



# Oeiras' Intercultural Profile

April 2019

This document is based upon the visit of the Council of Europe expert team, on the 20<sup>th</sup> and 21<sup>th</sup> of March 2019, comprising Ivana D'Alessandro, Sérgio Xavier and Carla Calado. It should be read in parallel with the Council of Europe's response to Oeiras' ICC Index questionnaire, containing many recommendations and examples of good practice.

## Oeiras – General information

Oeiras is a coastal city with 46 km<sup>2</sup>, in Lisbon's Metropolitan Area, at around 20km from the capital city. The municipality is composed of five parishes: União das Freguesias de Algés, Linda-a-Velha e Cruz-Quebrada/Dafundo, União das Freguesias de Carnaxide e Queijas, União das Freguesias de Oeiras e São Julião da Barra, Paço de Arcos e Caxias, Barcarena and Porto Salvo.

Oeiras is nowadays one of the most economically developed cities in Portugal, and the second with the greatest purchasing power<sup>1</sup> (the first being Lisbon), as a result of the wealth generated by agricultural holdings. The city is known for its high quality of life standard - considering its easy access to beaches, green areas and services – as well as for its investment in new technologies and innovation, being Tagus Park<sup>2</sup> an example.

Oeiras has 174.737 inhabitants<sup>3</sup>, of which 4.9% foreign and legally resident, and 4% comes from other municipalities (2011)<sup>4</sup>. The Portuguese population is the biggest ethnic group in the municipality (95.1%). There are no minority groups representing more than 5% of the total population. Out of the 8.546 migrants legally residing in Oeiras, the biggest group is from Brazil (representing 26.9% of the total foreign population), followed by Cape Verde (19.7%), other European countries (12.1%), China (6%), Ukraine (4.86%), Spain (4.86%), Romania (4.60%), Angola (3.97%), other American countries (2.88%), other Asian countries (2.31%), Guinea-Bissau (2.27%), France (2.01%), other African countries (1.51%), United Kingdom (1.32%), Moldavia (1.32%), Mozambique (1.09%), São Tomé and Príncipe (1.01%), Nepal (0.71%), India (0.64%).



<sup>1</sup> The *per capita* purchasing power in Oeiras is 157,1% (2015). Source: PORDATA – [www.pordata.pt](http://www.pordata.pt)

<sup>2</sup> [www.taguspark.pt/](http://www.taguspark.pt/)

<sup>3</sup> 2017 data - [www.pordata.pt](http://www.pordata.pt)

<sup>4</sup> Idem.

Freguesias do Concelho de

# OEIRAS

após a reorganização administrativa de 2013



Out of the 23 Council housing neighborhoods, 22 are inhabited mostly by Portuguese (>60%). There is no available data on specific characteristics of the Portuguese population, for example, statistics on Roma population.

23% of the migrant population (Spain, France, United Kingdom, other European and American countries) is mainly due to, on the one side, tourism and, on the other side, the search for housing more affordable than in Lisbon, following the 2010-2014 real-estate speculation and financial crisis.

The responsibility for intercultural integration lies with the Social Development Department of Oeiras City Council<sup>5</sup>, composed of four divisions: Youth, Sport, Council Housing and Social Cohesion.

There are three fixed Migrants' integration support centers (Centros Locais de Apoio à Integração de Migrantes - CLAIM) – Porto Salvo, Paço de Arcos, Carnaxide – as well as an itinerant center. These centers are part of the High Commission for Migration<sup>6</sup>, "acting as a hosting spots for migrants, as a proximity service for a hosting and integration policy of the communities."<sup>7</sup>. Oeiras CLAIM's are integrated in the Social Cohesion division.

<sup>5</sup> [www.cm-oeiras.pt/pt/municipio/camara-municipal/organograma/Paginas/default.aspx?FilterIdPerson=83](http://www.cm-oeiras.pt/pt/municipio/camara-municipal/organograma/Paginas/default.aspx?FilterIdPerson=83)

<sup>6</sup> [www.acm.gov.pt/pt/-/rede-claii-centros-locais-de-apoio-a-integracao-de-imigrant-3](http://www.acm.gov.pt/pt/-/rede-claii-centros-locais-de-apoio-a-integracao-de-imigrant-3)

<sup>7</sup> [www.cm-oeiras.pt/pt/integra%C3%A7%C3%A3o-de-migrantes](http://www.cm-oeiras.pt/pt/integra%C3%A7%C3%A3o-de-migrantes)

## Legally resident foreign population: total and nationalities (2017)

### Oeiras

Nationality	Nº of persons	% of total foreign population	% of total population
<b>Brazil</b>	2,297	26.88%	1.31%
<b>Cape-Verde</b>	1,680	19.66%	0.96%
<b>Other European countries</b>	1,034	12.10%	0.59%
<b>China</b>	509	5.96%	0.29%
<b>Ukraine</b>	415	4.86%	0.24%
<b>Spain</b>	411	4.81%	0.24%
<b>Romania</b>	393	4.60%	0.22%
<b>Angola</b>	339	3.97%	0.19%
<b>Other American countries</b>	246	2.88%	0.14%
<b>Other Asian countries</b>	197	2.31%	0.11%
<b>Guinea-Bissau</b>	194	2.27%	0.11%
<b>France</b>	172	2.01%	0.10%
<b>Other African countries</b>	129	1.51%	0.07%
<b>United Kingdom</b>	113	1.32%	0.06%
<b>Moldavia</b>	113	1.32%	0.06%
<b>Mozambique</b>	93	1.09%	0.05%
<b>Sao Tomé and Príncipe</b>	86	1.01%	0.05%
<b>Nepal</b>	61	0.71%	0.03%
<b>India</b>	55	0.64%	0.03%
<b>Total</b>	<b>8,546</b>	<b>100.00%</b>	<b>4.89%</b>

