



Albufeira

Intercultural Profile

November 2018

This report is based upon the visit of the Council of Europe expert team on 3 & 4 July 2018, comprising Ivana D'Alessandro, Carla Calado, Oliver Freeman and Sérgio Xavier. It should be read in parallel with the Council of Europe's response to Cascais's ICC Index questionnaire, which contains many recommendations and pointers to examples of good practice.

1. Introduction

Albufeira is a 140 km² coastal municipality in the district of Faro, in the region of Algarve (the Portuguese southernmost region) and it lies 250 km from Lisbon. The municipality is composed by 5 parishes (Albufeira, Ferreiras, Guia, Olhos de Água and Paderne) and, thanks to the proximity to the sea, it is an important tourist destination.

Albufeira's first settlement was probably formed during the pre-historic epoch, when the city was an out-port of the maritime fishery. Then the Romans introduced a centralized administrative structure and developed intense agricultural activities alongside with the maritime commerce. Romans also built aqueducts, roads and bridges; many of them still remain.

The name comes from the Arabic *Al-buhera*, which means castle of the sea. This name refers to the still existing structure Arabs built to protect the area from the sea, making it almost impregnable. This structure, also used to irrigate the fields, helped the development of agriculture. In the Middle Age, during the

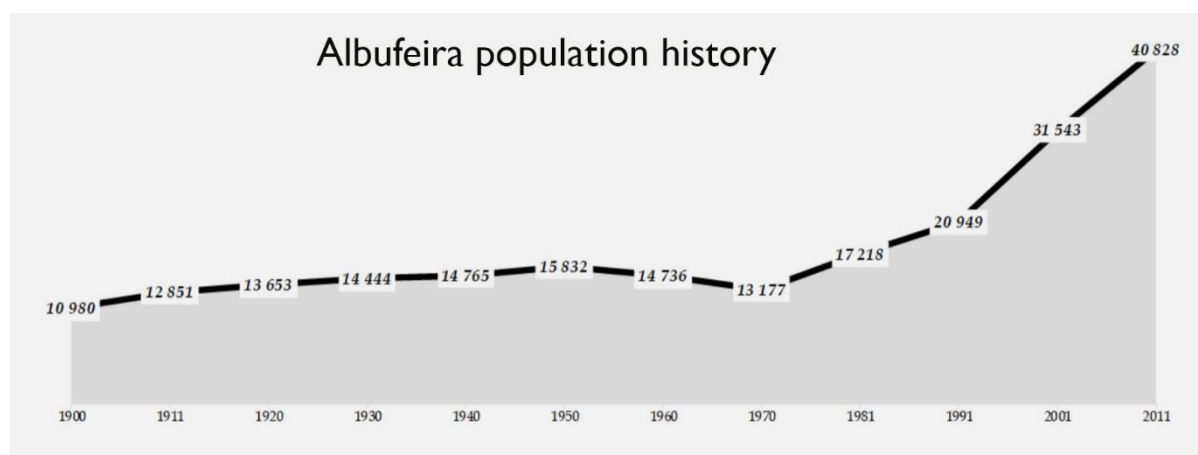


“*Reconquista*”, the Christians controlled the region in the 12th century, persecuting the Moors. However, they took over the land only after the capture of Faro. The narrow streets, the white houses with traditional terraces and arcs all find their roots in the Arab period. Even though the actual logo of the City Council is a starfish, the city’s Coat of Arms features both the castle and the Arab roots of the city.



Over the 20th century, the city transformed its economy: from being an important centre for the fishing boats factories to tourist destination. In 1961, Cliff Richard chose Albufeira for his vacations, buying a house in the street that was later named after him¹. Naturally, this event brought international attention to the city², increasing tourism within the English community. The 1960s were also a transition period for the Portuguese population which, following a rural exodus and fixation in the cities, consolidated a professional activity and, hence, vacations. Algarve – and Albufeira – became a popular destination for the Portuguese working class.

Nowadays, Albufeira is at 40 Km of Faro’s International Airport and it is one of the principal touristic destinations/entry points of the country, having 30 Km of coast with more than 20 beaches. This reality contrasts with the rural villages conserving traditional crafts such as “azulejaria” (ceramic tiles), copper handicrafts and tapestry.



Demographically, the municipality of Albufeira increased its population remarkably since the 1970s and counts about 40.077 inhabitants (according to the 2014 census). Out of the total, 8.937 individuals (22,3%) have a foreigner background³. This percentage is higher than the average in the

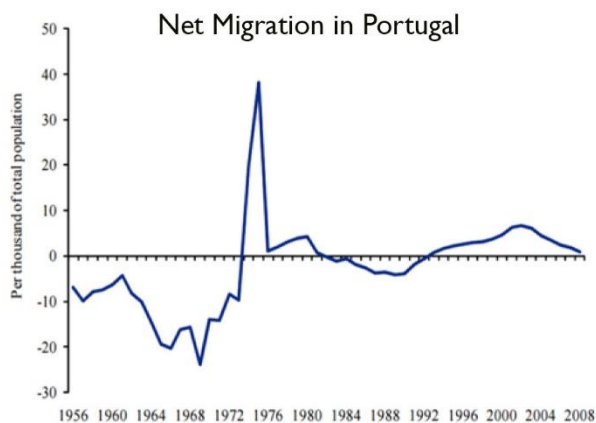
¹ In 2003, the City Council decided to honour the contribution of the artist to the city by naming his first Algarve’s house street as “Rua Sir Cliff Richard”. In 2014, the artist was given the symbolic Key of the City, by Albufeira’s Mayor.

² For example in 1965 Paul McCartney came to visit his place in Albufeira, writing “Yesterday” lyrics in the car trip between Lisbon and Faro.

³ During the Council of Europe expert visit, Albufeira’s Mayor mentioned that the city hosts 52 different nationalities.

region of Algarve (12,9%). However, there is no foreign national group representing more than 5% of the overall population (2015 census).

According to PORDATA, the “*Poder de compra per capita*” (GPD) in 1993 was the 98,4%; whereas in 2013 was the 104,6%. Within a totality of 308 Portuguese municipalities, Albufeira is at the first place for the real estate tax revenue per capita.



2. Background to Cultural Diversity in Portugal and Algarve region

Since the 1960’s, a significant number of PALOP⁴ migrants settled in Portugal. Migrants coming from Portuguese speaking countries shared the same language, and to some extent religious and some cultural aspects, facilitated the integration process. However, despite these similarities, migrants remained disproportionately disadvantaged in regard to education, jobs, housing and income⁵.

In the last 10-15 years, a new wave of migration has brought people from Brazil but also Eastern Europe (particularly Ukraine, Moldova, and Romania) as well as China, Pakistan, India and Bangladesh. The wider region of Algarve (which includes Albufeira) represents only 4% of the total Portuguese population, but includes 17% of the total migrants in the country. 55% of the United Kingdom migrants in Portugal are settled in the Algarve region.

