

# Alliance

AUTORITÉS LOCALES  
SOCIÉTÉ CIVILE POUR UNE  
AUTRE GOUVERNANCE DES  
**Migrations**

## PANORAMAS OF ALLIANCES BETWEEN LOCAL AUTHORITIES AND CIVIL SOCIETY : **LISBONNE**

The Migration Alliance is a project founded and run by :



## **PREAMBLE**

# **For an unconditional welcome and universal citizenship**

## **Towards a common base of territories**

The Alliance Migrations<sup>1</sup> aims at a local and global change of course to get out of the dramatic impasse in which the current policies of non-reception lock us. To do so, it works on a French, European and international scale to encourage and promote concrete alternatives led by local authorities in conjunction with civil society in terms of dignified reception, citizenship and respect for fundamental rights.

By relying on inspiring territories, the Alliance Migrations wishes to weave a red thread around 4 main objectives:

- The promotion of alternative policies carried out by the territories
- The multiplication of good practices and cooperation between territories
- The anchoring of the Alliance's project in the field: proof by action!
- In the long term, the support of a common plea for another governance of migrations

This project was initiated in 5 pilot cities: Lisbon, Barcelona, Palermo, Grenoble and Montreuil, where volunteers took part in actions led by local actors and carried out a 5-month analysis.

The work of the volunteers of the Alliance Migrations provides us with an overview of the issues surrounding migration in each of these territories and examples of "good practices" carried out by local authorities in conjunction with civil society. These examples allow us to highlight points of attention, recommendations and prospects for joint projects to strengthen practices in favour of reception and citizenship locally and to build on these concrete alternatives to bring about a change of direction in migration policies.

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<sup>1</sup> The "Alliance Migrations", an alliance between local authorities and civil society for a different kind of migration governance, is a process supported by the National Association of Welcoming Cities and Territories (ANVITA) and the Organisation for Universal Citizenship (O.C.U., made up of Emmaus International, CCFD-Terre Solidaire, the Utopia Movement and the Latin American network Espacio Sin Fronteras).

# LISBON

**How does the municipality of Lisbon begin to build a local policy of reception, access to rights and participation of migrants in collaboration with civil society, from a rather favourable state framework?**

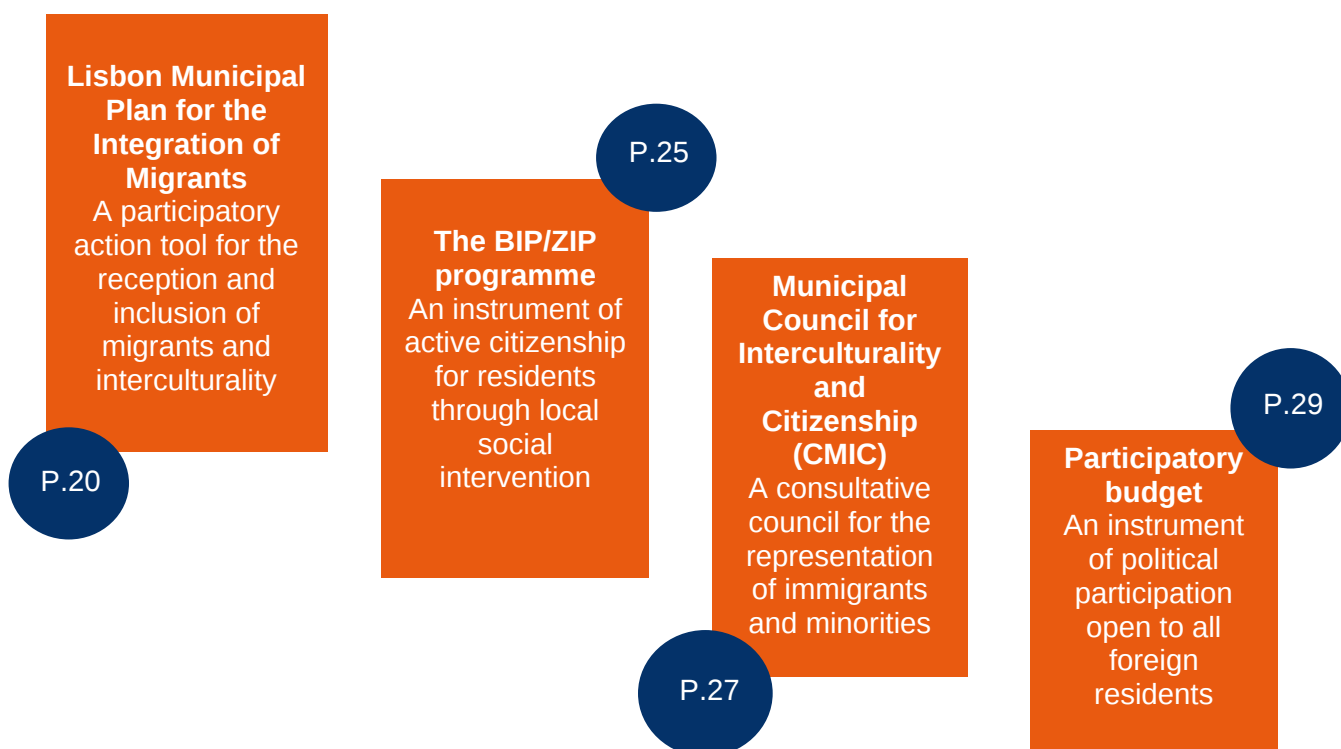
This panorama was produced and written by Bertille Paquet, on a voluntary mission within the framework of the Alliance Migrations, from October 2020 to March 2021. The mission was supervised by Rede Sem Fronteiras and Casa Do Brasil de Lisboa, in collaboration with the city of Lisbon.

May 2021

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## INSPIRING PRACTICES HIGHLIGHTED



## Acronyms and abbreviations

**ACIME** – Alto Comissário/Comissariado para a Imigração e as Minorias Étnicas (High Commissioner/Office of the Commissioner for Immigration and Ethnic Minorities)

**ACM** – Alto Comissariado para as Migrações (Office of the High Commissioner for Migration)

**AI** – Associações de Imigrantes (associations of immigrants)

**ALCC** – Associação Lusofonia, Cultura e Cidadania

**BIP/ZIP** – Bairros e Zonas de Intervenção Prioritária (neighbourhoods and priority intervention areas)

**CATR** – Centro de Acolhimento Temporário para Refugiados (temporary reception centre for refugees)

**CBL** – Casa do Brasil de Lisboa

**CCDR** – Comissão de Coordenação e Desenvolvimento Regional (deconcentrated state services at regional level)

**CGTP** – CGT Portugal

**CIT** – Centros de Instalação Temporária (Temporary Settlement Centres, waiting areas)

**CLAIM** – Centros Locais de Apoio à Integração de Migrantes (Local Support Centres for the Integration of Migrants)

**CMIC** – Conselho Municipal para a Interculturalidade e Cidadania (Conseil municipal pour l'interculturalité et la citoyenneté)

**CML** – Câmara Municipal de Lisboa (Lisbon municipality)

**CNAIM** – Centro Nacional de Apoio à Integração de Migrantes (National Centre of Support for the Integration of Migrants)

**AMIF** – Fundo Asilo Migração e Integração (Asylum Migration Integration Fund)

**EIF** – Fundo Europeu para Integração dos Nacionais de Países Terceiros (European Fund for the Integration of Third country nationals)

**FMINT** – Fórum Municipal de Interculturalidade (Municipal Forum for Interculturality)

**GIP** – Gabinete de Inserção Profissional (Job placement office)

**CSO** – Civil society organisations

**PAAI** – Programa de Apoio às Associações de Imigrantes (Support programme for immigrant associations)

**PALOP** – Países Africanos de Língua Oficial Portuguesa (African countries with an official Portuguese language)

**PEM** – Plano Estratégico para as Migrações (Strategic Plan for Migration)

**PII** – Plano para a Integração de Imigrantes (Plan for the integration of immigrants)

**PMAR-Lx** – Programa Municipal de Acolhimento de Refugiados na cidade de Lisboa (Municipal programme for the reception of refugees in Lisbon)

**PMIIL** – Plano Municipal para a Integração de Imigrantes de Lisboa (Plan Municipal d'Intégration des immigré-es de Lisbonne)

**PMIML** – Plano Municipal para a Integração de Migrantes de Lisboa (Lisbon Municipal Plan for the Integration of Immigrants)

**SEF** – Serviço de Estrangeiros e Fronteiras (Foreigners and Borders Service)

## Introduction

The city of Lisbon developed rapidly due to its historical strategic importance within the Iberian Peninsula, firstly through its geographical and commercial interest as a European port city located at the mouth of the huge Tagus River and open to the Atlantic. The city is also extremely linked to the political history of Portugal, which established it as its capital in 1256, and has had a central place in the evolution of the Portuguese political and economic system (transatlantic trade, colonial empire, Estado Novo, Carnation Revolution).

Due to its geographical, political and economic characteristics, the city has been the central place of arrival and anchorage of exiled people in Portugal. During the Portuguese recession from 2011 to 2016 and the return of strong emigration, Lisbon was an exception, maintaining a positive migratory balance<sup>2</sup>. Today, 44% of foreign residents in Portugal are in the Lisbon district (comprising 16 municipalities)<sup>3</sup>.

This document aims to explain the specific context of Lisbon, where local associations have a central role in the reception and inclusion of migrants, and where the national reception and integration programmes, led by the State in partnership with these associations, remain essential. It will analyse migration issues and the practices of civil society/local authorities alliances from the perspective of universal citizenship, with a view to feeding the project of the *Alliance for a different kind of governance of migrations*.

I was hosted in Lisbon by the associations Rede Sem Fronteiras and Casa do Brasil de Lisboa, and I would like to thank Paulo Illes and Cyntia de Paula for their valuable support during these five months, which enabled me to complete this work. The following development will try to answer the problematic:

*How does the municipality of Lisbon begin to build a local policy of reception, access to rights and participation of migrants in collaboration with civil society, from a rather favourable state framework?*

## I) History of migration and civil society involvement in Lisbon

### Evolution of migration profiles to date

#### A migration history linked to the colonial context and a recent diversification of migration trajectories

The migratory history of Lisbon is closely linked to that of Portugal. Its maritime and commercial vocation began when the territory came under Roman rule (around 195 BC) and then Muslim rule (Al-Andalus from 714-1147). The capital's place in European trade became central with the Portuguese maritime expansion of the 15th century, and the development of the transatlantic trade and colonisation system, with the city attracting merchants from all over

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<sup>2</sup> OLIVEIRA Catarina Reis ; GOMES Natália. Estatísticas de bolso da imigração. *Observatório das Migrações*, Coleção Imigração em Números, Lisbonne, juillet 2019.

<sup>3</sup> ESTRELA Joaquim. Relatório de Imigração, Fronteiras e Asilo 2019, *Serviço de Estrangeiros e Fronteiras*, Oeiras, Juin 2020.

Europe. In the 16th century, the city was home to many slaves, mostly African, many of whom were then sent to Brazil<sup>4</sup>.

The 20th century was characterised by the emigration of many Portuguese to the colonised countries (settlement migration, missionaries, military operations), 90% of whom went to Angola and Mozambique, as well as the arrival of workers from Cape Verde from the 1950s. Following the fall of the Portuguese dictatorship (Carnation Revolution) and the subsequent independence of the former African and Asian colonies in 1974-1975<sup>5</sup>, there was a movement of return of Portuguese to Portugal (the "retornados"), but also the arrival of people mainly from the formerly colonised PALOPs (Portuguese-speaking African countries) - Angola, Cape Verde, Guinea Bissau, Mozambique and Sao Tome and Principe. These populations, fleeing the great political and economic instability of the newly independent states, settled mainly in the Lisbon metropolitan area. This migratory movement was strengthened with Portugal's entry into the European Economic Community in 1986 and the need for labour for the development of infrastructures<sup>6</sup>. At the same time, immigrants from Western Europe and Brazil are more spatially dispersed and tend to work in more skilled jobs. The continuation of major construction projects in the mid-1990s attracted new immigration from Eastern Europe (Ukraine, Moldova, Romania).<sup>7</sup> The early 2000s saw a sharp increase in the arrival of Brazilians in Portugal, who quickly became the country's largest immigrant community.<sup>8</sup> The diversification of migration profiles at the beginning of the 21st century can also be observed with the arrival of migrants from South Asia (Nepal, Bangladesh, India, Pakistan).<sup>9</sup>

With the effects of the 2008 economic crisis, the country is experiencing a new period of high emigration, with negative migration balances between 2011 and 2016 (except in Lisbon), and the statistical decline in the number of foreign residents is accentuated by the increase in the number of naturalized persons from 2007. Since the 2010s, there has been an increase in the share of French, Italian, British and Chinese nationals among foreign residents (Chinese nationals are the first beneficiaries of the "gold visa" giving access to an investment residence permit, since 2012)<sup>10</sup>. Since 2015, Portugal stands out from its neighbouring countries for the low number of asylum seekers on the territory, although on the rise, reaching 1849 applications in 2019 (most represented nationalities in decreasing order: Angola, Gambia, Guinea Bissau, Guinea, Venezuela, DRC, Nigeria, Ukraine, Senegal).<sup>11</sup> The country is currently experiencing a further increase in the number of foreign residents, reaching 480,000 in 2018 and 590,348 in 2019 (unprecedented numbers for Portugal), including a sharp

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<sup>4</sup> Isabel Castro Henriques, *Roteiro histórico de uma Lisboa africana*, ACM, Lisbonne, 2019.

