

Evaluation of National Immigrant Support Centres - Portugal -

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IOM International Organization for Migration
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Foreword

Integration

The integration of migrants in host countries is ever more present at the crux of global debate on international migrations. Integration has social, economic, cultural, and political implications, and, as such, requires a holistic approach. Integration impacts on economic development and growth too: both in host countries and in the migrants' countries of origin. Therefore, integration policies become an essential component in any migration management system. And, in turn, the holistic approach that must perforce be adopted needs to involve various players: civil society, non-governmental organisations, including immigrant associations, the private sector, and the media, all have a role to play, although such players may vary as a function of the particular government holding power, since governments are the entities responsible for defining that system's legal framework.

As a contribution to the on-going debate on immigrant integration, and within the context of its International Dialogue on Migration (IDM), the International Organization for Migration (IOM), has dedicated one of its workshops to integration.

There are various approaches to integration. Traditional concepts in integration reflect the various policy choices being developed by traditional immigrant-receiving countries and western countries possessing a high standard of living, and many of those countries have been pioneers in the subject of integration, where they have achieved important results. While those countries are facing the challenge of needing to enhance their approach to integration, new immigrant-receiving countries throughout the world are being called upon developing their own approach to integration. There is no defined "best practices" standard for all States, and each country must take into account its own specifics. However, we may attempt to identify "promising practices" and "effective practices" conducive to integration that are capable of offering policy-makers a range of options, so that they may be able to select adequate approaches for their own countries. While such developments take their course, it is important to look at the experiences of each particular country and thereby ascertain what works and does not work, in an on-going effort to improve, amend, and share such experiences.

In an attempt to analyse integration practices in Europe, the European Commission launched its “European Handbook on Integration” in 2004, which contains a compilation of practices and projects being launched.

Among various best practices highlighted in the aforementioned publication, one respects to measures that were taken by Portugal for assisting migrants through its National Immigrant Support Centres (CNAI) offices, in Lisbon and Porto. The High Commission for Immigration and Ethnic Minorities requested IOM to appraise the activities of those Centres with a view to provide a better understanding of the work that has been developed to date, and to share the results of that review with interested countries, wanting to learn from this experience and develop it for themselves. The evaluation was undertaken for IOM by the sociologist Maria Abranches.

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Introduction

Immigration to Portugal has been on the increase since the late '80s, and recent developments have brought in new specifics especially as concerns the immigrants' countries of origin, which specifics bring new demands on the management of this social phenomenon, and effective immigrant integration has become, currently, one of the major issues for the country's policy-makers.

Recent large numbers of immigrants from Eastern European countries and from Brazil have joined immigrants from the former Portuguese colonies in Africa, which have been living in Portugal for longer, together with immigrants from other countries who are less significant in terms of numbers (only the number of Brazilian immigrants was already significant, and their migratory movements to Portugal have recently strengthened). Thus, the number of immigrants with legal residence in Portugal has nearly doubled since 2001 and it currently stands at approximately 450,000, which represents a little over 4.5% of the country's total population, excluding immigrants whose situation is irregular and which number, albeit believed to be significant, is difficult to estimate.

This new reality concerning the thematic of immigration has reiterated the need to urgently implement a structured approach, capable of consolidating the available tools to achieve adequate immigrant integration. To that effect, action by the High Commission for Immigration and Ethnic Minorities ("ACIME") has focused on the design and implementation of a structure of National Immigrant Support Centres ("CNAI"), with offices in Lisbon and Porto. In turn, this arose out of a partnership between various institutions within the fold of the Public Administration and the ACIME itself, and including participation by immigrant associations and NGO's. The goal of this project is to facilitate immigrant access to the various State services which usually deal with immigration matters, and the Centres were created with the objective of providing an integrated response to the major issues faced by immigrants in Portugal.

The features of this model and its two operational offices, which have now been in operation for over two years, have been the subject of an evaluation, as presented in this report. With a view to evaluate the achievement of the specific objectives that were set for each development stage, this review evaluates separately the four stages of development of the CNAI project, as follows:

1. PROJECT DESIGN:

- Appraisal of the relevance of the CNAI structure vis-à-vis immigration issues and immigrant integration in Portugal;
- Appraisal of the CNAI structure's internal coherence by assessing whether the defined goals correspond to the activities being developed, as well as evaluating the available means for the implementation thereof;
- Analysis of the framework of the CNAI structure with respect to other areas of intervention pursuing similar objectives within the scope of the ACIME's area of intervention, as sponsoring entity of this project.

2. OPERATIONAL IMPLEMENTATION:

- Assessment of the dynamics underlying project implementation, from inception to its current status. This process will be evaluated based on the *modus operandi* of those services, their financial, material, and human resources, their management policies, their articulation with other services integrating the aforementioned partnership, and their awareness raising campaigns and initiatives.