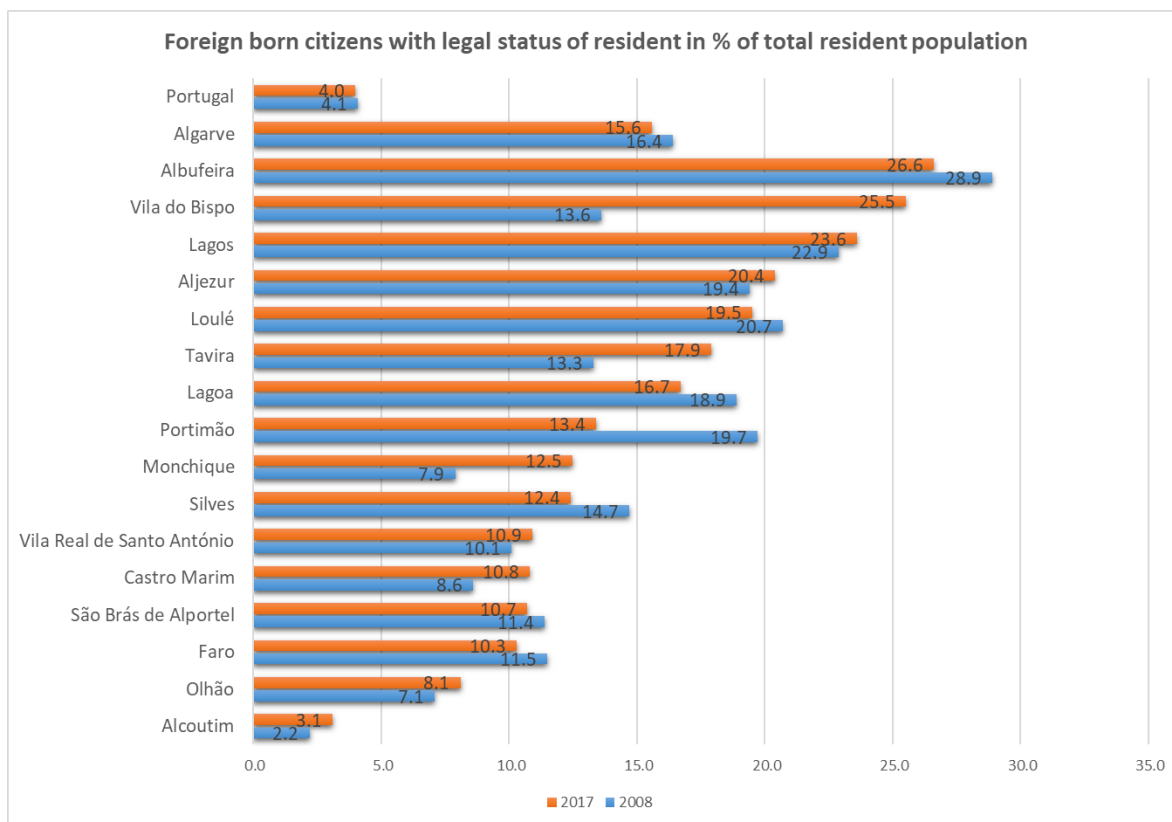
Albufeira stands as the leading municipality in Algarve regarding the percentage of foreign-born citizens with legal status of resident versus the total resident population. This tendency exists since 2008 (29%), even if slightly decreased/dropped in 2017 (27%).

The urban development in Southern Algarve has been influenced by the maritime activities in the region, witnessing the formation of small, yet consolidated, fishing industries in local villages. The

⁴ The “*Países Africanos de Língua Oficial Portuguesa*” - Portuguese-speaking African countries – is a commonly used designation for a group of five African countries, former Portuguese colonies, where the Portuguese language is the official language: Angola, Cape Verde, Guinea Bissau, Mozambique and São Tomé and Príncipe. They are part of the Portuguese Language Countries Community (CPLP) together with Brasil, East Timor and Equatorial Guinea.

⁵ According to OECD data (2015), Portugal, together with Greece and Spain share the second highest level of income inequality in Western Europe, only surpassed by the United Kingdom. This index is measured by the difference between the highest-earning and lowest-earning deciles in the overall population).

tourism wave initiated in 1960s with internal fluxes, in addition to the English vacationers, brought interest to tourism-related services and housing.



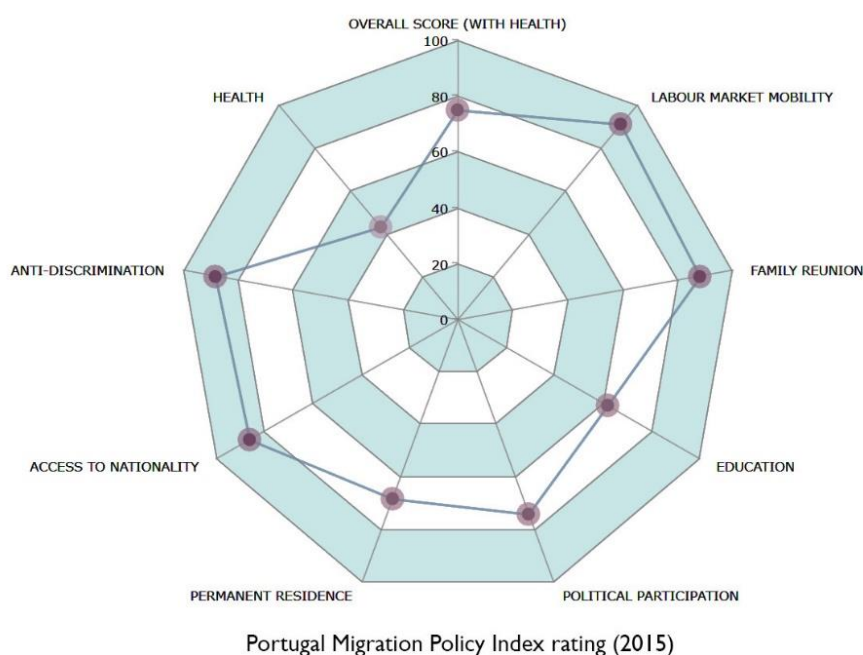
The origins of the settlement of the Roma community in Albufeira are believed to be related to two ancient activities of the region, which continue nowadays: street vending and nuts picking, such as carob.

3. National policy context

As suggested above, Portugal was comparatively late to acknowledge the need for policy-making concerning diversity and integration, but when it did it seems to have moved speedily and effectively. Only in 1991 was a governmental body established in recognition of the existence of cultural differences in the population and in 1996 a High Commission for Immigration and Ethnic Minorities was established. In 2007 this became the High Commission for Immigration and Intercultural Dialogue (ACIDI), under the direct authority of the Prime Minister, and this subsequently changed its name to Alto Comissariado para as Migrações / High Commission for Migrations (ACM) in 2014. Portugal is one of the few European countries to have adopted an instrument for global orientation of public policy on the integration of immigrants in the form of the first Plan for Immigrant Integration, effective from 2007 to 2009, and a second Plan for the period 2010-2014, and a current Plan⁶ which has run from 2015. It is also one of the few countries where a single public body, ACM, takes responsibility for policies on intercultural dialogue. As such, ACM

⁶ <http://www.acm.gov.pt/-/plano-estrategico-para-as-migracoes-pem->

oversees the Immigration Observatory and a country-wide network of 80 Local Centres of Support for Migrants Integration (CLAIM's)⁷, including Albufeira's one⁸. Two major support offices (National Centres of Support for Immigrants-CNAI's) exist in Lisbon and Porto, pulling together numerous Government agencies from five Ministries (Foreigners and Borders Service, Working Conditions Authority, Social Security, Regional Health Administration, Regional Directorate of Education and the Central Registry Office). These efforts include other innovative support services to meet the practical needs of immigrants, such as support offices for family reunification, legal advice and employment. Socio-cultural mediators work at these CNAI offices, employed by non-Governmental Immigrant Associations through protocols with ACM. The participation of civil society institutions, as partners in the management of this project, has been a successful innovation⁹.



