

Evaluation of the National Immigrant Support Services in Portugal (ACIDI)¹

National Immigrant Support Centres (CNAI)
Local Immigrant Integration Support Centres (CLAII)
CNAI Teams in the Field
SOS Immigrant Telephone Line
Telephone Translation Service



IOM International Organization for Migration
OIM Organização Internacional para as Migrações

¹ Services promoted by ACIDI, The Portuguese High Commission for Immigration and Intercultural Dialogue.

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I. Introduction

This publication results from a one-year comprehensive evaluation study of ACIDI's (High Commission for Immigration and Intercultural Dialogue)² support services for immigrants, developed by the International Organization for Migration – mission in Portugal – between May 2007 and May 2008, which final report was published in Portuguese in October 2008.

As migrant integration has been increasingly present in the national and European political agenda, ACIDI – the public agency responsible for integration in Portugal – has been creating and developing a number of initiatives in this field, in partnership with other governmental and non-governmental organizations. The National Immigrant Support Centres (CNAI)³, which have been the main focus of this study's analysis, represent a particularly significant example, since they illustrate the One-Stop-Shop model for immigrants in Portugal, which comes as a recommendation from the European Union. In fact, action 6 of the Common Agenda for Integration declares that *“access for immigrants to institutions, as well as to public and private goods and services, on a basis equal to national citizens and in a non-discriminatory way is a critical foundation for better integration”*. Under this action, the 'One-Stop-Shop' model is mentioned in the guideline that refers to *“strengthening the capacity of public and private service providers to interact with third-country nationals via intercultural interpretation and translation, mentoring, intermediary services by immigrant communities, ‘one-stop-shop’ information points”* (COM 2005 389).

Political recommendations at national level pursue the same principles, as can be seen in the Portuguese Plan for Immigrant Integration, resulting from a Council of Ministers Resolution of May 2007, where the intention to develop a transversal political programme involving concerted efforts is established, *“either from a sector based perspective, namely in areas of work, social security, housing, health, education and justice or from a transverse perspective, touching upon questions of racism and discrimination, gender equality and citizenship”* (CMR n.º 67-A/2007, May 3rd). Moreover, the national plan specifically refers to the consolidation of the National Immigrant Support Centres – as examples of a transversal joint intervention – and the consolidation and enlargement of the Network of Local

² In Portuguese, *Alto Comissariado para a Imigração e Diálogo Intercultural* (ACIDI).

³ In Portuguese, *Centros Nacionais de Apoio ao Imigrante* (CNAI).

Immigrant Support Centres, where the promotion of regular internal and external evaluations plays a fundamental role.

Following these political developments and the services created or improved to achieve the established goals, the Decree-Law n.º 167/2007, which approves ACIDI's new organic law as a Public Institute, defines, among others, the following assignment: *"to guarantee the effective functioning of immigrant support centres at national, regional and local levels, aiming at promoting an integrated answer of a set of public services adjusted to migrants' reception and integration needs, namely through partnerships with governmental and non-governmental organizations (governmental agencies that operate in the field, local power institutions, immigrant associations or others)"* (DL n.º 167/2007).



After a first evaluation study of the National Immigrant Support Centres (CNAI) developed and published by IOM in 2006, the second evaluation stage (2007-2008) aimed at monitoring the progress of CNAI's performance, deepen the analysis of migrants' degree of satisfaction with the services and extend the research to other sources, such as immigrant associations and representatives of governmental agencies, in order to gather all the perspectives of the different actors involved in these initiatives. In addition, the study was enlarged to other support services that integrate ACIDI's activities and were not object of analysis in the previous study, namely the Local Immigrant Integration Support Centres⁴, CNAI Teams in the Field, SOS Immigrant Telephone Line and Telephone Translation Service.

The following chapters consist of a summarized and adjusted version of the Portuguese report, including notes on the methodology used in the study and the main results related to each analysed support service.

⁴ In Portuguese, *Centros Locais de Apoio à Integração de Imigrantes* (CLAII).

II. Methodology

1. National Immigrant Support Centres (CNAI)

For the assessment of the National Immigrant Support Centres of Lisbon and Porto three main parameters were taken into consideration: 1) the public agencies and civil society's perspective, 2) that of the CNAI as an organization and of those who work there – socio-cultural mediators and public services' providers – and 3) the perspective of the immigrant users. For the first parameter a series of interviews were conducted with immigrant associations (nine in Lisbon and two in Porto) and public agencies representatives (all of those making part of the partnership that sustains the CNAI). For the second one, a survey was applied to all workers at Lisbon and Porto CNAI and, for the assessment of the users' perspective, 600 surveys were conducted in Lisbon CNAI and 100 in Porto (following a rigorous calculation of the proportion in monthly number of users). For the latest parameter, the sample calculation was based on three elements – age, sex and nationality – taking into account the universe of CNAI users during the first semester of 2007, in order to make it as representative as possible. Still on the issue of the users' survey, the application system was designed in a way to minimize deviations. For this, surveys were applied during a period of six months at Lisbon CNAI (from September 2007 to March 2008) and two months in Porto (January and February 2008), ensuring its distribution in different days of the week and different hours of the day.

As regards the comparative approach with the study implemented in 2006 by IOM, some considerations must be highlighted. The satisfaction indexes were calculated with basis on weighted values applied to different indicators and dimensions, according to their relevance for the main goals of the study. However, since a few new indicators were added in this second evaluation due to their importance for the more detailed and exhaustive component introduced this time (namely staff competence regarding front-line service, and contribution to reception and integration, as well as future use and recommendation of services as regards effects), the comparison might suffer a few deviations, which were made less significant precisely by the weighted analysis. Finally, it is important to mention the fact that the original version of this report – in Portuguese – presents much more detailed outputs, mainly through a detailed analysis of each support office inside each CNAI. The complaint book both at Lisbon and Porto CNAI was an interesting complementary source of information. Obviously guaranteeing data confidentiality,

some of the main outputs of the survey could be confirmed by the analysis of this book, as well as migrants generally recognized difficulties with services' bureaucracy and complex procedures.

2. Local Immigrant Integration Support Centres (CLAII)

Contrary to the CNAIs, the CLAIIs were for the first time externally evaluated with this study, since they were not part of the 2006 evaluation object. The local centres are single and not integrated structures as the national centres, therefore mainly providing information and orientation towards other service providers and complementing the CNAIs' work, also through the promotion of intercultural activities, aiming at facilitating integration (see section 2).

Two parameters were considered here: on the one hand the functioning of the CLAII network, measured through the analysis of established partnerships, implemented activities and levels of articulation and, on the other hand, migrant users' satisfaction with the services – where answers were weighted just as for the CNAIs, according to their relevance for the study, conferring less weight to those questions a priori originating more subjective answers (e.g.: the indicator related to 'answers obtained', since the non-existence of appropriate answers might result more from deficient juridical frameworks than from the inaction of CNAI or CLAII's service providers).

For the analysis of the first reported parameter, interviews were conducted with CLAII mediators and responsible actors of the institutions where those CLAIIs were implemented. The e-plaform 'CLAII Community' was another importance resource in this study, namely for the gathering of relevant informative material and news concerning CLAIIs' events and activities. Finally, the participation at the annual CLAII meeting held in October 2007 was also a privileged observation moment.

Immigrants' satisfaction – the second parameter – was measured through a survey applied to a total of 193 users of 10 different CLAIIs. The sample selection also followed a rigorous methodology. The high number of current CLAIIs in the country (already more than 70 at the moment of the study) did not allow for the evaluation of the totality of these centres. Since front-line service was one of the study's main targets, those which received less than 20 monthly visits were excluded from the beginning, which reduced the sample to 25 CLAIIs. These were then divided into five different groups of five centres each, according to geographical distribution,

trying to adjust the groups' disaggregation to the country's regional structure. Inside each group two CLAIs were finally randomly selected, though an attempt was made to include both municipalities and civil societies' organizations in equal terms. The final sample included the following CLAIs:

- Group 1: Braga (Civil Society)
Amarante (Civil Society)
- Group 2: Leiria (Civil Society)
Loures (Municipality)
- Group 3: Lisbon – Jesuit Refugee Service (Civil Society)
Vila Franca de Xira – Vialonga (Municipality)
- Group 4: Moita (Municipality)
Oeiras – Paço de Arcos (Municipality)
- Group 5: Sines (Civil Society)
Silves (Municipality)

As the goal of this study was not individual evaluations, results are presented for the set of the ten selected CLAIs, taking into consideration both the entities' perspective and the immigrants' opinion. Limitations concerning the CLAI network assessment are linked to the impracticality of developing an impact evaluation, namely as regards migrants' integration at local level. A study of such dimension would imply the considerations of all local actors that intervene in this field, as well as an exhaustive collection of measurable integration indicators and crosscut analysis with other indicators regarding the CLAIs' intervention.

