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[www.icmpd.org/MC2CM](http://www.icmpd.org/MC2CM)

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MEDITERRANEAN CITY-TO-CITY MIGRATION

## CITY MIGRATION PROFILE LISBON

EXECUTIVE SUMMARY



This document is a synthesis of the City of Lisbon Profile and Priority Paper drafted in the framework of the Mediterranean City -to -City Migration Project (MC2CM). The project aims at contributing to improved migration governance at city level in a network of cities in Europe and the Southern Mediterranean region. More information is available at [www.icmpd.org/MC2CM](http://www.icmpd.org/MC2CM).

GENERAL OVERVIEW (2011)	
<b>Political and administrative context</b>	The city of Lisbon is the capital of the Republic of Portugal. It forms part of the Lisbon Metropolitan Area and comprises of 24 boroughs
<b>Population</b>	542 917
<b>Share in national population</b>	5% (27% for Lisbon Metropolitan Area )
<b>Foreign residents</b>	50 000
<b>Foreigners as a proportion of the city population</b>	10% (22% for Lisbon Metropolitan Area)

## MIGRATION PATTERNS

Lisbon is one of the municipalities with the largest number of foreign nationals in Portugal. While foreigners represented 4% of Portugal's population in 2011, this proportion was more than double for Lisbon (10%), and more than five times higher for the Lisbon Metropolitan Area (22%). A look at the spatial distribution of these migrant populations indicates a greater presence in the capital's outskirts and city centre.

Decolonisation, economic crises and also its accession to the European Union, have had a fundamental impact on the net migration and demography of Portugal. From being a country predominantly of emigration (more pronounced from the 1960s to the 1980s), Portugal became in the 1990s and 2000s a country of destination for immigrants. More recently, the financial and economic crisis has led to a new spike in emigration from the country and decrease in net migration. Over the past few years, Lisbon's increase in foreign population has run counter to an overall trend of population decline across the metropolitan area and country as a whole.

## MIGRANT POPULATION

The main countries of origin of the foreign population in Lisbon are Brazil, Cape Verde, China and Angola. However, resident permits requests over the last decade show a rising prominence of share of Indian immigrants in the capital. In contrast to other countries, Portugal has relatively low number of refugees residing in its territory. Between 2008 and 2014 it received on average around 250 asylum seekers per year, mostly from Syria, and Ukraine (after 2013). In light of the European response to the refugee situation as of 2015, Portugal has committed to relocating 4 574 refugees, 10% of whom are due to settle in Lisbon.

While there has been a global decline of male immigrants in the period 2008 – 2015 in the Lisbon Metropolitan Area, in the city of Lisbon, men still represent a little over half of foreign nationals (52%). There is a higher rate of young adults among foreign nationals than in the local population.

The level of education of foreign nationals in the metropolitan area is higher than that of the Portuguese, although this varies according to nationality. Unemployment rates also vary according to nationality, with foreign nationals from the European Union unemployed at rates lower and comparable to those of Portuguese (6%), while other migrant groups have higher unemployment rates, reaching as high as 18% for nationals from Portuguese-speaking African countries.

### LOCAL MIGRATION POLICY

The local dimension of migration policy came to the fore in Lisbon in the early 1990s. The Lisbon Strategic Plan in 1992 was the first reference to “social” integration of the immigrant population made in political and strategic orientation documents of the city. The Municipal Council of Immigrant Communities and Ethnic Minorities (CMCIME) was created soon thereafter, resuming its activity in 2009 with a new regulation and designation as Municipal Council for Interculturality (CMIC).

In 2006, the Social Network of Lisbon was constituted with 111 adherent entities, among which were the Lisbon Municipal Council, public sector entities or organisations, Private Social Solidarity Institutions (IPSS), town councils, non-governmental organisations and other associations and foundations operating in Lisbon. The Network has since grown to include over 1000 entities and half a dozen migrant associations and has been given responsibility for drafting the Social Development Plan of the City of Lisbon.

The most recent instrument of municipal migration policy is the recently-adopted Municipal Plan Integration of Portuguese Immigrants (2015–2017). It was adopted in the framework of the Strategic Plan for Migration of the High Commission for Migration (ACM).