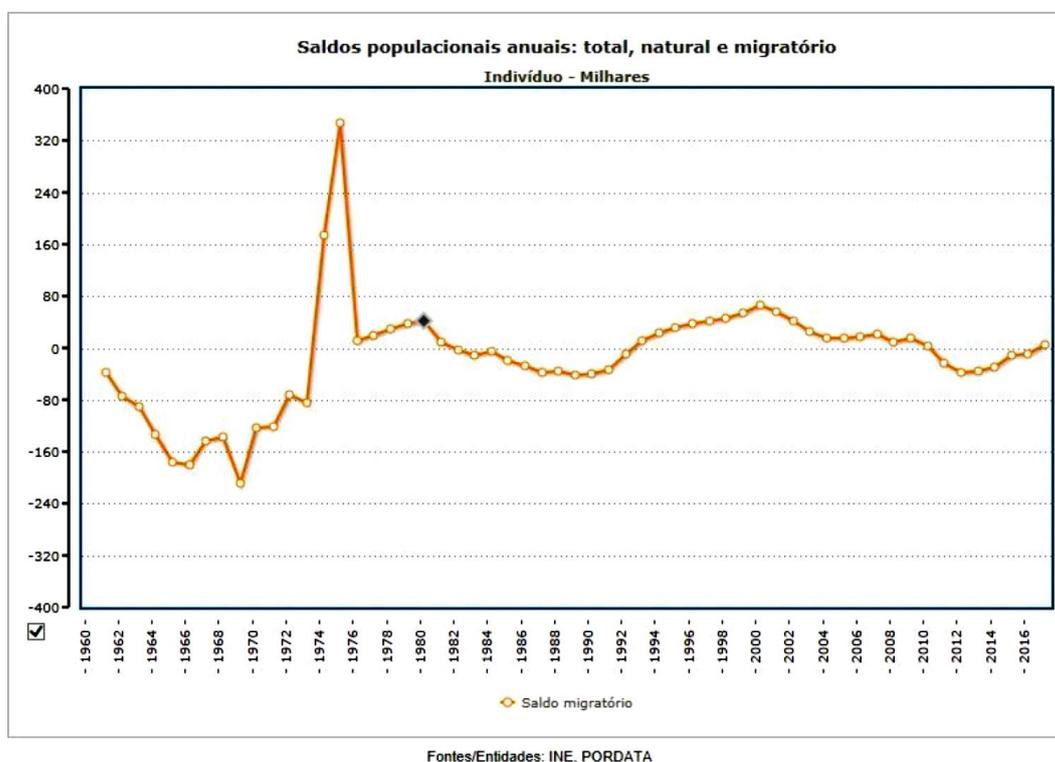
Data: INE | SEF/MAI – Legally resident foreign population

Source: **PORDATA**

## The Portuguese context

Just as the Mediterranean model, Portugal didn't promote migration policies until the 90s. The Portuguese colonial past generated the first significant flow of migrants, be it from the ex-colonies, be it as a consequence of the decolonization during the 70s. This was also the transition period from dictatorship to the democracy<sup>8</sup> in Portugal. The overlap of these two moments assured that models as the assimilationist<sup>9</sup> or the guest-worker<sup>10</sup> did not find room firmly in the Portuguese society, even though the French and German system influence, namely, the origins of the nationality legal framework.

A significant number of PALOP<sup>11</sup> migrants set up in Portugal since the 70s. Even if some suggest that similarities between languages, religions and cultures between migrants and native Portuguese would have resulted in an easier and less conflicting integration than in other decolonization scenarios, the migrant population and their descent are disproportionately disadvantaged when it comes to education, employment, housing and income in Portugal.<sup>12</sup>



In 1996, the Portuguese State created ACIME - Alto Comissariado para a Imigração e Minorias Étnicas (High Commissariat for Immigration and Ethnic Minorities), establishing the first framework

<sup>8</sup> On the 25th of April 1974, the "Carnation Revolution" led to the fall of the Portuguese dictatorship, marking the beginning of the so called global "Third Democratic wave".

<sup>9</sup> Until the 70s, Portugal, just as France, kept the "*assimilado*" figure – promoting the adoption of national culture and of *Christian traditions* by colonized migrants, in exchange for rights that were not granted to "indigenous people".

<sup>10</sup> As an example, in the German case, namely *gastarbeiter* in the 60s and the 70s.

<sup>11</sup> "Países Africanos de Língua Oficial Portuguesa -PALOP" (Portuguese-speaking African countries) is a common designation for African countries – ex-Portuguese colonies – where Portuguese is the official language: Angola, Cape Verde, Guinea-Bissau, Mozambique and Sao Tome and Principe. Together with Brazil, East-Timor and Equatorial Guinea, these countries form CPLP - Community of Portuguese Speaking Countries.

<sup>12</sup> According to OECD (2015), Portugal, just as Greece and Spain, share the second highest level of wage inequality of Western Europe, surpassed only by the United Kingdom.

of migration policies. The governmental body has undergone several changes: In 2007, it became ACIDI – High Commissariat for Immigration and Intercultural Dialogue, under the Prime Minister’s authority and, in 2014, it adopted its current name: ACM – Alto Comissariado para as Migrações (High Commissariat for Migrations)<sup>13</sup>. Portugal is one of the few European countries to have adopted a tool to help steer public policy on migrants’ integration, first as a Plan for Migrants’ Integration (2007-2009), then for 2010-2014 and, finally, a Strategic Plan for Migration<sup>14</sup>, in force since 2015. Portugal is also one of the few countries where a single body – ACM – takes on the responsibility for intercultural dialogue policies.

ACM oversees the Migration Observatory<sup>15</sup>, the network of migrants’ integration support centers (CLAIM)<sup>16</sup>, including Oeiras’ CLAIM. Three national migrants’ integration support centers (CNAIM – Lisbon, North and Algarve)<sup>17</sup> are part of this network, articulating with several governmental agencies belonging to five different ministries (SEF – Serviço de Estrangeiros e Fronteiras/ Foreigner and Border Service, ACT - Autoridade para as Condições de Trabalho / Working Conditions Authority, Social Security, Ministry of Health, Ministry of Education and the Central Registry Office), provide supporting in what concerns migrants’ need, such as family reunification, employment and legal support. ACM has sociocultural mediators working for the CNAIM, through protocols with migrants’ associations. The participation of civic society organizations as partners has shown to be a successful innovation<sup>18</sup>. Since 2013, there is also a National Strategy for the integration of Roma communities<sup>19</sup>.

ACM’s model is widely acknowledged, for example, through the most recent edition of MIPEX<sup>20</sup> (“Migration Policy Index”), published in 2015. Portugal ranks second in a group of 38 countries in what concerns migrants’ management quality, ranking first access to nationality easiness. The fact that the Portuguese performance in MIPEX is virtually absent from electoral speech in 2014 is also broadly recognized. This fact is an indicator of the oscillation that the integration agenda can have in the political panorama.

The main Portuguese law on nationality is from 1981<sup>21</sup>, and its most recent amendment from 2018, reducing the requirements needed to obtain Portuguese citizenship, and introducing new ways to request it. Some of the most frequent naturalization cases include foreigners living for at least six years in Portugal, or direct descendants from citizens residing in Portugal for at least two years. The majority of hindrances is related to the inability to prove minimum residence periods, as well as difficulties in accessing other formal documents.

