

EMN Annual Report on Migration and Asylum 2019

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Executive summary

The Annual Report on Migration and Asylum 2019 (Part 2) was written by the Portuguese National Contact Point of the European Migration Network (NCP- EMN), pursuant to Article 9 (1) of Council Decision 2008/381/EC, and contains a description of key political developments in matters of migration and asylum in Portugal, from January 1 to December 31, 2019. The information collected and provided in this report is primarily intended for the national partners of the Contact REM Nationals. Nevertheless, the contributions received will also be used to update the Country Fact Sheets and to elaborate the EMN Reports on the main policy aspects in the field of migration and asylum in 2019.

An extended group of partners cooperated with the NCP in preparing this document, namely the National Migration Network , Organizational Units of the "Serviço de Estrangeiros e Fronteiras" (SEF - Immigration and Borders Service) , and other Portuguese public administration organizations , which are being recognized and acknowledged.

In addition, a variety of sources were consulted, including legislation, plans, reports, statistical data, which, in their measure, contributed to the most up-to-date, objective and reliable results obtained and reflected in each of the points in this report.

That said, the main political developments in the area of migration and asylum in Portugal are outlined in the course of 2019:

- a) Guidelines of the strategic political statement on migration and asylum of the 22nd Constitutional Government, which is based on the supervision, reception, integration and fight against collective threats, such as trafficking in human beings and facilitation of irregular migration;
- b) Non definition of a global contingent of residence permits for the admission of foreign citizens to undertake a professional activity, given the limitations of the Portuguese labour market;
- c) Reference to the publication of new laws or legislative amendments, if any, as well as developments of new technologies, equipment or applications.

Apart from the executive summary and the introduction, this report is structured around thematic points, namely: context for asylum and migration policy developments; legal migration; international protection including asylum; unaccompanied minors and other vulnerable groups; integration; citizenship and statelessness; borders, Schengen and visas; irregular migration and migrant smuggling; trafficking in human beings and return and readmissions.

1. INTRODUCTION

The EMN Annual Report on Migration and Asylum 2019 was written by the Portuguese National Contact Point of the European Migration Network (PT EMN NCP), which is represented by SEF through its Planning and Training Department (GEPF). The final document is the result of the information gathered, compiled and analysed from the contributions of a number of stakeholders, namely SEF collaborators, institutional partners of the National Migration Network and of different public administration agents, thus providing a valuable support to national policy-makers for the cross-cutting nature of the issues addressed.

In view of the above, it is important to list all the organizations that have enabled this document to be presented. The internal contributions (SEF) were provided by the following Units: the Regional Directorates Support Department (GADR); the Asylum and Refugees Department Office (GAR); International Relations, Cooperation and Public Relations Department (GRICRP); the Borders Technical Department (GTF); the Planning and Training Department (GEPF); the IT Department (GSI); the Central Directorate for Immigration and Documentation (DCID); the Central Directorate for Investigation (DCInv). External contributions mostly came from interlocutors that comprise the National Migration Network, namely the General Directorate for Consular Affairs and Portuguese Communities (DGACCP/MNE), the General Directorate for Higher Education (DGES/MEC); the General Directorate for Education Statistics (DGEEC/MEC); the General Directorate for Health (DGS/MS) the Institute of Registries and Notaries (IRN/MJ); the Strategy and Planning Office (GEP/MTSSS); the Authority for Working Conditions (ACT/MTSSS); the Observatory on Trafficking in Human Beings (OTSH/SGMAI); the High Commission for Migration (ACM/PCM); and the International Organization for Migration (OIM).

To prepare this report, we consulted direct and indirect sources of information that could provide an across-the-board illustration of the Portuguese scenario regarding migration and asylum.

Regarding the terms used, their definitions are derived from the Portuguese legal system and, whenever possible, the Immigration and Asylum Glossary.

Finally, some problems were identified in the gathering of information for certain thematic points in this report. The absence of this is due in most cases to the non-inexistence of such situations at national level or to the fact that those situations represent an inexpressive register, which is not therefore relevant to the purpose of this document.

2. CONTEXT FOR ASYLUM AND MIGRATION POLICY DEVELOPMENTS

In 2019, the political guidelines of the strategic political statement on migration and asylum of the XXII Constitutional Government were adopted, based on the monitoring, reception, integration and fight against collective threats, such as trafficking in human beings and facilitation of irregular migration;

Portugal has a new government since October 2019, including an Integration and Migration Secretary of State. The government main guidelines concerning this subject are:

- Attracting regulated and integrated immigration for the development of the country through policies guided by the recognition of the irreplaceable advantages of regulated and integrated immigration, in favour of the development and sustainability of the country, not only at the demographic level, but also as an expression of a tolerant, diverse and open country;
- Promote the regularity of migratory paths through the creation of formal channels of migration to Portugal from the countries of origin and ensure that immigrants, once residing in Portugal, do not become undocumented immigrants or marginalised;
- Implementing programs to promote immigration through the creation of a zone of mobility and freedom to settle among the CPLP community (Community of Portuguese Speaking Countries), supporting foreign students and researchers, especially in technological areas. Setting programs to support the recruitment of qualified and entrepreneurial staff in technological areas and revising the residence permit regime for investment to be directed to regions with low population density;
- Ensuring the reception and integration of refugees, guaranteeing the right to asylum and subsidiary protection to refugees coming to Portugal or those included in international relocation or resettlement programs. Participating in programs promoted by the UNHCR, the IOM or the European Union to support refugees from situations of war or violations of fundamental rights, by endorsing programs to integrate refugees into society Portuguese.
- Change the way the Public Administration relates to immigrants through the creation of a digital platform for reducing bureaucracy with the Administration. Also shortening the processing time for immigrants' documentation; expansion of the network of mediators in SEF to provide support in foreign languages to foreign citizens. Implementing a mobile service for the information and regularization of immigrants, the simplification of the process of obtaining visas and residence permits, the study of the implementation of a foreign citizen card comparable to the national citizen card, among others.
- To guarantee conditions for the integration of immigrants through the development of programs for the integration of immigrants, the enabling of learning the Portuguese language, the promotion of family reunification, the launch of a national program for the integration of immigrant children in schools, the widening of immigrants' access to political participation in municipal elections, among others.