3. CNAI Teams in the Field

This evaluation was based on a qualitative methodology, as it was considered more adjusted to the type of service represented here. Taking into consideration the list of visits to the field these teams undertook in the first semester of 2007, all those entities who required the service were contacted and interviews were conducted with their representatives (Centro Comunitário de Carcavelos; Associação Espaço Jovem; Associação dos Imigrantes Adventistas; ATL/ Casa Grande da Galiza; Centro Social Paroquial Padre Ricardo Gameiro – Projecto AGIR; Escola Pedro D´Orey da Cunha – Projecto ESCOLA MAIS), in order to analyse their perspective as regards this service – functioning, organization of the visits, articulation, needs identification, strengths and weaknesses of the service, as well as suggestions for its improvement.

In addition to the interviews, IOM's evaluation team participated in some of the CNAI teams' visits to the field, not only to observe their dynamics but also to collect information near the immigrant users, namely their opinion as concerns the importance of these sessions. The viewpoint of socio-cultural mediators who are part of these teams was also collected in these moments, and represented important sources of information. IOM thus participated in three visits to the field (Centro Comunitário de Carcavelos; ATL/ Casa Grande da Galiza; Escola Professor Agostinho da Silva – Casal de Cambra).

4. SOS Immigrant Telephone Line

The fact that this is a particular service in a telephonic format limited IOM's access to users, to whom confidentiality is guaranteed by the operators. The evaluation of the SOS Immigrant Telephone Line was therefore based on two different methodologies.

The first one consisted of the inclusion of a set of questions related to this service in the survey applied to CNAI users, for those who declared to have already used the line. Among the 700 surveyed immigrants, 76 were able to answer these questions. The analysed indicators were weighted according to their relevance and a final satisfaction index was constructed based on these 76 answers.

In order to complement the results, a client mystery analysis was requested to a private company specialized in consultancy and market studies based on the client mystery methodology ⁵ – Qualidade 21 – which was responsible for the 26 phone calls made by its analysts, many of them immigrant themselves or with immigrant background.

⁵ Client Mystery is a methodology to measure customer satisfaction, checking the impact and quality of the services. In this case, a group of analysts (including Portuguese, immigrants and Portuguese with immigrant background) simulated the need for information and acted as clients of the SOS Immigrant Telephone Line, having a list of indicators to classify according to a satisfaction scale (similar to that used in the questionnaire).

5. Telephone Translation Service

Finally, the telephone translation service was also externally evaluated for the first time, since its creation in July 2006. One of the main elements that distinguishes it from the other services is, to begin with, its more recent nature.

Though also operating in a telephonic format it benefits from an advantage when compared with the SOS Immigrant Telephone Line as concerns constraints to the evaluation methods. In fact, having organizations as clients instead of migrants allowed IOM to more easily contact the users. Hence during this service's evaluation planning, the coordination offered us a list of client entities, who were then contacted by IOM through email, fax and telephone and asked to fill in a questionnaire. Out of the 83 identified users, only 68 were successfully contacted and out of these, 29 answered questionnaires were received by IOM. Among the other 39, 2 refused to answer, 19 did not return the questionnaire even after insistence and 18 were related to organizations where the person who used the service no longer worked for the organization. The obtained answers are distributed between different sectors as shown bellow:

- ▶ Local Immigrant Integration Support Centres – CLAI (7)
- ▶ Police (6)
- ▶ Health (6)
- ▶ Social Security (1)
- ▶ Local Administration (2)
- ▶ Judicial entities (1)
- ▶ International Organizations (1)
- ▶ NGOs (1)
- ▶ Social Support entities of religious background (3)
- ▶ Private (1)

This service's specific features were taken into consideration when calculating overall satisfaction indexes, namely the fact that its assessment is not based on answers provided by immigrants themselves but by other service providers, which makes the analysis of this service contribution to migrants' lives only possible in indirect terms.



Finally, main conclusions and recommendations are presented in the last section of this report. Before moving on to the different sections, it is important to mention the diverse and dynamic nature of the analysed services, on the one hand, and of the migration context and political orientations in Portugal, on the other. These aspects generate a continuous need of reorganization of these structures in face of internal and external conditionings. A one-year evaluation study like this one is thus also forced to adapt its instruments for data gathering to the readaptations which are simultaneously being implemented by the services, resulting in a process leading in two directions: on the one hand, the presentation of these results intends to orientate action and enhance immigrant support services. On the other hand, since these actions are dependant on a number of other conditioning situations, the study itself had to be also reoriented in certain moments.

1. National Immigrant Support Centres

The implementation and functioning of the National Immigrant Support Centres (CNAI) set in Lisbon and Porto – the two main cities in Portugal – created in 2004, result from a partnership between the High Commission for Immigration and Intercultural Dialogue (ACIDI), other public agencies which work is directly or indirectly linked to the field of migration and immigrant associations or other non governmental organizations. As concerns the latest in particular, their intervention is supported by a special protocol with ACIDI that agrees on the work of the socio-cultural mediators at the CNAI.

Hand in hand with the obstacles to integration commonly identified by the majority of Member States in the *Common Agenda for Integration* (COM 2005 389),⁶ the National Immigrant Support Centres in Portugal try to overcome these obstacles. Created for the promotion of integrated answers to the main needs and difficulties faced by the immigrant population, by converging in the same place a set of different services and facilitating the relationship between immigrants and public administration offices, mainly through the work of socio-cultural mediators, the CNAI aims at promoting reception and providing information under better conditions of quality, celerity, effortlessness and comfort. Being this the second evaluation study of these services carried out by IOM, the results will be presented with a comparative perspective whenever possible, in order to analyse their progress within the last year.

⁶ **Obstacles most commonly cited at European level** (COM 2005 389) (similar to those identified in Portugal, which were on the basis of the creation of the One-Stop-Shop model):

1. The range of institutions involved in the integration process;
2. The lack of co-operation in the field of admission policies and integration between government services and different integration stakeholders;
3. Dispersed locations of government services which immigrants have to deal with in order to maintain legal residence and to achieve integration;
4. The diversity of procedures among public services and the complex bureaucracy;
5. Communication difficulties as a result of cultural and linguistic diversity;
6. The lack of immigrant participation mechanisms in integration policy-making.

1.1 The Partnership: Public Administration and Civil Society

1.1.1. Governmental Agencies

Following a continuous adjustment of services to immigrant needs – without disregarding the institutions' capacities and limitations – the partnership with Public Administration agencies that supports the CNAI has suffered slight changes from the first evaluation period to the second. These changes can be translated into two main aspects: the integration of the Central Registry Office in Lisbon and Porto CNAI – through a protocol between ACIDI and the Institute of Registries and Notaries of the Ministry of Justice – and the cessation of the protocol with the Ministry of Health for the Porto CNAI. The public agencies that now integrate the partnership and provide services at the CNAI are:

[Table 1] Public agencies providing services at Lisbon and Porto CNAI

Public Agencies
Foreigners and Borders Service
Social Security
Authority for Working Conditions
Central Registry Office
Ministry of Education *
Ministry of Health *

* Only at Lisbon CNAI.

As concerns the Central Registry Office, its services are necessary for citizenship processes, and the fact that its office at the Lisbon CNAI is receiving a high percentage of the total requests for Portuguese citizenship (48,4% at the moment of the interview) provides evidence of its success. On the other hand, the health office at Porto CNAI was closed due to insufficient number of users, which confirms the continuous need to better adjust services to the dynamic reality of migration. In this particular case, the interviewed representatives at northern regional directorate level highlight migrants' need for medical care more than health administration services. However, the health office at Lisbon CNAI – under the auspices of Lisbon Region Health Administration – is positively evaluated regarding the contribution to immigrant reinforced information about rights and duties, as health is one of the main sectors where lack of information and discrimination can be found.

Hand in hand with the most recent migration trends in Portugal, which have been characterized by a decrease of inflows, the number of CNAI users has diminished from 2006 to 2007 (see table 2)⁷. This might not only reflect the dynamic of migratory flows to Portugal but also an increase in service efficacy and procedures simplification, hence reducing the need for unnecessary repeated visits to these centres. The year 2006, which represents the highest number of visits, corresponds to changes in immigration and citizenship laws, which made many immigrants search for information and engage in new regularization and citizenship processes.

[Table 2] Number of users' visits to the CNAI (2004-2007)

	Lisbon CNAI	Porto CNAI
2004	223 797	24 372
2005	379 096	41 794
2006	297 483	97 781
2007	270 212	69 208

Source: CNAI statistics

Similar to what was observed in 2006, public agencies' representatives assess the CNAI as an advantageous model in a medium-term perspective at institutional level. Though some constraints are identified (see below), the advantages are significant and can be summarized as follows:

Main advantages of the CNAI for Governmental Agencies:

- ❖ The sorting office and the common IT system for all services allows for standard data capturing, document issuing, and communications among the various services, facilitating the work of each office;
- ❖ The possibility of asking for translation with the help of socio-cultural mediators;
- ❖ Privileged close contact between the various services – Public Agencies and ACIDI's support offices – promotes more effective responses to migrants' situations;
- ❖ Public Administration agencies working in partnership contributes to reducing institutional isolation.