<sup>5</sup> Indépendance des anciennes colonies portugaises (ordre chronologique) : Brésil (1822), Etat de Goa et autres territoires indiens (annexion par l'Inde en 1961, indépendance officielle en 1974), Guinée-Bissau (1974), Angola, Mozambique, Cap-Vert Sao-Tomé-Et-Principe et Timor Oriental (1975), Macao (statut intermédiaire à partir de 1976, passe sous autorité chinoise en 1999).

<sup>6</sup> OLIVEIRA Catarina Reis. Afrodescendentes em Portugal. *Revista do Observatório das Migrações*, n°16, Lisbonne, Décembre 2019.

<sup>7</sup> BAGANHA Maria Ioannis ; MARQUES José Carlos ; GOIS Pedro. Imigrantes em Portugal: uma síntese histórica. *Ler História*, n°56, 2009, p. 123-133.

<sup>8</sup> RENO MACHADO Igor José de. Imigração brasileira na viragem do século XX: processos de exotização no Porto (Portugal). *Ler História*, n°56, 2009, 167-182.

<sup>9</sup> OLIVEIRA Catarina Reis. Planos de integração para migrantes. *Revista do Observatório das Migrações*, n°13, Lisbonne, Décembre 2016.

<sup>10</sup> « Um terço dos "vistos gold" foi emitido no ano passado », *Jornal de Negócios*, 26/01/2017. Accessible sur : <https://www.jornaldenegocios.pt/empresas/imobiliario/detalhe/um-terco-dos-vistos-gold-foi-emitido-no-ano-passado>

<sup>11</sup> ESTRELA Joaquim. Relatório de Imigração, Fronteiras e Asilo 2019, *Serviço de Estrangeiros e Fronteiras, Oeiras, Juin 2020*.

rise in the arrival of Brazilian nationals (+45% between 2018 and 2019), as a result of Brazil's economic and political crisis, which has been exacerbated tenfold by Jair Bolsonaro's arrival in power<sup>12</sup>.

## Current socio-demographic characteristics and issues

Today, there are 260,503 foreign residents in the Lisbon district, with a majority of nationals from Brazil, PALOPs, South Asia, China and Western Europe (see Annex 1 for more details)<sup>13</sup>. The latest general population census, carried out in 2011, does not provide an up-to-date picture of the socio-demographic situation in Lisbon, but it is worth presenting it briefly.

In terms of spatial distribution, foreign residents are more represented in the historic centre and the districts bordering Lisbon (see map in Appendix 2). The current district of Arroios (city centre) is recognised as the most intercultural, with 92 nationalities in 2016, and foreign residents represent 19.5% of the total number of residents<sup>14</sup>. In general, Brazilian and EU nationals are more geographically dispersed in the city than PALOP nationals, who have historically been more represented in the outlying districts of the city and neighbouring municipalities (less expensive housing), and Chinese and South Asian nationals, who mainly reside in the eastern part of the historic centre, known for its diversity and dynamism<sup>15</sup>.

In terms of demographic structure, foreign (non-EU) residents include a higher proportion of young people than Portuguese residents. The contribution of immigrants to the birth rate in Lisbon is very significant, with children born to foreign mothers in Lisbon accounting for 18% of births in 2010<sup>16</sup>. It is also important to highlight that according to the 2011 General Census, the foreign-born population living in Lisbon (including naturalised persons) was more than double the population of foreign nationality.

In contrast to the rest of the country, the foreign population residing in Lisbon is predominantly male, which is explained, among other things, by the over-representation of males among immigrants from Nepal, India, Bangladesh and Pakistan.<sup>17</sup>

Difficulties related to housing, employment, education and health particularly affect a large proportion of migrants in Lisbon. The city has been experiencing a housing crisis since 2015, reaching exorbitant rents in 2019. The number of social housing units in the city is very low, and foreigners have almost no access to them<sup>18</sup>. Many migrants from the PALOPs, South Asia, Brazil and Eastern Europe occupy overcrowded and unhealthy housing without contracts<sup>19</sup>. Similarly, the rates of unemployment, informal work and low wages are very high among unskilled migrants, but also among skilled migrants from the PALOPs, South Asia,

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<sup>12</sup> OLIVEIRA Catarina Reis ; GOMES Natália. Estatísticas de bolso da imigração. *Observatório das Migrações*, Coleção Imigração em Números, Lisbonne, juillet 2019.

<sup>13</sup> ESTRELA Joaquim. Relatório de Imigração, Fronteiras e Asilo 2019, *Serviço de Estrangeiros e Fronteiras*, Oeiras, Juin 2020.

<sup>14</sup> ESTRELA Joaquim. Relatório de Imigração, Fronteiras e Asilo 2019, *Serviço de Estrangeiros e Fronteiras*, Oeiras, Juin 2020.

Serviço de Estrangeiros e Fronteiras [<https://sefstat.sef.pt/forms/distritos.aspx>]

<sup>15</sup> *Plano Municipal para a Integração de Migrantes de Lisboa 2018-2020*, Câmara Municipal de Lisboa, Lisbonne, 2018.

<sup>16</sup> *Plano Municipal para a Integração de Migrantes de Lisboa 2015-2017, Volume 2 Diagnostico da População imigrante residente em Lisboa*, Câmara Municipal de Lisboa, Lisboa, 2015.

<sup>17</sup> Ibid.

<sup>18</sup> *Plano Municipal para a Integração de Migrantes de Lisboa 2018-2020*, Câmara Municipal de Lisboa, Lisbonne, 2018.

<sup>19</sup> Except for a small proportion of PALOP nationals through the Special Re-housing Programme in 1994.

<sup>20</sup> *Plano Municipal para a Integração de Migrantes de Lisboa 2018-2020*, Câmara Municipal de Lisboa, Lisbonne, 2018.



Brazil and Eastern Europe, who are very much affected by the phenomenon of professional deskilling<sup>20</sup>. Finally, fluency in Portuguese is also an important challenge for migrants from non-Lusophone countries.

## Civil society organisations historically strongly involved with migrants

### History of immigrant associations

The recent historical context of the consolidation of migration in Lisbon has contributed to the creation of a special place for local associations, and in particular for immigrant associations (AI). The first immigrant associations were created informally from the mid-1970s onwards, with the arrival in the Lisbon metropolitan area of new immigration from the newly independent PALOPs (African countries with Portuguese as their official language) and because of the emergency situation faced by the migrants due to the inaction of the Portuguese authorities in receiving them. Gradually, immigrant associations also asserted themselves as agents of economic integration of migrants and the associative movement consolidated (between 1990 and 1996, the number of associations, all formed by people from PALOPs, increased from 10 to 78) and organised itself into federations in order to challenge the State and defend the interests of the communities and access to rights for migrants.

This strong associative movement allows immigrant associations to become interlocutors of the State. Several of these associations played an important role in the drafting of several bills by the Socialist Party in the early 1990s, even participating in debates in the Assembly, and became key interlocutors of the new state body represented by the High Commissioner for Immigrants and Ethnic Minorities (ACIME) from 1996 onwards.<sup>21</sup> This closeness to the state culminated in 1999, when the state formally recognised their role in protecting the specific rights and interests of immigrants and their descendants by granting them a specific legal status as Immigrant Associations (IA). This status allows them to benefit from technical and financial support from the State, and also grants them the right to participate in the definition of immigration policy and in legislative procedures concerning immigration<sup>22</sup>. Although their level of participation in state bodies subsequently declined (see sub-section II.A), this law and the political context of strengthening institutions, legislation and local programmes in collaboration with the associations contributed to the consolidation of the migrant association movement. This has made it possible to perpetuate and develop the outreach activities proposed by the various local associations and thus to strengthen their presence (particularly that of the IAs) among exiled persons. However, one may wonder to what extent the financial dependence and mediator status of these local associations between the state and the immigrant communities has contributed to a certain extent to "capturing their voice"<sup>23</sup>.

Generally speaking, this construction of the immigrant association movement and its particular link to the State has contributed to the current composition of civil society mobilised around the rights of migrants. There is a strong tendency for immigrants to form associations rather than collectives, for example, with the association route, through the status of IA,

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<sup>20</sup> Ibid.

<sup>21</sup> Online interview with José Leitão, first ACIME High Commissioner, 10/02/2021.

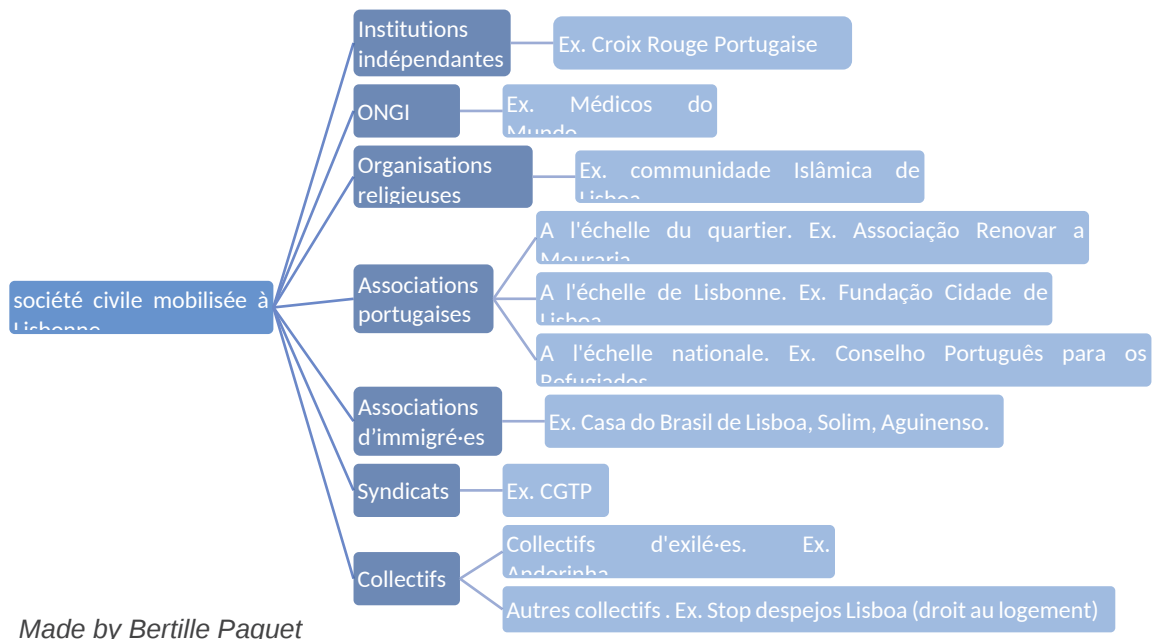
<sup>22</sup> Website of ACM [<https://www.acm.gov.pt/pt/-/quais-os-direitos-e-deveres-das-associacoes-de-imigrantes->]

<sup>23</sup> MENDES Felismina Rosa. Reflexões sobre o movimento associativo imigrante em Portugal", in HORTA, Ana Paula Beja (org.), *Revista Migrações - Número Temático Associativismo Imigrante*, Observatório das Migrações, n°6, Lisbonne, Avril 2010, p. 233-236.

providing a minimum of support and a voice as the main means of addressing the State<sup>24</sup>. In this respect, a Brazilian collective told me that the transformation of the collective into an IA was the subject of much internal debate, particularly because when studies were carried out among the Brazilian community, only IAs were consulted, but this risked leading to less freedom of speech than as a collective.

## Composition and current dynamics of Lisbon's civil society

Diagram of civil society organisations (CSOs) mobilised in Lisbon by/for migrants :



Civil society organisations in Lisbon are organised around three main modes of action: the implementation of various projects and programmes from different sources of funding (UN, EU, national and local); the representation of the interests and needs of the different communities of migrants to local and national authorities; mobilisations and occupations, etc.

While independent institutions, INGOs and the Conselho Português para os Refugiados (UNHCR's operational partner in Portugal) have stable state and international partnerships that allow for the development of long-term programmes, the IAs and other local Portuguese associations supporting migrants have been weakened by the recent context. This is mainly due to the severe economic crisis that affected Portugal from 2011 to 2015. Beyond the direct impact of the crisis on local associations, in the face of soaring unemployment and reduced mobilisation capacity, this crisis was accompanied by a shift away from the state, which began to focus its efforts on the National Centre for Support to Migrant Integration (CNAIM), to the detriment of associations.<sup>25</sup> In this respect, the allocation for the Support Programme for Immigrant Associations was divided by 9 between 2011 and 2016<sup>26</sup>. This drop in financial support has forced associations to seek other, more unstable sources of

<sup>24</sup> OLIVEIRA Catarina Reis. Afrodescendentes em Portugal. *Revista do Observatório das Migrações*, n°16, Lisbonne, Décembre 2019.

<sup>25</sup> Online interview with Cytia de Paula, President of Casa do Brasil de Lisboa on 01/02/2021.

<sup>26</sup> Online interview with Carlos Vianna, former president of Casa do Brasil de Lisboa on 27/01/2021.

funding (short-term projects), mainly European and local, in order to continue their activities.

This reconfiguration of funding sources, which are increasingly intermediated and more temporary in nature, has had a greater impact on associations with fewer resources and less capacity to adapt to the major administrative requirements inherent in this new search for funds. After 2015, the State's disengagement from associations continued, and the political and economic context combined with the dispersal of the association movement led to a lesser capacity for pressure from the State<sup>27</sup>.