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<sup>13</sup> [www.acm.gov.pt](http://www.acm.gov.pt)

<sup>14</sup> [www.acm.gov.pt/-/plano-estrategico-para-as-migracoes-pem-](http://www.acm.gov.pt/-/plano-estrategico-para-as-migracoes-pem-)

<sup>15</sup> [www.om.acm.gov.pt/](http://www.om.acm.gov.pt/)

<sup>16</sup> [www.acm.gov.pt/pt/-/rede-claii-centros-locais-de-apoio-a-integracao-de-imigrant-3](http://www.acm.gov.pt/pt/-/rede-claii-centros-locais-de-apoio-a-integracao-de-imigrant-3)

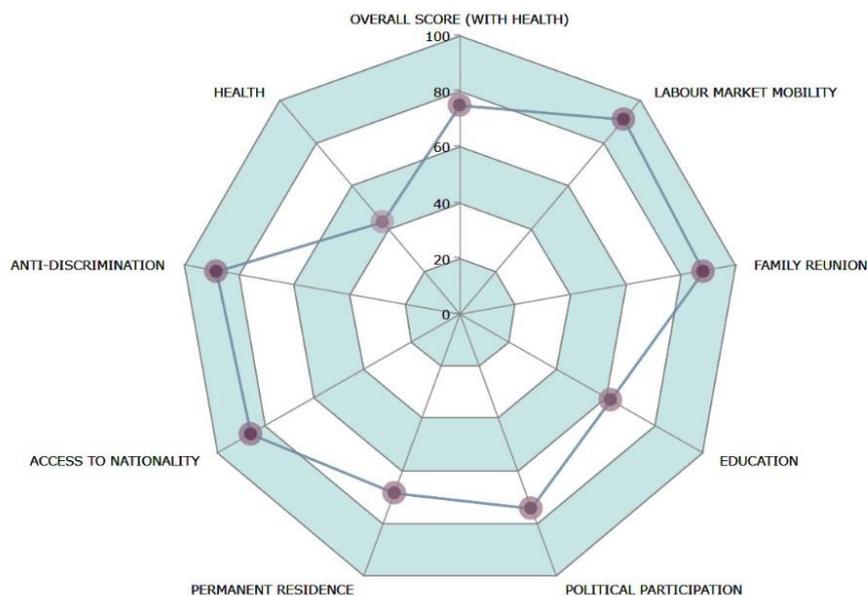
<sup>17</sup> [www.acm.gov.pt/zh/-/cnai-centro-nacional-de-apoio-ao-imigrante](http://www.acm.gov.pt/zh/-/cnai-centro-nacional-de-apoio-ao-imigrante)

<sup>18</sup> [www.oss.inti.acidi.gov.pt/](http://www.oss.inti.acidi.gov.pt/)

<sup>19</sup> [www.acm.gov.pt/pt/-/estrategia-nacional-para-as-comunidades-ciganas-enicc-concig](http://www.acm.gov.pt/pt/-/estrategia-nacional-para-as-comunidades-ciganas-enicc-concig)

<sup>20</sup> [www.mipex.eu/](http://www.mipex.eu/)

<sup>21</sup> [www.dre.pt/application/conteudo/564050](http://www.dre.pt/application/conteudo/564050)



Portugal Migration Policy Index rating (2015)

Portugal MIPEX Index (2015). Fonte: [www.mipex.eu](http://www.mipex.eu)

The possible steps forward that are usually suggested for national migration policies include the system's flexibilization in what concerns undocumented migrants. Concretely, the Portuguese State can ease migrants' access to social rights, non-precarious employment, efficient social security, health and education services. Nowadays, only Portuguese citizens can be hired to work for public administration; the existing exceptions result of international conventions or special laws, such as the Treaty on the European Union<sup>22</sup>. In this case, people from any European Union's citizenship are entitled to work in public administration of any Member State.

## Education and Training in Oeiras

The **Agrupamento de Escolas Aquilino Ribeiro** (Porto Salvo) consists of four schools, and has 1451 students. The percentage of foreign student population is 11% (155), and, of the 14 different nationalities, the African community represents around 30%, followed by the Brazilian community, that has grown in recent years. The school grouping is part of "UNESCO Associated Schools"<sup>23</sup> since 1991, holding the "Intercultural School Label"<sup>24</sup>, awarded by the Ministry of Education in 2018. Aga Khan Foundation is one of its local partners, with whom the school closely collaborates in different community initiatives.

The school grouping organizes a yearly intercultural open day, and promotes the "Terra Colorida" project (Colourful Earth)<sup>25</sup>, originated from an initiative in 1995 by the Preparatory School in Caxias, "Clube Terra Colorida". The goal started off by being the promoting of school attainment and tolerance, as a direct answer to conflicts in a local neighborhood. Nowadays, the project is conveyed

<sup>22</sup> [www.europa.eu/european-union/law/treaties\\_en](http://www.europa.eu/european-union/law/treaties_en)

<sup>23</sup> [www.unescoportugal.mne.pt/pt/redes-unesco/escolas-associadas](http://www.unescoportugal.mne.pt/pt/redes-unesco/escolas-associadas)

<sup>24</sup> [www.dge.mec.pt/selo-escola-intercultural](http://www.dge.mec.pt/selo-escola-intercultural)

<sup>25</sup> [www.unescoportugal.mne.pt/pt/temas/construir-sociedades-do-conhecimento/tic-na-educacao](http://www.unescoportugal.mne.pt/pt/temas/construir-sociedades-do-conhecimento/tic-na-educacao)

mostly through curricular subjects, adjusting content and methodological approaches, with the support of tools such as training kits built according to the needs. Guidelines on intercultural education, from the Ministry of Education<sup>26</sup>, from the High Commissariat for Migrations<sup>27</sup> or from UNESCO<sup>28</sup> are followed. PAII - Plataforma de Apoio à Integração de Imigrantes (Support Platform for the Integration of Immigrants)<sup>29</sup> is a partner of the initiative.

The project is a source of information about the cultural origins of the foreign students, namely through the introduction of African authors in Portuguese subject. In “Terra Colorida”, the focus is Human Rights, via themes such as racism, Holocaust or refugees.

The reach of project is international, with cultural exchanges between schools from Cape Verde, Brazil, East-Timor and Galiza, fostering the sharing of ideas on inequalities and mutual learning of languages. In 2019, a study visit to UNESCO’s Paris headquarters will take place, with the financial support of the City Council. These exchanges are also articulated with other projects promoted by the School grouping, such as the “Bandas de Garagem” (Garage bands) project<sup>30</sup>.

The main outcomes reported are the substantial “improvement of students’ attitudes”, inside and outside classes, as well as the improvement of the neighborhood’s image, as a consequence of the acknowledgement of the school’s pedagogical quality. One of the challenges identified is the difficulty Terra Colorida has dealing with the existing contradictions between the proposals of schoolbooks<sup>31</sup> that, often, have a Eurocentric perspective. The “confrontation” with family members can also be an obstacle for students, in what concerns the debate, at home, of the themes addressed.