Main constraints of the CNAI for Governmental Agencies:

- ❖ Shortage in public human resources;
- ❖ Insufficient knowledge of the CNAI in all its components by some public agents working at these centres;
- ❖ Lack of a more efficient channel for the circulation of information between agencies at directorate level, in what concerns new legal orientations or changes in procedures.

⁷ Though the statistics concerning 2008 were not included in this report, it is already possible to say that numbers continued to decrease over this year.

The need for other services

Other priority areas are identified both at governmental level and by immigrants themselves concerning services they would like to be able to access at the CNAI. Diploma's recognition is one of the main areas in this respect, since a support office in this area was already recommended in the previous evaluation, and it is still one of the most common difficulties felt by immigrants in Portugal. Support in labour conflict situations and in access to juridical protection – in addition to counselling, which is already offered at the CNAIs – also becomes evident as one of the most needed fields. Hand in hand with this, some socio-cultural mediators also highlight this as one of the most recurrent areas that bring immigrants to the CNAIs, and stress the need for training in this subject. In Porto, attention was drawn to the absence of the Ministry of Education – which was initially part of the partnership – by the interviewed immigrant associations. Though it does not come out as one of the main needs felt by the immigrant population (see table 3), it is recognized as a fundamental area of intervention for immigrant integration, for which ACIDI's role in supporting the investment in requalification or achievement of higher educational levels should be more effective.

In the immigrant perspective, and according to the results of the survey applied to immigrant users at the CNAIs, a service providing criminal records corresponds to the main need, since this document is required for visa renewal and citizenship processes, as is the case for finances.

[Table 3] Need for other services at the CNAI, as felt by users

	N	%
Criminal record	68	50.0
General information office and support to fill out documentation	20	14.7
Medical services	10	7.4
Diploma's recognition	6	4.4
Lawyers	6	4.4
Finances	4	2.9
<i>Other</i> ⁸	22	16.2
TOTAL ANSWERS *	136	100.0

Source: Survey conducted with Lisbon and Porto CNAI users (2007-2008), IOM.

* Some surveyed immigrants pointed out more than one service.

⁸ When specified, *other* mainly includes health care, document translation, Civil Protection and more effective social support.

1.1.2. ACIDI's Support Offices

Managed by socio-cultural mediators, these offices were directly created by ACIDI and do not depend on Public Administration agencies, operating in articulation with immigrant associations through the use of socio-cultural mediators and complementing those agencies' work. Like the Public Administration offices, ACIDI's offices are continuously adjusted to existing needs and migration dynamics. As an example, the housing support office at Lisbon CNAI was initially created with the objective of providing a stock of information on available houses. However, having proved to be of no added-value considering the already existing services in the housing market, adjustments were operated at the office, with the intention of creating a guide where rights and duties of both landlords and tenants were described, in order to better inform migrants and sensitize real estate agencies and, through them, the landlords themselves. In addition, the office made efforts to start focusing on providing orientations on legal procedures whenever necessary, taking into consideration migrants' discrimination experiences in this field.

The entrepreneurship support office – which, similarly to the housing office, was more recently created and did not yet operate during the first evaluation period (2006) – also had to be readapted facing the unsatisfactory results it achieved in the beginning. With mere 166 registered visits in 2007 (including telephone contacts), “formalities and legal issues, concerning financial support in particular” was the most recurrent motive for accessing this service. However, since the personnel involved in this office had no training in the financial field, support was mainly provided by orientation towards other institutions. The readjustment thus includes the intention of investing in specialized human resources and specific training, as “*incentive to migrant entrepreneurship*” is one of the defined measures of the Plan for Immigrant Integration (measure 13).

[Table 4] Support Offices at Lisbon and Porto CNAIs (May 2008)

ACIDI's OFFICES	
Pre-sorting *	
Reception and Sorting Office (GAT)	
Juridical Support (GAJI)	
Family Reunion Support (GARF)	
Employment Support (GAE)	UNIVA (unit for insertion in the labour market)
	Entrepreneurship Support *
Housing Support (GAH) *	
Social Support (GAS)	

* Only at Lisbon CNAI.

1.1.3. The Civil Society

1.1.3.1. Immigrant associations

Within the ambit of the partnership that structures the One-Stop-Shop model in Portugal – the National Immigrant Support Centres – immigrant associations or other civil society organizations that intervene with the migrant population have a fundamental role to play. Though these associations recognize ACIDI's openness to dialogue, they also state that this dialogue does not always overcome the conceptual level and associations' inputs are not always taken into consideration at an operational level, in terms of policy-making – even for those who are represented at the Advisory Committee for Immigration Affairs.⁹

Since the promotion of the involvement of immigrant organizations in reception and integration policies is one of ACIDI's principles, those associations that provide socio-cultural mediators to work at the CNAI through a protocol with ACIDI feel that they should have a more intervenient role at the CNAI, being called to participate in different kinds of decisions concerning these centres' activities and functioning.

An illustrative example that seems to gather consensus is the need for the reinforcement of the already existing but not particularly active cultural room at the CNAIs, promoting the involvement of different communities through the articulation with immigrant associations or other cultural organizations. This could also act as a mechanism of overcoming the criticism sometimes associated with the CNAI, which relates to the approach stating that migrants should use mainstream and not targeted services.

In this way, not only would these centres work on a more intercultural approach but this would also contribute to reinforce migrant participation in the centres' operational model. The fact that immigrants do not always demonstrate a clear knowledge either of the model functioning and its mission, or of all provided services, often associating them mainly with the Foreigners and Borders Office and therefore creating a certain level of distress in accessing services, could thus be minimized.

⁹ The Advisory Committee for Immigration Affairs was created in Portugal in 1998 in order to ensure consultation and dialogue with organisations that represent immigrants and ethnic minorities. The Council's competences include making statements regarding immigrant rights, participating in policy-making for the social integration of immigrants, improving living conditions and participating in the defence of immigrant rights.

Through these actions of interculturalism promotion, the CNAIs would be playing a more coherent role following the current political approach which established the Common Basic Principles on Integration. In fact, the first principle defines integration as “a two-way process of mutual accommodation by all immigrants and residents of Member States” (Niessen & Kate, 2007).¹⁰

1.1.3.2. Socio-cultural Mediators

Still on the issue of the relation between associations, mediators and CNAIs, both strengths and constraints must be emphasized, in order to recommend actions for the model’s improvement. In addition to providing specific services (see table 4), mediators are responsible for sorting and translation tasks. At the ‘Reception and Sorting’ offices, following an assessment of each enquiry, a digital file is open on each user, the user’s documentation is verified, and mediators then adequately route users within the CNAI structure by issuing users with service cards for the relevant service. These tasks are recognized as an important added-value both by the public agencies - since they contribute to improve the efficacy of the services – and by immigrant users (see section 1.2.2., graph 1).

¹⁰ **Common Basic Principles on Integration:**

1. Integration is a dynamic, two-way process of mutual accommodation by all immigrants and residents of Member States;
2. Integration implies respect for the basic values of the European Union by every resident;
3. Employment is a key part of the integration process and is central to the participation of immigrants, to the contributions immigrants make to the host society, and to making such contributions visible;
4. Basic knowledge of the host society’s language, history, and institutions is indispensable to integration, enabling immigrants to acquire this basic knowledge is essential to successful integration;
5. Efforts in education are essential in preparing immigrants, and particularly their descendants, to be more successful and more active participants in society;
6. Access for immigrants to institutions, as well as to public and private goods and services, on an equal basis to national citizens and in a non-discriminatory way is an indispensable foundation for better integration;
7. Frequent interaction between immigrants and citizens of the Member States is a fundamental prerequisite for integration;
8. The practice of diverse cultures and religions is guaranteed under the Charter of Fundamental Rights and must be safeguarded, unless practices conflict with other inviolable European rights or with national law;
9. The participation of immigrants in the democratic process and in the formulation of integration policies and measures, especially at the local and regional levels, is a key to effective integration;
10. Mainstreaming integration policies and measures in all relevant policy portfolios and levels of government and public services is an important consideration in public policy formation and implementation. The principle of engaging civil society is also endorsed;
11. Developing clear goals, indicators and evaluation mechanisms are necessary to adjust policy, evaluate progress on integration and to make the exchange of information more effective, so as to transfer good experience.