General developments

One of the concerns of 2019 was the impact of the UK's departure from the EU in migration thus Portugal has set up a Brexit package of preventive measures/laws.

The Brexit package comprised:

[Law no. 27-A / 2019 of March 28th](#)

Approved the contingency measures applied in the event of an exit of the United Kingdom of the European Union without agreement;

[Resolution of the Council of Ministers no. 47/2019, of March 4th](#)

Resolution of the Council of Ministers authorizing SEF (Immigration and Borders Service) to make expenditure under the Contingency Plan for the UK to leave the European Union and;

[Resolution of the Assembly of the Republic no. 109/2019 of July 23rd](#)

Resolution of the Government to promote the mutual protection of the rights of Portuguese citizens in the United Kingdom and British citizens in Portugal in the framework of the future bilateral relationship.

Other measures were also taken, such as the implementation of mobile border checks on board cruise ships in route to/from Lisbon Seaport, with origin/destination in Third Countries, in order to better manage resources in port, thus reducing the transit operation, boarding and disembarkation.

In 2019, a new amendment to the law established the presumption of legal entry in granting a residence permit for the exercise of professional activity if the applicant works in a regular situation in national territory for at least 12 months or whenever the applicant has a contract for the provision of services or independent professional.

Concerning students, SEF launched of the Smart SEF ID Pilot Project, a tool that allowed the creation of a digital identity for college students to renew their Residence Permit.

3. LEGAL MIGRATION

Considering legal migration theme several laws were published regarding working such as certification of companies for the reception of third-country nationals wishing to develop a highly qualified activity in Portugal ([Ordinance no. 99/2019 of April 4th](#) - Changes arts. 2, 3 and 5 and repealing al. h) of art. 3 of [Ordinance 328/2018 of December 19th](#)).

The [Law no. 28/2019 of March 29th](#) established the presumption of legal entry in the granting of residence permit for the exercise of professional activity of foreigners in the national territory whenever the applicant works in national territory and has his/her situation regularized before social security for at least 12 months.

There was also an amendment to [Law no. 93/2019 of September 4th](#) article 142, which for the very short-term employment contract extends the duration of the contract from 15 to 35 days.

In 2019, the National Plan for Implementation of the Global Migration Pact was approved by the [Resolution of the Council of Ministers no. 141/2019 of August 1st](#).

An important Order of the National Director of SEF, which determined new procedures in the process of Renewal of Residence Authorizations with a view to simplifying/reducing bureaucracy, efficiency and flexibility of services, namely in the documentary area was issued (Order 59/2019 September 9th).

Highly skilled workers

Considering highly skilled/qualified workers, in 2019, the [Ordinance no. 328/2018 December 19th](#) defined the scheme of certification of companies with a view to receiving third countries nationals wishing to develop a highly qualified activity in Portugal entered into force in January

2019. In 2019 the [Ordinance no. 99/2019 of April 4th](#) brought the first amendment to that decree.

Seasonal workers

Regarding seasonal workers the 4th Amendment to article 142 of the Labour Code - [Law no. 93/2019 of September 4th](#) which, for the very short-term employment contract, extends the duration of the contract from 15 to 35 days.

Students and researchers

[Ordinance no. 111/2019 of April 12th](#) defined the streamlining of visa issuance procedures for foreign students regulating no. 5 of art. 91 of [Law no. 23/2007 of July 4th](#)

In June 2019 SEF launched the Smart SEF ID Pilot Project, a tool that will allow the creation of a digital identity for college students to renew their Residence Permit. It is an innovative project, in partnership with the University of Coimbra, which will enable a complete digital process for the renewal of the Residence Permit for university students. The creation of a digital mobile entity for foreign university students generated through a mobile application and the use of registration kiosks available at the accredited universities represents a further step of SEF towards modernization.

Other measures regarding legal migration

[Ordinance no. 22/2019 of January 17th](#) updated the amount of the social insertion income for the year 2019.

Family reunification and family formation

Concerning family reunification and considering that no related laws changed in 2019, it is worth remembering the action of Portuguese public policies on migration, which guarantee the right to live as a family to all legally residing migrants. These policies clearly recognize the value of migrant family reunification as a relevant factor for their integration and included in the Strategic Plan for Migration (2015-2020).

The current demands within demographic, economic and social plans impose a transversally organized strategy based on policies that allow making the best use of available resources, for which Portugal developed a Strategic Plan for Migration (2015-2020) that relies on five paramount political axes:

1. Policies for migrant integration
2. Policies for promoting the inclusion of new nationals
3. Policies for coordinating migrant flows
4. Policies for reinforcing the legality of migration and the quality of migrant-related services
5. Policies for reinforcing the connection and assistance to emigrate national citizens and to support their return

It is worth remembering that Portugal does not establish pre-entry integration requirements to the applicants for family reunification (nor to any other immigrant), given that it has been, and still is, the Portuguese governments' understanding that the process of integration shall be promoted exclusively on Portuguese soil, with consequences both for the immigrants, and for the host society. Therefore, the right to live as a family shall not be limited by policies or

mechanisms that reduce the entry of individuals (such as the language and pre-entry integration tests).

“SEF em Movimento” Program

It aims to minimize risky behaviour and to promote the regularization of the documentary situation of foreign citizens who may be facing potential situations of documentary illegality. Within the scope of the *SEF em Movimento* (‘SEF on the Move’) Program, undertaken in cooperation with the Ministry of Justice, a new cooperation protocol was signed with the General Directorate for Reinsertion and Prison Services (DGRSP) with a view to speeding up the resolution of the documentary situation and social reinsertion within prisoners.