There is now widespread acknowledgement of the success of the system over which ACM presides. The most recent edition of the Migration Policy Index (MIPEX), published in 2015, confirms the effectiveness of Portuguese efforts in migration management, placing the country second overall in a list of 38 leading countries in the quality of its service, and best of all in facilitating Access to Nationality¹⁰. Portugal's 2014 rating in the Migration Policy Index Immigration has famously been absent from electoral discourse in Portugal, and only briefly in the 90's was there some polarization in the Portuguese parliament over immigration laws. Portugal's main nationality law is from 1981¹¹, having a very recent amendment (2018) further reducing the requirements for obtaining citizenship and introducing new ways of obtaining it. The law eliminates discrimination by country of origin for

⁷ ACM provides legal expertise and training, but not financial support.

⁸ Albufeira's CLAIM ("Centro Local de Apoio à Integração de Migrantes") belongs to a national network of CLAIMs, promoted by the Portuguese High Commission for Migrations, with the objective of facilitating migrants integration processes.

⁹ More information at: <http://www.oss.inti.acidi.gov.pt/>

¹⁰ More information at: <http://www.mipex.eu>

¹¹ <https://dre.pt/application/conteudo/564050>

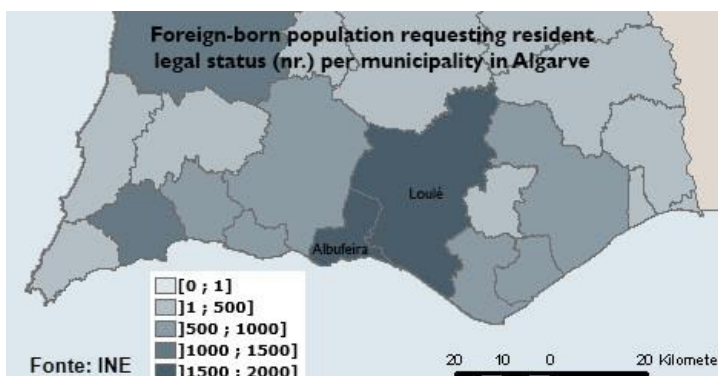
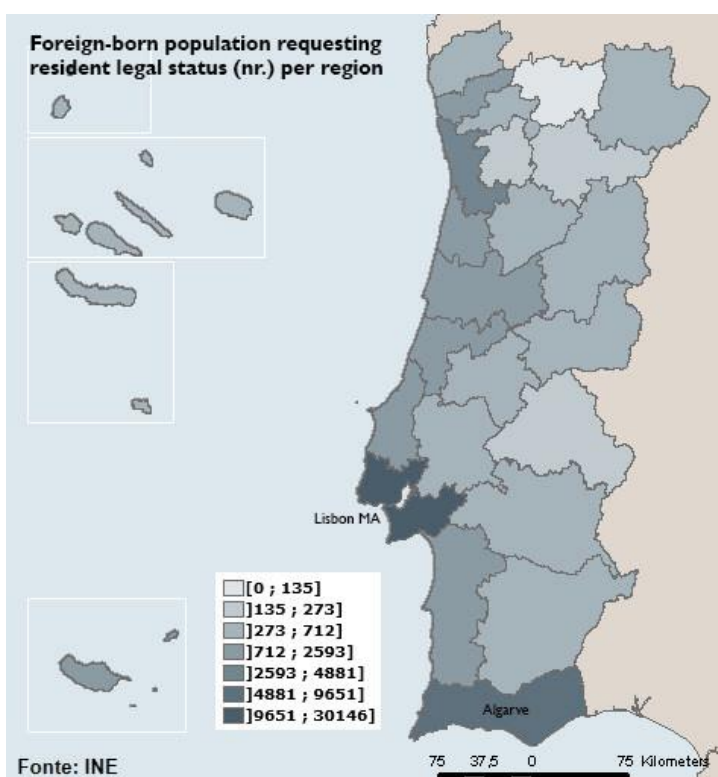
the period during which a foreigner must have lived in Portugal before having access to citizenship, as well as the type of visa or residence permit he/she had during that time. In practice, foreign population can request a taxpayer number¹² with no need of a residence permit. Even though this facilitates the later access to a temporary or permanent residence permit, it involves taxpaying without a necessarily successful application.

The possible future steps often referred as necessary in national policy are mainly related to bringing a more flexible system for undocumented immigrants accessing social rights such as, non-precarious work, efficient social security, health care or education.

4. Local Diversity and Policy Context

PORDATA, a Contemporary Portuguese Database, indicates that foreign-born population in Albufeira were a total of 11,119 in 2008 and 10,827 in 2017. Mainly coming from (the numbers in brackets represent the number of individuals in 2017): Brazil (1,574), United Kingdom (1,507), Ukraine (1,315), France (644), Romania (693), India (516), Nepal (409), China (409), Guinea-Bissau (302), Cape Verde (286), Moldova (192), Spain (165), Angola (82), Other European countries (2,127), and Other Asian countries (246), Other African countries (229), Other American countries (122). Overall, Albufeira has the biggest percentage of foreign-born population in the country - 26.6% - compared with 15,6% in Algarve region, 12,3% in Lisbon and 4% in the whole country.

The numbers presented by PORDATA reveal that Brazil is the country of origin of the majority of foreign-born population residing in Portugal. However, the majority of the foreign



¹² “Número de Identificação Fiscal”.

population residing in Albufeira¹³ comes from Nepal¹⁴ and India.

The percentage for first and second-generation migrants is 7.751 (9.3%) from the EU and 22.816 (12.3%) from Non-EU countries.

Residents from the United Kingdom and other European Countries reach the highest numbers of legal status immigrants, given the importance that Albufeira gained as a touristic destination since the 1960s. The demand for housing has been increasing in the last years and is considered one of the main policy challenges. José Carlos Rolo, the Mayor of Albufeira, who formally welcomed the ICC visiting team, mentioned that one of the priority issues for the city is the mediation of the housing market, where local residents end up competing with seasonal influxes. The Portuguese Statistics Institute data shows that Algarve is the second region in Portugal regarding foreign-born population requesting resident legal status - 9.651 individuals in 2017¹⁵. Albufeira and Loulé are the main municipalities adding to this number in Algarve. Almost 4% of Albufeira population made this request. CLAIM mentions that around 4.500 people asked for their support including an estimate of 3.000¹⁶ were seeking help, mostly on legal status, between January and July 2018¹⁷. During the expert visit, it was pointed out that the decision regarding citizenship applications used to last for few weeks, while currently it takes 3 months. It was suggested that this may indicate either an increase of applications coming from people based in other Portuguese regions, or an insufficiency of staff processing these applications. This leads to another issue noticed along the visit – a part of the services provided to immigrants by public policies depended of official documents which this group does not necessarily have, as perceived by the numbers advanced by CLAIM. Changing this situation surely requires endeavours of national and legal scope, as well as local efforts on filling the needs and aspirations presently ending up excluded from the public system grid.