However, some associations reveal a certain level of dissatisfaction concerning the protocol's effects, in the sense that in certain cases it ends up serving mere administrative purposes. In fact, reality differs from association to association. While in some cases only those that have already a close relation with the associations are indicated as mediators for the CNAI, in other situations the process is inverse. In these cases, mediators are previously selected by the CNAI and then hired directly by the association only for this function, which means that no relationship is established between the mediator and the association. In these cases the principle that oriented the creation of the socio-cultural mediator's figure is subverted, since his or her connection with a specific community or with the associations' work and mission is lost. Other interviewed associations also state that it is sometimes difficult to link the work of the mediator in the associative sphere – where proximity and affective connection is guaranteed – to that operated at the CNAI, which is more seen as a public service. In addition, frequent delays in ACIDI's money transfer to the associations (which corresponds to the mediators income) is another aspect creating a certain level of dissatisfaction.

Finally, mediators themselves still reveal dissatisfaction concerning their career opportunities – as had already been observed in 2006 – and received training, for which the definition of the professional category of mediator is one of the main recommendations for the model's improvement.

1.2 The Immigrant Perspective: Satisfaction with the CNAIs

The main reason that brings users to the CNAIs is visa renewal, as it had already been the case in the 2006 evaluation. The search for citizenship services has increased with the introduction of the Central Registry office, and although the search for information on legalization has not augmented, the weight of irregular migrants as CNAI users has increased from 5% to 18% in Lisbon and 10% to 12% in Porto. Among ACIDI's offices (see table 4), juridical support is the most required one.

[Table 5] Main service requirements leading immigrants to visit the CNAIs*

	Lisbon CNAI		Porto CNAI	
	N	%	N	%
Visa renewal	428	46.8	91	37.9
Legalization	121	13.2	21	8.8
Citizenship	135	14.8	14	5.8
Information on health	9	1.0	5	2.1
Information on education	26	2.8	-	-
Need for juridical support	92	10.1	19	7.9
Need for social support	6	0.7	12	5.0
Support in finding a job	27	3.0	19	7.9
Support in creating own job	5	0.5	-	-
Housing support	6	0.7	-	-
Family reunion	42	4.6	22	9.2
<i>Other issues</i> ¹¹	17	1.8	37	15.4
TOTAL ANSWERS	914	100.0	240	100.0

Source: Survey conducted with Lisbon and Porto CNAI users (2007-2008), IOM.

* Multiple Response (surveyed immigrants pointed out more than one service).

In what concerns immigrants' main difficulties at the CNAIs, waiting times, opening hours, the complexity of procedures and time-consuming processes are the main highlighted aspects. When compared with the 2006 results, a few elements may be evidenced. Whereas waiting times have lost weight as one of the main difficulties, which might mean an improvement in relation to this aspect, opening hours are now seen as a more relevant obstacle in accessing services. The fact that CNAIs opening hours (8:30 am – 4:30 pm) correspond to immigrants working hours represents a constraint to the achievement of the One-Stop-Shop goal related to the promotion of better accessibility. In addition, the complexity and bureaucracy of procedures collects a high percentage of answers, which reinforces the need for intervention in *"simplifying bureaucracy in relations between immigrants and the State"* and *"simplifying formal requirements, thus transforming the State into immigrants' main ally towards integration"* (ACIME, 2005-2008), which has been claimed as one of ACIDI's goals.

¹¹ When specified, *other* mainly includes information for friends or relatives and information on specific social benefits by Social Security, in the case of Porto CNAI.

[Table 6] Main difficulties experienced by interviewees at the CNAIs*

	Lisbon CNAI			Porto CNAI		
	2007/2008		2006	2007/2008		2006
	N	%	%	N	%	%
Language understanding	36	4.6	3.0	3	1.1	5.9
Cultural differences	10	1.3	1.2	11	4.2	5.9
Relations with personnel	4	0.5	2.7	1	0.4	-
Opening hours	112	14.3	3.3	50	18.9	11.8
Waiting times	309	39.4	68.1	93	35.2	58.8
Lack of necessary services	12	1.5	1.8	7	2.7	-
Distance to residence or workplace	121	15.4	16.9	7	2.7	17.6
CNAI's complex operational features	15	1.9	3.0	31	11.7	-
Bureaucratic and complex procedures **	166	21.1		61	23.1	
TOTAL ANSWERS	785	100.0	332	264	100.0	17

Source: Survey conducted with Lisbon and Porto CNAI users (2007-2008), IOM.

* Multiple Response (immigrants pointed out a maximum of three difficulties).

** This question was not included in the survey conducted in 2006.

1.2.1. Functioning of the CNAIs

As seen above, opening hours correspond to one of the less favourable aspects in this evaluation if we focus on accessibility. In regard to the users appraisal of the CNAIs functioning, satisfaction seems to decrease in relation to 2006, though improvement is observed concerning specific aspects such as waiting times and facilities at Lisbon CNAI (see table 7). At Porto CNAI, the decrease in satisfaction levels can be explained through a personnel (socio-cultural mediators) restructuring that originated a temporary cutback, thus causing higher waiting times at the moment of the survey application, and through changes in the waiting room facilities, which consisted of a reduction on its dimension due to the need of using the area for other utilities.

[Table 7] Satisfaction indexes as regards CNAI's functioning (%)

DIMENSION	INDICATOR	Lisbon		Porto	
		2006	2007/08	2006	2007/08
Functioning	1 – Opening hours	70.8	66.6	75.0	20.8
	2 – Facilities	68.3	76.7	80.0	56.7
	3 – Waiting times	55.8	85.0	76.7	29.2
	Total satisfaction functioning	64.3	76.0	76.7	31.3

Source: Survey conducted with Lisbon and Porto CNAI users (2007-2008), IOM (N=700)

1.2.2. Quality of the Front-line Service at the CNAIs

On the contrary, the users' appraisal of quality of the front-line service is particularly positive. Different indicators under this dimension (friendliness and competence of service providers, willingness in explaining procedures and users' confidence in services) do not present significant variations, except for lower satisfaction indexes concerning the clearness of information rendered in Porto CNAI. Apart from this exception, all indexes are above 80%. Users were also asked to compare the quality of the front-line service at the CNAI with other branches of the same institutions and the outputs concerning this question reveal immigrants' preference for the services provided at the CNAI offices.

[Table 8] Satisfaction indexes as regards CNAI's front-line service (%)

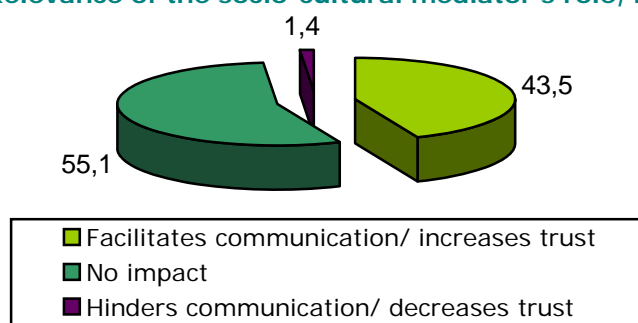
DIMENSION	INDICATOR	Lisbon		Porto	
		2006	2007/08	2006	2007/08
Front-line service	1 – Friendliness	84.3	86.7	90.0	85.0
	2 – Willingness in explaining procedures	82.9	86.7	92.9	85.0
	3 – Competence *	–	81.7	–	83.3
	4 – Clearness of information rendered	75.7	86.7	84.3	68.3
	5 – Confidence in service providers	84.3	88.3	95.7	83.3
	6 – Comparison of quality of service with other agencies	71.4	82.0	95.7	92.0
	Total satisfaction front-line service	79.7	85.4	91.7	82.6

Source: Survey conducted with Lisbon and Porto CNAI users (2007-2008), IOM (N=700)

* This question was not included in the survey conducted in 2006.

Closely linked to the former indicators, the importance of the socio-cultural mediators has been assessed and their role in facilitating communication and contributing to an enhanced trust in services can be confirmed in graph 1. Though around half of the surveyed users declares that the mediator has no impact on their relationship with services, 43,5% state the importance of the mediator's role.

[Graph 1] Relevance of the socio-cultural mediator's role, for users (%)



Source: Survey conducted with Lisbon and Porto CNAI users (2007-2008), IOM (N=700)

1.2.3. Impacts on Immigrants' Lives

In what concerns the impact on migrants' lives, gathered data allows us to understand how these offices are addressing immigrant needs, i.e., whether the CNAIs are indeed meeting users' expectations as regards answers/ solutions effectively obtained to their situations and time taken to resolve their issues; how migrants feel these integrated structures facilitate their lives in the post-arrival period (here designated reception) and at a later stage of their migratory courses (which we named integration); how they compare the effectiveness in resolving issues between public agencies represented at the CNAI and other branches of the same institutions; and finally their intentions of future use and recommendation of the CNAI services, which indirectly also give us an indication of general satisfaction indexes.