Finally, this fragility is currently reinforced by the difficulties arising from the social crisis caused by Covid-19. Associations are experiencing funding delays (for example, in the Municipal Plan for the Integration of Migrants in Lisbon) which prevent the continuity of projects and their proper implementation. An example of this is the situation currently being experienced by the Solim association, a central association for the support of migrants in Lisbon (it is part of the Consultative Council for Interculturality and Citizenship and has a CLAIM, for which it provides annual support for around 2,000 migrants in their administrative procedures)<sup>28</sup>, which will soon be evicted from its premises.<sup>29</sup>

However, this reconfiguration has also enabled several associations to extend their actions through the diversity of funding sources and to get closer to the Lisbon municipality, in terms of collaborative projects but also in terms of dialogue, particularly within the framework of the Municipal Plan for the Integration of Migrants in Lisbon (see sub-section III.A). This is the case of the Casa do Brasil de Lisboa or the neighbourhood association Renovar a Mouraria, which carries out several projects in partnership with the department of social rights but also with the city's local development department. This diversity of situations within the associative movement is coupled with a variety of positioning of the different CSOs towards the municipality, ranging from an openly critical position towards the municipal action, particularly strong within the associations and other CSOs 'excluded' from the circles of discussion and collaboration with the CML, or even the collectives of the right to housing<sup>30</sup>. There are also different postures among the local partner associations of the different CML programmes, and according to the department in charge of the programme. For example, in the framework of the Municipal Plan for the Integration of Migrants in Lisbon, some partner associations adopt an attitude of recognition towards the municipal team, while others are critical or very critical. The team in charge of the BIP/ZIP programme of local social intervention (see practices), on the other hand, receives extremely positive feedback from the associations interviewed.

Despite this weakening, the associations remain essential and the first to be called upon by a large number of migrants during the health crisis. In addition to adapting their activities to the context, several associations have set up actions to guarantee access to food, for example by distributing foodstuffs door-to-door, or organising the dissemination of information on the rights guaranteed by the various government decrees in the context of the pandemic.<sup>31</sup>

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<sup>27</sup> Online interview with Carlos Vianna, former president of Casa do Brasil de Lisboa on 27/01/2021.

<sup>28</sup> *Plano Municipal para a Integração de Migrantes de Lisboa 2018-2020*, Câmara Municipal de Lisboa, Lisbonne, 2018.

<sup>29</sup> Online interview with Carlos Vianna, former president of Casa do Brasil de Lisboa on 27/01/2021.

<sup>30</sup> Website of Habita! [<https://habita.info/artigos-comunicados/>]

Page Facebook de Stop Despejos Lisboa. Accessible sur : <https://www.facebook.com/stopdespejoslisboa>

<sup>31</sup> *Plano Municipal para a Integração de Migrantes de Lisboa 2020-2022*, Câmara Municipal de Lisboa, Lisbonne,

To sum up, the city of Lisbon is a relatively recent area of immigration and its diversification. In the face of the emergency situation and in the absence of state and local political action to receive migrants arriving in the territory from the 1970s onwards, civil society and in particular immigrants mobilised and structured themselves. By recognising the specific role of immigrant associations and the importance of the local action of local associations, the State has strengthened their place in the city, although the crisis, the disengagement of the State and the Europeanisation of funding have recently contributed to weakening a large part of the associative movement. In parallel with the structuring of civil society around migration issues, it is necessary to study the evolution of national and local migration policy in order to contextualise the forms of collaboration between the authorities and civil society.

## II) A migration policy driven by the State, destined to be localised

### Building a national migration policy with local roots

#### Historical review of the constitution of a policy in dialogue with civil society

Since the 1990s, Portugal has progressively developed its migration policy and access to rights for migrants (legislative framework and creation of institutions), as the country consolidated itself as a territory of immigration and diversification of migration profiles<sup>32</sup>. In fact, faced with the emergency situation experienced by migrants and the consolidation of the demands of the associative movement, the State first implemented exceptional measures, in 1992, with an extraordinary regularisation law (of limited scope due to various technical limitations), and in 1994, with a rehousing programme<sup>33</sup> visant à éradiquer les bidonvilles. With the socialist changeover in 1995 and the arrival of António Guterres as Prime Minister, the government developed a whole range of measures aimed at improving migration policies and access to rights in a perspective of dialogue with the associations.<sup>34</sup> In 1996, a second (more transparent and inclusive) regularisation law was enacted, the drafting of which involved associations involved in migration issues, and in which an extraordinary National Regularisation Commission with an elected representative of immigrant associations was created.<sup>35</sup>

The main step forward was the creation in 1996 of the status of High Commissioner for Immigration and Ethnic Minorities (ACIME, Under-Secretary of State), aiming to implement and co-ordinate public integration policies, acting as an interlocutor to the Government for the immigrant associative movement by raising awareness of the importance of the reception and inclusion of migrant persons in the country.<sup>36</sup> The first ACIME, José Leitão, led to the creation, in 1998, of the National Consultative Council of Associations Representing Immigrants and

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2020 [under validation].

<sup>32</sup> OLIVEIRA Catarina Reis. Planos de integração para migrantes. *Revista do Observatório das Migrações*, n°13, Lisbonne, Décembre 2016.

OLIVEIRA Catarina Reis. Afrodescendentes em Portugal. *Revista do Observatório das Migrações*, n°16, Lisbonne, Décembre 2019.

<sup>33</sup> Programme spécial de logement (Programa especial de realojamento) en 1994.

<sup>34</sup> Online interview with Carlos Vianna, former president of Casa do Brasil de Lisboa on 27/01/202.

<sup>35</sup> MENEZES Manuel. As comunidades imigrantes em Portugal, *Intervenção Social*, n°20, Lisbonne, 1999 / Online interview with José Leitão, first High Commissioner of ACIME on 10/02/2021.

<sup>36</sup> <https://dre.pt/pesquisa/-/search/572382/details/maximized>

Other Institutions of Solidarity, to participate in the definition of policies for social integration and the fight against exclusion.<sup>37</sup> As mentioned above, in 1999 a specific status was granted to Immigrant Associations, giving them the right to participate in the process of drafting migration legislation and allowing them to benefit from technical and financial support from the State.<sup>38</sup>

Alongside these new national bodies, the ACIME (now ACM, High Commission for Migration) is beginning to develop programmes at local level, in partnership with immigrant associations and other associations in Lisbon, programmes that are now central to the lives of migrants. In Lisbon, we can mention the CNAIM (National Centre for Supporting the Integration of Migrants), created in 2004, which brings together and brings together in the same space the branches of the various public services related to immigration, in partnership with the Immigrant Associations, which provide other complementary services and the support of intercultural mediators (services available in 14 languages)<sup>39</sup>. The CLAIM (Local Support Centres for Migrant Integration) have also been a central state mechanism in the pathway of exiled people in Lisbon since 2003. There are currently 9 CLAIMs in Lisbon, run by local NGOs and other associations.<sup>40</sup> Each association with a CLAIM office offers daily consultations to provide a personalised support service for regularisation procedures, obtaining nationality, family reunification, health, etc.

From the 2000s onwards, the Guterres government also began to flesh out the legislation concerning the rights of foreigners and access to nationality in order to gradually absorb the exceptional regularisation procedures through these permanent laws and with a view to facilitating the procedures in the long term.<sup>41</sup> One example is the 2006 Nationality Law (and its successive supplements), which facilitates access to Portuguese nationality (between 2007 and 2017, 449,691 people obtained Portuguese nationality, 7 times more than in the previous decade).<sup>42</sup> Also since 2020, foreign children born in Portugal obtain Portuguese nationality if one of the parents has been legally resident in Portugal for 1 year.<sup>43</sup>

In 2001, the political rights of foreign residents were extended with the possibility of voting and being elected in local elections, under the condition of reciprocity (i.e. for nationals of states where Portuguese citizens have the right to vote/be elected in local elections).<sup>44</sup> Since 2000, Brazilian nationals have been able to benefit from more extensive political rights

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<sup>37</sup> OLIVEIRA Catarina Reis. Planos de integração para migrantes. *Revista do Observatório das Migrações*, n°13, Lisbonne, Décembre 2016.

<sup>38</sup> Site web de l'ACM [<https://www.acm.gov.pt/pt/-/quais-os-direitos-e-deveres-das-associacoes-de-imigrantes->]

<sup>39</sup> Entretien en ligne avec Claudia Pires, Gabinete de Apoio às Políticas Locais de Integração de Migrantes - GAPLIM (ACM), le 29/10/2020.

<sup>40</sup> List of associations with a CLAIM in Lisbon : Associação Lusofonia, Cultura e Cidadania, Casa do Brasil, Girassol Solidário, Fundação Cidade Lisboa, Associação Renovar a Mouraria, Centro Padre Alves Correia, JRS-Portugal, Solidariedade Imigrante, Associação Cultural e Juvenil Batoto Yetu.

<sup>41</sup> Entretien en ligne avec Carlos Vianna, ancien président de la Casa do Brasil de Lisboa le 27/01/2021.

<sup>42</sup> OLIVEIRA Catarina Reis ; GOMES Natália. 2019. *Ibid.*

<sup>43</sup> MIRANDA Giuliana, "Mudança na lei facilita atribuição de nacionalidade a netos de portugueses", *Folha de São Paulo*, 21/11/2020 [<https://www1.folha.uol.com.br/mundo/2020/11/mudanca-na-lei-facilita-atribuicao-de-nacionalidade-a-netos-de-portugueses.shtml>]

<sup>44</sup> States concerned: European Union Member States, Brazil, Cape Verde, Argentina, Chile, Colombia, Iceland, New Zealand, Norway, Peru, United Kingdom, Uruguay, Venezuela. Source: Declaração n.º 29/2021, Diário da República Eletrónico.

[[https://dre.pt/web/guest/home/-/dre/160154152/details/maximized?serie=II&parte\\_filter=31&day=2021-03-25&date=2021-03-01&dreId=160154139](https://dre.pt/web/guest/home/-/dre/160154152/details/maximized?serie=II&parte_filter=31&day=2021-03-25&date=2021-03-01&dreId=160154139)]

following a specific agreement - the Portugal-Brazil Friendship Treaty - which also allows them to vote and be elected in legislative elections after three years of residence.<sup>45</sup>

Since 2007, the State has had strategic plans for the integration of immigrants with a 'bottom-up' logic and the involvement of different ministries to develop specific measures per area of intervention<sup>46</sup>. In 2019, the State also created a State Secretariat for Integration and Migration under the Ministry of State and the Presidency.<sup>47</sup> Finally, Portugal distinguished itself as a precursor in the current health crisis by taking the decision at the end of March 2020 to temporarily regularise all irregular migrants who applied for a residence permit before 18/03/2020 as well as extending the validity of residence permits expiring after 24/02/2020<sup>48</sup> (measures subsequently extended until 31/12/2021)<sup>49</sup>.

### Process of State disengagement and criticism

However, the dialogue between immigrant associations and the State has gradually weakened, as associations have lost weight at the level of the National Advisory Council through its internal reorganisation (now the Council for Migration). Subsequently, the years of economic crisis (2011-2015) were combined with a financial disengagement of the State from associations<sup>50</sup>, led to Europeanisation and a loss of funding stability, which among other things had a strong impact on the operation of the CLAIMs (Centres Locaux de Soutien à l'Intégration des Migrant-es) offered by the associations, services that are nevertheless central for migrants in their regularisation and family reunification procedures, among others.<sup>51</sup>

Similarly, the transformation of ACIME into a public body in 2002 (becoming the High Commissioner for Immigration and Ethnic Minorities) contributed to reducing its political weight, although increasing its financial resources. Indeed, until 2002, the High Commissioner was under the direct dependence of the Prime Minister, and according to José Leitão, the first High Commissioner, these institutional transformations oriented its actions towards an essentially administrative work, making it lose its political influence within the Government.<sup>52</sup> Now renamed the Office of the High Commissioner for Migration (ACM)<sup>53</sup>, it is the central body for the implementation of state policies on migration and integration of migrants, and is

<sup>45</sup> OLIVEIRA Catarina Reis ; GOMES Natália. Estatísticas de bolso da imigração. *Observatório das Migrações*, Coleção Imigração em Números, Lisbonne, juillet 2019.

<sup>46</sup> First Plan for the Integration of Immigrants (IIP), 2007-2009, Second Plan for the Integration of Immigrants (IIP), 2010-2013, Strategic Plan for Migration, 2015-2020. OLIVEIRA Catarina Reis. Planos de integração para migrantes. *Revista do Observatório das Migrações*, n°13, Lisbonne, Décembre 2016.

Site web de l'ACM. <https://www.acm.gov.pt/-/plano-estrategico-para-as-migracoes-pem->

<sup>47</sup> « Executivo tem uma secretaria de Estado para a Integração e as Migrações », *Notícias ao minuto* , 21/10/2019 [<https://www.noticiasao minuto.com/politica/1343284/executivo-tem-uma-secretaria-de-estado-para-a-integracao-e-as-migracoes> ]

<sup>48</sup> Despacho n.º 10944/2020, Diário da Republica Eletrónico. [<https://dre.pt/home/-/dre/147933307/details/maximized?serie=II&dreId=147933304> ]

<sup>49</sup> Decreto-Lei n.º 22-A/2021, Diário da Republica Eletrónico. [<https://dre.pt/home/-/dre/159707135/details/maximized> ]

<sup>50</sup> Baisse de dotation du PAAI (Programme de soutien aux associations d'immigré-es, cf. Annexe 6).