The project team is satisfied with the reach of the school grouping, but sees the involvement of more teachers, and subsequently of more classes and subjects, as a challenge. To widen the teachers’ commitment, a possibility might be to establish a partnership with an accredited body to attribute training credits of continuous training for teachers, promoting learning processes on intercultural education, in coherence with the approaches and principles of “Terra Colorida”.

In what concerns general challenges, the school grouping refers the constant changes in national educational policies<sup>32</sup>, that hinder the stability of work for the teaching community. The recent “Curricular autonomy and flexibility”<sup>33</sup>, has brought schools more autonomy, but there is still a “schoolbook and programme dictatorship”. There is also a generalized impression on the decrease of teachers’ training quality at a national level. On this matter, Oeiras and its schools could, together with other City Councils, establish an agenda with the government on the importance of deepening of education’s municipalization, associating, namely, the conclusions of the “OECD Reviews of School Resources”<sup>34</sup>, produced in 2019 by Organization for Economic Co-operation and Development.

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<sup>26</sup> [www.dge.mec.pt/educacao-intercultural](http://www.dge.mec.pt/educacao-intercultural)

<sup>27</sup> [www.acm.gov.pt/pt/-/kit-intercultural](http://www.acm.gov.pt/pt/-/kit-intercultural)

<sup>28</sup> [www.en.unesco.org/themes/gced](http://www.en.unesco.org/themes/gced)

<sup>29</sup> PAII was created as part of Oeiras Municipal Plan for the integration of migrants, for its monitoring, being now a Working group inside Oeiras social network.

<sup>30</sup> [www.cm-oeiras.pt/pt/Paginas/bandas-garagem18.aspx](http://www.cm-oeiras.pt/pt/Paginas/bandas-garagem18.aspx)

<sup>31</sup> For example, several schoolbooks have an approach that celebrates the colonial dimension of the Portuguese history.

<sup>32</sup> For example, in the teaching curricula or in the bureaucratic demands that the teaching community is obliged to implement.

<sup>33</sup> [www.dge.mec.pt/autonomia-e-flexibilidade-curricular](http://www.dge.mec.pt/autonomia-e-flexibilidade-curricular)

<sup>34</sup> [www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=a435aab3-4e39-404c-b086-6c1d83cf01df](http://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=a435aab3-4e39-404c-b086-6c1d83cf01df)

In the case of Escola 2+3 Aquilino Ribeiro, evidence is put forward about “a larger amount of foreign people than in the other schools in the municipality”. The usual flow is a first admission in the community via Escola Básica Pedro Álvares Cabral, in Bairro dos Navegadores and, after, in Escola Aquilino Ribeiro. This observation leads to a deeper debate on the phenomena of segregation on education, such as the “white flight”. So being, a better understanding of the dispersion – or concentration – of foreign student community and its causes is recommended.

Oeiras announced, in 2018, its new policy on Education– “Oeiras Educa”<sup>35</sup> – aiming at “connecting formal education with non-formal education at Oeiras, creating facilitating mechanisms: an online portal and a dedicated transport service”<sup>36</sup>. Other than the useful tools on territorial communication established by the “Oeiras Educa” policy, this could be an important channel to deepen the valorization, dissemination and replication of intercultural projects, such as “Terra Colorida”.

## Local cooperation and participation in Oeiras

Oeiras has two community centers<sup>37</sup> – one in Bairro dos Navegantes<sup>38</sup> and one in Alto da Loba (Paço de Arcos). The latter was concluded in 1999, answering to a mix community, including Capeverdian, Angolan, Guinean, Ukrainian, Chinese and Brazilian population. The neighborhood was built 27 years ago and is also characterized by important internal flows, for example, Portuguese from Guimarães or Mirandela. Recently, due to the rising of prices in the real estate in Portugal<sup>39</sup>, there is a new wave of French, English and North-American population. The neighborhood is identified as “not having security issues.”

The center is “open to the community” and there is free and supported internet access, a space for table games, a community vegetable garden, monthly community lunches, birthday’s community parties, chi kung, gym classes for the elderly, sewing and English lessons. The Migrants’ integration support center (CLAIM) plays a key role in the promotion of these activities.



*Centro Comunitário do Alto da Loba.*

The **Community Centre of Alto da Loba (CLAIM)** is a good example of how much a City Council recognizes that working autonomously is not necessarily more

productive. One can see that, in a partnership with civic society, more and better is achieved. Other than the CLAIM, the Community Centre hosts several organizations: Aldeia SOS<sup>40</sup>, together with the Centro de Apoio Familiar SOS de Oeiras (CAFAP), Associação Moreira Team, Amara - Associação pela

<sup>35</sup> [www.cm-oeiras.pt/pt/viver/educacao/Paginas/programa-inovador-de-apoio-ao-sistema-escolar-do-concelho.aspx](http://www.cm-oeiras.pt/pt/viver/educacao/Paginas/programa-inovador-de-apoio-ao-sistema-escolar-do-concelho.aspx)

<sup>36</sup> [oeiraseduca.pt/programa/](http://oeiraseduca.pt/programa/)

<sup>37</sup> [www.cm-oeiras.pt/pt/viver/servicossociais/intervencao-na-comunidade/Paginas/centroscomunitarios.aspx](http://www.cm-oeiras.pt/pt/viver/servicossociais/intervencao-na-comunidade/Paginas/centroscomunitarios.aspx)

<sup>38</sup> That, after having hosted a Escolhas project ([www.programaescolhas.pt](http://www.programaescolhas.pt)) until 2017, now holds CLAIM – Navegadores.

<sup>39</sup> After the Portuguese financial crisis of 2010-2014, the real estate prices rose rapidly, being Lisbon and Porto the cities most hit by this increase.

<sup>40</sup> [www.aldeias-sos.org/quem-somos/onde-estamos/portugal/oeiras](http://www.aldeias-sos.org/quem-somos/onde-estamos/portugal/oeiras)

Dignidade na Vida e na Morte<sup>41</sup>, Associação Ajuda de Mãe<sup>42</sup>, Alfalit Portugal<sup>43</sup> and Paço de Arcos' school grouping Qualifica Centre<sup>44</sup>. These organizations provide several services, including: support to pregnant women or mothers with protection measures, leisure activities such as fighting sports, family mediation, self-help groups, babysitting, positive parenting promotion, school support, volunteer work, summer camps, senior visits, alphabetization of adults or recognition and validation of skills.

The organization works as a partnership in the center, in a co-management scheme, following a common set of rules. The center is open from Monday to Saturday, from 9am to 7pm, with some activities beyond these times (for example, kickboxing), in coherence with the needs of the community and of the organizations. Two main advantages are seen in the concentration of services:

- The first is the fact that, through a center offering several assets, a large number of groups, working both with children and their families is reached;
- The second is the fact that it is easier to establish partnerships between organizations and to give complementary answers.