[Table 9] Satisfaction indexes as regards CNAI's effects on immigrants' lives (%)

		Lisbon		Porto	
DIMENSION	INDICATOR	2006	2007/08	2006	2007/08
Effects	1 – Answers/solutions obtained	77.9	98.0	85.3	96.0
	2 – Time taken to obtain answers/solutions	49.5	84.0	66.3	76.0
	3 – Comparison of effectiveness in solving issues with other agencies	64.6	80.0	93.8	90.0
	4 – Contribution to “reception” *	–	88.0	–	92.0
	5 – Contribution to “integration”	71.6	88.0	95.8	92.0
	6 – Intention of future use *	–	96.7	–	98.3
	7 – Intention of recommendation *	–	98.3	–	98.3
	Total satisfaction effects	66.0	91.4	84.6	92.3

Source: Survey conducted with Lisbon and Porto CNAI users (2007-2008), IOM (N=700)

* These questions were not included in the survey conducted in 2006.

As can be observed when comparing tables 7, 8 and 9, satisfaction indexes concerning effects are the most positive of the three dimensions (functioning; front-line service; effects), varying between 76% (time taken to obtain answers/solutions in Porto CNAI) and more than 90% in most of the other questions, even close to 100% in different indicators, which contributes to confirm these centres importance, according to immigrant users.

2. Local Immigrant Integration Support Centres

Hand in hand with the creation of the nuclear structures that correspond to the CNAIs, the Local Immigrant Support Centres (later designated Local Immigrant Integration Support Centres – CLAII) were created in 2003, in order to cover other locations where needs concerning the immigrant population were identified. Since immigrant integration is effectively processed at local level, it is also at this level that obstacles can better be identified and that adjusted solutions can be found. The CLAIIs are therefore a fundamental answer for the promotion of an effective immigrant integration, considering aspects such as the growing territorial dispersion that has been characterizing the more recent migratory inflows in Portugal. Resulting from partnerships established between ACIDI and municipalities or civil society organisations (mainly immigrant associations or NGOs), the total number of CLAIIs is 81 in the country at the present time.

2.1. CLAII: The Network

The 81 CLAIIs around the country are connected through the CLAII network, which is supported by internet tools such as the SKYPE programme and an e-platform named 'CLAII Community'. According to the interviewed organizations that operate at local level, a number of advantages result from this partnership. Firstly, it stimulates the creation of partnerships between State and Civil Society. Though many of these organizations were already working in partnership with other local agents (whether belonging to public, private or non-profit sector), the creation of the CLAII stimulates concerted action, which is one of the main pillars for promoting immigrant integration. In addition, benefiting from the partnerships and from their intervention at local level, the CLAIIs can develop more adjusted actions and activities according to the specific needs of each geographical area. The initiative "CLAII on the move" that some of these centres have implemented represents a particular good example of successful targeted intervention. In this initiative needs are identified at an even smaller level (civil parishes) and the service providers or socio-cultural mediators who usually provide front-line services at the CLAII move to these locations – usually neighbourhoods with high proportion of immigrant population – for a one day service support and information provision. More immediate access to information concerning legislation in the migration field is

also mentioned as an added-value aspect that the CLAII partnership brings to the institutions involved.

However, a number of obstacles is also identified as concerns the operation of the CLAII network. To begin with, there are some technological obstacles which depend on the internal area connections and access limitations defined by each institution. As an example, some of the personnel involved is not allowed to use the SKYPE programme, which may restrict their connection with the other CLAII of the network. Among the difficulties felt by the interviewed actors, the insufficiency of the financial support provided by ACIDI to cover the mediator's income and other promoted activities is the most recurrent one. This difficulty is however only felt by civil society organizations, as municipalities do not receive financial support, since their personnel income and activities are included in the entity own budget. Following on this aspect, there is a strong differentiation between different CLAII according to the entity that supports them. Different entities have thus different material and human resources, opening hours and even different operational orientations.

This makes it often more difficult to define and to compare two important elements: 1) the mediator's role and 2) the CLAII's specific activities. Regarding the first aspect, the complexity results from different status of the mediator's category. Whereas the professional category is defined for those who were already part of the organization's staff, those who are hired specifically for the CLAII and integrate an organization where no professional categories are defined, experience the same difficulties already identified in section 1.1.3.2., which result from a lack of definition of the socio-cultural mediator's professional category. In addition, the designated mediator has often different functions and tasks in the organization other than those connected with the CLAII. Moreover, the tasks related to the CLAII are complex and cover a range of different aspects – such as providing information, doing the back office work or promoting cultural activities – expecting these actors to be specialists in a vast set of intervention areas, thus having to continuously study relevant topics and legislation.

With respect to the second aspect – the promotion of specific activities – it is sometimes difficult to distinguish between those that are promoted by the CLAII as such or by the organization where the local centre is integrated. Many organizations already developed these activities before the CLAII implementation and hesitate between presenting them as the organization or the CLAII's initiative.

Recommendations concerning the CLAII network can be summarized as follows:

- ❖ Reinforcement of human and financial resources;
- ❖ Definition of the mediator professional category;
- ❖ Definition of a more effective and specialized training system for mediators, using the already existing internet platform for e-learning purposes, and the existing partner institutions for training in specialized areas, such as labour conflicts (as this is one of the main training need felt by both involved personnel and immigrant population);
- ❖ Division of the network coordination into regional sub-coordination teams, due to the growing number of CLAII's;
- ❖ Improving articulation and joint actions between different ACIDI's support services (namely CNAIs and CLAII's).

2.2. The Immigrant Perspective: Satisfaction with the CLAII's

Immigrant satisfaction with the support services rendered at the Local Centres is particularly positive. Firstly, 131 out of 192 users (68.2%) declare to feel no difficulty in accessing services at the CLAII's. Among those that identify at least one difficulty, language understanding and the complexity of procedures are the two most highlighted aspects.

[Table 10] Main difficulties experienced by interviewees at the CLAII's

	N	%
Language understanding	13	6.8
Cultural differences	7	3.6
Opening hours	8	4.2
Waiting times	6	3.1
Lack of necessary services	4	2.1
Distance to residence or workplace	11	5.7
Bureaucratic and complex procedures	12	6.3
Feels no difficulty	131	68.2
TOTAL ANSWERS	192	100.0

Source: Survey conducted with CLAII users (2007-2008), IOM.

Following on the above, suggestions made by migrant users include service provision by mediators who speak immigrants' languages, as well as other aspects like extended opening hours and promoting more cultural activities. With regard to areas of support, juridical, labour conflicts, family reunion and regularization are those that gather more concerns among the immigrant population.

158 out of 193 surveyed immigrants present at least one suggestion:

- ❖ Extended opening hours;
- ❖ Improvement of facilities (more comfort and privacy);
- ❖ Promotion of free training courses (language and professional courses);
- ❖ More mediators speaking immigrant languages;
- ❖ More support in labour conflict situations, family reunion, regularization and juridical matters;
- ❖ Promotion of more cultural and leisure activities.

If we now observe each of the analysed dimensions – functioning, front-line service and effects – and respective indicators (see table 11), we can substantiate the importance and success of local intervention. In effect, all indexes are situated between 84% and 100%, most of them presenting percentages above 90%. The functioning (opening hours and facilities) presents the lowest satisfaction index (85.2%) if compared with the other two dimensions, followed by the quality of the front-line service (93.1%) and effects, which correspond to the highest satisfaction index (almost 96%).

[Table 11] Satisfaction indexes as regards the CLAIIs (%)

DIMENSION	INDICATOR	%
1. Functioning	1 – Opening hours	83.6
	2 – Facilities	88.2
	Total satisfaction functioning	85.2
2. Front-line service	1 – Friendliness	93.3
	2 – Willingness in explaining procedures	93.3
	3 – Competence	90.7
	4 – Clearness of information rendered	93.3
	5 – Confidence in service providers	94.7
	Total satisfaction front-line service	93.1

3. Effects	1 – Answers/solutions obtained	97.1
	2 – Time taken to obtain answers/solutions	87.1
	3 – Contribution to “reception/integration”	92.3
	4 – Intention of future use	100.0
	5 – Intention of recommendation	100.0
	Total satisfaction effects	95.7
TOTAL	OVERALL SATISFACTION	92.1

Source: Survey conducted with CLAI users (2007-2008), IOM (N=193)

The combination of these elements – immigrants’ satisfaction with the front-line service and produced effects in particular – is a significant indicator of the CLAIIs’ success as reception and information points and spaces that promote mediation between the local community and institutions or other organizations providing services, thus contributing to an effective integration of the immigrant population.