In another context, and in collaboration with the Ministry of Education, the *SEF Vai à Escola* (‘SEF Goes to School’) Program develops awareness and legalization actions for young immigrants in an irregular situation who attend educational establishments, aiming at their integration, reducing social and school exclusion and prevention of possible deviant behaviour.

SEF em Movimento	2018	2019
DGRSP Protocol - foreign citizens covered	120	107
<i>SEF vai à escola</i> – Foreigner students covered	225	317
Cooperation with civil organizations – no. of actions	54	14
Cooperation with civil organizations no. of foreigner citizens covered	274	418

SEF Contact Centre

It is a platform that facilitates contact between foreign citizens and SEF, promoting the reception and integration of migrant communities. This service is provided for in partnership with civil society entities, through the placement of trained socio-cultural mediators in several languages. It should be noted that, in 2019, several measures were implemented to speed up the scheduling processes, with the aim of reducing the average time for customer service, such as: the availability of online services, the creation of a new management system scheduling (which allowed the availability of more than 1 800 daily appointments) and the reinforcement of human resources (recruitment of new employees for the Contact Centre).

In addition, and as of July, SEF also extended the service periods in order to have the services of assistance to immigrants operating between 8:30 am to 8:00 pm, thus responding to the needs

of citizens. 758 662 calls were answered (217 896 in 2018), being Brazilian nationality the most relevant in this matter (293 410). It should also be noted that 268 783 appointments were made via the Contact Centre (101 539 in 2018), and 125 783 were made online (55 812 in 2018).

4. INTERNATIONAL PROTECTION INCLUDING ASYLUM

Relocation and resettlement programs

In 2019, 1,848 requests for international protection were filed (including spontaneous requests and those arising from the relocation mechanism), which meant an increase of 45.3% over the previous year (1 272 in 2018). As for the origin of the applicants, the African continent was the most representative (about 77%), with nationals from Angola (308), Gambia (173) and Guinea-Bissau (160) occupying the first places. It is also worth mentioning the expressiveness of Venezuelan nationality, occupying in 2019 the fifth place of the most representative nationalities with 96 requests for international protection (41 in 2018).

International protection applications submitted at the external border registered a slight decrease of 0,74% compared to the previous year, submitted mainly by nationals of African countries, namely Democratic Republic of Congo, Angola and Cameroon nationals.

In 2019, Portugal granted 167 refugee status and 113 subsidiary protection status.

In 2019, Portugal also participated in the voluntary hosting of migrants rescued in rescue operations carried out in the Mediterranean landing in Malta and Italy (ad hoc relocation). In this context, 100 applicants for international protection arrived in Portugal (48 from Italy and 52 from Malta).

In 2019 under the National Resettlement Program, 377 refugees resettled from Egypt (191) and Turkey (186) arrived in Portugal. Local authorities and civil society entities hosted these refugees, benefiting from a reception and integration program adapted to the characteristics of the household.

With regard to secondary movements of applicants for international protection (application of the Dublin Regulation), in 2019 there were 963 take-backs (628 from Portugal to other Member States and 335 from other Member States to Portugal), which represented an increase of 34% compared to 2018.

Cooperation with third countries

GESTDOC Project

The Secretary of State for Foreign Affairs and Cooperation (SENEC) signed the GESTDOC Contribution Agreement - Modernization and Strengthening of Documents Identification and Security Chain in Cape Verde and Guinea-Bissau, on July 5th, after approval by the Camões Institute ('Portuguese Culture and Language Institute' (CICL), within the Ministry for Foreign Affairs' scope).

At the end of 2019, the recruitment phase of the implementation team of Camões Institute took place. In December, Camões Institute started the phase of elaboration of partnership protocols with the many participating entities, including SEF, with a view to operationalizing the project.

Portugal has signed in March 2019 an Administrative Agreement with Greece to relocate up to 1 000 (80% with Refugee status and 20% applicants)

5. UNACCOMPANIED MINORS AND OTHER VULNERABLE GROUPS

Unaccompanied minors (seeking asylum);

Portugal has not registered a significant expression on this phenomenon, which in any way precludes any attempt to analyse more deeply about trends or define a standard typology.

Nonetheless, as has been mentioned in similar reports in previous years, a set of formalities and procedures are foreseen for detecting such situations, namely the country of origin, the existence of admission and permanence criteria, among others.

Unaccompanied minors NOT seeking asylum

As in the previous point, in Portugal there is no expression of situations of unaccompanied minors who are not asylum seekers. However, when unaccompanied by those who exercise parental responsibilities or when there is no person duly authorized by the legal representative responsible for their stay, the competent authority must refuse entry to the Country of foreign citizens under the age of 18 years. Apart from exceptional cases, duly justified, the entry into Portuguese territory of a foreign minor is not authorized when the holder of the parental responsibilities or the person to whom he is entrusted is not admitted in the Country. Likewise, if the foreign minor is not admitted in national territory, the person to whom it has been entrusted must also be refused the entry.

6. INTEGRATION

Access to social security, social assistance, healthcare, housing and other basic services

The High Commission for Migration (ACM) has three National Support Centres for the Integration of Migrants (*Centros Nacionais de Apoio à Integração de Migrantes -CNAIM*) in Lisbon, Porto and Faro, thus covering north, centre and south of the country. In these one-stop-shops, the support, information, referral, advice and mediation services are provided by intercultural mediators from different backgrounds, who master several languages. In 2019, the CNAIM network won the United Nations Public Service Awards, in recognition of CNAIM inter sectoral governance experience and integrated approach. To reach a larger number of migrant citizens who cannot access CNAIM, ACM also manages 105 Local Centres for Supporting the Integration of Migrants (*Centros Locais de Apoio à Integração de Migrantes - CLAIM*) which are decentralized reception, information and support offices throughout the country.

To complement the work carried out by the ACM's CNAIM and CLAIM as well as providing support to those who cannot access these offices, the Mobile CNAIM was launched in March 2019. This ACM service acts in greater proximity with migrant citizens in local communities, in a close partnership with municipalities and local authorities across the country, who identify gaps of information within their migrant communities. Specialized teams assist and support several

needs of migrant citizens in different areas, including regularization of the migratory situation, access to Portuguese citizenship, family reunification, housing, employment, social security, health, education, inter alia.