<sup>51</sup> CLAIMs are currently financed 75% by FAMI (Fonds Asile Migration Intégration), the rest being financed by ACM. Source: Online interview with Filipa Bolotinha from the associação Renovar a Mouraria, 03/12/2020.

<sup>52</sup> Online interview with José Leitão, first High Commissioner of ACIME on 10/02/2021.

<sup>53</sup> ACIME becomes ACIDI in 2007 (High Commission for Immigration and Intercultural Dialogue) and High Commission for Migration in 2014.

composed of executive departments, observatories and advisory councils (detailed diagram of the ACM in Annex 3).<sup>54</sup>

The current government is also the target of much criticism from civil society, having failed, for example, to keep its promises in terms of receiving refugees through relocation programmes (1,552 refugees received out of 4,574 announced) and resettlement (196 refugees received out of 1,010 planned).<sup>55</sup> The CSOs also denounce the maintenance of Temporary Settlement Centres (TSCs, waiting areas) at Lisbon, Porto and Faro airports, with no possibility of legal challenge of removal decisions and despite numerous testimonies of ill-treatment<sup>56</sup>. Similarly, the lack of reaction from the ACM, but also from the Migration Council, following the violent death of Ukrainian citizen Ihor Homenyuk in March 2020 at the Lisbon CIT involving three SEF officials, prompted Carlos Vianna (Councillor representing the Brazilian community) to call for a profound reform of these structures and to leave the said Council in December 2020.<sup>57</sup> Indeed, the Aliens and Borders Service (SEF), in charge of asylum procedures and the issuing of residence permits, is constantly denounced for its structural operational problems, leading to huge delays in the processing of asylum and residence permit applications. Its nature as a criminal police force is also widely debated within the community, since the same body is in charge of fighting crime linked to irregular immigration and trafficking in human beings.<sup>58</sup>

In parallel with the development of a relatively progressive body of migration legislation, the various institutions created and programmes implemented<sup>59</sup> illustrate how the state has relied heavily on the local actions of the IAs and other local associations providing assistance to exiles to implement the state's policy of reception and access to rights locally since the 2000s. However, following a very active period starting at the end of the 1990s, which contributed to structuring civil society, the current movement of state disengagement sets several limits to the action of CSOs despite an environment that remains favourable to initiatives implemented at local level. Through the ACM, the Portuguese state is encouraging municipalities to develop their local policies for the reception, integration and participation of migrants, as we shall see in the following development.

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<sup>54</sup> Site web de l'ACM [ <https://www.acm.gov.pt/-/o-que-fazemos->]

<sup>55</sup> "Portugal já acolheu mais de 1.800 refugiados desde 2015", *Observador*, Lisbonne, 19/06/2020. <https://observador.pt/2019/06/19/portugal-ja-acolheu-mais-de-1-800-refugiados-desde-2015/>

<sup>56</sup> Publication Facebook de Timoteo Macedo, président de l'association Solim, le 06/12/2020. <https://www.facebook.com/timoteo.macedo/posts/3701480513246096>

<sup>57</sup> Publication Facebook de la Casa do Brasil de Lisboa, le 11/12/2020. <https://www.facebook.com/casadobrasilidelisboa/posts/3554281641328404>

<sup>58</sup> Site web du SEF. Disponible sur : <https://www.sef.pt/pt/pages/conteudo-detalhe.aspx?nID=1>

<sup>59</sup> There are other programmes such as the Professional Insertion Office for immigrants, the Support Programme for Immigrant Associations or the Choice Programme (more details on these programmes in: Brochura ACM, ACM, Lisboa, 2018).

## Progressive affirmation of the Lisbon migration policy

### Competences of local authorities and decentralisation process

Since the 1976 Constitution, Portugal has been a so-called unitary state, comprising two autonomous regions (Azores and Madeira). Law n°75/2013, on the legal regime of local authorities, consecrates the disappearance of the district (there is no more governor since 2011) and Law n°50/2018 accentuates the process of administrative decentralisation in favour of a reinforcement of the competences of the municipalities (and urban areas to a lesser extent)<sup>60</sup>.

Today, each **urban area** (metropolitan area in the case of Lisbon) is composed of **different municipalities** (each with a Council and a Municipal Assembly), which are in turn subdivided into Freguesias (relatively equivalent to boroughs). The metropolitan area has mainly attributions related to the activities of coordination and articulation of municipal actions, while the freguesia has, with fewer means, the competences of the municipality applicable at the sub-municipal level (more details on the competences of local authorities in Annex 4).

The municipality is therefore currently the main local authority, with competences<sup>61</sup> comparable to the European trend<sup>62</sup>. However, in 2020 the State announced the forthcoming creation of administrative regions, already provided for in the 1976 Constitution, by indirect election and assuming the competences of the current CCDRs (deconcentrated State services), as well as the attribution of supra-municipal competences to the metropolitan areas, which will impact on the competences of the municipality.<sup>63</sup>

### Policy developments in the municipality of Lisbon on the migration issue

The Lisbon City Council can be considered as a forerunner on the issues of integration of migrants at the city level. The municipality, then led by the socialist Jorge Sampaio, included the first references to the social integration of the immigrant population in the Lisbon Strategic Plan of 1992. Similarly, in 1993 the Municipal Council for Immigrant Communities and Ethnic Minorities was created, one of the first European consultative councils, integrating various immigrant associations in order to involve them in policy responses directed towards immigrants.<sup>64</sup>

In 2008, the council, which had become inactive, was revitalised under the mandate of the new socialist mayor António Costa, including more organisations and refocusing more on the issue of interculturality, taking the name of Municipal Council for Interculturality and

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<sup>60</sup> DA SILVA COSTA José. Atribuições e Competências dos Governos Subnacionais. As atribuições e competências das regiões administrativas, Faculdade de economia da Universidade de Porto, Porto, Janvier 2019.

<sup>61</sup> Competences of the municipality: urban and rural facilities, energy, transport and communications, education, teaching and vocational training, heritage, culture and science, leisure activities and sports, health, social action, housing, civil protection, environment and sanitation, consumer rights, promotion of development, land use and urban planning, municipal police, external cooperation. Source : Lei n.º 75/2013, *Regime jurídico das autarquias locais*, Procuradoria-Geral Distrital Lisboa.

[[http://www.pgdlisboa.pt/leis/lei\\_mostra\\_articulado.php?nid=1990&tabela=leis](http://www.pgdlisboa.pt/leis/lei_mostra_articulado.php?nid=1990&tabela=leis)]

<sup>62</sup> DA SILVA COSTA José. Atribuições e Competências dos Governos Subnacionais. As atribuições e competências das regiões administrativas, Faculdade de economia da Universidade de Porto, Porto, Janvier 2019.

<sup>63</sup> “O Governo vai promover a eleição indireta dos dirigentes das CCDR e atribuir às áreas metropolitanas competências supramunicipais nos respetivos territórios”, *Sapo*, 13/09/2020 [en ligne]. Accessible sur : <https://rr.sapo.pt/2020/09/13/politica/governo-quer-aprofundar-processo-de-descentralizacao-ate-2023/noticia/206915/>

<sup>64</sup> Entretien en ligne avec Carlos Vianna, ancien président de la Casa do Brasil de Lisboa le 27/01/2021.



Citizenship (CMIC, see practices). The relationship of dialogue with local associations is also manifested in the provision of premises by the City Council, for example for the Casa do Brasil de Lisboa, in 2010.<sup>65</sup>

In 2015, the City Council adopted the first instruments specifically dedicated to improving the policy of reception and integration of migrants, namely the Municipal Plan for the Integration of Migrants in Lisbon, with a transversal and participatory vocation, and the Municipal Programme for the Reception of Refugees in Lisbon (PMAR-Lx)<sup>66</sup>, committing to receive 500 of the 4,574 refugees that Portugal was to receive as part of the relocation programme. To this end, in 2016 the CML opened a temporary reception centre for refugees (CATR) in Lumiar (in the north of the city), offering food, training, accommodation and support for 24 people.<sup>67</sup>

The CML is also part of several networks dedicated to the issue of reception and inclusion of migrants, such as the Portuguese Network of Intercultural Cities, which aims to promote the implementation of policies for the inclusion of immigrants, diversity management and intercultural dialogue. It aims to enable the exchange of good practices between the cities of the network and is in close contact with the European Network of Intercultural Cities.<sup>68</sup>

The current Lisbon Municipality (CML) is led by the socialist Fernando Medina (since April 2015) and is composed of 17 elected members, including 8 from the Socialist Party, 4 from the CDS-Popular Party, 2 from the Social Democratic Party, 2 from the Portuguese Communist Party and 1 from the Left Bloc. The City states that "Lisbon is, and has always been, an intercultural city"<sup>69</sup>, due to its location as a crossroads between Europe, the Mediterranean and the Atlantic. In 2016, João Carlos Afonso, the then elected representative of the city's social rights department, declared at the opening of a temporary reception centre for refugees<sup>70</sup>, the City's wish that "*whoever arrives becomes a new Lisboner*"<sup>71</sup>.

However, beyond this claim of the city's intercultural anchorage and the reception of refugees, the current municipality does not have a strong position on access to rights for all migrants and, in this respect, differs from other territories studied in the framework of the Alliance Migrations project. However, although the fact that this issue has not been prioritised impacts this policy in terms of resources, strategic vision and integrated governance at the municipal level, several practices carried out by the various departments of the town hall, with

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<sup>65</sup> Entretien en ligne avec Carlos Vianna, ancien président de la Casa do Brasil de Lisboa le 27/01/2021.

<sup>66</sup>The PMAR-Lx programme aims to provide 18 months of support for refugees, with temporary reception and then support in the areas of housing, health, education, learning Portuguese, access to food, training, the labour market, etc. 244 refugees, mainly from Iraq, Syria and Eritrea, were received in Lisbon between 2015 and 2018. Source : *Plano Municipal para a Integração de Migrantes de Lisboa 2018-2020*, Câmara Municipal de Lisboa, Lisbonne, 2018.

<sup>67</sup> "Abriu o centro de acolhimento temporário de refugiados em Lisboa", CML, 22/02/2016 [en ligne]. <https://www.lisboa.pt/actualidade/noticias/detalhe/abriu-o-centro-de-acolhimento-temporario-de-refugiados-em-lisboa>

<sup>68</sup> Site web de la Municipalité d'Amadora. <https://www.cm-amadora.pt/intervencao-social/interculturalidade/538-rede-portuguesa-de-cidades-interculturais.html>

<sup>69</sup> Site web de la CML. Traduction libre. Version originale : *Lisboa é hoje, como sempre foi, uma cidade intercultural*. Accessible sur : <https://www.lisboa.pt/cidade/direitos-sociais/interculturalidade>

<sup>70</sup> Inclusive writing has not been applied here as it is not expressed or implied in the original version : *Centro de Acolhimento Temporário de Refugiados*.

<sup>71</sup> "Abriu o centro de acolhimento temporário de refugiados em Lisboa", CML, 22/02/2016 [en ligne]. Traduction libre. Version originale: "*quem chegue se torne um novo lisboeta*". <https://www.lisboa.pt/actualidade/noticias/detalhe/abriu-o-centro-de-acolhimento-temporario-de-refugiados-em-lisboa>

a view to reinforcing access to rights and the exercise of citizenship for all, are proving to be inspiring as approaches to inclusive citizenship.

These practices are implemented by the departments of local development (headed by the elected representative Paula Socialista Marques), relations with the municipality and participation (under the responsibility of the elected representative Ricardo Veludo), and social rights (under the responsibility of the elected representative Manuel Grilo, from the Left Bloc).<sup>72</sup> The latter is, moreover, the central service implementing measures directed at/including migrant persons. In addition to the Municipal Plan for the Integration of Migrants in Lisbon (developed in practice) and the Municipal Programme for the Reception of Refugees in Lisbon, launched in 2015, there is also the Municipal Plan for the Homeless.<sup>73</sup>

The social rights team is thus developing several emergency measures for situations of extreme vulnerability. For example, before the current health crisis, there were 3 temporary accommodation centres for homeless people, with 372 places.<sup>74</sup> In response to the social emergency resulting from the Covid-19 health crisis, the department opened four temporary accommodation centres for homeless people and set up food distributions<sup>75</sup>. By the end of summer 2020, of the 680 people in the emergency centres, 45% were migrants.<sup>76</sup> The Department of Social Rights has also created a psychosocial support line and increased the resources of the Social Emergency Fund directed at households that have seen their income decrease significantly since the beginning of the pandemic. In view of the importance of the school canteen for families in difficulty, the department also decided to reopen some schools to prepare and distribute meals<sup>77</sup>. The city council also decided to temporarily suspend rent payments for social housing<sup>78</sup> (although migrants have much less access to social housing than Portuguese residents).<sup>79</sup>

However, beyond these emergency measures, the municipal programmes put in place in the context of the housing crisis since 2015 are not sufficiently accessible to migrants. For example, of the two programmes for access to social housing (beyond being accessible only to legal residents), the "accessible rent" programme is directed at middle-income families, excluding the most precarious households<sup>80</sup>, and the municipal allowance only concerns people who have been living in Lisbon for more than 5 years.<sup>81</sup> Moreover, the online platform that brings together all these programmes is only available in Portuguese, making it difficult for non-Lusophone foreign residents to access the procedures.<sup>82</sup> Finally, beyond these

<sup>72</sup> Site web de la CML <https://www.lisboa.pt/municipio/camara-municipal/composicao>

<sup>73</sup> Plano Municipal para a pessoa em situação de sem-abrigo 2019-2023, Câmara Municipal de Lisboa, Lisbonne, 2019.