3. CNAI Teams in the Field

The initiative “Teams in the Field” – presently being carried out in Lisbon and Porto in close articulation with the CNAIs and the socio-cultural mediators – is similar to the “CLAII on the move” project, which recognizes the need for a closer approach to the communities in order to better inform on rights and duties, as well as the need for reinforcing partnerships – both formal and informal – at local level, aiming at creating integrated and sustainable answers concerning migrant reception and integration.

These teams are therefore composed by socio-cultural mediators whose tasks are executed at the CNAI, who are invited by local institutions (often located in areas with a high number of immigrant residents) to go to their settings and provide information in the community environment.

The benefits of this initiative are visible. Proximity and trust are the two main added values in this context. The fact that the service is rendered in the immigrants’ environs allows for a reinforcement of confidence in the information provided and simultaneously minimizes obstacles in searching for information that migrants often experience due to difficulties in accessing services, long working hours or economic and social deficits. Socio-cultural mediators are often available after migrants’ normal working hours, which is one of the activity’s main advantage. Furthermore, a pre-existing relationship established on a trust basis between migrants and the local institution facilitates immigrants’ confidence in this service, which is still reinforced by the fact that it is a moment for sharing experiences and concerns, since users can access this service together with relatives and friends who share the same needs. In this context, it is consensually recognized both by the service providers and institutions and by immigrants themselves that more time is taken to understand each case, making staff willingness in explaining procedures more positive in this kind of support service. Interviewed users of these services have all declared to feel better informed and guided in what concerns necessary steps to resolve their issues. Another relevant element is the fact that the initiative is successfully disseminated at local level, as even when migrants have to register in advance to access the service, other members of the community often come to the settings led by relatives or friends and ask to be assisted by the mediator, even if not previously registered.

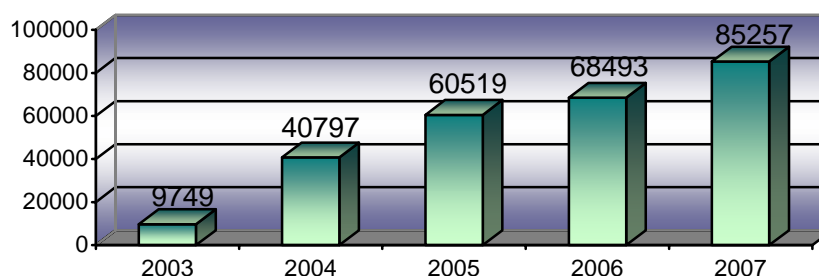
In addition to a better adjustment to specific needs of each geographical area that this kind of intervention promotes, it also stimulates partnerships and articulation work between different institutions, local actors and central agencies. As already stated before in this report, it is however recommended that networking is reinforced and all services that share the same goal of promoting immigrant reception and integration continuously share information, since this is a dynamic reality characterized by frequent changes in legal procedures and orientations. In particular, an articulation between the activity “CLAI on the move” (see section 2.1.) and the CNAI Teams in The Field should be straightened, as these are complementary services aiming at the same goal and sharing similar intervention models.

4. SOS Immigrant Telephone Line

Integrated in the National Network of Migrant Information, the SOS Immigrant Telephone Line is one of ACIDI's services resulting from a protocol with immigrant associations and the work of socio-cultural mediators, similarly to the model that upholds the National Immigrant Support Centres. The Telephone Line main goals are information, orientation, counselling and detecting critical situations, in order to contribute for migrant reception and integration, and its main users are not only immigrants but also associations, agencies, local entities and the private sector.

The SOS Immigrant Telephone Line has been receiving a growing number of calls since its creation in 2003 (see graph 2). In order to better adjust this reality to the increasing needs, the functioning hours have been enlarged and the number of mediators has been reinforced, as well as the number of languages spoken at the service (nine at present time).¹²

[Graph 2] Growth in number of calls 2003-2007 (N)

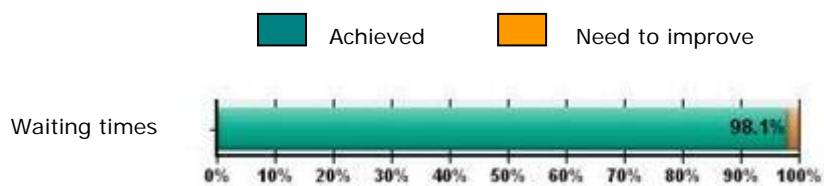


Source: SOS Immigrant Telephone Line statistics.

As concerns the functioning of the Telephone Line, it is firstly necessary to highlight the physical conditions of the premises where this service operates. According to the mediators perspective, these conditions are unsatisfactory (the basement of the CNAI premises) and the need for improvement is manifest. Regarding waiting times, if we observe the results of the 26 phone calls made through the client mystery methodology (see section II. Methodology) this is a positively evaluated indicator, since waiting times until connection with the mediator is established have been above two minutes only in one situation (see graph 3).

¹² Portuguese, English, French, Spanish, Creole, Russian, Ukrainian, Romanian and Byelorussian.

[Graph 3] Assessment of waiting times for getting connected to the mediator (%)



Source: Study Client Mystery (Qualidade 21) N=26

Positive evaluation: < 2 minutes

Negative evaluation: > 2 minutes

It is also relevant to highlight the fact that all analysts who operated the client mystery methodology in a foreign language received information in the requested language (three in Creole, two in Russian and one in English).

Considering the other two analysed dimensions (quality of front-line service and effects), and if we focus on the answers given by those CNAI users who had already used the telephone service (N=76), we can see that satisfaction indexes vary between 68% and 79%, with the clearness of the information rendered as the least satisfactory indicator and the answers effectively obtained corresponding to more positively evaluated aspect.

[Table 12] Satisfaction indexes as regards the SOS Immigrant Telephone Line (%)

DIMENSION	INDICATOR	%
2. Front-line service	1 – Friendliness	75.0
	2 – Willingness in explaining procedures	72.0
	3 – Competence	68.0
	4 – Clearness of information rendered	72.0
	5 – Confidence in service providers	73.0
	Total satisfaction front-line service	72.0
3. Effects	1 – Answers/solutions obtained	78.9
	Total satisfaction effects	78.9
TOTAL	OVERALL SATISFACTION	71%

Source: Survey conducted with CNAI users (2007-2008), IOM (N=76)

Still focusing on the effects, the adjustment of both answers provided at this service and orientation towards other services according to the presented situation was analyzed by the CNAI coordination through the reported answers obtained by the analysts executing the client mystery methodology. Through this analysis it is possible to conclude that answers were adjusted in 76,9% of the cases and correct orientation was provided in 88,2% of the situations, if we consider the weighted mean of the results.

Though the quality of the front-line service and the obtained answers are not as satisfactory in what concerns the SOS Immigrant Telephone Line as it is regarding the CNAIs and CLAIs offices, it is important to take the different format of this support service into consideration. It is in reality an important complementary service that should be operated in straight articulation with the other support offices provided by the High Commission for Immigration and Intercultural Dialogue.

5. Telephone Translation Service

The Telephone Translation Service was launched in June 2006 with the main goal of contributing to surpass linguistic obstacles often experienced by the immigrant population. This service is presently rendered in 60 different languages and its main particularity is the difference in the target-group when compared with the CNAIs and CLAIIs services. In fact, the translation service is mostly used by agencies and entities that interact with the migrant population during their work.

In this analysis we have collected satisfaction indexes from 29 entities belonging to the following sectors:

- ❖ Local Immigrant Integration Support Centres – CLAII (7)
- ❖ Police (6)
- ❖ Health (6)
- ❖ Social Security (1)
- ❖ Local Administration (2)
- ❖ Judicial entities (1)
- ❖ International Organizations (1)
- ❖ NGOs (1)
- ❖ Social Support entities of religious background (3)
- ❖ Private (1)

Though at a more indirect level (outputs are in this case collected from service providers and not from immigrants) the evaluation of this service is significantly and equally positive as concerns the three assessed dimensions – functioning, quality of the front-line service and effects (respectively 86.3%, 88% and 87.1%) (see table 13). Despite the fact that indicators used in this assessment slightly differ from those used for the previous services due to the distinct users that access this service, the complementary element that characterizes it – similarly to the SOS Immigrant Telephone Line – provides evidence for the importance of all these answers that if well articulated produce relevant impacts on migrant reception and integration.

[Table 13] Satisfaction indexes as regards the Telephone Translation Service (%)

DIMENSION	INDICATOR	%
1. Functioning	1- Waiting times for telephone connection	88.6
	2- Waiting times for connection with the translator	90.0
	3 – Functioning hours	84.3
	4 – Functioning/structuring of the service	83.3
	Total satisfaction functioning	86.3
2. Front-line service	1 – Friendliness	91.5
	2 – Competence	85.9
	Total satisfaction front-line service	88.0
3. Effects	1 – Resolution of the difficulty	89.5
	2 – Success of the service for migrants benefit	84.0
	Total satisfaction effects	87.1
TOTAL	OVERALL SATISFACTION	87.2

Source: Survey conducted with the translation service users (2007-2008), IOM (N=29)

As concerns functioning in particular, it is important to mention the fact that though functioning hours are appraised mostly as accessible (satisfaction index of 84.3%), several interviewees highlight the benefits that enlarged working hours would bring to the service execution, since many of the entities requesting the translation service work in continuous hours – namely the health and police sector, as well as community intervention in the social work field.