The spirit of cooperation between partners is evident. Possible developments in this matter could be a more efficient articulation of resources and of existing projects, for example, through a Municipal plan for interculturality that goes beyond the residual measures already existing in the strategic planning of the City Council, namely in the Social development plan.

One of the challenges foreseen has to do with the bureaucracy involved in the request of support to the City Council, that "makes working with the community harder". Two possibilities for reducing these obstacles are identified: on the one hand, reformulating the municipal support programmes, making the access of the communities supported by the community centres easier; on the other hand, via the promotion of capacity building sessions (for example, in project management) for these groups, so that they become autonomous in the support requests. "Bip-ZIP"<sup>45</sup> programme, in Lisbon, paves the way to potentiate civic society participation in the implementation of public policy, via the possibility of calls for proposals for community initiative projects and respective financing.

Another challenge identified is the fact that "some people can feel ashamed of coming to the centre to ask for support". A suggested activity could be to deconstruct this image of the centre, namely through a "anti-rumours"<sup>46</sup> campaign, in line with the homonymous Council of Europe strategy.

The Moreira Team association's example shows that it is possible to transform an "external" intervention in an intervention promoted by the community itself. A possible step forward in the co-management spirit of the centre could be to create conditions so that the community itself could potentiate its participation, gaining more propriety over the projects and organizations. The process of "Casa de las Mujeres"<sup>47</sup>, in Donostia, could be inspiring in this matter bearing in mind that, even if it is in a municipal space, Donostia's City Council is clearly on equal terms with the association, in what concerns the space, its functioning and the activity program.

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<sup>41</sup> [www.amara.pt/](http://www.amara.pt/)

<sup>42</sup> [www.ajudademae.pt/](http://www.ajudademae.pt/)

<sup>43</sup> [www.alfalit.pt](http://www.alfalit.pt)

<sup>44</sup> [www.aepa.pt/pt/centro-qualifica-](http://www.aepa.pt/pt/centro-qualifica-)

<sup>45</sup> [www.bipzip.cm-lisboa.pt/](http://www.bipzip.cm-lisboa.pt/)

<sup>46</sup> [www.coe.int/en/web/interculturalcities/anti-rumours](http://www.coe.int/en/web/interculturalcities/anti-rumours)

<sup>47</sup> [www.donostiakoemakumeenetxea.com/](http://www.donostiakoemakumeenetxea.com/)

## Commitment and Communication

During the **public presentation of Oeiras' Intercultural Cities Index**, the vice-president of the City Council stated that the foreign population's integration is "a duty" for Oeiras, and then added that, independently of its larger or lesser "legal status", the foreign community "deserves dignity [and] the recognition of its contribution for our society".

The vice-president also underlined that it was through international cooperation and the establishment of relations "with the other" that Oeiras was able to "end the shanty areas", using the example of town-twinning with Mindelo, Cape Verde, in 1988<sup>48</sup>.

The Social development councillor reinforced this idea, stating that "we were the first to end with shanty areas", as well as that, in Oeiras, there is "a great articulation between schools and families."



The City Council showed again its commitment with the intercultural agenda publishing an article on the session on its official page<sup>49</sup>. *Public presentation of Oeiras Intercultural cities Index Credits: Oeiras City Council.*

A possible step forward for Oeiras could be to increase further its degree of commitment through the deepening of common ground between the different stakeholders in the municipality in what concerns intercultural matters. A more efficient articulation in the conceptual domain would allow for a deeper reflection and understanding of phenomena such as nationalism, racism, segregation, concentration of ethnic communities, otherness, lusotropicalism or exoticism. An opportunity to think collectively about these issues could imply a better discourse qualification in the communication channels, as well as a more solid and transversal conscience of the intercultural commitment by the City Council.

## Work and entrepreneurship

The **Social Cohesion area of Oeiras' City Council**<sup>50</sup> promotes the articulation between employers, aiming at an easier access to employment and professional training. Around 120 entities compose the "Oeiras+" network, where, in 2018, 85 institutions received support, 1200 issues were mediated, 17 adhesions took place. The "**Programa Oeiras Solidária**"<sup>51</sup> (Oeiras Solidarity Programme) promotes several activities of social responsibility, stimulating the articulation and cooperation between different stakeholders. One of the initiatives is the awareness raising for the **Carta Portuguesa para a Diversidade**<sup>52</sup> (Portuguese Charter for Diversity), signed by the City Council in 2018, where the goal is to deconstruct prejudice and defend the value of diversity, also in the labour market.

<sup>48</sup> [www.cm-oeiras.pt/pt/municipio/relacoes-institucionais/Paginas/geminacoes.aspx](http://www.cm-oeiras.pt/pt/municipio/relacoes-institucionais/Paginas/geminacoes.aspx)

<sup>49</sup> [www.cm-oeiras.pt/pt/descobrir/cultura/Paginas/visita-concelho-europa.aspx](http://www.cm-oeiras.pt/pt/descobrir/cultura/Paginas/visita-concelho-europa.aspx)

<sup>50</sup> [www.cm-oeiras.pt/pt/municipio/camara-municipal/organograma/Paginas/dcs.aspx](http://www.cm-oeiras.pt/pt/municipio/camara-municipal/organograma/Paginas/dcs.aspx)

<sup>51</sup> [oeirassolidaria.cm-oeiras.pt/](http://oeirassolidaria.cm-oeiras.pt/)

<sup>52</sup> [www.cartadiversidade.pt/](http://www.cartadiversidade.pt/)

Organizations such as a AERLIS – Associação Empresarial da Região de Lisboa<sup>53</sup> (Lisbon Area Business Association), Aga Khan Portugal Foundation<sup>54</sup>, CISCO<sup>55</sup> the public institute for employment and vocational training<sup>56</sup>, through its Employment offices (Gabinetes de Inserção Profissional - GIP)<sup>57</sup>, are partners of the City Council.

The activities promoted include: professional training (internal network of collaborators as well as of external audience), the promotion of partnerships between companies, contact fostering between employers and jobseekers, entrepreneurship support, co-working spaces, promotion of corporate social responsibility, corporate volunteering, referral of job opportunities and practical workshops for jobseekers.

In both Oeiras Solidarity Programme and Oeiras+ network, the companies internally promote some activities in what concerns interculturality. For example, CISCO seeks to deconstruct “stigmas” through “talent meetings” or Gastronomy shows.