Integration into the labour market

The Migrant Employability Offices Network (*Rede de Gabinetes de Inserção Profissional Imigrante*– GIP Imigrante) results from a cooperation agreement settled between the ACM and the Institute for Employment and Vocational Training (*Instituto de Emprego e Formação Profissional* – IEFP). It provides employment support for migrant young adults and unemployed adults, developed by specialized teams. The network offers individual monitoring on defining career paths, information on job active search and job applying.

GIP Imigrante teams work together with the ACM’s CNAIM and CLAIM services in order to deliver the best support and individual monitoring towards migrant professional integration. Settled in 2015 for a three-year span, the good results achieved with this network led to a new agreement between these two institutes, signed in 2019 for the 2019-2021 triennium.

Escolhas Programme (*Programa Escolhas*) was created in 2001 under the Presidency of the Council of Ministers, and is part of the ACM. It is a national programme that aims to foster equality and social cohesion by promoting the social inclusion of children and young people from more vulnerable socioeconomic backgrounds, particularly of migrant descendants and of Roma ethnicity, specifically in situations such as:

- Absenteeism, school failure and early school dropout;
- Not in education, employment or training (NEET);
- Unemployed;
- With deviant behaviour;
- Children under justice and education tutorial measures;
- Children under protection measures;
- Held in prisons;
- Women and girls who are victims of violence, including domestic violence, female genital mutilation and child and/or forced marriages.

Concerning the positive results and the attained community involvement in the last generations, *Escolhas* 7th Generation (2019-2020) started in 2019. 103 projects designed by local consortia of public and private institutions, such as immigrant associations, youth organisations, sports associations, *inter alia* – are under development all over the country, concerning three strategic areas: 1) Education, Training and Qualification; 2) Entrepreneurship and Empowerment; 3) Community Boosting, Participation and Citizenship.

Regarding the profile of *Programa Escolhas* target beneficiaries, projects must assure that young people are part of the process of implementing and assessing activities; furthermore, the community engagement and the development of youth assemblies are required in all projects.

Non-discrimination

During 2019, the ACM has carried out several actions against discrimination on grounds of ethnicity, religion, nationality, inter alia, considering also the intersection of several grounds for discrimination.

The following actions are to point out:

Project area on Intersecting Inequalities

In January 2019, the ACM created a Project area on Intersecting Inequalities, which aims to develop and implement gender sensitive policies and measures for the integration of migrants - including refugees and asylum seekers – and Roma, with particular focus on intersecting inequalities. This new area looks to focus on national, European and international challenges in the field of integration of migrants and Roma communities, in line with the European and international recommendations – such as the Istanbul Convention and the Gender Equality Strategy 2018-2023 of the Council of Europe, as well as the United Nations 2030 Agenda and the International Decade for People of African Descent (2015-2024).

International Decade for People of African Descent (2015-2024)

In addition to the activities, which contributed to the Durban Declaration and Programme of Action and in light of the UN's International Decade for People of African Descent (2015-2024), the ACM established a national plan of activities to mark this decade. The purpose of this Plan of Activities is to bring more visibility to this field as well as to provide a more organized and systematic structure for the remaining years of the decade. The activities comprise four axes: Recognition, Justice, Development and Multiple and Intersectional Discriminations.

The proposed Plan includes several publications of multiple layouts (brochures, flyers, campaigns, DVDs), as well as different moments to celebrate the African presence in Portugal, such as exhibitions and an international conference. The document is an open document, aiming to promote the discussion on further measures and activities to develop following the recommendations to Portugal within the framework of the United Nations' Committee on the Elimination of Racial Discrimination.

The Plan is available in Portuguese language [here](#).

Some of the 2019 activities included:

- Meeting-Debate, [“Erased, Silences, Invisibilities”](#) on the 28th of March, and the discussion was developed through the work of the artist Yto Barrada, with works strongly marked by narratives of stories and identities, in her relation with the colonial and post-colonial past, and her relationship to the West.
- International Seminar [“Intersectionality: the situation of black women and women of African descent”](#) in collaboration with the European Network for Migrant Women. This initiative took place on 27th of May 2019, in Lisbon, signalling Africa Day which is celebrated on the 25th of May. The keynote speaker was Ms. Dalia Leinarte, former Chair of CEDAW Committee in the United Nations. The main resulting conclusions included the necessity of further intervention in the areas of fight against racism and sexism, the invisibility of black women and women of African descent and the need for specific measures to promote their access at two levels: governmental (public policy – employment, education, housing) and social (deconstruct deeply rooted stereotypes and racism). 81 participants were present.

- [Launching a Call under AMIF](#) – Asylum, Migration and Integration Fund in June 2019 for Studies on research regarding Third Country National women, to integrate the collection of Studies published by the Observatory on Migration
- Publishing of three brochures by Professor Isabel Castro Henriques , expert in African culture:
[“Mulheres Africanas em Portugal: O Discurso das Imagens \(séculos XV-XXI\)”](#)
[“A Presença Africana em Portugal, Uma História Secular: Preconceito, Integração, Reconhecimento \(Séculos XV-XX\)”](#)
[“Roteiro Histórico de uma Lisboa Africana Séculos XV-XXI”](#)

In order to promote the [International Decade for People of African Descent](#) the ACM created a web page to bring visibility to its objectives and other relevant information concerning activities and publications related to the work developed.

Information on rights and laws concerning hate speech and discrimination

The ACM, together with the *Commission for Equality and Against Racial Discrimination (Comissão para a Igualdade e Contra a Discriminação Racial - CICDR)*, has been developing several activities regarding information on rights and laws concerning hate speech and discrimination, as well as the authorities and the available means to report those.