In addition to the operating hours, other suggestions were made by users concerning different aspects of the service execution. Specialized translators in specific areas – namely the juridical area, as knowledge in this field is often required for different situations – and the possibility for presential translation in addition to the telephone format are two of the identified needs. Still with regard to the above, a conference-call system is also considered to be an additional element that would bring benefits to the service execution, as it would allow for the participation of the institution's agent who requires the service. Finally, an improvement of the conditions of service provision is recurrently mentioned as a requisite for the services' upgrading, since the translator executes it through a mobile phone often in noisy settings.

As regards the dimension of the effects, immigrants' feedback deserves particular emphasis. In fact, out of the 16 entity users that declare to have received feedback concerning the support given by the executed translation, as felt by the immigrant, there are 10 'very positive' and 6 'fairly positive' registered feedbacks.

III. Final Remarks and Recommendations

i. Final Remarks

Integrated solutions play a key role in migrant reception and integration, following the holistic approach of migration issues that has been adopted at European Level. The National Immigrant Support Centres (CNAI) in Portugal represent a clear example of concerted action of different Governmental agencies, in partnership with civil society. These centres' intervention effectively contributes to achieve the established goals of *"consolidating answers in order to reach higher levels of immigrant integration in the Portuguese society"* (National Plan for Immigrant Integration, 2007).

CNAI's role in facilitating immigrants' access to services – which are concentrated under the same roof – and in creating greater proximity and trust in those services becomes evident through this evaluation. Migrants' level of declared trust in service providers exceeds 80% concerning both ACIDI's support offices and Public Administration services. Networking between ACIDI's different support services for immigrants – namely CNAI, CLAII and the Teams in the Field – plays an important role in this context, though its further reinforcement is recommended. Considering the greater proximity that local intervention actions demonstrate (here illustrated by the CLAII and the Teams in the Field) and since these actions often act as a dissemination channel for Lisbon and Porto's central structures, migrants that visit the CNAI led by the local structures already benefit from a pre-established trust basis. The need to guide immigrants from the CLAII or other local institutions to the CNAI is often a consequence of the latest greater capacity of response in different areas due to different services integration. It is therefore possible to state that needs are better identified at local level, where information can be provided and guidance can be correctly performed, but effective answers under a One-Stop-Shop model such as the CNAI are still more centralized, which is why networking assumes a fundamental role.

For evaluating the importance of integrated answers provided at the CNAI, we can focus on the analysis of the effects produced on migrants lives. Almost all the surveyed users confirm the important role of the CNAI in facilitating their lives (more than 90%), both on the reception period and at a later stage of their migratory courses (see section 1.2.3.). Simultaneously, the majority reveals

preference for using the services at the CNAI than at other locations, both due to the quality of the front-line service and due to ease of access to clear responses to their situations. In addition, almost all the answers given demonstrate intention to continue using these centres and to recommend them to friends and acquaintances, should these services be necessary, which confirms a dominant general satisfaction.

Immigrants' satisfaction with the quality of the front-line service (measured through friendliness, staff willingness in explaining procedures, competence and clearness of information rendered) in the several CNAI offices is also significantly positive, since most of the users declare to be satisfied or very satisfied (see section 1.2.2.). It is therefore possible to conclude that the quality and effects of services' provision is evaluated in a more positive way than the indicators related to the functioning of the CNAI structure. In effect, opening hours and waiting times, as well as the comfort of the premises, correspond to the higher levels of dissatisfaction, especially at the Porto CNAI. The decrease in waiting times at the Lisbon CNAI is however a relevant aspect to highlight, as this was one of the recommendations of the previous evaluation study conducted by IOM.

The expected increase by 15% on migrants' satisfaction with services when compared with 2006, defined as a goal in the Plan for Immigrant Integration of 2007, was achieved only in Lisbon, where the overall satisfaction index (including the three analysed dimensions – functioning, front-line service and effects) increased by 14.4% (from 70.3% in 2006 to 84.7% in 2008). On the other hand, at Porto CNAI the situation is proportionally inverse, revealing a decrease by 14.1% (from 84.7% to 70.6%). This analysis is however not valid if not followed by data desegregation and complemented with other sources of information. Since both front-line service and effects are positively evaluated at the CNAI, it is mainly the indicators related to functioning aspects that originate this decrease in satisfaction indexes in Porto. This may be connected with the fact that the number of mediators was significantly reduced during the data collection period, and that changes in opening hours had just been operated, with Saturdays no longer included. It is though important to highlight the identified improvements concerning the impacts on migrant lives, namely in respect to effective answers and easiness in obtaining them.

Some actors involved in migration issues state that this One-Stop-Shop model is more adjusted to newcomers than longer term residents. However, the importance of these centres at different stages of migrants' lives can be confirmed through the

analysis of the different situations that bring migrants to the CNAI, where citizenship, family reunion or juridical support – amongst the main situations – correspond to needs not necessarily linked to newcomers. What is suggested is that, under the guideline of the Plan for Integration concerning *“the intercultural principle as a means to guarantee social cohesion, accepting cultural and social specificity of different communities and highlighting the interrelational character between them, based on mutual respect and fulfilling the host country’s laws”*, immigrant associations are encouraged to get more involved in CNAI’s activities, namely through the promotion of cultural initiatives. In any case it is important not to forget that specific needs often ask for specific answers, which is why the development of One-Stop-Shop models is recommended at European level, in the Common Agenda for Integration (2005). In addition, in the Portuguese example, irregular migrants – who represent a significant part of the users – can also obtain information in these centres.

As had already been shown in the previous evaluation study, partnerships that sustain these services are also an added-value at institutional level. The fact that different agencies are present under the same roof facilitates articulation between services, which ultimately contributes to an increase in efficacy concerning answers provision. A clear example that illustrates this success is the introduction of the Central Registry office at the CNAI, which already represents the highest numbers in citizenship requests’ reception.

The fact that the number of users seems to be reducing at the CNAI can also represent the services or procedures’ improvement and less time taken for answers provision – adding up to the fewer cases of repeated visits to the CNAI when compared with 2006 – which would actually correspond to the achievement of one of CNAI’s main goals. The sorting service operated by socio-cultural mediators is a commonly recognized facilitating element for the execution of institutions’ tasks.

The established goals in the Plan for Immigrant Integration may effectively lead to misleading interpretations, since the increase in users numbers might mean the exact opposite of what is envisaged, that is the need for repeated visits to the services. On the other hand, a complex reality as this one may also reproduce other meanings, as it happens at the Local Immigrant Integration Support Centres, where repeated visits are to a certain extent associated with trust in services and a need for sharing experiences.

Complex and bureaucratic procedures are another important aspect to take into consideration. Though there is the political aim to *“simplify formal requirements and improving the quality of services rendered, and thus transform the State into an immigrant’s main ally towards integration”* (Plan for Immigrant Integration, 2007), aspects such as complexity, time-consuming and costly procedures are among migrants’ main complaints.

Local level intervention plays a fundamental role in identifying needs and acting close to the community. The initiative “CLAII on the move” and the Teams in the Field are manifestly positive for preventing risk situations. In fact, disinformation, economic difficulties, lack of social support and lack of motivation due to complex procedures hinder migrants from searching and accessing services. Local intervention often has the added responsibility of encouraging migrants, which results from the relationship that is frequently established on a trust basis and with more time available for the user.

To that effect, local intervention also works as mediation between the community and public agencies, thus contributing to an increase in migrants’ trust in services. The degree of overall satisfaction with the CLAIIs is in effect extremely positive (92.1%, taking the weighted answers to the selected indicators into consideration), just like the indexes of satisfaction with the functioning, the front-line service or the produced effects in migrants lives. It is therefore possible to state that the established goal in the Plan for Immigrant Integration in this respect (*“degree of satisfaction with the CLAII superior to 60%”*) is largely surpassed.

Similarly, the implementation of the local centres (CLAII) brings about a set of advantages to public agencies in the partnership. A more immediate access to information and the growing number of local partnerships – independently of the formalization degree of these partnerships – contribute to the improvement of articulation mechanisms and to the sustainability of integrated answers. Migrant needs do call for locally adjusted solutions, which should be based on diagnostic studies including the population characterization, local contexts and existing answers identification, in order not to replicate work and to focus on those areas that reveal the most defective answers.

