http://www.oi.acidi.gov.pt/modules.php?name=Content&pa=showpage&pid=20>.

h) Pilot Project "Promoting Immigrant Entrepreneurship"

Considering the enormous potential of immigrants as entrepreneurs for excellence and to continue the work that ACIDI, IP has developed in support of immigrant entrepreneurship, the second edition of the Project "Promotion of Immigrant Entrepreneurship" – PEI 2010 is released. PEI 2010 aims to promote general entrepreneurial attitudes among immigrant communities, with special focus on those living in neighbourhoods of greater vulnerability. In this way, extends the work that has been developed by the GIP's (employability offices coordinated by ACIDI, IP in partnership with the Institute of Employment and Vocational Training) and by the Entrepreneurship Office located in the National Immigrant Support Centre (CNAI).

The Purposes of PEI Project are:

- To develop an entrepreneurial attitude towards life, promoting self-esteem and self-confidence;
- To develop personal, social and managing competences within immigrant communities, which are fundamental to new businesses and to run their own business;
- To increase the number of new companies within immigrant communities;
- To link immigrant entrepreneurs to existing entrepreneurship support measures and programmes, developed by other public and private organizations;
- To promote the formalization of already existing informal business.

The Development of the PEI Project is linked:

- To create and to capacitate a training team and the intercultural mediation agents to sensitize them to the entrepreneurship;
- To mobilize and train the partner institutions for the promotion of entrepreneurship;
- To train entrepreneurs



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- To make the connection with institutional partners and to mobilize other important actors;
- Program of Mentors and to support the new businesses;
- Business Ideas Contest.

This project will be developed from January 2010 till March 2011.

i) Consultative Council for the Immigration Affairs

The High Commissioner is also formed by the Consultative Council for the Immigration Affairs (COCAI)⁹. COCAI is aimed at ensuring dialog among all the interested partners. The Consultative Council advises on the projects of legislative texts relating to immigrants rights, participates in the definition of the social integration policies aiming at the elimination of discrimination and promotion of equality, participates to the definition of measures and of actions aiming at the improvement of immigrants living conditions and following their execution, taking part in the defence of immigrants rights, in the respect of their identity and culture by formulating proposals aiming at their promotion and exerts other competences foreseen in the Law.

The Consultative Council is composed by the High Commissioner who presides, one representative of each of the immigrant communities of the Portuguese speaking Countries, one representative of each of the three largest immigrants communities not belonging to Portuguese speaking Countries, one representative of other immigrants associations. There is also a member of the social solidarity particular institutions, two members of institutions working with immigrants, designated by the High Commissioner, two members of employers associations and two members of the Trade Unions having a seat at the Economic and Social Council; two citizens recognised for their independence and merit, nominated by the High Commissioner, a representative of the member of Government dealing with immigration affairs and affairs related to the Portuguese Communities; a representative of the Government for internal affairs, a representative of the Government for economic affairs, a representative of the Government for Labour and Social Security, a representative of the Government for education, a representative of the Regional Government of Açores, a representative of the Regional Government of Madeira, a representative of the Portuguese Municipalities Association.

The COCAI seats ordinarily each three months and extraordinarily when it is convoked by its President, or when, at least one third of its members demand to meet, they having in this case to indicate the matters to be discussed at the meeting.

k) ACIDI's website

⁹ Created by Decree-Law n. 251/2002, dated 22nd November.



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The ACIDI website has the objective of keeping the public informed about the main issues linked to immigration and intercultural dialogue, serving not only as a means of disseminating useful and practical information, but also publicising the main activities undertaken by ACIDI.

With a vision that is both comprehensive and segmented in relation to the various target groups, the ACIDI website, presented as an institutional site, is configured as a platform of information distributed among the various thematic sections. This website includes the following sections: Immigration Observatory; Entreculturas; Entreculturas; Commission for Equality and Against Racial Discrimination - CICDR; Support Office for Roma Communities– GACI (CIGA-NOS); “Choices/Escolhas” Programme: www.programaescolhas.pt; European Year for Intercultural Dialogue in Portugal – AEDI; and the One-Stop-Shop project.