The Employment offices in Oeiras receive a considerable number of foreign people. One of the main challenges identified are the bureaucratic or legal obstacles to employment of undocumented people, resulting in a precarious work cycle and in the persistence of the informal sector. The deepening of the partnership with the High Commissariat for Migrations, in the framework of the Immigrant entrepreneurship Programme<sup>58</sup>, could bring about some answers, for example, through the support of formalization of business already existing in the formal economy. Nevertheless, one would suggest a general evaluation of the access of undocumented migrants that are entrepreneurs to the programmes and services available. Lewisham<sup>59</sup> could be an inspiring example for Oeiras, in what concerns the development of migrant entrepreneurship.

Some difficulties in language are identified – not all the foreign job seekers speak Portuguese, nor all the support services have knowledge of the languages spoken by the foreign populations. Even if there is Portuguese language training available, there isn’t enough participation. Some improvements could be the articulation between demand and supply and between services; the participation of learners in the definition of trainings (for example, schedules, duration, content); the convergence of learning paths to learners’ needs. A complementary step for Oeiras in this regard could be the promotion of learning opportunities of the languages mostly spoken by the foreign populations, to that the staff of the services directly involved could develop these competences. The companies could have an important role in the domain of social responsibility, promoting Portuguese and foreign languages learning, namely if there are dominant languages in the access to job opportunities or employment dynamics.

The foreign population also encounters difficulties in the recognition of qualifications. For the cases in which Qualifica programme<sup>60</sup> is not adequate, a more local-based initiative, such as the “Iguálate” campaign<sup>61</sup>, of academic qualification’s equivalence s, promoted by Donostia’s “Casa de las Mujeres” can be a source of inspiration.

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<sup>53</sup> [www.aerlis.pt/](http://www.aerlis.pt/)

<sup>54</sup> [www.akdn.org/publication/fundação-aga-khan-portugal](http://www.akdn.org/publication/fundação-aga-khan-portugal)

<sup>55</sup> [www.cisco.com/c/pt\\_pt/index.html](http://www.cisco.com/c/pt_pt/index.html)

<sup>56</sup> <https://www.iefp.pt/>

<sup>57</sup> [www.iefp.pt/gabinetes-de-insercao-profissional](http://www.iefp.pt/gabinetes-de-insercao-profissional)

<sup>58</sup> [www.acm.gov.pt/pt/-/programa-de-empreendedorismo-imigrante-pe-1](http://www.acm.gov.pt/pt/-/programa-de-empreendedorismo-imigrante-pe-1)

<sup>59</sup> <https://www.lewisham.gov.uk/>

<sup>60</sup> [www.qualifica.gov.pt/](http://www.qualifica.gov.pt/)

<sup>61</sup> [www.donostiakoemakumeenetxea.com](http://www.donostiakoemakumeenetxea.com)

## Housing and neighborhoods

The vice-president of the City Council of Oeiras states that, in the 80s, Oeiras “gave decent living conditions to the people living in shanty areas that, at the time, were more than 10%. Today, after more than 5.000 houses, we can state that more than 50% of these housing units are allocated to people born in other countries”<sup>62</sup>.

While there have been efforts from the City Council, the insufficiency of housing answers to specific situations has been reported, namely, in the access to council housing by people living in Oeiras for less than three years<sup>63</sup>, as well as the hosting of mothers in vulnerable situations.

Not all rehousing processes between the 1980s and 1990s<sup>64</sup> were celebrated in the same way throughout the council. The council housing represents 16.283 inhabitants (about 9% of the total inhabitants of the municipality), distributed in 5423 housing units. These neighborhoods are frequently reported as being “problematic”, reproducing “social problems that they sought to answer”, such as social segregation or poverty. The main challenges of nowadays seem to be similar to the challenges during the 80s – “how do we get people out of there?”, one asks. The massive presence of Portuguese population in council housing neighborhoods<sup>65</sup> shows some inconsistency between political speech and the field data.

**Bairro dos Navegadores** is one of the 21 council housing’s neighborhood and, even if there was no opportunity to visit it, it was one of the main topics during the visit. With a mixed population, but mostly migrant, the neighborhood was built in 1999, with 1323 inhabitants. By its characteristics of spatial layout, described as a *ghetto*, doubts about “to what extent are the new inhabitants ready to live in the neighborhood?” persist. The **CLAIM of Porto Salvo** is precisely in this neighborhood and, as all CLAIM in Oeiras, seeks to “enhance competences, civic spirit and common space” through its activities.

The challenges identified about Bairro dos Navegadores have different natures and require a good understanding of the issues at stake. Firstly, the insularity of the community. The inhabitants are “outside the urban mesh”, have “insufficient public transports”, and “taxis do not enter the neighborhood”. People feel “far from everything [,] set aside [,] abandoned”, don’t feel to have “basic services” and it is not easy for them to move to other localities of the municipality. Possible answers to the segregation could be through urban integration of the neighborhood, improving the access to public transports,<sup>66</sup> as well as the creation of services that give answer to the basic needs of the community.

Secondly, the “mistrust of the community in what concerns the City Council” is mentioned. The interventions and projects in the neighborhood are referred to as a main factor for this mistrust. The estimates point at around 5 million euros of social investment – both public and private – in the neighborhood since 2006. One of these projects is the Urban Park of the Bairro dos Navegadores<sup>67</sup> – including a Community Center and a multipurpose space – that was developed by organizations in

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<sup>62</sup> [www.cm-oeiras.pt/pt/descobrir/cultura/Paginas/visita-concelho-europa.aspx](http://www.cm-oeiras.pt/pt/descobrir/cultura/Paginas/visita-concelho-europa.aspx)

<sup>63</sup> [www.cm-oeiras.pt/pt/viver/habitacao/Paginas/Observat%C3%B3rio.aspx](http://www.cm-oeiras.pt/pt/viver/habitacao/Paginas/Observat%C3%B3rio.aspx)

<sup>64</sup> We must underline the “resettlement special project”, an initiative of the Portuguese Government in the 90s, aiming at resettling the inhabitants of the so called bairros de lata (shanty areas) of Lisbon and Porto Metropolitan area.

<sup>65</sup> According to the data from the City Council, 22 out of the 23 municipal neighborhoods have more than 60% Portuguese inhabitants. Please refer to annex 2.

<sup>66</sup> The idea of creating a dedicated transport service, by the City Council was mentioned.

<sup>67</sup> [www.cm-oeiras.pt/pt/areabilitacaodobairrodosnavegadores](http://www.cm-oeiras.pt/pt/areabilitacaodobairrodosnavegadores)

the context of a Social Development Local contract until 2017. As soon as the financing ended, the project came to an end, compromising the existing proximity and generating mistrust in the cooperation with the City Council. Oeiras could explore community development strategies with a long term vision, with a follow-up dully articulated with – and led by – the local population. The diagnosis carried out in 2016 (that led to the requalification of the neighborhood based in some of the suggestions of the local community) could be a good starting point to this kind of action, namely via the cooperation with external entities and, more concretely, with a strong participation by the local population. The support offices for priority intervention neighborhoods<sup>68</sup> in Lisbon could be an inspiring model. The recent talks with Aga Khan Foundation, to foster a collaboration compromise in the neighborhood, could fit a renewed intervention strategy that must have continuity in account.