CLAIM Albufeira was created in 2008 and integrates the City Council Department for Economic, Social and Cultural Development¹⁸, within the Education and Social Action Division¹⁹. As all CLAIM's in the country, it resulted from a protocol with ACM – the High Commission for Migrations, which provided technical support and resources for the launching period. CLAIM Albufeira is the main service for intercultural integration, having an influential responsibility with this agenda and counting with a growing team of four City Council collaborators, trained by ACM. In the past, one of the workers had a migrant background, but currently the team is fully composed by Portuguese with no foreign background. The City Council is taking seriously the possibility of establishing a dedicated body or a cross-departmental co-ordination structure



¹³ Even if with no legal resident status.

¹⁴ CLAIM states that there are about 250 Nepalese people working in the catering industry.

¹⁵ Lisbon metropolitan area ranks first with 30.146 individuals in 2017.

¹⁶ CLAIM provides individual support to an average of 50 people per day. Currently, most of the people seeking support are Nepalese, after a wave of Brazilian people in the past.

¹⁷ During the expert visit, it was mentioned that the city can gather statistical information due to the people's registration process taking part on activities organised by the municipality. Nevertheless, there is a lack of data regarding ethnic background of population, for example regarding the Roma Community.

¹⁸ There are a total of four City Council departments in Albufeira.

¹⁹ Two other divisions integrate the Department of Economic, Social and Cultural Development – the Youth and Sport Division and the Tourism and Economic Development Division.

responsible for the intercultural integration, where CLAIM can have a leading role. Since it is unclear how immigrants get to know about CLAIM, a communication strategy – for example, targeting newcomers – could be a line of development in the near future.

Albufeira has formally adopted a public statement on being an Intercultural City²⁰, assuming the present lack of a “City Plan for Migrants Integration Support”. Nevertheless, the City Council runs many projects benefiting migrants such as the ones from the Youth Cabinet²¹, the Family Support Cabinet²², the Work Integration Cabinet²³ and Albufeira’s Participatory Budgeting²⁴. Local residents and organisations making exceptional efforts on encouraging interculturalism in the community are acknowledged and honoured yearly in the framework of sports (“Gala do Desporto”²⁵) and Arts (“Festival das Artes Infantil e Juvenil”²⁶).

The City Council budget takes in account CLAIM structural expenses and annual awareness activities with an intercultural dimension such as the “Festival das Artes Infantil e Juvenil”, the “Festival Medieval” and the “Festival Al’Buhera”²⁷.

One of the diversity related challenges that Albufeira is trying to address relates to the inclusion of the Roma community. Despite a clear good will, the implementation of effective policies for the inclusion and empowerment of the Roma residents seems to be particularly difficult because of a mutual (Roma people vs the local institutions, and vice-versa) lack of trust, as well as by deep-rooted stereotypes that affect political choices and focus. These stereotypes include many cultural assumptions related with marriage, interest, (lack of) interaction, housing habits, access to documentation, engagement, hygiene, jobs, and conflict management.

Whatever is the validity of the different opinions, what is certain is that all of them converge in displaying how challenging is for the City Council to effectively engage with the Roma community. Efforts made by the Municipality in this regard include: setting-up a team dedicated to develop further work with Roma community (CLAIM); training CLAIM staff on Roma issues by Roma community members²⁸; trying to establish continuous communication channels with the Roma community; deepening the understanding about conflict between Roma families in the past; cooperating with local non-governmental organisation in projects dedicated to Roma community. The city has also provided housing to a number of families who were living in a sort of shanty town nearby the city harbour. However, the new housing settlement is in a very isolated locality, hard to reach and with no services out of the basic garbage collection, water supply and heating. Even though social workers from an NGO sponsored by the city work in the settlement every day, and kids

²⁰ <https://www.cm-albufeira.pt/content/munic-pio-de-albufeira-promove-integra-o-de-comunidades-migrantes>

²¹ <https://www.cm-albufeira.pt/content/gaj-gabinete-da-juventude>

²² <https://www.cm-albufeira.pt/content/gabinete-de-apoio-fam-lia>

²³ <https://www.cm-albufeira.pt/content/gip-gabinete-de-inser-o-profissional>

²⁴ <https://portal.cm-albufeira.pt/opalbufeira/>

²⁵ <https://www.cm-albufeira.pt/content/gala-do-desporto-homenageou-os-melhores-atletas-de-albufeira>

²⁶ <https://www.cm-albufeira.pt/content/xvi-festival-de-artes-infantil-e-juvenil-de-albufeira>

²⁷ <https://www.cm-albufeira.pt/content/artesano-gastronomia-e-concertos-na-edi-o-2018-do-festival-al-buhera>

²⁸ In 2016, Albufeira Municipality promoted the training course “Educação Intercultural – As comunidades Ciganas” (Intercultural Education – The Roma Communities). The trainers’ team included two members of the Roma community.

benefit from a special transport service provided by the municipality free of charge to attend the school, the result of this housing policy is that it further complicates interaction, building of ties and trust, and – for the adults – access to employment.

There is a great need for professionalization of the mediation services – that shall be provided on the long term by the city rather than by NGOs, and the need to look into the possibility of engaging mediators of Roma origins, carrying out, awareness-raising campaigns for the majority population, and implementing strong desegregation policies.

5. Governance and Democratic Participation

Portugal is internationally known as a skilful country in participatory budgets development, having more than one hundred local examples and three national ones²⁹. Since 2013, Albufeira joined the participatory budgeting experience³⁰ and good practices. Albufeira has steadily increased the annual allocation, up to 250.000 euros in 2018 for an average of 1-2 winning projects per year. The theme for 2018 was “Art in Public Space” and the winning project with 653 votes (in a total of 1164), was “Parque Temático da Guia”, a children’s playground themed with music.

As the main governance instrument for democratic participation in Albufeira, the participatory budget reaches a wide scope of population, including migrants, who participate in projects’ discussion sessions³¹. More stunning, Albufeira’s participatory budget is open to non-residents, thus including the tourists and people from all over the World. The philosophy behind this choice is to make Albufeira an open city.



The projects in the final voting list for 2018 edition were:

- a) The construction of a bandstand in Paderne parish
- b) Embellishment of Paderne Rural Village
- c) Rurality Park and fitness circuit in Paderne parish
- d) Rural Identity Sculptures in Paderne parish
- e) Finishing of the construction of “Volta Redonda – Balaia” roundabout with “azulejos” (local tiles)
- f) Themed Children’s Playground in Guia parish
- g) Artistic Intervention in the “Pescadores Beach” Wall
- h) An “azulejos” Mural for the “Casa das Conchas” in Albufeira center
- i) Decoration of “Cocheira” roundabout with sculptures from the daily life of the people of Albufeira

²⁹ <https://opp.gov.pt/>

³⁰ <https://portal.cm-albufeira.pt/opalbufeira/>

³¹ This includes also the possibility of participation by any person having activities in Albufeira, even if living abroad. No residence requirements are needed, as in other Portuguese local participatory budgets, such as in Cascais.

- j) Painting a graffiti in “Nora Sports Centre” alluding to sports and culture
- k) Construction of a cybernetic fountain in Albufeira’s “Ludic Park”
- l) Creation of the “Poços” Pedestrian Route, through the wells across the municipality

Although many citizens engage in Albufeira’s participatory budget, the projects reaching the voting list seem to respond to the aspirations of the majority population, focused in the local and historical traditions, and/or infrastructure development³². A possible step further could be the inclusion in the provision of conditions under the participatory budget, of criteria privileging those projects that reflect the diversity of Albufeira’s population, including the minority communities, or that aim at building a common heritage, fostering the intercultural potentiality of such an interactive process.