Consultation with local stakeholders in September 2016 and March 2017 in the framework of the MC2CM project, led to the identification of 6 priorities for integration policies in the city:

#### 1. Regularisation and legal issues

2. Employment
3. Access to housing
4. Portuguese language learning and education
5. Access to health care
6. Sustainability of civil society organisations

### MAINSTREAMING MIGRATION

Migrant integration is mainstreamed across all sectors in the city of Lisbon. The establishment of the Municipal Council of Immigrant Communities and Ethnic Minorities in 1993 was an important milestone for the development of this cross-sectoral dynamic. The 2002 city strategy entitled “Lisbon, 2012 - A Strategic Vision” established diversity as one of the urban development priorities to be implemented in the capital. This approach has been followed up by the city’ 2010 – 2014 Strategic Charter where immigration and diversity are cited as potentials for the “development and socio-cultural cohesion” of the city.

Migration governance stakeholders at local level	
Municipal Council	Executive body of the Municipality, responsible for promoting and safekeeping the resident population, in articulation with the boroughs, namely in matters of: rural and urban equipment and facilities; energy; transport and communications; education, teaching and professional 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; and external cooperation
Borough council	Executive body of the Borough, responsible for promoting and safekeeping its interests and that of its residents, in articulation with the municipal authorities, namely in matters of: rural and urban equipment and facilities; public utilities; education; culture, leisure activities and sports; primary healthcare; social action; civil protection; environment, public health and hygiene; development; land use and urban planning; protection of the community. The borough's duties also cover areas such as planning, managing and carrying out local investment

Organisations active in the areas of migration and integration in the city	
OIM (International Organisation for Migration)	Assists and works together with the Portuguese Government in migration management in the fields of assisted voluntary return (Projecto ArVore) and reintegration, counter -trafficking, migration and development, labour migration and integration

CPR – Portuguese Council for Refugees	Receives and integrates refugees, promotes human and sustainable asylum policies, raises awareness on this question and general human rights among the Portuguese population. It is the operational partner for the UNHCR in Portugal. CPR holds a key role in asylum and refugee matters, namely in the direct support provided to those seeking international protection and in managing equipment and facilities (Refugee Reception Centre; Refugee Children Centre)
Immigrant Solidarity – Association for the Defence of Immigrants' Rights (Solidariedade Imigrante)	Promotes the defence of immigrants' rights
Médecins du monde (Médicos do Mundo)	Provides health care to most vulnerable populations, including migrants
Islamic Community of Lisbon (Comunidade Islâmica de Lisboa)	Promotes Islamic faith, inter -faith dialogue and philanthropic activities
SOS Racism (Associação SOS Racismo)	Promotes fight against racism, xenophobia and racial/ethnic discrimination, and promotes interculturality
Lisbon Diocesan Secretariat for the Roma National Pastoral	Promotes social integration of Roma communities

Other relevant non -state actors include; Associação Lusofonia Cultura e Cidadania; Associação ComuniDária; Culturface - Associação Cultural para o Desenvolvimento; Associação dos Ucranianos em Portugal; Associação Guineense de Solidariedade Social; Casa de Moçambique; Casa do Brasil de Lisboa; Clube Intercultural Europeu; Obra Católica Portuguesa de Migrações; Obra Social das Irmãs Oblatas do Santíssimo Redentor; Associação Habita - Colectivo pelo Direito à Habitação e à Cidade; Non -Resident Nepali Association Portugal

## INSTITUTIONAL FRAMEWORK

Despite the great implication at the municipal level, immigration legislation is created by the Assembly of the Republic (national parliament) and implemented by the central government. The Ministry of Internal Affairs (SEF), the Directorate - General for Consular Affairs and Portuguese Communities (DGACCP / Ministry of Foreign Affairs) and the Institute for Employment and Vocational Training are responsible for the regulation of entry and stay.

Since 2007, the High Commission for Migration (ACM) is the chief body responsible for the implementation of the central policies on the reception and integration of immigrants (and emigrants since 2015). ACM answers exclusively to the central government, and may establish partnerships with local government bodies.

### Coordination and cooperation at city level

There are various mechanisms for institutional cooperation that mediate between local authorities, state bodies, private commercial organisations, non-profit organisations and NGOs. The city's social networks (Lisbon Social Network and Borough Social Committees) are examples of regular and ongoing cooperation at the local level, with important responsibilities for the promotion of social integration for more vulnerable citizens.