Worth emphasizing the following initiatives:

- To celebrate the first national day for the elimination of racial discrimination in Portugal, on march 21st 2019, a **campaign** to prevent online hate speech was launched in the ACM’s Facebook page, with the dissemination of digital posters regarding, inter alia, means of complaint about offensive content in that social network.
- **Workshop** “Preventing and Combating Online and Facebook Hate Speech” – Held by the ACM jointly with the Facebook campaign this international workshop took place in July 2019, in Lisbon and Porto. With 159 participants overall, these sessions targeted decision-making and technical members from Immigrants Associations, Roma Associations, professionals from the ACM’s National and Local Support Centres for the Integration of Migrants and from the *Escolhas* Programme (which aims to promote the inclusion of vulnerable children and youth, and foster equality and social cohesion).
- **Working group for the Interreligious dialogue**
Hosted by ACM since 2015, this working group aims to deepen the interreligious dialogue and to address religions as a mean to improve migrants and minorities’ social cohesion, participation and integration. This working group comprising 14 religious communities develops several initiatives, namely the MEET IR – an interreligious youth meeting, held annually. The 2019’s MEET IR gathered 19 young people, 14 girls and 5 boys, from 8 different religious beliefs.

Promoting integration at local level and cooperation, consultation and coordination of local stakeholders

Municipal Intercultural Mediators

As an intermediate entity, and within the Operational Employment and Social Inclusion Programme, the ACM launched a call for the development of Municipal Intercultural Mediators projects. The mediators' teams comprise Portuguese, Roma and Immigrant individuals and work mainly with migrant and Roma communities. Projects started in 2019 and will go on for 36 months. These teams include 42 mediators, of equal proportions of men and women: 13 Portuguese; 22 Portuguese Roma; 7 immigrants.

OIM Information sessions

In 2019, IOM PT organized 8 half-day multi-stakeholder awareness sessions focusing on refugees' mental health and psychosocial well-being. The sessions aimed to increase participants' knowledge about mobile populations' psychosocial well-being, deconstruct myths about refugees' mental health, and raise awareness on community scope of action to promote refugees' mental health, resilience and psychosocial well-being. Overall, 169 participants representing local authorities, service providers, social workers, NGOs, civil society organizations attended the sessions in different parts of the country.

These sessions are funded under the EC-funded Project COMMIT and complement the 1-day information sessions organised as part of the resettlement activities implemented by IOM (and framed under the Resettlement Protocol with the Government of Portugal). These 1-day sessions focus on resettlement process and the role of IOM, awareness raising on contexts of origin and first countries of asylum, profiles of refugees resettled in the regions where the session takes place, pre-departure orientation and cultural adaptation. IOM organized 7 sessions, for 219 participants in different parts of the territory.

IOM (through the EC-funded project Link-IT) also carried out 6 information sessions for local communities and employers. The aim of the sessions was to enhance the capacity of receiving local communities and employers in particular, and prepare host communities by providing cultural backgrounds of Syrian refugees. 166 people participated in the sessions.

Awareness raising on migration

IOM organized five screening sessions in Lisbon as part of the Global Migration Film Festival. The objective of the screenings was to use films as educational tools that influence perceptions of and attitudes towards migrants, by bringing attention to social issues and creating safe spaces for respectful debate and interaction. GMFF had 306 participants; one of the screening sessions was organized specifically to students. Twenty students from one secondary school attended the event.

Pre-departure integration measures in countries of origin

Under National Resettlement program, IOM delivered three-day pre-departure orientation sessions (PDO) to refugees in first countries of asylum (Egypt and Turkey) to prepare them to their integration upon arrival to Portugal. The main contents of the sessions included: Overview of Portugal; Travelling to Portugal; Rights and Responsibilities; Education; Employment; Healthcare; Post 18-months period. PDO took place after refugees have been accepted for resettlement by Portugal, before departure. IOM also produced and screened a video about

integration experiences of resettled refugees in Portugal, used as support material to work on expectations management and attitudes with resettled refugees prior to departure. All refugees resettled to Portugal and above 14 years old participated in these sessions (281).

Integration measures involving diaspora communities

Under the project “Bridging together youth, diaspora and local authorities for an integrated approach to promote employment and address irregular migration in The Gambia, Guinea and Guinea Bissau”, financed by the Italian Agency for Cooperation and Development, IOM carried out a mapping of the Guinean Bissau diaspora in Portugal.

7. CITIZENSHIP AND STATELESSNESS

Portuguese citizenship

The issuing of an opinion on the certification of residence time in Portuguese territory continues to register a trend in the increase in the number of requests. In 2019, there was a significant increase (2018: 41,324; 2019: 74,116), corresponding to the highest figures in the last 10 years.

Within SEF's competences in this field, 70,529 opinions were issued (68,116 positive and 2,413 negative). Of the total number of requests for opinions issued, the following are the most representative nationalities: Brazil (22,928); Israel (18,433); Cape Verde (6,472); Angola (2,993); Ukraine (2,738); Guinea-Bissau (2,538); and Turkey (1,629).

The sharp growth in applications for citizenship by Israel and Turkey citizens should not be dissociated from the publication of the amendment to the Portuguese Nationality Regulation of February 27th 2015, regarding the naturalization of foreigners who are descendants of Portuguese Sephardic Jews.

The number of applications within the scope of acquisition of Portuguese nationality by naturalization represented 69% of the total, followed by applications for the acquisition of nationality by will, in the case of foreigners married or *in de facto* union for more than 3 years with Portuguese nationals, corresponding to 13% of the total applications.

With regard to the acquisition of nationality by will, marriage or *de facto* union, the most relevant are the requests made by the following nationals: (1) Brazil (5,215); (2) Venezuela (709); (3) Angola (610); (4) Cape Verde (599); (5) Ukraine (337); (6) India (326); (7) Guinea-Bissau (242) and (8) United Kingdom (138).

In this sort of process, there is a large number of foreign citizens who, not being resident in the national territory, apply for nationality at the Embassies and Consulates of Portugal in the area of residence (Brazil, United Kingdom, France, Luxembourg, Switzerland, United Arab Emirates, etc.).