A governance suggestion is that, in order to establish a policy consultation process involving people of all ethnic/cultural background, Albufeira might adapt the Lisbon experience with the “City Council for Interculturality and Citizenship”³³. This is considered as an important tool in gathering migrant communities aiming to debate and improve local policies on integration, while celebrating diversity in activities such as the Municipal Forum for Interculturality³⁴.

Another area that Albufeira might wish to address is the lack of cultural diversity amongst public servants. In part the power to make changes here is outside of the control of the municipality and requires national legislation. However, there is a need for a local conversation about why more diversity is needed in public services. This needs to begin with a campaign of persuasion for established public officials and labour unions on why greater diversity is necessary and how this would benefit rather than threaten them. Such a measure could also encourage a more balanced representation in the ethnic background of the elected politicians.

6. Education, Training and Sports

According to OECD³⁵, in 2017 Portugal was the 5th country with the largest population of adults (25-64 years-olds) without an upper secondary diploma (52%, in contrast with the OECD average of 21%). Portugal is also among the three OECD countries with the lowest proportion of adults (25-64 year-olds) with tertiary education (24%, in contrast with the OECD average of 37%); both indicators are showing better results every year since 2000.

One of the major issues of educational policy in the last decades has been improving the attainment levels of the population and, since 2005, due to specific policy measures aimed at the recognition

³² A retrospective analysis would lead also to this conclusion, considering the themes that were proposed for the past editions: “accessibility and mobility” in 2018, “sustainable development” in 2017, “quality of life” in 2016, “environment, sport and well-being in 2015.

³³ <http://www.cm-lisboa.pt/viver/intervencao-social/interculturalidade/conselho-municipal-para-a-interculturalidade-e-a-cidadania-cmic>

³⁴ <http://www.cm-lisboa.pt/viver/intervencao-social/interculturalidade/forum-municipal-da-interculturalidade-fmint>

³⁵ <https://data.oecd.org/eduatt/adult-education-level.htm>

and improvement of skills, many more adults have obtained upper secondary qualifications³⁶. In 2011, almost three out of ten (30%) graduates from upper secondary education in Portugal were older than 25 years old. Indeed, Portugal has the highest graduation rate of adults at this level among the OECD countries (21%)³⁷.

More recently, Portugal had demonstrated strong progress in relation to immigrant students. According to *Programme for International Student Assessment (PISA)*³⁸, Portugal performed well above the OECD average over the period 2006-2015, particularly in reducing the performance gap between immigrant students and the majority population³⁹.

Although in Albufeira's eighteen public schools, there is ethnic diversity – 18% (around 1260 of 7000 total pupils) of the children attending school are of migrant origin – most of the children share the same ethnic background and teachers as well. A concern was shared by a school principal regarding young migrants arriving in the country after coming of age, since they are “not allowed” to study. This happens because, by law, after 18 years old schooling is no longer compulsory and schools are not obliged to accept students come of age. Some of them even reject their applications. This is a particularly sensitive situation because not only young migrants are not accessing education, but they are also compromised in family reunification processes as the latter demands continuous school attendance.

Positively, some schools are fostering intercultural projects and trying to enhance parents' participation in the education system. For instance, the “**Escola Básica e Secundária de Albufeira**” celebrates the “**Dia dos Países**” (day of the countries)⁴⁰ and Schools' activities⁴¹ provide opportunities for parents coming from different countries to meet and interact with other members of the community. “**Escola dos Caliços**” adapts its campus for “ATL” (Free Time Activities Programme) during the holiday period⁴², managing to involve, at the same time, 350 children from 5-11 years old from the entire municipality. One of the schools assigned a contact person from their staff to work as a focal point for migrants within the school. The municipality is also actively encouraging schools to propose once per month a meal from a foreign country. School meals are adapted to dietary or religious specificities, upon request.

Yet, public schools do not have specific policies to increase ethnic/cultural mixing, although this is also partly because the issue falls under national competence and diversity issues are scattered along the whole municipality.

³⁶ The “Programa Qualifica” (formerly named as “RVCC” – Recognition, Validation and Certification of Competences) is a significant way to formally recognize lifelong acquired competences (<https://www.qualifica.gov.pt/>).

³⁷ https://www.oecd.org/edu/Portugal_EAG2013%20Country%20Note.pdf

³⁸ <http://www.oecd.org/pisa/>

³⁹ <http://www.oecd.org/pisa/pisa-2015-portugal.htm>

⁴⁰ The most representative countries within the school and the whole municipality are appointed with specific celebration days.

⁴¹ Such as theatre, dance performances, social games and exhibitions themed with various countries.

⁴² In this case, the attempt is to provide activities for children when in vacation from school, while providing time for their parents to work during the busiest period of the year in Albufeira (July-August). The team implementing the activities programme is composed by a majority of City Council officers, together with local animators, in partnership with local non-governmental organisations. The City Council provides transports and a discount on the criteria of family income, starting in 80€ for 15 days per children, to cases of totally free access.

Possible improvement of Albufeira's policies in this field could include diversifying its offer of school activities by proposing, more systematically, cooking laboratories, sport activities, language classes, or even theatre and drama workshops through which raising awareness on other cultures.

According to the Youth and Sports Division, there are 28 Sport clubs⁴³, 50 sport disciplines and 3000 professional athletes in Albufeira. Between 2006 and 2018, 18.694 people - of which 17-18% are foreigners - have made use of the well-equipped municipal sports facilities. While generally it is mainly people born in Portugal that participate in clubs, 250 athletes (10-12% of the total) have foreign background⁴⁴. 30 foreigners were awarded distinctions for sport merits out of a total of 220 awarded distinctions. A huge variety of sport disciplines are promoted by the City Council such as Tai Chi, Ballet, Kung-Fu, Dance, Skating, Combat, etc. Summer camps targeting young people from 12 to 16 years old are also promoted⁴⁵, reaching 1.400 participants per year, of whom 13% have migrant background.

Albufeira's Olympic swimming pool is one of the most invested sport infrastructure and it regularly welcomes around 180 children (from 4 months to 18 years old) through "AEC's"⁴⁶; free access is provided to the ones that request it⁴⁷. From the total users, 15-18% are young people with migrant background and 3-5% are migrant adults.

Some of the challenges pointed out during the expert visit included fostering female participation in sports, considering the current underrepresentation in the vast majority of disciplines, with the exception of basket, handball, football and cycling. Also, non-Schengen athletes (such as Brazilians) face obstacles with registration, due to FIFA regulations, requiring approximately one year through paper work to obtain a work permit. Roma community does not participate in sports and youth activities on an individual basis, coming to contact with the municipal sports infrastructure only through school activities.

7. Employment and business

Portugal is a low wage economy, with salaries at a level similar to Estonia, Croatia, Czech Republic and Slovak Republic. But within the national labour market context Portugal compares well in relation to most other EU countries in the small number of workers who are seriously under-paid (e.g. less than two thirds of national average)⁴⁸.

⁴³ The City Council funds these clubs on the basis of number of attendants.

⁴⁴ With Brazilian footballers being the most represented.