The Municipal Council for Interculturality (CMIC) and Municipal Plan for the Integration of Immigrants in Lisbon (PMIIL) 2015 – 2017 have established in their operations, co-operative programmes between local associations and the council in the areas of planning and governance on the issue of migrant integration, interculturality and inter-faith dialogue.

The Lisbon Municipal Council has also established cooperative and support mechanisms in the field of management of culture and diversity support. Actions include activities aimed at the promotion and celebration of diversity in the city.

### Coordination and cooperation with regional and national levels

The cooperation between Lisbon Municipal Council and national authorities in relation to the matter of immigrant integration is grounded on its articulation with

the High Commission for Migration (ACM), through the national and local “one stop shops”.

Besides these, there are several projects organised by the ACM with Lisbon Municipal Council as a partner. In 2016, in the process of creating a Working Group for the European Agenda on Migration in order to enforce its implementation in Portugal, the Lisbon Municipal Council laid out a Municipal Plan for the Reception of Refugees in the city. ACM coordinates the involvement of public institutions (both central and local), international and civil society organisations in this working group. The Office for Support to Refugee Integration (GAIR), created in 2016, is an ACM Office that aims to articulate the responsibilities of ACM and other institutions that receive and accommodate refugees.

## INTERNATIONAL COOPERATION

The City of Lisbon engages in several national and international migration-related networks. Among these are Eurocities and initiatives of the Council of Europe, including the national and international intercultural cities networks. Lisbon also cooperates with UNHCR.

## PUBLIC PERCEPTION OF MIGRATION AND INTEGRATION

While the general population's perception on policies of integration or inclusion are a largely unexplored topic in Portugal, some existing resources help shed light on the public perception of migration among the population.

According to European Social Survey of 2015, Portugal is the country in the European Union where the public perception of immigration has improved the most. This regards new arrivals from different ethnic groups, economic benefits of immigration and cultural enrichment through immigration.

Notwithstanding, research shows that, in the Lisbon Metropolitan Area, some specific groups are subject to social stigma and negative perceptions.

These include African immigrants or Portuguese of African origin, especially young males, often associated with antisocial or deviant behaviours; Portuguese citizens of Roma ethnicity whose age-old reputation as “violent, wild, thieves, dirty” is deeply ingrained and still prevalent; and Brazilian women, the target of the stereotype for being “exotic and easy”, to which is usually added the association with “prostitution”.

The reinforced commitment of the municipal council and the Lisbon Plan for the Integration of Immigrants provides a welcome starting point for addressing these preconceived notions of migration in view of a long-term holistic approach to combatting negative perceptions and exclusion of migrants in the city.