Thirdly, the fragile association network of the neighborhood is mentioned. The only local association – the Residents' Association – is described as not being necessarily representative of the different communities hosted in the neighborhood, also with an unbalanced gender representation. Oeiras could create an Incentive Programme for associations that support the training and strengthening of locally based associations, answering to community problems. The development of the association's network in a territory also means giving the community the ability to participate and to autonomously promote and develop community projects.

Lastly, the label given to the neighborhood is mentioned. The social stigmatization processes are cumulative and deepen with time when no measure to prevent them and fight them is put in place. Oeiras could, together with the local community, identify a theme about which to develop an urban art piece, valuing the buildings and earmarking the neighborhood in the touristic map of the council. This strategy has not only shown great results in several cities, but Oeiras also shows some experience with it, for example, in the city center.<sup>69</sup> The anti-rumours<sup>70</sup> campaign, mentioned previously, could have a part dedicated to the Bairro dos Navegadores – as well as to other neighborhoods in which it is deemed pertinent – aiming at deconstructing prejudices and stigma, fostering a positive image of the territory.

In what concerns the council housing neighborhoods as a whole, the difficulty of a dispersed intervention is mentioned, bearing in mind that there are CLAIM in the council that answer to several territories - unlike Bairro dos Navegadores, in which CLAIM gives a located answer. A reorganization of different interventions is suggested, to allow a greater success and cohesion of the interventions.

There are still many intercultural challenges in the work with Roma communities. Oeiras could promote trainings to its staff about the cultural aspects of the Roma communities. The creation of local mediation services could be an important tool in the continuous work of understanding and communicating. The Fundación Secretaria Gitano<sup>71</sup> in Donostia work together with several organizations, in common goals with the Roma communities in the territory. The Asociación Gitana por el Futuro de Gipuzkoa<sup>72</sup> is one of these organizations, whose governing bodies are entirely composed of Roma community members. Oeiras could promote this kind of associationism through the Incentive Programme for associations mentioned previously.

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<sup>68</sup> [www.cm-lisboa.pt/municipio/projetos-cofinanciados/bairro-padre-cruz/gabip](http://www.cm-lisboa.pt/municipio/projetos-cofinanciados/bairro-padre-cruz/gabip)

<sup>69</sup> [www.cm-oeiras.pt/pt/agenda/Paginas/comemoracao-25abril-2019.aspx](http://www.cm-oeiras.pt/pt/agenda/Paginas/comemoracao-25abril-2019.aspx)

<sup>70</sup> [www.coe.int/en/web/interculturalcities/anti-rumours](http://www.coe.int/en/web/interculturalcities/anti-rumours)

<sup>71</sup> [www.gitanos.org/](http://www.gitanos.org/)

<sup>72</sup> [www.agifugi.org/](http://www.agifugi.org/)

## Concluding remarks

During the experts visit of the Council of Europe Oeiras' continuous effort in the development of its intercultural policies was shown: the efforts in the recognition of good practices in Education, the success of local services' infrastructures in fostering participation and cooperation, the public reassertion of the council compromise in what concerns integration and non-discrimination, partners in the debate about immigrants' inclusion in the labor market were congregated, the strengths and challenges of the service, from the internal articulation to the intervention in council housing intervention are some of the examples.

The interest and willingness of Oeiras to learn is one of the key factors of the success of the intercultural policies in short and medium term. The recommendations in this document are based on the information gathered *in situ* with an extended number of people whose dedication is worth mentioning. Paths are identified that surely call for proactivity and financial support, but these goals are unreachable without the human contribute or without political will. The recently announced cooperation with Aga Kahn Foundation in Bairro dos Navegadores is a good example of blending of resources and energy to answer the concrete needs of the territory.

As a follow up, we suggest, in the first place, the provision, analysis and interpretation of the visits' results, seen as a crucial exercise of immediate. Secondly, City Council services could be articulated for a common understanding about interculturality. We underline the importance of working spaces and safe time's creation for awareness raising, a better understanding of the conceptual questions and of the learning needs identified by the staff. An efficient articulation between the services would benefit from clear roles and objectives, as a mean of eliminating eventual overlaps and dispersions. The allocation of time for meeting, reflecting and monitoring is key to ensure the best performance possible. The definition of clear target dates for a new answer on the Intercultural Cities Index could be an opportunity as such for Oeiras.



## 1<sup>st</sup> ICC EXPERTS' VISIT TO OEIRAS

Oeiras, 20-21 March 2019

### DRAFT AGENDA

#### 20 March 2019 - Multiple venues

- 2.30 p.m. Intercultural education; management of diversity-related challenges in schools; the intercultural school as a resource for the community and vice-versa.**  
**Venue:** Agrup. Escolas Aquilino Ribeiro (Porto Salvo)  
**Participants:** Director and teachers responsible of the project "Terra Colorida" (AE Aquilino Ribeiro), Municipality of Oeiras (Education, Social Cohesion and Local Security Contacts units) Parish Council of Porto Salvo UNESCO Associated Schools Network Focal Point Aga Khan Foundation
- 4.30 p.m. Interculturality at local/community level**  
**Venue:** Community Center of Alto da Loba  
**Participants:** CCAL Team Local Stakeholders
- 6.00 p.m. End of first day**



## 21 March 2019 – Multiple venues

### 9.00 a.m. Oeiras Intercultural City – Public presentation

Venue: Auditorium of the Municipal Library of Oeiras

- Welcoming words  
*President or President's representative*
- The Intercultural Cities Programme  
*Ms Ivana d'Alessandro, Head of the Intercultural Cities Unit, Council of Europe*
- Presentation of Oeiras Index Results  
*Mr Sergio Xavier, ICC Independent expert*
- Questions and answers

Participants: Executivo Municipal  
Parish Council's Presidents and technical staff  
Stakeholders (Platform for immigrants' integration Support;  
Oeiras Social Network)  
Municipal Head Units and staff

12.00 a.m. – 2.00 p.m. Lunch

### 2.30 p.m. Intercultural management of diversity in business and in the job market

Venue: Aerlis

Participants: Oeiras Solidarity Programme (POS)

POS enterprises

Division for Social Cohesion (Municipality of Oeiras)

Oeiras+ Network (on employment and professional training)

### 4.00 p.m. Debriefing session: Good practices, future challenges and Council of Europe recommendations

Venue: Oeiras City Hall

Participants: Municipality of Oeiras's Divisions : Social Cohesion, Local Security Contrats, Education, Youth, Culture, housing and Communication.