<sup>74</sup> Site web de la CML. <https://www.lisboa.pt/cidade/direitos-sociais/acao-social/pessoas-sem-abrigo>

<sup>75</sup> Site web de la CML.

[https://www.lisboa.pt/fileadmin/special\\_areas/coronavirus/documentos/apoio\\_pessoas\\_situacao\\_semabrigo\\_11julho.pdf](https://www.lisboa.pt/fileadmin/special_areas/coronavirus/documentos/apoio_pessoas_situacao_semabrigo_11julho.pdf)

<sup>76</sup> *Plano Municipal para a Integração de Migrantes de Lisboa 2020-2022*, Câmara Municipal de Lisboa, Lisbonne, 2020 [validation process].

<sup>77</sup> *Plano Municipal para a Integração de Migrantes de Lisboa 2020-2022*, Câmara Municipal de Lisboa, Lisbonne, 2020 [validation process].

<sup>78</sup> Site web de la CML. <https://www.lisboa.pt/covid-19-medidas-e-informacoes/a-cidade/habitacao-gebalis>

<sup>79</sup> Entretien en ligne avec une militante de l'association Habita! Le 11/11/2020.

<sup>80</sup> "Lisboa: Candidaturas às primeiras 120 casas de renda acessível arrancam em novembro", *Sapo*, 30/10/2019 [em ligne]. <https://eco.sapo.pt/2019/10/30/lisboa-candidaturas-as-primeiras-120-casas-de-renda-acessivel-arrancam-em-novembro/> / Profil migratoire de ville : Ville de Lisbonne. *Mediterranean City-To-City Migration*, 2017.

<sup>81</sup> Les 3 programmes sont : Programa de arrendamento apoiado, Programa renda acessível, subsidio municipal arrendamento acessível. Site web de la plateforme Habitar Lisboa. [<https://habitarlisboa.cm-lisboa.pt/ords/f?p=100:14:::14::&cs=3g7E60c0iP0K1DwxOdSEvfGwMRE>]

<sup>82</sup> Website Habitar Lisboa. <https://habitarlisboa.cm-lisboa.pt/ords/f?p=100:14:::14::&cs=3g7E60c0iP0K1DwxOdSEvfGwMRE>

additional barriers for foreign residents, the municipality is overwhelmed by the need for social housing, having, for example, only been able to respond to 2.4% of the requests for the Accessible Rent Programme.<sup>83</sup>

The health crisis has considerably reinforced this crisis situation for the most precarious migrants, since after the first decontamination many of the jobs offered without a contract, for example in the catering industry, set wages below the minimum wage. This led some families to take in relatives who could no longer afford to pay for their accommodation and many landlords increased or even doubled the rent (as non-contractual tenancies were widespread), justifying this by the increase in the number of people housed.<sup>84</sup>

One of the specificities of the city of Lisbon is therefore that it is part of a relatively progressive national context in terms of migration policy, where state programmes developed with local associations are essential in the path of exiled people. However, the municipality still lacks strong and sustainable measures, accessible to the most precarious migrants, and essential for access to housing, employment, education (language barriers and the need for support for immigrant pupils) and health, issues that the city council has identified as being of prime importance for several years.<sup>85</sup> Nevertheless, it has recently developed a policy of reception and inclusion of migrants, in line with the State, based largely on the local action of the AIs and other local associations, and is working to create spaces for migrants to participate. The practices that will be developed below illustrate the municipal team's desire to strengthen access to rights and the exercise of citizenship for all.

## Practices of co-construction of a local policy of access to rights and participation of migrants

### The Lisbon Municipal Plan for the Integration of Migrants: a participatory action tool for the reception and inclusion of migrants and interculturality

#### Description and interest of the practice

In 2014, the ACM called on municipalities to propose Municipal Plans for the Integration of Immigrants (now Municipal Plans for the Integration of Migrants in 2018, PMIML) as part of its Strategic Plan for Migration (PEM), mostly financed by the European FAMI fund (up to 75%), and in order for city councils to further prioritise the issue of local migration policy<sup>86</sup>. The national dimension of these bi-annual plans is unavoidable, since in addition to being the intermediary of funding, the ACM is responsible for their framework (format, methodology, areas of intervention, etc.) and for the approval of the plan (together with the FAMI).

Lisbon submitted a plan proposal back in 2015 and the third PMIML is currently in the

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<sup>83</sup> *Plano Municipal para a Integração de Migrantes de Lisboa 2020-2022*, Câmara Municipal de Lisboa, Lisbonne, 2020 [en cours de validation].

<sup>84</sup> "Imigrantes com empregos precários mais atingidos pela crise e abusos", Associação de apoio a Imigrantes e Refugiados em Portugal, 19/10/2020. Accessible sur : <https://apirp.pt/imigrantes-com-empregos-precarios-mais-atingidos-pela-crise-e-abusos/>

<sup>85</sup> *Plano Municipal para a Integração de Migrantes de Lisboa 2018-2020*, Câmara Municipal de Lisboa, Lisbonne, 2018.

<sup>86</sup> OLIVEIRA Catarina Reis. Planos de integração para migrantes. *Revista do Observatório das Migrações*, n°13, Lisbonne, Décembre 2016.

approval process (the ACM validated the plan in mid-March 2021 and it is currently awaiting approval by the Council and then the Municipal Assembly). Each plan is coordinated by the interculturality service of the social rights department and aims to improve local responses in terms of reception, integration and participation of migrants, and promotion of interculturality. It has a cross-cutting vocation, with macro-themes covering various areas such as: housing, employment, health, education, training, citizenship, among others<sup>87</sup>.

The elaboration of the plan includes a local diagnosis phase, in collaboration with the different departments of the city council but also with civil society. Immigrant associations and other support associations are invited to various meetings with the municipal team via the consultative council (composed of associations representing immigrant communities and ethnic and religious minorities) and as partner associations of the plan, but also to participatory workshops open to migrant people. The idea is that these different local actors, and first and foremost the associations of immigrants and migrants, can best convey the situations experienced by them in Lisbon and formulate concrete responses. This phase leads to the drafting of the plan, with strategic objectives and concrete measures to be developed by theme.

Collaboration with civil society is also observed during the implementation of the plan, as the CML proceeds to finance projects proposed by associations (AI and associations supporting migrants) that correspond to the concrete measures it wishes to implement (it also tries to ensure the continuity of projects developed in the previous plan).<sup>88</sup>

The methodology used to achieve these objectives in terms of development and implementation has differed for each plan due to the different contexts and learnings, but also due to the composition of the team. Indeed, there have been three elected officials at the head of the social rights department since 2015 (and even more team reorganisations have taken place). For example, concerning local diagnosis, during the first plan, the team delegated the diagnosis of the city to the Institute of Geography and Territorial Planning (IGOT) of Lisbon. The second plan was based on three participatory sessions in which 270 people took part in order to update the local diagnosis and allow the formulation of concrete and adapted measures for the plan.<sup>89</sup> Finally, the methodology of the last plan was also adapted due to the health crisis. Two representatives of immigrant associations (elected by the Advisory Council for the Representation of Migrants and entities working on this issue) joined the PMIML working group and carried out an online consultation of migrants, civil society entities (associations, collectives, academics) and officials from the Social Rights Department of the City Council, in order to gather proposals for measures to be taken in the drafting of the plan.

This instrument has three main interests, starting with its transversal vocation, bringing together all the issues related to reception, integration, participation and interculturality. Secondly, the plan's methodology includes steps to gain a better understanding of the reality experienced by migrants in order to propose responses that are better adapted to their needs. Finally, the plan reflects an approach of bringing the municipal team/civil society closer

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<sup>87</sup> The themes of the Municipal Plan for the Integration of Migrants in Lisbon 2018-2020 were: Reception and rights (reception services and integration, urban planning and housing, education and language, health, solidarity and social response), Integration and participation (labour market and entrepreneurship, training and vocational training, gender equality, racism and discrimination, citizenship and civic participation), Interculturality (culture, media and public awareness, religion, international relations)

<sup>88</sup> Entretien en ligne avec Joana Teixeira, conseillère du département des droits sociaux de la Municipalité de Lisbonne en charge de l'interculturalité le 05/03/2021.

<sup>89</sup> *Plano Municipal para a Integração de Migrantes de Lisboa 2018-2020*, Câmara Municipal de Lisboa, Lisbonne, 2018.

together through the participation of associations in the elaboration of the plan and the implementation of the measures. This point is particularly important, since the work carried out by the associations allows for greater proximity to migrants, but also for greater inclusion for those who are unable to regularise their situation than the regulatory action carried out by the town hall (the European FAMI fund is exclusively intended for third-country nationals who are legally resident or in the process of being regularised).<sup>90</sup> Finally, this work with the voluntary sector has also brought the plan's partner associations closer together, as they now carry out more joint actions and have a better knowledge of the projects carried out by others.<sup>91</sup>

## Critical dimension and recommendations

One of the main criticisms often made of the plan, both by associations and the municipal team, is its external financing, via the European FAMI fund (Fonds Asile Migrations Intégration). Indeed, this external financing and framework of the Municipal Plan impacts on its development because of the requirements set that are out of step with local reality. This is particularly true of the imposed agenda, which does not include sufficient time to carry out a local diagnosis or an in-depth evaluation of each plan, elements that are nonetheless indispensable for a relevant plan and prospects for improvement. The diagnosis of the first municipal plan in Lisbon could only be carried out within the time allowed because the university institute (IGOT) in charge of carrying it out had already begun this diagnostic work before the decision of the CML to draw up a plan.<sup>92</sup> The situation was similar in the neighbouring city of Amadora (northwest of Lisbon), which also launched its first municipal plan for the integration of immigrants in 2015, but already had a local diagnosis carried out by the city's Local Council for Social Action (CLAS).<sup>93</sup>

Secondly, the plan is aimed exclusively at nationals of countries outside the European Union, whether they are legally resident or in the process of being regularised. This artificial categorisation does not officially make it possible to deal with all exiled persons (whether illegally resident or from European countries) and implies a problematic theoretical presupposition, implying a certain "social harmony" within the EU, which would be called into question by nationals of third countries.<sup>94</sup>

The various requirements also contribute to generating a form of bureaucracy, as the municipal team has to adapt and concentrate its efforts to meet expectations, but this energy spent has no concrete impact or is even counterproductive for migrants. For example, in 2017 FAMI required that town halls with a municipal plan for the integration of migrants take responsibility for allocating funding to associations with CLAIMs (administrative and legal support centres for residence and regularisation issues). This led to huge funding delays, which were catastrophic for the continuation of the services provided by the associations, and

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<sup>90</sup> Entretien en ligne avec Filipa Bolotinha de l'associação Renovar a Mouraria, le 03/12/2020 ; Entretien présentiel avec Cyntia de Paula, présidente de la Casa do Brasil de Lisboa, le 03/11/2020.

<sup>91</sup> Entretien en ligne avec Claudia Pires, responsable du Cabinet de soutien des politiques locales d'intégration des migrant-es de l'ACM, le 29/10/2020 ; Entretien en ligne avec Filipa Bolotinha de l'associação Renovar a Mouraria, le 03/12/2020

<sup>92</sup> Entretien en ligne avec Marta Manaças, stagiaire du département des droits sociaux de la CML le 24/02/2021.

<sup>93</sup> Entretien en ligne avec Rute Gonçalves, coordinatrice du Plan Municipal d'Intégration des Migrant-es d'Amadora, le 09/03/2021.

<sup>94</sup> MANACAS Marta Ferreira. I Plano Municipal para a Integração dos Imigrantes de Lisboa. Rapport de stage dans le cadre du Master Migrações, Inter-eticidades e Transnacionalismo de l'Universidade Nova de Lisboa, novembre 2015.

in 2020 the associations obtained that the funding was once again managed directly by the ACM.<sup>95</sup> This episode illustrated the lack of solid municipal action on the migration issue.<sup>96</sup>

Finally, this external funding and framework also leads to a dependence of the municipality on the temporality of FAMI and its intermediary, the ACM. This hinders the proper implementation of the plan and impacts on the partner associations. For example, while the City of Lisbon had sent its current plan drafted in October 2020, so that it could be validated by the ACM before being approved by the municipality and starting its implementation in January 2021, the ACM only validated it in mid-March 2021, which delays the distribution of funding and therefore the implementation of projects by the associations.<sup>97</sup>

Secondly, the question of human resources mobilised for the development and support of the plan is a problematic aspect of the MIPL. There is instability in the team in charge of the plan, firstly because, as mentioned above, three elected officials (João Carlos Afonso, Ricardo Robles, Manuel Grilo) and more teams have succeeded each other in the department of social rights in charge of municipal plans, the first team having received much more positive feedback than the second. These changes in teams lead to periods of transition and adaptation which necessarily impact on the implementation of the plan. Moreover, whereas in the first PMIL the team in charge of interculturality was made up of a coordinator and three to four civil servants and one trainee, in 2019, when the new team arrived, there was only one civil servant in addition to the adviser from the social rights department, and even today there is no coordinator of the Plan.<sup>98</sup> Finally, several associations pointed a lack of knowledge on the part of the municipal team on issues of migration and interculturality, and during the first plan, civil servants were trained in the social service, but none in interculturality.<sup>99</sup>

All these aspects lead the team in charge of the plan to focus more on the need to meet the requirements of the FAMI in order to try to implement the plan, rather than on a long-term strategic vision, which is necessary. The implementation of the first two plans was considered largely insufficient (especially the second) by the associations, as many of the measures announced were not implemented. This is also accompanied by a lack of transparency in the plan, since the town hall does not disseminate information specifying the projects corresponding to the measures announced in the plan, making it impossible to know whether the measures are being implemented, by whom, or in what way. Finally, a partner association also considers that, because it was very critical of the previous plan, the city council did not agree to refinance one of its flagship projects under the 2020-2022 MIP.