CML: Municipal City of Lisbon

	Education and vocational training	Employment and entrepreneurship	Social affairs	Protection against discrimination	Housing	Political participation and inclusion in local decision-making processes
<b>CML competence</b>	Partially	Partially	Yes	No	Yes	Partially
<b>Implementation instrument</b>	Article 19 <sup>o</sup> of the Law n. 75/2013, establishes the decentralisation of competences to the municipalities and boroughs	<ul style="list-style-type: none"> <li>Municipal Plan for Social Economy and Promotion of Employability (PMESPE)</li> <li>Programme of Local Government</li> </ul>	<ul style="list-style-type: none"> <li>Department for Social Rights (Division of Social Intervention)</li> <li>Social Development Plan (PDS)</li> <li>Action Plan of Social Rights</li> <li>Municipal Plan for the Integration of Immigrants (PMIIL)</li> </ul>	<ul style="list-style-type: none"> <li>Action Plan of Social Rights</li> <li>Municipal Plan for the Integration of Immigrants (PMIIL)</li> <li>Municipal Plan for Prevention and Fight against Domestic and Gender based Violence (PMPCVDG)</li> </ul>	<ul style="list-style-type: none"> <li>Gebalis (municipal company)</li> <li>Local Programme of Housing</li> <li>Local Programme for Reception of Refugees (PMAR-LX), in cooperation with UNHCR</li> </ul>	<ul style="list-style-type: none"> <li>Municipal Council for Interculturality (CMIC)</li> <li>Municipal Forum for Interculturality (FMINT)</li> <li>Participatory Budget Neighbourhood community groups (Informal Partnerships) Programme BIP/ZIP</li> <li>Municipal Plan for the Integration of Immigrants (PMIIL)</li> </ul>
<b>CML policies and projects relevant to migrants' integration</b>	Social services (transportation, cafeterias, leisure/cultural activities) and direct or indirect economic subsidies	<p>Support to entrepreneurship and implementation of employability and social economy projects such as:</p> <p>Network for Employability in Lisbon (Redemprega Lisboa); Programme for Youth Entrepreneurship; Programme for micro-entrepreneurs (Lisboa Empreende); Startup Lisbon's network; Network of Incubators; Diversity in the economy and Local Integration (DELI European Project) and Social Incubator at Lisbon House for Social Rights (Casa dos Direitos Sociais)</p>	Measures to promote the right of immigrants, refugees and minorities, and Intercultural relations, such as: Hosting in every one-stop shop of the Municipality of a Local Centre to Support the Integration of Immigrants, ran by ACM; Lisbon's Immigrant Roadmap; Festival "Todos" celebrating diversity and intercultural relations; Lisbon Charter of Rights and Responsibilities; Creation of a network of 24 community mediators who intervene in all areas of PMIIL	Awareness-raising campaigns: Programme "Somos" (We are) with outdoors activities in the city; Citizenship and Human Rights education sessions with schools, NGOs, and municipal departments; gender mainstreaming in all actions of the Social Rights municipal department; recognition of immigrants and cultural minorities as vulnerable group in the PMPCVDG; Awareness programmes to foster gender equality among immigrant associations	Manages the social housing stock of the city, as well as other municipal dwellings including renting social housing to vulnerable population, providing temporary housing for refugees, promoting access to affordable housing targeting middle-class families through rent subsidies programmes	<p>Participation of citizens in various democratic spaces.</p> <ul style="list-style-type: none"> <li>CMIC, Lisbon consultative body constituted of immigrant associations and associations working with immigrants and minorities that convene monthly, to debate policies and initiatives</li> <li>FMINT provides a space for dialogue on issues relevant to immigrants, cultural and religious communities. It has met three times since 2009.</li> <li>The PMIIL is an example of co-production of a strategic instrument with the participation of associations</li> <li>Programme BIP/ZIP, public tender that funds initiatives decided by the consortium of local actors in vulnerable areas of the city</li> </ul>
<b>Migrants' access</b>	Municipal intervention in the field of education targets the whole population or specifically families living in poverty	Most of the services/projects adopt a mainstreaming approach, except for DELI project which focuses on immigrant entrepreneurs. Irregular immigrants are excluded/ omitted from public programmes and access to labour and social rights	<p>The recent strategic orientation documents and political programmes of the municipality advocate an intercultural approach</p> <ul style="list-style-type: none"> <li>Most policies target all immigrants and/or minorities living in Lisbon</li> <li>The PMIIL (due to its participatory process) reflects many of the immigrants' and minorities' concerns and priorities</li> </ul>	Awareness-raising initiatives on discrimination, Human Rights, gender inequality and gender-based violence target the general population and specific groups (immigrants' associations, Roma communities, refugees)	Social housing is attributed on account of socioeconomic vulnerability. However, due to income stratification criteria, recent rental programmes prevent access to most vulnerable population	Open to all citizens or organisations active in the city
<b>Comments</b>	CML does not implement programmes aimed at improving the educational success of immigrants and minorities. ACM implements the Schools Programme in several neighbourhoods with high share of immigrants and Roma communities, many of which are located in Lisbon and Metropolitan Areas	Major economic policies are under central administration, as are the Employment Centres	More projects are planned for a near future or recently underway (e.g.: Promotion of language courses and the education of immigrants and Creation of a "Casa de África", as a cultural space for African communities of Lisbon)	Competence in this area belongs to Commission for Equality and Against Racial Discrimination. At municipal level, emphasis is placed on awareness-raising and dissemination information, rather than sanctioning of discriminatory practices	Many social housing estates in some city areas have an overrepresentation of immigrants, contributing to stigmatisation cycles of people and places	Many political instruments that voice the interests and concerns of immigrants and minorities are consultative. Besides EU nationals, selected nationals may vote and run for local elections, after a period of legal stay of 2 – 3 years. 40% of the immigrant population resident in 2011 do not have the right to vote

## MIGRANTS' ENJOYMENT OF HUMAN RIGHTS AND ACCESS TO SERVICES