It should be noted that, within the scope of the SEF's competences in this field, 9,270 opinions were issued (9,199 positive and 71 negative).

Within the scope of applications for the granting of equality statutes made under the provisions of the Treaty of Friendship, Cooperation and Consultation between the Portuguese Republic and the Federative Republic of Brazil, signed in Porto Seguro on April 22nd 2000 and under the terms

of art. 15 of the Resolution of the Assembly of the Republic no. 83/2000 of December 14th, it is the responsibility of SEF to receive, analyse and issue an opinion. Within the scope of the SEF's powers in this area, 7 320 requests for Equal Rights Statements were registered, which represents a very significant increase compared to the previous year (3,354 in 2018)

8. BORDERS, VISA AND SCHENGEN

Border control measures/management

In 2019, Portugal started the implementation of mobile border checks on board cruise ships in route to/from Lisbon Seaport, with origin/destination in Third Countries, in order to better manage resources in port, thus reducing the transit operation, boarding and disembarkation.

ACTIVITIES TO IMPROVE THE EFFECTIVENESS OF CONTROLS AT EXTERNAL BORDERS

In 2019, the following actions took place:

- Training in border checks to all personnel stationed in Lisbon area aerial/sea border posts,
- Training in fundamental rights and international protection to personnel involved in 2nd line checks in Lisbon area aerial/sea border posts, which improved the efficiency and effectiveness of border control

9. IRREGULAR MIGRATION INCLUDING MIGRANT SMUGGLING

Cooperation with third countries to prevent irregular migration

In 2019, a set of meetings took place throughout the year within the scope of the Community of Portuguese Speaking Countries (CPLP) with the fundamental objective of addressing and contributing to the increase of citizens' mobility in the CPLP space, namely based on negotiation of the Draft Agreement on Mobility in the CPLP space.

- 22/23.04.2019 - XIII Meeting of the CPLP Council of National Migration, Foreigners and Borders Directors
- 24.04.2019 - V Meeting of Ministers of Interior and Internal Administration of CPLP
- 27/28.05.2019 - II Joint Technical Meeting on Mobility at CPLP (TCM CPLP)
- 27/28.06.2019 - III Extraordinary TCM CPLP Meeting
- 19.07.2019 - XXIV Meeting of the CPLP Council of Ministers
- 29/30.10.2019 - IV Joint Technical Meeting on Mobility at CPLP

Monitoring and identifying irregular migration routes

2019 was in no way different from previous years, in terms of routes and migratory flows.

Despite the appearance of new routes by air between Portugal and West Africa, from which Banjul, in Gambia and Conakry, in the Republic of Guinea stand out, among others, the pressure

put on by these flows remains constant, as there was no significant changes in the factors of repulsion in the countries of origin, nor in the factors of attraction in the EU Member States.

If, on the one hand, the factors that lead their nationals to emigrate persist, in the countries of origin, namely the difficult socio-economic conditions stated upon arrival in Portugal; in the other hand, the demographic needs and lack of labor in the Member States are an attraction factor that increasingly works as a call for more immigrants to come to Europe.

Strictly speaking, it will not be accurate to mention that Portugal is the preferred destination for such migratory flows, affirming itself as a gateway and a transit platform for other European countries, but also as a final destination for flows from Central America and South Africa and some West African flows.

With the growth in the number of air connections to third countries and the consequent increase in the number of passengers, there was an emergence of flows that previously did not have Portugal as a transit point, resulting in the identification of new ways of acting in an attempt to irregular border crossing and an increase of applications for international protection as a result of refusal to enter the Schengen Area. Traffic abuse without a visa was the most observed way of acting, especially by some asylum seekers stopping in Portugal on a route between two third countries.

Thus, it is possible to state that the increase in entry refusals in 2019 is directly linked to the appearance of new flows using direct routes by air, therefore integrating the migratory phenomenon observed in all Member States of the European Union, but also in the maintenance of the flows and routes previously identified.

Considering the maritime border, it is worth highlighting the detection, on 11 December 2019, at Monte Gordo Beach (Vila Real de Santo António - Algarve), of 8 undocumented foreign citizens who allegedly arrived in Portugal on a small fishing boat from Morocco. Foreign citizens claimed to be of Moroccan nationality, aged between 16 and 26 years old, having applied for international protection to SEF. The interception was carried out by the Maritime Police, and SEF carried out all the subsequent procedures.

The prevention and investigation of crimes involving serious, organized and transnational crime were a priority, specifically human trafficking; smuggling of migrants; marriage or civil partnership of convenience; itinerant crime; smuggling of migrants from a perspective of internal activity and other criminal outbreaks related to the use of national territory as a transit platform and connections to elements of logistical support of criminal networks in Portugal.

As relevant criminal phenomena, trafficking in human beings and related crimes stands out (one of the main priorities at EU level). For the purpose of labour exploitation, this is a phenomenon that has always been present in Portugal, with variations in terms of size over these years. Most of migrant workers are from Romania, Bulgaria, Pakistan, Nepal, India and recently from Moldova, are recruited to work in seasonal campaigns, such as picking olives or oranges, being transported to the farms where they start to work and live. Due to the enormous geographic extension of the places where they are placed to work, generally located in the Alentejo or in the West of the country, their detection by the entities in charge of the inspection of working conditions and permanence in Portugal, becomes extremely difficult.

In this context, worthy of note are the results from Operation “Masline” (largest operation to fight THB carried out by SEF in 2018), namely, the fact that the Public Ministry charged 15

defendants. These defendants were accused of one crime of criminal association, 58 crimes of TSH and one crime of fraudulent consumption, and, due to their criminal conduct and by court order, their assets and bank accounts were seized.

However, these investigations and the continuous SEF inspection activity were also marked by the changing of the *modus operandis* of these criminal networks, in the sense that they instigate these workers, now recruited from Moldova, to start a legalization process by obtaining the tax and Social Security numbers and apply for a Residence Permit with SEF. This way, and allowing the current legislation this form of documentary regularization, these workers deceive the inspection entities by presenting an apparent regularization of permanence /work and, at the same time, avoid the imposition of fines on the suspects with whom they maintain a job dependency.