⁴⁵ Children living more that 3km from school are transported for free through public transport or municipal buses.

⁴⁶ Extra-Curricular Activities is a national framework developed within the public Education System. "AEC's are managed by Parents associations, which are financed by the central administration. The municipality only manages directly "AEC's" in kindergartens.

⁴⁷ Official documents are needed for this requisition. The request can also be made trough non-governmental organisations.

⁴⁸ http://ec.europa.eu/eurostat/statistics-explained/index.php/Wages_and_labour_costs

The Portuguese labour market is quite receptive to immigrants but there are significant wage gaps between foreigners and locals since immigrants' education and foreign experience are significantly less valued in the Portuguese labour market. Overall, the wages of immigrants do not fully converge to those of comparable natives as domestic experience increases. The assimilation rates tend to be stronger in the first years after migration and for immigrants with higher levels of foreign experience. Immigrants from the EU15 earn well above the average for natives, whilst at the other extreme workers from China earn significantly less⁴⁹.



Discrimination in the workplace is still “difficult to prove” and is generally naturalised with a high level of resignation so that little can be done to change it. The public body responsible for managing discrimination in workplace – CITE – Commission for Equality at the Workplace⁵⁰ - has a poor record of response regarding these cases and it does little to support local authorities.

It is rather difficult in Portugal to pursue policies of public procurement that encourage ethnic minority business because, in order to qualify for public procurement opportunities, a business owner must have Portuguese nationality. Nevertheless, Albufeira can take local action to encourage diverse workforce and intercultural mixing in private sector enterprises, for example through developing a Charter against discrimination in enterprises⁵¹ or through the provision of intercultural training for company managers.

The “AGE – Gabinete de Empreendedorismo de Albufeira” (Albufeira’s Entrepreneurship Cabinet)⁵² is the city service offering counselling and orientations to residents wishing to start a business. This service is very much used by young people, including foreigners, mostly from Schengen countries⁵³ or Portuguese speaking countries, such as Brazil and Cabo Verde. In 2017, 30% of the users were foreigners⁵⁴ (including 544 Brazilian people), seeking help on concretising their business ideas. The projects presented are not necessarily innovative. Many of them relate to sea activities, which are not needed at the moment since the market is saturated.

The fact that the service is accessible to all residents, regardless their nationality, is certainly positive. However, full equality of opportunities⁵⁵ may need specific needs assessment and targeted actions to fill in competence, knowledge or participation gaps. For instance, Albufeira could consider establishing a business umbrella organisation to promote diversity and non-discrimination in the

⁴⁹ Cabral, S & Duarte, C (2016) Lost in translation? The relative wages of immigrants in the Portuguese labour market. *International Review of Applied Economics*, 30(1), pp.27-47.

⁵⁰ <http://cite.gov.pt/>

⁵¹ With possible extension to local administration and services. A possibility for testing new solutions for job market inclusion could be through the Portuguese Diversity Charter - <http://www.cartadiversidade.pt/>.

⁵² <https://www.cm-albufeira.pt/content/age>

⁵³ Such as Netherlands, United Kingdom and France.

⁵⁴ There’s a growing tendency for this number. In 2016, 20% foreigners seek this service.

⁵⁵ For example, the Municipal Desk (“Balcão Municipal”) does not request residence documents regarding applications for commercial licence within fairs, but tax enrolment is obligatory and, for this, an address is necessary, being undocumented people falling offgrid in legal work/sources of income.

employment as it has been very helpful in many other intercultural cities. Equally important, the municipality should foster businesses from ethnic/cultural minorities to enter in the mainstream economy and higher value-added sectors. The new collaborative space for start-ups (“Centro de Acolhimento Empresarial de Albufeira”)⁵⁶ can work as a perfect hub for reaching this goal. This co-working incubator with the capacity to host 20 people could serve not only business development, but also social entrepreneurship aims. A participatory diagnosis (as the one done by the CLIP project⁵⁷ in Lisbon) could help in at least three dimensions. Firstly, by identifying entrepreneurs and their needs. Secondly, by further connecting Albufeira’s Entrepreneurship Cabinet with local companies. Thirdly, by identifying local needs which could be addressed by the start-ups. The ImpactHUB⁵⁸ in Praha had a successful experience on hosting projects deeply connected with social issues such as “Pragulic”⁵⁹, a tourism business providing income to homeless people. Entryway project⁶⁰, developed in the Italian city of Reggio Emilia to mentor young migrant entrepreneurs, can be another source of practical inspiration.

8. Public Space, neighbourhoods, housing and ethnic mixing

The main constructed clusters in Albufeira lay by the coastal line, where the land value is greater. Although very dense, the occupation ratio during the summer seasons is near 100%. The attempts to fulfil the need for touristic accommodation do not always serve the purpose of local people⁶¹, and certainly represent added pressure on housing for residents, a well-recognised issue since long time. Resulting from large tourism investments, some situations do exist where valuable soil becomes obliterated by the so-called “white elephants”⁶².

Albufeira affirms that there are no neighbourhoods with an ethnic concentration equal or higher to/than 80%. Equally, there are no neighbourhoods in which people from a minority ethnic group constitutes the majority of residents. This is partially due to the action taken by the City Council to mix citizens from different areas, by establishing policies to increase the diversity of residents in the areas, hence avoiding ethnic concentration.

The project “Família do Lado”⁶³ (Side Family) aims to facilitate minorities’ integration in the community, strengthening social relations while promoting cultural diversity. It is carried out in

⁵⁶ <https://www.cm-albufeira.pt/content/centro-de-acolhimento-empresarial-de-albufeira>

⁵⁷ <https://cliprd.wordpress.com/>

⁵⁸ <https://www.hubpraha.cz/en/>

⁵⁹ <https://pragulic.cz/?lang=en>

⁶⁰ <http://www.entrywayproject.eu/about/>

⁶¹ Many of the local residents rent their houses seasonally, as an additional source of income.

⁶² These refer to situations where investors – usually from the tourism sector – launch a large construction/urbanistic process and, for formal or budgetary reasons, the project stops for a long period of time. A concrete case in Albufeira is the “Casa da Marina”, an entire neighbourhood, with half-constructed houses since 2007.

⁶³ <https://www.cm-albufeira.pt/content/projeto-fam-lia-do-lado-promove-integra-o-de-imigrantes-em-albufeira>

partnership with the Office of the High Commissioner for Migrations (coordinated at national level)⁶⁴.

Besides, for emergency situations, the City Council designated two residential buildings to accommodate families that pass through end-of-line situations and can't find a solution in the national social security system. Nevertheless, this response is only accessible to people with legal documents. Undocumented migrants in similar situations are usually forwarded to non-governmental organisations. Other social policies include various units supporting the resident population, such as a diagnostics team, "Gabinete de Apoio à Família" (Family Office)⁶⁵, psychological support and support for the elderly⁶⁶. Most of the requests for financial support concern rents, medication, transport and water bills.

Regarding Roma people residing in Albufeira, most of them have Portuguese citizenship and have been Portuguese for many generations. However, their housing situations differs and may be divided into 4 categories:

Firstly, some families settled in the land they bought (e.g. in Ferreiras) with some masonry houses; they have access to water but since the construction is unlicensed, sanitation was never arranged.