5.30 p.m. End of the visit

Annex 2 – Council housing residents’ country of birth– Data source: CMO (2019)

Neighborhood	Country of birth	Nr.	%
Alto da Loba	Angola	22	4,9
	Cape Verde	60	13,5
	France	2	0,4
	Ghana	1	0,2
	Guinea-Bissau	18	4
	Mozambique	3	0,6
	Not attributed	7	1,5
	Portugal	320	72,3
	Rep. Center African	1	0,2
	S. T. and Prince	6	1,3
	No info	2	0,4
	Barronhos	Germany	1
Angola		51	4,4
Belgium		2	0,17
Brazil		8	0,69
Bulgaria		2	0,17
Cape Verde		147	12,6
Spain		2	0,17
France		3	0,25
Guinea-Bissau		14	1,2
Netherlands		3	0,2
England		1	0,08
Mozambique		16	1,38
Not assigned		3	0,2
Portugal		891	76,9
S.T. Prince		12	1
Ukraine		2	0,1
Bento Jesus Caraça		Angola	4
	Brazil	4	1,4
	Cape Verde	36	13
	Spain	1	0,3
	Not assigned	5	1,8
	Poland	1	0,3
	Portugal	220	80
	S.T. Prince	3	1
	Timor	1	0,3
	Bugio	Angola	2
Bulgaria		1	0,7
Cape Verde		23	17
Guinea-Bissau		4	2,9
Holland		2	1,4
Not attributed		1	0,7
Portugal		99	73,3
S.T. Prince		3	2,2
Casal da Medrosa	Angola	1	1,6
	Cape Verde	3	5

	Portugal	54	91,5	
	S.T. Prince	1	1,6	
Casal do Deserto	Cape Verde	1	0,9	
	Portugal	105	98,1	
	No info	1	0,9	
Corações	Portugal	14	82,3	
	No info	3	17,7	
Dr. Francisco Sá Carneiro	Angola	24	4,9	
	Brazil	1	0,2	
	Cape Verde	37	7,5	
	Guinea-Bissau	1	0,2	
	India	2	0,6	
	Mozambique	26	5,3	
	Not assigned	1	0,2	
	Portugal	366	75,1	
	S.T. Prince	7	1,4	
	Timor	21	4,3	
	Ukraine	1	0,2	
	Encosta da Portela	Angola	24	3,2
		Brazil	2	0,2
Cape Verde		154	20,8	
Guinea-Bissau		29	3,9	
India		1	0,1	
England		1	0,1	
Mozambique		5	0,6	
Not attributed		19	2,5	
Pakistan		1	0,1	
Portugal		481	65	
S.T. Prince		21	2,8	
Timor		1	0,1	
Laveiras/Caxias		Angola	2	1,1
	Brazil	2	1,1	
	Cape Verde	38	21,8	
	Guinea-Bissau	2	1,1	
	Mozambique	1	0,5	
	Not assigned	5	2,8	
	Portugal	122	70,1	
	S.T. Prince	2	1,1	
Luta pela Casa	Angola	3	6,9	
	Indonesia	1	2,3	
	Portugal	39	90,6	
Medrosa	Portugal	7	100	
Moinho das Rolas	Angola	16	2,5	
	Brazil	2	0,3	
	Cape Verde	145	23,2	
	France	1	0,1	
	Guinea-Bissau	1	0,1	
	Holland	1	0,1	
	Mozambique	14	2,2	
	Not attributed	25	4	
	Portugal	411	65,7	

	S.T. Prince	8	1,2	
	No info	1	0,1	
Navegadores	Angola	54	3,4	
	Brazil	3	0,1	
	Cape Verde	348	22,1	
	Spain	5	0,3	
	France	2	0,1	
	Guinea-Bissau	76	4,8	
	Holland	1	0,06	
	Indonesia	1	0,06	
	England	1	0,06	
	Mozambique	20	1,2	
	Not assigned	43	2,7	
	Poland	2	0,1	
	Portugal	968	61,6	
	S.T. Prince	31	1,9	
	No info	4	0,2	
	Senegal	5	0,3	
	Timor	5	0,3	
Outurela/Portela	Angola	4	1,4	
	Cape Verde	68	25	
	Spain	2	0,7	
	France	1	0,3	
	Guinea-Bissau	2	0,7	
	Not assigned	22	8,1	
	Portugal	168	61,9	
	S.T. Prince	1	0,3	
	Timor	1	0,3	
	Venezuela	2	0,7	
	Pateo dos Cavaleiros	Angola	28	2,3
Brazil		11	0,9	
Cape Verde		243	20,2	
Spain		3	0,2	
France		1	0,08	
Guinea-Bissau		14	1,16	
Mozambique		5	0,4	
Not assigned		33	2,7	
Portugal		841	70,4	
S.T. Prince		20	1,6	
Senegal		1	0,01	
Pombal		Angola	29	3,4
		Belgium	1	0,11
	Brazil	6	0,7	
	Cape Verde	110	12,9	
	Spain	1	0,11	
	France	2	0,2	
	Guinea-Bissau	22	2,5	
	England	3	1	
	Mozambique	10	1,1	
	Not assigned	2	0,2	
	Portugal	640	75,4	
	S.T. Prince	18	2,1	

	Senegal	1	0,11	
	Timor	2	0,2	
	Ukraine	1	0,11	
Prédio João Chagas	Angola	15	100	
Quinta da Politeira	Brazil	5	1,4	
	Cape Verde	34	10	
	Guinea-Bissau	16	4,7	
	Mozambique	8	2,3	
	Not assigned	2	0,5	
	Portugal	272	80	
	S.T. Prince	2	0,5	
	Timor	1	0,2	
	Ribeira da Lage	Angola	8	1,8
Cape Verde		65	14,8	
Guinea-Bissau		6	1,3	
Mozambique		5	1,1	
Not assigned		13	2,9	
Portugal		334	76,2	
S.T. Prince		3	0,6	
No info		1	0,2	
Timor		1	0,2	
Ukraine		2	0,4	
S. Marçal		Germany	1	0,09
		Angola	18	1,7
	Cape Verde	219	21,8	
	France	3	0,2	
	Guinea-Bissau	10	0,9	
	Mozambique	14	1,3	
	Not assigned	8	0,7	
	Portugal	705	70,2	
	Romania	3	0,2	
	S.T. Prince	18	1,7	
	Senegal	5	0,4	
	Terrugem	Mozambique	1	5,8
Portugal		15	88,4	
Dominican Republic		1	5,8	
Unidade Residencial Madre Maria Clara	Angola	6	10	
	Bulgaria	1	1,6	
	France	1	1,6	
	Mozambique	4	6,6	
	Portugal	48	80	

\* Not attributed = the information gathering process is still to be concluded.