The recommendations arising from these stated limitations are firstly the operation of the Plan on own funds. This decision was taken by the municipality of Amadora in 2020, which decided to propose a new Municipal Plan for the Integration of Migrants, keeping its structure,

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<sup>95</sup> Entretien en ligne avec Claudia Pires, Gabinete de Apoio às Políticas Locais de Integração de Migrantes - GAPLIM (ACM), le 29/10/2020 ; Entretien présentiel avec Cyntia de Paula, présidente de la Casa do Brasil de Lisboa, le 03/11/2020. Entretien en ligne avec Vera Pinto, directrice exécutive de la Fundação Cidade Lisboa le 16/11/2020. Entretien en ligne avec Nilzete Pacheco, présidente de l'Association Lusofonia, Cultura e Cidadania le 06/11/2020.

<sup>96</sup> Entretien en ligne avec Cyntia de Paula, présidente de la Casa do Brasil de Lisboa, le 15/01/2021.

<sup>97</sup> Entretien en ligne avec Joana Teixeira, conseillère du département des droits sociaux de la Municipalité de Lisbonne en charge de l'interculturalité le 05/03/2021 ; Echanges avec Paulo Illes, coordinateur général de la Rede Sem Fronteiras, le 17/03/2021.

<sup>98</sup> Entretien en ligne avec Marta Manaças, stagiaire du département des droits sociaux de la CML le 24/02/2021 / Entretien en ligne avec Joana Teixeira, conseillère du département des droits sociaux de la Municipalité de Lisbonne en charge de l'interculturalité le 05/03/2021.

<sup>99</sup> Entretien en ligne avec Marta Manaças, stagiaire du département des droits sociaux de la CML le 24/02/2021.

but not submitting an application to FAMI for funding, and thus financing it entirely. According to Rute Gonçalves, the coordinator of the PMIM in Amadora, the civil servant who worked with her for the first two plans had to dedicate all of her working time to the financial issue, which was a huge technical effort; the team of the Social Intervention Department then asked the municipal team to self-finance the plan, in order to be able to dedicate all of their time to the proper execution of the Plan.<sup>100</sup>

This financing of the Lisbon Plan from its own funds should also be accompanied by a reinforcement of the team, in particular by assigning a coordinator in charge of accompanying the plan, as was the case for the first plan. In my opinion, these changes would ensure better monitoring and evaluation of the plan as well as better transparency, but also, and above all, would make it possible to avoid the delays in funding inherent in intermediated funding, in order to ensure the implementation and continuity of the projects carried out by the associations.

## Evolutions and perspectives

Beyond the recommendations, several positive developments have already been achieved by the new team in charge of implementing the PMIML. Indeed, despite having had a difficult start (only 1 civil servant in the interculturality service in 2019), the current team, led by the adviser of the social rights department, Joana Teixeira, has made considerable changes for the third plan. Firstly, the team has been more attentive to the criticisms of the associations, and has thus reshaped the whole methodology of the plan, after the partner associations showed their strong disagreement on the draft plan in July 2020<sup>101</sup>. The municipality then proposed that two elected representatives of immigrant associations should collect the suggestions made by civil society for the development of the plan, and be part of the working group for the whole plan.<sup>102</sup> Secondly, the team has also transposed the proposals of civil society, transmitted by their two representatives, much more than in the first two plans, giving greater concrete expression to this concern to adapt the responses to the reality of needs.

At the same time, the team is aware of the technical limitations that hampered the successful implementation of the first two plans, and has decided to reduce the number of measures in order to facilitate follow-up, but also to focus on the priority issues of effective access to public services for migrants in the context of the social crisis reinforced by the pandemic.<sup>103</sup>

Finally, the municipality has also established a new working methodology, in order to avoid previous mistakes, firstly by establishing a quarterly planning programme for the execution of the plan by the working group, built from each previous quarterly report. Secondly, the team asked a research centre to collect data, which is currently lacking to make a complete diagnosis of the situation in the city and to build a more appropriate plan. The research centre will also be responsible for carrying out a qualitative analysis of the impact of the measures

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<sup>100</sup> Entretien en ligne avec Rute Gonçalves, coordinatrice du Plan Municipal d'Intégration des Migrant-es d'Amadora, le 09/03/2021.

<sup>101</sup> Entretien en ligne avec Cyntia de Paula, présidente de la Casa do Brasil de Lisboa le 01/02/2021.

<sup>102</sup> Entretien présentiel avec Cyntia de Paula, présidente de la Casa do Brasil de Lisboa, le 03/11/2020 ; Entretien en ligne avec Peter Mendes, président de l'association Girassol Solidário le 12/11/2020.

<sup>103</sup> Entretien en ligne avec Joana Teixeira, conseillère du département des droits sociaux de la Municipalité de Lisbonne en charge de l'interculturalité le 05/03/2021.

implemented each year and for producing a final report<sup>104</sup> (for the first two plans, only a brief quantitative analysis was presented to the partner associations, showing the percentage of measures carried out by theme)<sup>105</sup>.

However, the current issue is the municipal elections in September 2021, which will probably lead to a reorganisation of the department responsible for social rights. According to Joana Teixeira, who is in charge of presenting the plan to the City Council and the Assembly, the current challenge is to be able to validate the plan before the election so that everything that has been approved will be applied, even in the event of a change of team or even of political colour, and thus guarantee continuity.<sup>106</sup>

## **The BIP/ZIP programme: an instrument of active citizenship for residents through local social intervention**

This programme, which has existed since 2009 and is self-funded, is an integral part of the city's local development strategy.<sup>107</sup> This strategy is based on the fact that Lisbon, as a multifaceted city, is characterised by great disparities, with a lack of socio-territorial cohesion in some areas of the historic centre or the periphery. The idea of the programme is to perceive the neighbourhoods and priority intervention areas (BIP/ZIP)<sup>108</sup> as territories with potential<sup>109</sup>. This programme is not dedicated to migrants but includes them, as they are widely represented in many BIP/ZIPs and many of the projects supported are carried out by immigrant associations and/or propose a social intervention with immigrants, or the promotion of interculturality in the neighbourhood. The local interventions implemented are very diverse: community kitchen, creation of a recording studio, citizenship caravan, tuk-tuk library, community garden, sewing workshop, intergenerational park, etc. These activities can be carried out by local associations, cooperatives, borough councils, always with at least one partner entity.<sup>110</sup> Due to the current health context, the 2020 edition has prioritised interventions to support and strengthen employability and the local economic fabric, to support education and training, and to directly support vulnerable communities and groups.<sup>111</sup>

An important aspect of this programme is that the entity proposing the project is going to be fully responsible for it (there has to be a formal entity, recipient of the funds, but it can be in partnership with informal organisations) and not the municipality, which only acts as a supporter of these initiatives. Part of the funds can also take the form of financial support, for

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<sup>104</sup> Entretien en ligne avec Joana Teixeira, conseillère du département des droits sociaux de la Municipalité de Lisbonne en charge de l'interculturalité le 05/03/2021.

<sup>105</sup> Entretien en ligne avec Joana Deus de l'association Renovar a Mouraria le 21/01/2021 / Entretien en ligne avec Cyntia de Paula, présidente de la Casa do Brasil de Lisboa le 16/02/2021.

<sup>106</sup> Entretien en ligne avec Joana Teixeira, conseillère du département des droits sociaux de la Municipalité de Lisbonne en charge de l'interculturalité le 05/03/2021.

<sup>107</sup> It is set up by the Housing and Local Development Department of the MLC.

<sup>108</sup> The categorisation of an area as a BIP/ZIP is based on three criteria: environmental, urbanistic and socio-economic. .

<sup>109</sup> Entretien en ligne avec José Ferreira, chef de division du département de développement local de la CML, le 11/03/2021.

<sup>110</sup> SILVA GRACA Diogo. Participação pública: mecanismos e práticas no contexto da Administração Pública e o caso do Orçamento Participativo de Lisboa. Instituto Universitário de Lisboa, Mémoire en administration publique, Lisbonne, 2018. ; *Plano Municipal para a Integração de Migrantes de Lisboa 2018-2020*, Câmara Municipal de Lisboa, Lisbonne, 2018.

<sup>111</sup> « *Ciclo e Regras do Programa BIP/ZIP Lisboa 2020-Parcerias Locais* », site web de la CML. [[http://bipzip.cm-lisboa.pt/imgs/ciclo\\_regras.pdf](http://bipzip.cm-lisboa.pt/imgs/ciclo_regras.pdf)]



example by involving people seeking employment, in an irregular situation, or as an emergency fund to help a family.<sup>112</sup> The adaptation dimension is also central, as the execution of each activity must be able to adapt to reality: the general objective will be maintained but the activity can be readjusted.

The programme also asserts its accessibility: the requirements and forms are meant to be intelligible, for the sake of inclusiveness. The idea is for the programme to act as a bridge: it will equip the different neighbourhood entities and allow them to have a first experience, understand how things work, and have easier access to other more formal and academic plans and programmes. In addition, the municipal team tries to link each activity holder with the entities responsible for the area of action (what is done is often the responsibility of a department of the town hall or a borough council), and these links lead to greater porosity and continuity between the actions carried out by the town hall and by the programme's winners. For example, many actions have been developed around domestic violence and many of these projects are now included in the Municipal Plan to prevent and combat violence against women, domestic violence and gender-based violence<sup>113</sup>.

The idea of concreteness is also central, tangible actions must be carried out within a year, as some territories have big plans but they never materialise. Beyond concrete action, attention is paid to sustainability: the aim is to achieve self-sufficiency, and each project must be built in such a way as to be sustainable for at least two years after the funding ends.

Another advantage of this programme is that it acts as a stimulant for the associative fabric. One example is the neighbourhood association Renovar a Mouraria, which was able to start up by obtaining premises thanks to the renovation of a building under the BIP/ZIP programme. It is now a key association in the revitalisation of the Mouraria neighbourhood and has been developing many activities to meet the needs of migrants for several years, being also a partner association of the City Council since the first Municipal Plan for the Integration of Migrants in Lisbon.<sup>114</sup>

The "residências Refúgio" project, funded by the BIP/ZIP programme for the year 2021, also seems extremely interesting. It brings together two associations and a federation, and will offer reception, training and cultural practices for social inclusion for asylum seekers and refugees living in the Almirante Reis area (Arroios district). The programme is based on a participatory methodology and will employ four refugees as cultural mediators, with the aim of improving the follow-up and integration of the people accompanied, adapting the actions to the real needs of the group. In addition, the project plans to evaluate the project's methodology and the activities developed, and to publish a manual of good practices for local and governmental bodies in an attempt to contribute to the improvement of reception policies.<sup>115</sup>

This programme appears to be an instrument of active citizenship for the inhabitants of the priority neighbourhoods, acting as a support for local citizen initiatives aimed at reinforcing "living together", and tries to act as a springboard to revitalise the citizen fabric and

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<sup>112</sup> Entretien en ligne avec José Ferreira, chef de division du département de développement local de la CML, le 11/03/2021.

<sup>113</sup> Premier plan mis en œuvre en 2017, deuxième plan de 2019 à 2021. More info : [https://cidadania.lisboa.pt/fileadmin/download\\_center/notificacoes/anuncios/Anuncio\\_3\\_II\\_Plano\\_Municipal\\_Violencia.pdf](https://cidadania.lisboa.pt/fileadmin/download_center/notificacoes/anuncios/Anuncio_3_II_Plano_Municipal_Violencia.pdf) ; Entretien en ligne avec José Ferreira, chef de division du département de développement local de la CML, le 11/03/2021.

<sup>114</sup> *Plano Municipal para a Integração de Imigrantes de Lisboa 2015-2017, Volume 2* Diagnostico da População imigrante residente em Lisboa, Câmara Municipal de Lisboa, Lisboa, 2015.