Secondly, some Roma families live in a slums camp (Caliços), with no public services such as water, sanitation and electricity. The land is private which imposes a limitation for the provision of these services directly to the community, since this would have to be authorised by the landowner, which has more interest in vacating the occupied land.

Thirdly, 16 Roma families, i.e. the majority of the Roma Community, live in social housing –, in an ethnically mixed environment. The flats are provided by the City Council, using social-economic criteria.



Fourthly, 8 Roma households, under a family leader (Sr. José), live in the prefabricated housing mentioned before, at "Sanacai Village"⁶⁷. This pilot housing project results from the cooperation between the City Council and the well-established non-governmental organisation "Santa Casa da Misericórdia de Albufeira" (SCMA)⁶⁸. Sanacai was established in 2007 in the outskirts of the city and was conceived as a temporary housing under a transitional process that would allow different family members to achieve "full autonomy".

⁶⁴ <https://www.acm.gov.pt/pt/-/familia-do-lado>

⁶⁵ <https://www.cm-albufeira.pt/content/gabinete-de-apoio-fam-lia>

⁶⁶ <https://www.cm-albufeira.pt/content/clube-av>

⁶⁷ <https://www.misericordiaalbufeira.com/comunidade-de-insercao-aldeia-do-sanacai/>

⁶⁸ <https://www.misericordiaalbufeira.com/>

Within the village partnership, the City Council provided the land, the prefabricated houses and other initial costs. SCMA is responsible for the management of the project *in situ*, including the team of social workers and psychologist.

Children from the camp attend school – as it is expected in the project – achieving higher and higher grades compared to when they started. They attend activities organised by the city during the summer vacations. During the expert visit, one of the boys of the village said that his favourite thing was to go to the beach, adding that the only way to go to the beach from this village was with the “doutoras” (the SCMA staff).

However, all the adults living there are illiterates. Women from the village do not drive cars, and some of the male members of the community drive without a licence. The families’ income⁶⁹ is managed by SCMA, which accompanies the Roma people for all purchase, including grocery shopping. The team working in Sanacai referred that now every community member has access to water, proper bathrooms, kitchens and living rooms. The Roma people however complained that the assistance received under this project makes them dependent from public welfare and leaves them under a kind of “guardianship” that doesn’t favour their emancipation.

There is internet in the village, accessible from a desktop computer in SCMA office. During the expert visit, diverging testimonials were shared. On one hand, the project is praised but, on the other hand, there is a concern regarding the location and the quality of the houses which were not meant to be occupied for such a long period. Although the participation in Sanacai’s project is voluntary, these Roma families were not given a proper alternative as they were offered prefabricated housing at Sanacai village only. This was already a big progress since – before that – they were living in an illegal shanty town in front of the Marina. However, although the spirit and aim of Sanacai’s project are certainly excellent, particularly given the amount of uncertainties encompassed, it is important that the temporary nature of the settlement is acknowledged and that permanent housing solutions are provided at the shortest delay.

Yet, the edification challenges in Albufeira are not limited to housing, but they include other types of facilities as well. During the expert visit, there was a report coming from an Orthodox priest sharing how the Ukrainian community has been waiting for a land transfer from the City Council in order to build a church since more than 5 years.

Given the historical shortage of housing in the city, Albufeira’s public authorities could take further their role in urban planning, for example by including more opportunities for social housing in the next revision of “*Plano Diretor Municipal*” (Urban City Plan).

Lastly, during the expert visit, some hate graffiti against Roma⁷⁰ were spotted up north in the city. If neglected, these kinds of messages may foster the spreading of stereotypes, hate speech and discrimination. While these messages produce a negative intercultural balance in cities, they also provide a precious indication of what the local needs are on what it is needed to raise awareness.

⁶⁹ The main sources of income are aruba picking during the harvest season, general agriculture work and street/fair vending. Younger members also work on cleaning services.

⁷⁰ Such as “Gypsies thieves, go to hell”.

A good practice in this field comes from Fuenlabrada, where it has been established a successful partnership between the police and the urban cleaning department of the city under the project “**Borra el Odio**” (Erase Hate)⁷¹. In this case the police are alerted by citizens (through phone call, email or an online app) and check the veracity of the information, alerting the cleaning team, which has 48 hours to proceed with the cleaning. The project started 4 years ago with 600 graffiti’s, reaching less than 20 in 2018. Besides swift graffiti removal, the Council of Europe anti-rumour strategy⁷² can be an inspirational tool on countering diversity-related prejudices⁷³. Another inspirational possibility is the SOMOS Programme Campaign in Lisbon⁷⁴, where people often targeted with hate speech and prejudices turn out as protagonists of awareness-raising messages in billboards across the city.

On a positive note, Albufeira promotes occasional projects seeking to give a positive image of migrant/minority cultures, such as “Festival Al-Buhera”⁷⁵, “Festival Internacional de Teatro de Albufeira”⁷⁶, “Feira Medieval – Paderne Medieval”⁷⁷, “Festival de Dança Al-Mutamid”⁷⁸ or “Arabian Days”.

9. Civil Society

In the last decade, Portugal went through radically opposing economic situations. The recession leading to the Economic and Financial Assistance Programme⁷⁹ (2011-14) severely weakened the Portuguese civil society resulting in familiar insolvency, homelessness, poverty, business bankruptcy, NGO’s increased precariousness, social benefits reduction, real estate decay. The Welfare State was profoundly questioned regarding its effectiveness and sustainability, leading to an increased role of civil society organisations on responding to social needs, many times in direct partnership with public institutions, such as municipalities. After 2014, the country engaged in enduring recovery, excelling economic performance and bursting sectors such as tourism and real state. Civil society was hugely impacted in terms of reduction of unemployment, stabilisation of income, wage rise, increase of social benefits, access to credit and more effective public policies supporting NGO’s.

While the economic recovery seems to not be inverting the precarious – and persistent – condition of the great majority of Portuguese NGO’s, the current economic growth can be seen as a momentum to strengthen the, at least, 80 local organisations working in the social sector in Albufeira.

⁷¹ <http://www.ayto-fuenlabrada.es/index.do?MP=2&MS=191&MN=2&TR=C&IDR=1066>

⁷² <https://www.coe.int/en/web/interculturalcities/anti-rumours>

⁷³ <https://ajuntament.barcelona.cat/ca/>

⁷⁴ <http://www.cm-lisboa.pt/noticias/detalhe/article/educacao-para-os-direitos-humanos-em-exposicao-na-praca-do-municipio>

⁷⁵ <https://www.cm-albufeira.pt/content/artesano-gastronomia-e-concertos-na-edi-o-2018-do-festival-al-buhera>

⁷⁶ <https://www.cm-albufeira.pt/content/festival-t-arranca-na-pr-xima-sexta-feira-com-propostas-para-todos>

⁷⁷ <https://www.cm-albufeira.pt/content/est-o-abertas-inscri-es-para-o-paderne-medieval>

⁷⁸ <https://www.cm-albufeira.pt/content/audit-rio-municipal-acolhe-festival-de-m-sica-al-mutamid>

⁷⁹ <https://www.bportugal.pt/page/programa-de-assistencia-economica-e-financiera>

The Santa Casa da Misericórdia de Albufeira⁸⁰, founded in 1498 by the Portuguese Queen D. Leonor, detaches from the remaining organisations due to its history, its resources, its capacities and its reach. Captivating funding from National Social Security policies and donations, it provides 24 social services targeting children, young people, families, and people with disabilities, economically vulnerable people and elderly people. 200 collaborators and many volunteers, spread along 13 different facilities provide these services, including the already described “Sanacai Village” project. Some of the services extend their scope internationally, in countries such as Italy and Macao.