Also noteworthy is the significant increase in national female citizens who travel to Cyprus with the purpose of celebrating fictitious marriages with third-country nationals, with a view to their subsequent legalization in the European Area. In compliance with the high number of marriages for convenience, the transnational nature of the problem, the immensity of the logistical and financial means associated, Police Cooperation with Europol and Interpol was triggered.

The fraud related to the issuance of visas in diplomatic representations in Portugal and the influences that lead to acts of bribery and corruption, is a fact that deserved some attention by the National Authorities.

In this context, in the “Visa Branco” operation, aimed to comply with search warrants issued by SEF to the Consular Section of the Embassy of Portugal in Guinea Bissau and the suspect's residence in National Territory, abundant evidence of the criminal offenses was found.

A woman of Guinean nationality was also rescued. This woman who was in the suspect's residence, was flagged as a victim of human trafficking, and she had been working for about a year without pay and her passport was found in the Consular Section. The official of the Embassy of Portugal in Guinea Bissau is currently in preventive detention charged with the practice of crimes of migrant smuggling, forgery of documents and counterfeiting of documents, computer fraud, passive corruption and human trafficking.

In 2019, in the scope of the investigation of a transnational migrant smuggling falsification / counterfeiting of documents network with ramifications in Brazil, Portugal, Canada, USA, United Kingdom and Luxembourg, there was an evolution and modification of the *modus operandi* of the documentation submitted to SEF when applying for Portuguese nationality.

The fraudulent documentation, despite continuing to be issued on the basis of birth or marriage certificates upon presentation of false family ties, has moved from alleged parents to alleged grandchildren/great-grandchildren and through the use of false identity. This situation even made it possible to signal some cases of real identity theft.

Consequently, in the course of the investigation, seven citizens were identified in this criminal network, six of which are Brazilian citizens (with processes for obtaining Portuguese nationality in progress or already holders of European documentation) and one Portuguese citizen (legally resident in national territory and practicing in law). The two Brazilian citizens identified as allegedly, the “heads of the network” are in preventive detention and the Portuguese citizen was held defendant in late 2019.

10. TRAFFICKING IN HUMAN BEINGS

SEF assumed a strong commitment to fight the phenomenon of human trafficking through the Anti-Trafficking in Persons Unit (UATP), ensuring articulation under the IV Action Plan for the Prevention and Fight of Trafficking in Human Beings for the four-year period 2018-2021. To this purpose, there has been a close cooperation with the Observatory on Trafficking in Human Beings (OTSH), with specialized multidisciplinary teams (EME SOS TSH), and Shelter and Protection Centres (CAP) for victims of human trafficking.

Internally, UATP's activity focused on consolidating the objectives outlined by the IV PAPCTSH within the framework of the SEF's powers and responsibilities. In particular, the articulation with the PF001 - Lisbon Airport, relating to situations involving foreign minors detected on entry into the National Territory, unaccompanied or not accompanied by anyone who proves to have paternal power or their legal guardianship.

Regarding crime related to THB, in 2019, there was a significant increase in registered (2018: 41; 2019: 52) and investigated (2018: 61; 2019: 85) inquiries as result of all the activity carried out by the Unit, as well as the continuity of the various SEF and other institutional entities and NGOs awareness campaigns.

In this context, a total of 85 inquiries related to the crime of trafficking in human beings were investigated, located practically throughout the National Territory and with the following types of exploitation: labor: 35; minors: 23; sexual: 12; criminality: 6; begging: 3; other: 6.

In 2019, there was a significant increase in the number of victims reported in terms of labor exploitation. This is because a single criminal case flagged 33 new victims in Évora.

Finally, when signaled, all 86 victims of human trafficking were notified of their legal status, namely the rights they have (in a language they understand).

Measures on cooperation between national authorities

Anti-Trafficking of Human Beings Unit - UATP consolidated the existing cooperation with the Shelter and Protection Centers (CAP) and the organizations that manage those centers (APF, APAV, Saúde em Português and AKTO), thus guaranteeing the permanent follow-up of flagged victims.

It is also worth mentioning the creation in August 2019 of a new Shelter and Protection Center for men victims of THB and their minor children, managed by APF Alentejo, with the capacity for the safe hosting of 12 beneficiaries.

National strategic developments

In 2019 Portugal published the [Law No. 102/2019 of September 6th](#) adapting the internal legal order to the provisions of the Council of Europe Convention against Trafficking in Human Organs, adopted in Santiago de Compostela, on March 25, 2015.

Provision of information on assistance and support to third-country national victims

Training and awareness raising

Jointly with the Specialized Multidisciplinary Team from Alentejo, the Observatory on Trafficking in Human Beings offered a Training Action in the framework of the “Local Safety Audit – Serpa” to front-line professionals (21 in total). This training main aim was to provide knowledge on the THB indicators and the National Referral Mechanism on a region (Alentejo) with a high prevalence of THB for the purpose of labour exploitation of EU and, lately, of third country victims.

This training implements:

- The 4th National Action Plan to Prevent and Combat Trafficking in Human Beings (2018-2021).
- The National Implementation Plan for the Global Migration Pact.

Identification of victims of THB

Training and awareness raising

#PREVENTHUMANTRAFFICKING Campaign

"You have rights" is the motto of the new European campaign to combat trafficking in human beings launched on the European Day to Combat Human Trafficking, 18 October. In Portugal, the launch took place on the second day of the International Conference on child trafficking held in Lisbon, jointly held by the Immigration and Borders Service (SEF) and Europol.

The campaign, whose main objective is to alert potential victims of the key channels where they can find help, protection and information, has several information materials in different languages to be distributed to potential victims of human trafficking.

The campaign also aims to make potential victims aware of the fact that they have rights across the European Union, including assistance and support, protection, human and labour rights, as well as a period of reflection and residence and reintegration rights.