3. PROJECT EXECUTION:

- Assessment of project execution, namely with respect to utilisation by immigrants of the services provided at the facilities, and assessment of the performance of the services integrating the partnership, both from an internal perspective – arising out of the views of participating entities' personnel – and from the perspective of the immigrants themselves, in their capacity as users of the services in question.

4. IMPACT ANALYSIS:

- Analysis of the results being achieved with this intervention as concerns its impact on the lives of immigrants, by resorting to indicators that convey their own preferences and satisfaction, such as a comparison between the services provided at the CNAI offices with the same services as provided by other counters of the same

institutions; the degree to which operation and quality of service at CNAI offices meets expectations; what issues are being effectively addressed, and; the effectiveness of that process with respect to the various services provided;

- Analysis of the impact of the partnership on which the CNAI structure is grounded on the partner institutions themselves, by evaluating both the major benefits being derived by them, together with difficulties or constraints arising throughout the process of implementing the envisaged activities.

As concerns level three and four of this review (project execution and impact analysis), all intervening sectors – either within the Public Administration, or directly dependent on the ACIME – shall be object of separate analysis, and performance indicators shall be separately evaluated on each of those intervening sectors.

Two types of sources were used in this review: namely, secondary and primary sources. Secondary sources may be divided into those that were made available by the management of the National Immigrant Support Centre offices in Lisbon and Porto – in essence, consisting of administrative documentation or information respecting to the operation of CNAI offices – and those that were gathered through consultation of relevant documentation (some of which consisted of publications issued by ACIME itself) and applicable legislation (See Appendix 4).

Primary sources consisted of two key instruments supported by distinct methodologies. Firstly, a questionnaire-based survey of 250 immigrants at the Lisbon CNAI office and 50 at the Porto CNAI office (See Appendix 3), assessing user views with respect to the services being provided at the Centres; and, secondly, semi-directive, personal interviews conducted with technical and administrative personnel manning the various CNAI offices, being Public Administration or ACIME staff. In Lisbon, representatives from Portugal's Regional Directorates for each relevant Public Administration sector involved were also consulted (See Appendix 2), and, lastly, the managers of Lisbon's and Porto's National Immigrant Support Centre offices were also personally interviewed.

1. Project Design

1.1. Legal framework and social context: the relevance of the CNAI structure vis-à-vis the immigration issue and immigrant integration

Following on recent developments concerning immigration, and namely its sharp recent growth and the diversification in immigrant countries of origin, immigrant integration has become one of the country's major political concerns within the thematic of immigration. The introduction of National Immigrant Support Centres ("CNAI's") was, thus, framed within the broad action guidelines that were defined for immigrant reception and integration by Portugal's Fifteenth Constitutional Government, at which time the position of High Commissioner for Immigration and Ethnic Minorities (which was introduced in 1996, as enacted under Decree-Law no. 3-A of 26 January), having been found short in its ability to address the challenges arising with respect to these matters, was replaced by the introduction of inter-departmental structures geared to support and consult with the Government in that regard. Decree-Law no. 251/2002 of 22 November then creates the High Commission for Immigration and Ethnic Minorities ("ACIME"), which is to be reinforced with adequate permanent personnel, means and equipment, to address integration issues *"namely through provision of support and service points for immigrants to be located in Lisbon and Porto and, eventually, in other locations within the country, framed within cooperation agreements to be entered into with Municipalities – thus preventing that each legislative cycle is faced with a functional void, by providing a solution that ensures continuity"* (Decree-Law no. 251/2002).

The integration of Immigrant Support Centres (both at national level – through CNAI offices – as well as at the local level – through CLAI offices¹) within this legal framework was, subsequently, consolidated under Decree-Law no. 27/2005 of 4 February, which Article 4-A governs their functions. The following stipulations are highlighted, among the various Paragraphs governing the role of those Centres and, in particular, of CNAI offices:

- *Immigrant Support Centres are organic units tasked with receiving, counselling, and assisting immigrant citizens, and shall be geared to facilitate interaction between those users and the various Public Administration offices;*

¹ Local Immigrant Support Centres

- *CNAI offices shall offer a range of services of public interest with quality and speed of service, at handy and comfortable locations, based on partnership and cooperation agreements to be established between the High Commission and the various services within the Public Administration sector, and ancillary public and private entities, which are to be specifically tailored to serve the immigrant population in Portugal;*
- *CNAI offices' operations shall be provided through a nuclear structure to be established subject to the foregoing under Paragraph 4 of Article 21 of Act no. 4/2004 of 15 January 2004², by socio-cultural mediator personnel, to be recruited subject to the terms and conditions enacted under Act no. 105/2001 of 31 August 2001;*
- *The working relationship between the High Commission and the public and private partner institutions participating in the CNAI structure shall be regulated by cooperation agreements, which shall specify which services are to be provided by each partner institution, and their respective terms and conditions for participating in those partnerships.*

Among the priorities set out by the ACIME within the framework of the broad action guidelines for immigrant reception and integration, as defined by Portugal's Fifteenth Constitutional Government, the following goal is stated: *"To create a user-friendly interface between immigrants and the State's Central Administration offices that is capable of providing integrated solutions to immigrants, through National Immigrant Support Centres"* (See Appendix 4 – ACIME, 2005a: 11).