<sup>115</sup> Site web de Largo Residências. [<https://largoresidentias.com/projectos/residencias-refugio>]

perpetuate the actions. The programme and the municipal team have received very positive feedback from various associations interviewed.<sup>116</sup>

### **Municipal Council for Interculturality and Citizenship (CMIC): A consultative council representing immigrants and minorities**

Established in 1993, CMIC is a consultative council in Lisbon with 17 members, mainly immigrant associations but also other local associations and organisations representing immigrants, Roma and other citizens with diverse cultural identities.<sup>117</sup> The purpose of this Council is to ensure the participation of the communities concerned in the political action of the City, acting as a space for dialogue, proposals, motions and declarations on local migration policy issues, integration and intercultural events.<sup>118</sup> It guarantees the recognition of the different identities that make up the cultural diversity of the Lisbon territory.<sup>119</sup> In particular, it is consulted by the municipality for the Municipal Integration Plan and is in charge, together with the CML, of the organisation of the Municipal Forum for Interculturality (FMINT). On 14 June 2018, under the chairmanship of the elected representative for social rights, Ricardo Robles, the CMIC approved a motion to reject the attitude of the Italian government in preventing the Aquarius from docking, with more than 600 immigrants on board.<sup>120</sup>

The Consultative Council was created in 1993, during the mandate of the socialist Jorge Sampaio, as the Municipal Council for Immigrant Communities and Ethnic Minorities. Lisbon is one of the first European cities to create such a consultative council, and it is part of a desire to bring immigrant associations closer to political interlocutors, in order to involve them in local policy responses concerning migrant people.<sup>121</sup> It was built around several active immigrant associations that were representative of the migratory dynamics of the 1990s, representing PALOP and Brazilian nationals. The first half of the 2000s was a period of low activity, particularly during the term of office of Pedro Santana Lopes, of the Social Democratic Party, between 2002 and 2004.<sup>122</sup> With the political changeover in 2007 and the arrival of the socialist António Costa as the new mayor, the Council was restructured, in order to adapt to the changing migratory profiles and composition of the city, according to Ana Sara Brito, from

<sup>116</sup> Online interview with Nilzete Pacheco, President of the Association Lusofonia, Cultura e Cidadania on 06/11/2020 ; Online interview with Vera Pinto, Executive Director of the Fundação Cidade Lisboa on 16/11/2020 ; Online interview with Filipa Bolotinha of the associação Renovar a Mouraria, on 03/12/2020.

<sup>117</sup> SESSÃO EXTRAORDINÁRIA DA ASSEMBLEIA MUNICIPAL DE LISBOA, INICIADA NO DIA 20 DE JANEIRO DE 2008. *Assemblée Municipale de Lisbonne*, 2008. [http://1998-2013.am-lisboa.pt/fileadmin/ASSEMBLEIA\\_MUNICIPAL/AML/Actas/Mandato\\_2005-2009/Acta2009\\_067.pdf](http://1998-2013.am-lisboa.pt/fileadmin/ASSEMBLEIA_MUNICIPAL/AML/Actas/Mandato_2005-2009/Acta2009_067.pdf)

<sup>118</sup> Members of the CMIC : ACAJUCI - Associação Cristã de Apoio à Juventude Cigana, Associação SOS Racismo, Associação Caboverdiana de Lisboa, Associação Mulher Migrante, APARATI - Associação para Timorenses, AUP - Associação dos Ucrânicos em Portugal, AAP - Associação dos Amigos do Príncipe, Associação dos Amigos da Mulher Angolana, AGUINENSO - Associação Guineense de Solidariedade Social, Casa de Moçambique, CBL - Casa do Brasil de Lisboa, Comunidade Islâmica de Lisboa, Comunidade Israelita de Lisboa, ICDI - Instituto para a Cooperação e Desenvolvimento Internacional, JRS - Serviço Jesuíta de Apoio aos Refugiados, OCPM - Obra Católica Portuguesa de Migrações, SOLIM - Solidariedade Imigrante -. Source : Site web de la CML. <https://www.lisboa.pt/cidade/direitos-sociais/interculturalidade>

<sup>119</sup> SESSÃO EXTRAORDINÁRIA DA ASSEMBLEIA MUNICIPAL DE LISBOA, INICIADA NO DIA 20 DE JANEIRO DE 2008. *Assemblée Municipale de Lisbonne*, 2008. [http://1998-2013.am-lisboa.pt/fileadmin/ASSEMBLEIA\\_MUNICIPAL/AML/Actas/Mandato\\_2005-2009/Acta2009\\_067.pdf](http://1998-2013.am-lisboa.pt/fileadmin/ASSEMBLEIA_MUNICIPAL/AML/Actas/Mandato_2005-2009/Acta2009_067.pdf)

<sup>120</sup> Câmara Municipal de Lisboa. Lisboa em diálogo de proximidade. Reunião do Conselho Municipal Para a Interculturalidade e a Cidadania – CMIC. *Site web de la CML*, 14/06/2018. <https://www.lisboa.pt/atualidade/noticias/detalhe/lisboa-em-dialogo-de-proximidade>

<sup>121</sup> Entretien en ligne avec Carlos Vianna, ancien président de la Casa do Brasil de Lisboa le 27/01/2021.

<sup>122</sup> Entretien en ligne avec José Leitão, premier haut-commissaire de l'ACIME le 10/02/2021.

the Social Action Department. The Council is enlarged to include other representatives, for example from the Ukrainian community, and with a special focus on the issue of intercultural dialogue. The new Council is chaired by the elected representative of the Department of Social Action, with 17 representatives of associations or entities (representatives of other organisations or public bodies may also participate as observers) meeting on a quarterly basis on an ordinary basis, with each member being able to request the chair to convene an extraordinary meeting.<sup>123</sup>

This reorganisation of the Council has made it possible to strengthen the theme of interculturality, by including anti-racist and religious organisations. However, according to José Leitão, this reorganisation has led to a loss of weight for immigrant associations and for certain issues specifically related to migration.<sup>124</sup> In 2009, the Municipal Forum for Interculturality was created, organised by the members of the CMIC and aiming to offer a space for reflection, debate and study open to citizens.<sup>125</sup> According to José Falcão of the association SOS Racismo, the years 2008-2010 were active years in terms of street activities, awareness raising, debates, etc.<sup>126</sup>

The years 2011-2014 were years of low activity.<sup>127</sup> From 2015 onwards, the various elected officials who succeeded each other at the head of the social rights department affirmed their desire to reactivate the council. However, the CMIC remains little active (and even more paralysed since the beginning of the pandemic), the FMINT has not taken place since 2015, and beyond the low level of mobilisation by the town hall, it is also disinvested by the associations, due to its purely consultative aspect and remaining largely dependent on the orientations desired by the municipality.<sup>128</sup> However, it is still consulted within the framework of the PMIML, and on 5 August 2020 it elected the two representatives of the migrant associative movement who are currently part of the working group of the third PMIML, namely, Cyntia de Paula, from Casa do Brasil de Lisboa and Peter Mendes from Girassol Solidário (an association supporting patients evacuated from Cape Verde).<sup>129</sup> Finally, the CML currently wishes to strengthen the CMIC and proposes the creation in 2021 of an internal CMIC working group to monitor racism and xenophobia in Lisbon.

However, although the municipality retains this council to act as a platform for the participation of immigrant communities and intercultural dialogue, the current challenge raised by several members of the associative movement is to strengthen the effective political participation of migrant people outside of this purely advisory council.

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<sup>123</sup> SESSÃO EXTRAORDINÁRIA DA ASSEMBLEIA MUNICIPAL DE LISBOA, INICIADA NO DIA 20 DE JANEIRO DE 2008. *Assemblée Municipale de Lisbonne*, 2008. Accessible sur : [http://1998-2013.am-lisboa.pt/fileadmin/ASSEMBLEIA\\_MUNICIPAL/AML/Actas/Mandato\\_2005-2009/Acta2009\\_067.pdf](http://1998-2013.am-lisboa.pt/fileadmin/ASSEMBLEIA_MUNICIPAL/AML/Actas/Mandato_2005-2009/Acta2009_067.pdf)

<sup>124</sup> Entretien en ligne avec José Leitão, premier haut-commissaire de l'ACIME le 10/02/2021.

<sup>125</sup> MANACAS Marta Ferreira. I Plano Municipal para a Integração dos Imigrantes de Lisboa. Rapport de stage dans le cadre du Master Migrações, Inter-eticidades e Transnacionalismo de l'Universidade Nova de Lisboa, novembre 2015.

<sup>126</sup> Entretien en ligne avec José Falcão de SOS Racismo, le 23/02/2021.

<sup>127</sup> MANACAS Marta Ferreira. I Plano Municipal para a Integração dos Imigrantes de Lisboa. Internship report for the Master Migrações, Inter-eticidades e Transnacionalismo de l'Universidade Nova de Lisboa, novembre 2015.

<sup>128</sup> Online interview with José Falcão de SOS Racismo, le 23/02/2021.

<sup>129</sup> *Plano Municipal para a Integração de Migrantes de Lisboa 2020-2022*, Câmara Municipal de Lisboa, Lisbonne, 2020 [en cours de validation].

## The participatory budget: an instrument of political participation open to all foreign residents

### Description and perspectives

Lisbon's participatory budget is a local democracy tool that has existed since 2008. It won the 2019 Portuguese award for "good participation practices" and is characterised by its universal access.<sup>130</sup> The municipality does not ask for any justification to participate, the idea being that anyone over 16 years old with a link to Lisbon can express themselves on the projects to be implemented in the city (propose a project and/or vote), i.e. independently of their administrative situation and place of residence. This allows, among others, people with irregular status and people living on the outskirts of the city to be heard on the projects to be carried out in the city. The municipal team also gives the holders of the winning projects of each edition the opportunity to actively participate in the realisation of the project alongside the municipal team.

In 2018, in order to make the participatory budget more inclusive, the team carried out several outreach initiatives aimed at involving groups with a lower participation rate in these schemes, including young people, the elderly and migrants. For example, several participatory sessions were held in the intercultural neighbourhood of Arroios, with the presence of immigrant associations, to raise awareness of the scheme and encourage residents to submit projects. Thanks to the support of the CNAIM (see sub-section II.A), a personalised translation was available during the sessions, and several project proposals were written in Arabic, English and French and then translated into Portuguese. In addition, the new online platform of the Participatory Budget is available in 111 languages.<sup>131</sup>

Lisbon's participatory budget thus appears to be a universal local democracy mechanism with an inclusive vocation, through outreach initiatives aimed at strengthening the participation of migrants, among others. The current challenge for the municipal team remains to perpetuate these approaches in order to significantly improve the effective access of migrants to this system.

### The memorial project: an example of successful collaboration on historicisation and remembrance

Lisbon is still marked today by numerous monuments and references glorifying the Portugal of the "great discoveries" and the colonial empire, but these contrast with the lack of spaces that make Portugal's slave and colonial past visible and question its legacy in today's society. It was this observation that prompted the Lisbon association *Djass - Associação de Afrodescendentes* to propose the construction of a memorial in homage to the victims of slavery to the citizens through the participatory budget.

This memorial, which will be inaugurated in 2021, symbolises a successful example of collaboration between civil society and local authorities. Indeed, beyond the strong involvement of the Djass association with the town hall throughout the realisation of the project, the association wished to build a space for in-depth participation of citizens in the creation of

<sup>130</sup> Lisbon Participatory Budget website. <https://op.lisboaparticipa.pt/o-que-e-o-op>

<sup>131</sup> Online interview with Josefa Rosado e Rui Matos from the Department of Municipal Relations and Participation of the CML on 28/01/2021.

the memorial. It therefore created an advisory group composed of activists affiliated with the black and anti-racist movement and researchers specialised in history and postcolonial studies to participate in the conceptualisation of the memorial. The association held public sessions in several neighbourhoods of the Lisbon metropolitan area with a significant presence of African and Afrodescendant residents to vote for the artist in charge of the creation of the memorial.<sup>132</sup>

Furthermore, the success of this collaboration is also illustrated by the decision of the City Council on 26/06/2019<sup>133</sup> to erect the memorial on another square and to increase the project's endowment in order to create an associated interpretative centre allowing for an in-depth historical contextualisation of the memorial, the associated themes, and the realisation of events<sup>134</sup>.

Designed by the committed Angolan artist Kiluanji Kia Henda, the memorial will be located in José Saramago Square, symbolically at the place where the slave trade took place. The memorial, representing a plantation, will occupy a large space that can be used by the inhabitants as a meeting and celebration place. According to Catarina Vaz Pinto, the Lisbon municipality's cultural councillor, placing this memorial in the heart of the city (in the immediate vicinity of the Trade Square) is a way of paying tribute to a *"group of people who also built the history of the city and the country"*.<sup>135</sup>

This example illustrates in-depth citizen participation and collaboration between civil society and local authorities around a work of memory, making it possible to carry out an anti-racist and decolonial counter-narrative and to affirm the belonging of all to the city.

These various inspiring practices implemented by the municipality illustrate these approaches to strengthening access to rights for migrants and the exercise of local citizenship for all. The current challenge remains to consolidate the capacity for action within the municipal team and the associative movement and to perpetuate the actions already implemented.

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<sup>132</sup> Online interview with the President of Djass – associação de afrodescendentes, le 08/12/2020.

Website the slavery memorial [<https://www.memorialescravatura.com/saibamais>]

<sup>133</sup> Email exchanges with Teresa Pina, Councillor of the Department of Culture and International Relations, on 17/02/2021, 26/02/2021, 01/03/2021.

<sup>134</sup> CARLOS João. Lisboa finalmente terá um Memorial da Escravatura, *Deutsche Welle*, Lisbonne, 09/07/2019. Accessible sur : <https://www.dw.com/pt-002/lisboa-finalmente-ter%C3%A1-um-memorial-da-escravatura/a-49502853>

<sup>135</sup> *Ibid.* Traduction libre. Version originale : "grupo de pessoas que também construiu a história da cidade e do país".