“Acting against Trafficking in Human Beings” App

The Observatory on Trafficking in Human Beings cooperated with the NGO *Movimento Democrático de Mulheres* (‘Women’s Democratic Movement’) -MDM, in the development of a free download App for smartphones named ‘Acting against Trafficking in Human Beings’ (ACT) (work in progress – 1st version already launched). This App is going to be available in Portuguese, English, Spanish, Russian, Romanian and French. Comprising several tabs, it provides information on:

- General overview of what is THB;
- Legal framework;
- Main indicators;
- Contacts for the assistance and support to THB victims;
- How to prevent;
- Main resources;

- How to denounce.

The main objective of this App is to act as a digital tool to support professionals on the identification and assistance to THB victims in the framework of the National Referral System as well as to act as a tool to be used by the general public and potential vulnerable groups.

Measures on cooperation between national authorities

A work-in-group integrating governmental and non-governmental entities. Is developing of a Protocol for the definition of procedures for the prevention, identification and protection of child victims of trafficking in human beings (work in progress). This Protocol aims to be a national referral mechanism targeting specifically children victims of trafficking.

This Measure is a part of the following policy documents:

1. 4th National Action Plan to Prevent and Combat Trafficking in Human Beings (2018-2021) – Specific Objective “2.3. Strengthen networking”.
2. The 2019 Annual Activity Plan of the National Commission for Human Rights.
3. The National Implementation Plan of the Global Migration Pact.

Cooperation with third countries

Training and awareness raising

The Observatory on Trafficking in Human Beings (OTSH) supported the UNODC led a Training Action/Simulation Exercise that took place in Guinea-Bissau (19th to 22nd of February) framed within the Project “Improve the Criminal Justice response to trafficking in persons and strengthen the protection of victims in Guinea-Bissau”. This Action was developed by UNODC, with the support of the International Organization for Migration (IOM) and funded by the United States Government.

In total, 28 representatives of the following entities were trained: Supreme Court of Justice, Attorney General's Office, Judicial Police, National Guard, Public Order Police, Unit for Combating Transnational Crime, Migration Services, Interpol, Institute for Women and Child, IOM, Association of Friends of the Child, and SOS Talibé.

In addition to the OTSH cooperation, Portugal participated with the following trainers: Coordinator of the Anti-Trafficking Unit of the Immigration and Border Service; Representative from the Multidisciplinary Specialized Team for Assistance to Trafficking Victims of Lisbon; and Representative of the Prosecutors Office.

This cooperation supports the implementation of a measure of the 4th National Action Plan to Prevent and Combat Trafficking in Human Beings (2018-2021) – Specific Objective “2.4. Ensure national participation in Trafficking in Human Beings in the context of international relations and cooperation” (non-official translation).

Upon the invitation of the OSCE Mission to Moldavia/Human Rights Programme in cooperation with the National Institute of Justice, the Observatory on Trafficking in Human Beings, jointly with the National Rapporteur and the Immigration and Border Service | Anti Trafficking Unit

participated as Speakers on the Workshop “Rights of Victims Crimes to Rehabilitation and Compensation in the National Context (Law nº 137/2016) Best Practices from Portugal” (Chişinău, Moldavia).

In total, 35 representatives of the justice, prosecution, health and finance state institutions, as well as relevant parliamentary committees participated in the event.

11. RETURN AND READMISSION

Assisted voluntary return

In 2019, IOM started implementing ARVoRe VII project. This project is co-funded by AMIF (Asylum, Migration and Integration Fund) and SEF. The project aims to contribute to safe and dignified return as well as sustainable reintegration. This project proceeds regular activities of IOM in this area and foresees information outreach, pre-departure counselling, case management and operational support for return assistance for 490 migrants, NGOs awareness raising and capacity building for partner organizations in Portugal and Brazil, and reintegration support (pre and post return) for 40 eligible cases.

In 2019, IOM started the Joint Complementary Mechanism for Sustainable Reintegration in Brazil (SURE), which reinforces and complements the support provided by existing IOM’s Assisted Voluntary Return and Reintegration (AVRR) programs implemented in Portugal, Belgium and Ireland.

The project established a referral mechanism through Standard Operating Procedures (SOPs) between IOM Portugal, IOM Belgium, IOM Ireland and IOM Brazil to strengthen the connection between pre-departure counselling and post-arrival support of Brazilian migrants and to mainstream early referrals to relevant entities in Goiás, São Paulo and Minas Gerais in Brazil. The assessment is based on migrant’s needs and vulnerabilities that are identified in host countries during the pre-departure counselling phase. Furthermore, the SOPs will optimize IOM’s and its partners’ response in host countries and countries of origin. It will also guarantee that returnees receive quality information to improve their reintegration. These SOPs aim to give clear instructions to substantiate the referrals of Brazilian returnees to local institutions.

Reintegration measures

The Joint Complementary Mechanism for Sustainable Reintegration in Brazil (SURE) project created a referral network to support the reintegration of Brazilian returnees. The Referral Network for Reintegration, composed of public, private and civil society actors engaged in relevant initiatives/activities/policies for the reintegration of returnees in the States of São Paulo, Goiás and Minas Gerais. Among its objectives, the network expects to (i) strengthen the capacities of state and non-state actors to meet the specific demands of returnees; (ii) ensure comprehensive support for returnees, by consistently connecting pre-departure counselling and post-arrival assistance; (iii) share information, data and good practices to promote innovative reintegration actions; and (iv) raise awareness and knowledge on migration in Brazil, especially on emigration and return migration.

IOM also organized a training of trainers (ToT) in São Paulo, Brazil regarding return and sustainable reintegration in Brazil, focusing on the main psychosocial needs, challenges and vulnerabilities returning migrants face. The ToT involved 33 people from 19 different entities from public, private sector and civil society entities.

The project is co-funded by AMIF and SEF.

12. MIGRATION AND DEVELOPMENT

No significant developments in 2019.

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