Informal partnerships with the local institutions that request the Teams in the Field intervention play, to that effect, an important role. The articulation between the CNAI mediators and the technicians of those institutions allows for a more

extensive and comprehensive methodology of intervention, thus making it easier to reach an integrated solution for each situation, in addition to a guaranteed follow-up.

Still on the issue of partnerships and the involvement of associations in political decision-making processes on integration, we cannot fail to take into account the wish of some of the local centres (CLAII) to be consulted in this respect, as privileged agents of contact with the immigrant population, with local Governmental and non-Governmental agents and the host community itself.

A stronger connection between all these support services is therefore recommended, since they are all guided by common principles and objectives. Services rendered in a telephonic format – SOS Immigrant Telephone Line and Telephonic Translation Service – also play an important role in order to complement the intervention. Having had positive results in this evaluation study, the SOS Immigrant Telephone Line was appraised with a satisfaction index of 71% – according to the surveyed immigrants – and the translation service achieved 87.2% of satisfaction, taking into consideration the users' answers. Still with regard to the SOS Telephone Line, the Portuguese Plan for Immigrant Integration of 2007 had defined under the objective concerning the *“consolidation of the National Immigrant Information Network”* an expected degree of satisfaction above 60% with this particular service, which can also be confirmed.

Each service specificity obviously requires different ambits of intervention which can and should be complemented, under a holistic approach that involves all relevant and interested actors – namely the State, Civil Society (including immigrant associations) and Local Power, but also the private sector or the media – adding up to different acting models – integrated answers and information services; centralized action and local intervention – as well as distinct formats (face-to-face and telephonic), all of these with an important role to play in the promotion of migrant reception and integration.

ii. Recommendations

After assessing the main conclusions of this evaluation study, the recommendations summarized hereunder are connected with the identification of specific limitations related to the services, which can be object of intervention for improvement, both in the immigrant and in the organization or partnership perspective, as well as concerning different areas of intervention.¹³

Reinforcing the need to monitor these interventions, activities or services which, under a set of political guidelines – national and European – prosecute the objective of contributing to an effective migrant reception and integration, we highlight the importance of enlarging the promotion of monitoring and evaluation studies in a continuous perspective, since only in this way can the services' progress be analysed, ensuring their improvement and thus the achievement of the established goals.

Functioning of the services:

- To guarantee the front-line service at the CNAI in all languages representing the numerically more expressive groups of users. Hindi and Urdu languages are currently lacking, though Indian and Pakistani immigrants are among the 15 most represented users.
- To increase the levels of satisfaction at Porto CNAI concerning its functioning, namely through the reduction of waiting times and through the revision of opening hours, since the closure on Saturdays seems to have created a strong dissatisfaction among immigrant users. Similarly, opening hours should also be reviewed in Lisbon, taking into consideration that this corresponds to the aspect creating less satisfaction and that one of the goals on the basis of the CNAI implementation was the provision of services under better conditions of accessibility.

¹³ Though some of the aspects presented here are linked to adjustment interventions already taking place or being considered, we have chosen to indicate all relevant recommendations for services' effective improvement, as potential challenges can be useful for other interested agents at international level.

- To improve physical conditions of the CNAI premises in Lisbon and Porto, though mainly in the latter, considering waiting rooms in particular.
- To reinforce the CNAI teams with more personnel, mainly in those offices where this need becomes more evident.
- To promote a quicker and more effective circuit of information circulation at the CNAI, namely through the promotion of common discussion moments, in order to better surpass difficulties resulting from frequent changes in agencies' procedures and orientations.
- To find a more efficient way of organizing the CLAII network in sub-networks geographically located, according to similar contexts. Supporting this operation with a needs identification study would contribute to its success.
- By taking greater benefits from ICT (Information and communication technology), the creation of a common data base of all CLAIIs' processes is suggested.
- To promote the selection of translators with specific technical training for the Telephonic Translation Service.
- To reinforce the financial support given by ACIDI to the CLAIIs.

Socio-cultural mediators:

- To contribute to the creation of the mediator professional category and respective career path (therefore benefiting the CNAIs and civil society CLAIIs' professionals).
- To promote the work of socio-cultural mediators at other locations where different public agencies also act with the immigrant population.

Training:

- To reinforce mediators' training, by creating an effective and structured ongoing training system, based on a previous needs analysis. The training system should be enlarged to other areas further to immigration and citizenship law, where labour legislation would be an important component. To that effect, it is suggested that specialized trainers are contacted within the ambit of the already existing partnerships (such as the Authority for Labour Conditions in what concerns labour legislation). Regarding the CLAIs in particular, making use of ICT and networking for the creation of structured training systems in e-learning format can be an efficient solution.

Dissemination:

- To invest in broader information dissemination campaigns of the services. For the CNAIs in particular, these campaigns should aim specifically at minimizing the level of distrust in services, often linked to the fact that migrants tend to relate these centres with the Foreigners and Borders service.

Fields of intervention:

- Since difficulty in the recognition of diplomas is a recurrent experience among migrants – mainly due to complex and time-consuming processes¹⁴ – though it is, on the other hand, recognized as a priority intervention field by the Government, an investment in this area is recommended. Intervention in this field can be operated whether through direct support by ACIDI's services or by an articulation with Universities, promoting the creation of support services in Universities' premises, as established in the Plan for Immigrant Integration.
- Difficulty of access to legal protection and lawyers is also felt by the immigrant population. As concerns labour conflicts in particular, due to its recurrence, ACIDI should promote a more direct support, adding up to the juridical counselling it already offers.

¹⁴ The Migrant Integration Policy Index (MIPEX) published in 2007, though placing Portugal at the 2nd place concerning the best practices on immigrants' integration policies (by comparing 28 countries – 25 Member States, Canada, Norway and Switzerland) also states that *"these procedures often are too long, expensive and heavily bureaucratic"* in Portugal (Niessen et al., 2007: 148).

- To better contribute to the simplification and de-bureaucratisation of procedures, thus accomplishing one of ACIDI's missions - *“to simplify bureaucracy in the relationship between immigrants and the State”*.

Partnerships/ Network:

- To reinforce the networking of all immigrant support services, assuring a quicker and more efficient information passage system between all services, agencies and local organizations that work for immigrant reception and integration.
- To guarantee an approach of getting close to the community and the promotion of access to information on a trust basis, by articulating answers such as the “CLAII on the move” and the CNAI Teams in the Field.
- To extend the CLAIIs' competences, in articulation with the CNAIs, as defined in the Simplex Programme 2008.¹⁵
- To support the creation of a privileged access channel to the Foreigners and Borders of Lisbon's region, for the CLAIIs under its geographic structure.
- To clarify the CLAIIs' competences according to the kind of protocol that sustains them, by distinguishing the CLAIIs' activities and those promoted by the partner institution, ultimately aiming at complementary actions.
- For further structuring of local intervention, to promote or support the promotion of diagnosis studies of the immigrant population at local level (municipality level), or to request the Foreigners and Borders service in the region to analyze local available data on this issue. In this way it will be possible to identify the main needs and already existing answers in the geographic areas where CLAIIs are implemented or their implementation is being planned. Efforts would therefore not be unnecessarily replicated and further investments could be made in those regions that present lack of answers for the immigrant proportion.

¹⁵ SIMPLEX: Portuguese Programme for Administrative and Regulatory Simplification.

- To intervene at local level under a temporary approach whenever this is the most efficient way of surpassing temporary needs (e.g.: places that temporarily attract immigrant workforce, such as the construction sector when large construction works are taking place or in areas characterized by strong seasonal migration movements, as the agriculture sector in the Southern regions of the country (Alentejo and Algarve).
- To promote a stronger involvement of immigrant associations that have signed protocols with ACIDI, in the CNAIs' work, namely through regular discussion meetings and by inviting them to participate in the definition of CNAIs' functioning, in answers' adjustment or in searching for new solutions. The work that is developed within the ambit of the CNAIs' support offices created by ACIDI can also benefit from a stronger articulation with those associations that operate in similar fields, always searching for a complementary intervention. ACIDI can in some cases play a coordination and answers' standardization role, in addition to being an entity providing direct answers.
- To intensify the partnership with immigrant associations also within the ambit of promoting cultural activities at the CNAIs. Involving other cultural associations or civil society organizations is also recommended in this context, in order to guarantee communication between the immigrant and local population. Taking into account the establishment of the same kind of partnerships at Porto CNAI, aiming at the same objectives, is not to be forgotten.
- Taking into consideration the positive evaluation of the CNAI as a One-Stop-Shop model, investing in partnerships with the southern region (Algarve) public agencies is recommended, since this is the second region with the highest number of immigrant population.
- To promote common discussion moments with other entities that intervene at local level, such as some CLAIs in different regions of the country and respective formal and informal partnerships, within the ambit of the creation of local consultative councils as defined in the Plan for Immigrant Integration. To that effect, the promotion of immigrant participation in these councils is equally recommended.

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