During the public session realised along the expert visit, it became evident that – even with great difficulties on finding a space, accessing information or financial conditions to consolidate their activity – the local NGO’s and religious communities seem committed and willing to help. Following ACM encouragement for establishing partnerships between local government, NGOs and migrant associations, Albufeira NGO’s can surely be important partners in further developing the great intercultural potential of the municipality. For this it would be necessary to find a way to listen and properly involve them. A first step would be mapping and registering existing NGOs, so as to establish proper communication channels.

Furthermore, it would be also important to engage local community as a whole, since many communities are not formally represented and a more informal approach would certainly reach needs/opportunities that are off grid.

10. Conclusions and Recommendations

Since the 1960s, Albufeira's the socio-urban reality shifted in order to respond to the demands of tourism from within and abroad Portugal. The resulting shortage of housing turned out as a structural need in the city, still to be solved nowadays.

Being one of the most diverse Portuguese municipalities and ranking first in the country in percentage of foreign-born population, Albufeira has a great intercultural potential. The fishery traditions, the regular trade shows and fairs, the Orthodox community, the English tourists, the practitioners of Capoeira, these are only a few of the many possibilities still to be explored to foster intercultural interaction.

Albufeira shows compromise with the intercultural agenda - it established 10 years ago a specific unit to deal with diversity (CLAIM) and engages projects such as the “Festival Al-Buhera”, the “Festival de Dança Al-Mutamid” or the “Arabian Days”.

The City Council team is motivated, capable, and works with a purpose. A strong motivation, together with the willingness to learn, is the key to keep developing and strengthening intercultural policies.

Although the challenges and the difficulties to be faced, the municipality is proudly engaging on policy innovation. Albufeira is definitely constructing a governance environment where the people have a say.

⁸⁰ <https://www.misericordiaalbufeira.com/a-instituicao/>

The following recommendations are anchored in the different needs and possibilities identified in dialogue with the Municipality. They intend to be useful in future developments in the intercultural domain and vary from short-term to long-term processes. Albufeira should aim to:

- Establish a dedicated body or a cross-departmental co-ordination structure responsible for the intercultural inclusion. Either by enlarging the existing team, or by getting closer to the decision-making team, CLAIM can have a leading role in the transversal co-ordination of the intercultural policies of the City Council;
- Assign the welcoming and hospitality of migrants to an appointed officer from the Municipality, so that information and routine tasks are fully coordinated and centralised;
- Promote internal and external awareness-raising activities or training courses, as opportunities to deepen the understanding of the intercultural potential of Albufeira. Recommended themes are: the Roma community, hate speech and institutional discourse. These activities should include regular reflection moments for the teams working daily on the ground, as learning also happens by having quality time to analyse and look critically at daily work. Organise technical visits to other cities in order to learn from the practice of others is also an effective way of promoting intercultural competence;
- Establish a programme for deleting hate speech from the streets, similarly to Fuenlabrada's programme "Borra el Odio" (Erase Hate);
- Devise and implement an anti-rumour strategy, in line with the Council of Europe guidelines;
- Identify effective ways of mediation with and within the Roma community, in order to improve communication and mutual understanding. The CoE ICC programme can be a partner in this endeavour;
- Encourage the Roma community to engage in sports. Analyse and investigate why there is no participation in sports and youth activities and, on a second phase, adapt the municipal services to respond to the identified needs;
- Create conditions under the participatory budget, allowing a more balanced representation of Albufeira's population, including the minority communities and, therefore, fostering the intercultural potential of such an interactive process;
- Establish a policy consultation process involving people of all kinds of ethnic/cultural background. The Lisbon experience with the "City Council for Interculturality and Citizenship" established in 1993 might be inspiring. This can be part of an inclusion plan with an impact evaluation, to be possibly implemented with external partners (e.g. Faro University);
- Arrange a space where associations can meet and work together in intercultural projects. The "*Maison des associations*" projects in Geneva or Strasbourg can be inspiring. At closer distance, Porto also has a "Casa das Associações";
- Establish an efficient and continuous process of contact updating regarding migrants NGO's and informal groups, assuring that the communication channels include everyone;
- Besides a participatory space for organisations, deepen the direct engagement/dialogue with immigrant communities, since many are not formally represented and a more informal approach may certainly help reaching needs/opportunities that are off grid. Direct engagement also develops trust and de-constructs the idea of fearing institutional environments and services;
- Promote a local conversation about why more diversity is needed in public services. This needs to begin with a campaign of persuasion for established public officials and labour unions of why greater diversity is necessary and how it will benefit rather than threaten

them. This measure could also encourage a more balanced representation in the ethnic background of the elected politicians;

- Diversify the offer of school activities by proposing more systematically, cooking laboratories, sportive activities, language classes, or even theatre and drama workshops through which raising awareness on other cultures and promoting cultural mixing;
- Encourage the dissemination of the practice of migrants focal point person within Albufeira schools;
- Within the framework of the new collaborative space for start-ups (“Centro de Acolhimento Empresarial de Albufeira”):
- Launch a participatory diagnosis (as done by CLIP project in Lisbon) in order to better understand - and respond to - the needs of Albufeira entrepreneurs;
- Establish a business umbrella organisation to promote diversity and non-discrimination in the employment;
- Foster businesses from ethnic/cultural minorities to enter in the mainstream economy and higher value-added sectors.
- Include more opportunities for social housing in the next revision of “Plano Diretor Municipal” (Urban City Plan), combined with the respective budgetary investment. Immigrants shall be assured with equal access to housing.

ICC Experts' visit to Albufeira 3 and 4 July 2018

AGENDA

3 July 2018

10:00 Brief reception in the Town Hall

10:00 -13:00 **FIELD VISITS**

- "Education in the summer" in the municipal Pavilion. Brief conversation with Rui Rosa, head of Division of sport and youth
- CLAIM – Local support for the integration of migrants: objectives and service activities.
- Social Affairs and housing objectives and service activities

13:00-15:00 **Lunch**

School Canteen of EB1 Av. Tennis – with the presence of City Executive, representatives of Parish Councils, local associations, NGOs, Schools (...)

13:00-17:00 **Public meeting** (At the City Hall)

- Intervention by the Mayor attesting the city's commitment to the network and the Intercultural Cities (ICC) programme
- Presentation of the Intercultural Cities Programme by Ivana D'Alessandro, Head of the Intercultural Cities programme, Council of Europe
- Presentation of Albufeira ICC Index results, by Oliver Freeman, ICC Expert
- Exchange of views with city officials, facilitated by Sergio Xavier, ICC Expert

4 July 2018

10:00-13:00 **Field visits**

- AGES and Municipal Services: Brief conversation with Telma Bila, head of Division for Informatics and administrative modernization.
- Sanacai Village – with Holly House of Mercy Albufeira

13:00-14:30 **Lunch**

School Canteen of EB1 Av. Tennis – with the presence of some elements of the Working Group and representatives of the municipality

14:30-16:30 **Discussion of the results of the INDEX/suggestions and next steps with experts and key people from the municipality (at the City Hall)**

16:30 **End of the visit**