## ANNEXES

### Annex 1 : Demographics - foreign residents

Table of demographic data

City of Lisbon	
Area	100,05 km <sup>2</sup>
Population (2020)	837.890
Foreign residents (2019)	98.841
Share of foreigners in the city's population	11%
Lisbon District	
<b>Foreign residents (2019)</b>	260.503 (11,5% of the population)
	Main municipalities: Sintra 37.840, Cascais 30.328, Amadora 21.456, Loures 19.649, Odivelas 17.696

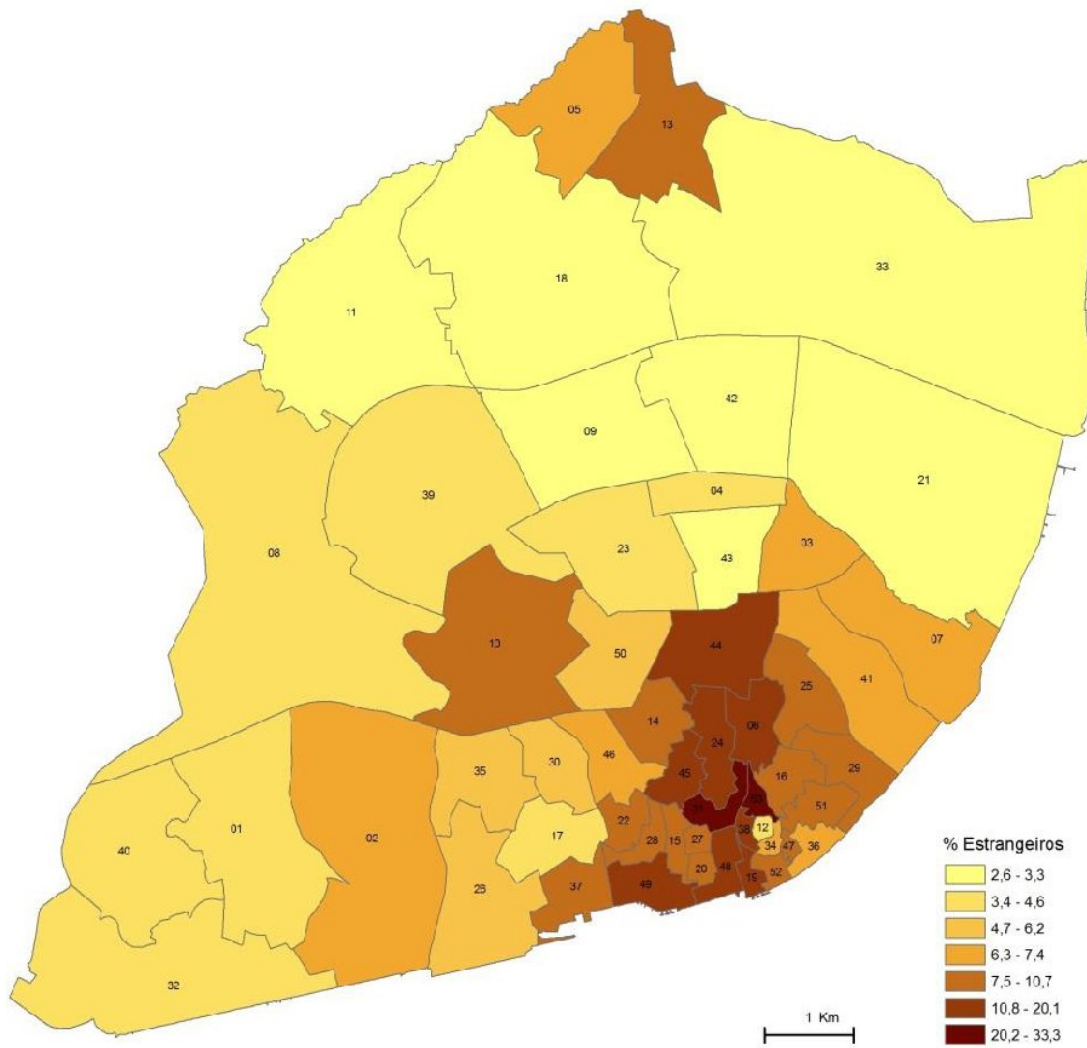
Source : ESTRELA Joaquim. Relatório de Imigração, Fronteiras e Asilo 2019, *Serviço de Estrangeiros e Fronteiras*, Oeiras, Juin 2020.

Table: Foreign residents in the Lisbon district by nationality (descending order) in 2019 (17 most represented nationalities)

<b>Brazil</b>	60469	<b>Romania</b>	10613	<b>United-Kingdom</b>	6171
<b>Cap Vert</b>	23364	<b>France</b>	10189	<b>São - Tomé - and - Príncipe</b>	6094
<b>China</b>	14662	<b>Nepal</b>	10080	<b>Bangladesh</b>	6076
<b>Guinea Bissau</b>	13779	<b>Ukraine</b>	8911	<b>Germany</b>	6004
<b>Angola</b>	13512	<b>India</b>	8715	<b>Pakistan</b>	3461
<b>Italia</b>	11684	<b>Spain</b>	7650	<b>Total district</b>	<b>260.503</b>

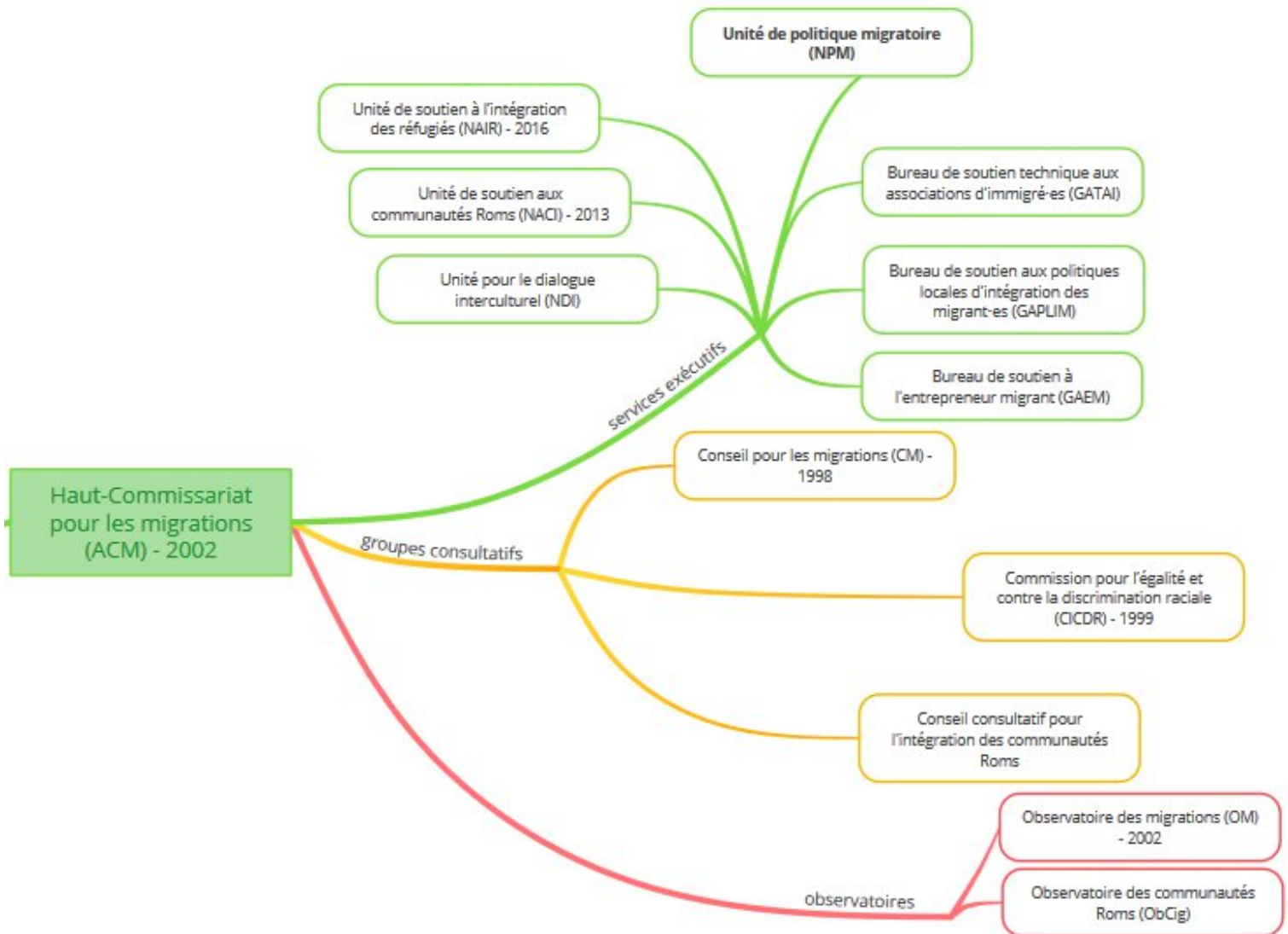
Source : Serviço de Estrangeiros e Fronteiras. Accessible sur : <https://sefstat.sef.pt/forms/distritos.aspx>

## Annex 2: Map of foreign population concentration by freguesia, 2011



Source : *Plano Municipal para a Integração de Imigrantes de Lisboa 2015-2017, Volume 2 Diagnostico da População imigrante residente em Lisboa*, Câmara Municipal de Lisboa, Lisboa, 2015.

## Annex 3: Diagram of the different ACM units



Made by : Bertille Paquet<sup>136</sup>

<sup>136</sup> Brochura ACM, ACM, Lisboa, 2018.



## Annex 4: Administrative division and competences of local authorities

### Territorial division of the Lisbon region :

Lisbon Metropolitan Area	18 municipalities and 2.812.678 inhabitants (2016)
Lisbon District	16 municipalities
<b>City of Lisbon</b>	<b>837.890 inhabitants (2020)</b>
Boroughs	24 boroughs (Ajuda, Alcântara, Alvalade, Areeiro, Arroios, Avenidas Novas, Beato, Belém, Benfica, Campo de Ourique, Campolide, Carnide, Estrela, Lumiar, Marvila, Misericórdia, Olivais, Parque das Nações, Penha da França, Santa Clara, Santa Maria Maior, Santo António, São Domingos de Benfica, São Vicente)

### The competences of local authorities

Law n°75/2013, on the legal regime of local authorities, enshrines the gradual disappearance of the district (there is no longer a governor since 2011) in favour of a strengthening of the competences of the municipality, but also of the freguesias (metropolitan area to a lesser extent).<sup>137</sup>

### Table of competences of municipalities and freguesias resulting from Law n°75/2013<sup>138</sup>

Competences	Municipalities	Freguesias
Urban and rural facilities	X	X
Energy	X	
Transport and communications	X	
Education	X	X
Culture	X	X
Heritage et science	X	
Leisure activities and sport	X	X
Health	X	X (only primary health care)
Social work	X	X
Housing	X	
Protection civile	X	X

<sup>137</sup> Lei n.º 75/2013, *Regime jurídico das autarquias locais*, Procuradoria-Geral Distrital Lisboa. Accessible sur : [http://www.pgdlisboa.pt/leis/lei\\_mostra\\_articulado.php?nid=1990&tabela=leis](http://www.pgdlisboa.pt/leis/lei_mostra_articulado.php?nid=1990&tabela=leis)

<sup>138</sup> DA SILVA COSTA José. Atribuições e Competências dos Governos Subnacionais. As atribuições e competências das regiões administrativas, Faculdade de economia da Universidade de Porto, Porto, Janvier 2019.

Environment and sanitation	X	X
Territorial and rural planning	X	
Urban and rural planning		X
Municipale police	X	
External cooperation	X	
Community protection		X
Public supply		X
Investment planning, management and implementation		X (cases provided for by law)

**The metropolitan area** has competences to coordinate intermunicipal actions: Participate in the preparation of public investment plans and programmes in the metropolitan area, promote the planning and management of the economic, social and environmental development strategy of the territory concerned, Articulate municipal investments of a metropolitan nature, Participate in the management of regional development support programmes, especially in the National Strategic Reference Framework (QREN), Participate, in accordance with the law, in the definition of metropolitan service and equipment networks, Participate in public entities of metropolitan scope, in the field of transport, water, energy and solid waste treatment, Plan the actions of public entities of metropolitan nature.

**Law no. 50/2018<sup>139</sup>** strengthens the competences of the municipality in the following areas: education, social action, health, civil protection, culture, heritage, housing, port areas and urban areas of tourism and economic development not related to port activity, beaches (sea, river, lake), management of forests and protected areas, transport and communication routes, structures of services to the citizen, community policing, protection of animal health, food safety, fire safety, public parking, lottery games.

With regard to the freguesias, Law no. 50/2018 stipulates that the competences assigned in 2013 become their own competences (thus providing for inter-administrative contracts for competences shared with the municipality), as well as the acquisition of competences regarding citizen spaces and citizen houses.

Finally, Law 50/2018 assigns new inter-municipal articulation competences to metropolitan areas: education, education and vocational training, social action, health, civil protection, justice, promotion of tourism, participation in the management of ports of regional scope, management of projects financed by European funds, management of investment fundraising programmes.

<sup>139</sup> *Domínios da descentralização de competências prevista na Lei n.º 50/2018*, Commission de Coordination et Développement regional de l'Alentejo, 12/11/2018.

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