When surveying the needs that led to the introduction of CNAI offices, a number of factors were identified as constraints, which, basically, had to do with the process immigrants undergo to obtain their legal immigration permits, in addition to broader issues requiring solutions with respect to their integration.

On the one hand, service dispersion and disintegration often become one of the major reasons why some immigrants give up on completing their processes for legalising their status. On the other hand, complexity in having to interact with various public services can equally represent a stumbling block to social integration, given poor coordination among those same services, wide diversity in their modus operandi and procedures, and incompatible office hours being practiced by them.

² *"The nuclear structure of public services, together with the definition of the responsibilities and scope of action of each organic unit, shall be approved under joint Ordinance by the relevant members of Cabinet, the Minister of Finance, and the member of Cabinet responsible for Public Administration"* (Paragraph 4 of Article 21 of Law no. 4/2004 of 15 January).

To that effect, the CNAI project drew on the model used by Portugal's one-stop-public-services "Citizen Shop" network, which has been rather successful in addressing the shortcomings of widely dispersed public administration services. The specifics of the situations leading immigrants to require certain public administration services, on top of possible cultural aloofness, and above all, the expected language difficulties, often make communications at those Citizen Shops a real problem, with the result that the latter come short of fully addressing the immigrants' particular requirements. CNAI offices have been trying to overcome those shortcomings by addressing user needs in a similar manner while focusing solely on immigrants. During the project's inception stage, preliminary meetings took place with the Citizen Shop Management Institute, which acted on a consulting capacity, and a process of discussions with the various institutions integrating the project followed subsequently.

1.2. Analysis of the coherence of the CNAI project: objectives and activities

Once the relevance of this project has been established, it is now important to evaluate it for its internal coherence, i.e., whether the actions being developed meet the defined goals, and whether the means that were made available to reach those goals were adequate. The following table presents a preliminary appraisal of the degree of adequacy of the CNAI model.

[Table 1] Actions developed vis-à-vis defined goals

<i>Objectives</i>	<i>Actions</i>
<ul style="list-style-type: none"> ➤ To provide integrated solutions to the problems faced by immigrant citizens, by providing all the services required to meet their needs, at a single point. 	<ul style="list-style-type: none"> ➤ Identifying needs; ➤ Inviting key Public Administration entities involved with immigration issues to participate; ➤ Bringing in other immigrant support services, dependent on the ACIME, into a single unit; ➤ Introducing a common IT platform for all services, allowing for standard data capturing, document issuing, and communications among the various services.
<ul style="list-style-type: none"> ➤ To focus on the particular requirements of immigrants, by trying to minimise the time they take to legalise their situation. 	<ul style="list-style-type: none"> ➤ Training specialised staff to sort the various immigrant requirements in order to better route users (by evaluating their queries and issues and verifying their documentation beforehand), thus contributing to speed up the required procedures.

<ul style="list-style-type: none"> ➤ To narrow the gap between Public Administration services and immigrant citizens, namely by introducing socio-cultural mediators, and fostering cultural, language-oriented and emotional involvement among the staff. 	<ul style="list-style-type: none"> ➤ Contacting Immigrant associations and NGO's with a view to enter into cooperation agreements with them, with a view to recruit socio-cultural mediators; ➤ Training mediators.
<ul style="list-style-type: none"> ➤ To foster the adoption of a new attitude to public service, thereby creating a pleasant and dynamic environment. 	<ul style="list-style-type: none"> ➤ Implementing a common service point privileging close contact between the various services, as well as between those and CNAI management.

In order to meet those objectives, CNAI offices attempted to coordinate the various Public Administration services involved with immigration issues and to obtain their cooperation, having also introduced other services under the ACIME to support the above in areas where the existing structures fail to adequately address those issues (See Table 3).

As a complement to the ten main general guidelines governing the ACIME's plan of activities for the period 2005 to 2008, and with regard to the policies governing immigrant reception and integration, there is reference to the need to *"simplify bureaucracy in relations between immigrants and the State"*. Based on that principle, a goal to *"simplify formal requirements and improving the quality of services rendered, and thus transform the State into an immigrant's main ally towards integration"* was set (See Appendix 4 – ACIME, 2005b: 6).

As a matter of fact, and as we shall discuss further on, the complexity of the State institutions' procedures and their frequent amendments thereto are often the main obstacles faced not only by immigrants, but by the very employees of those same institutions, given the difficulties that changing, complex procedures bring to bear on articulation among the various institutions. In order to reach that goal, actions based on that principle must perforce focus on joint efforts by the various institutions, nationwide, since this will be the only way in which those procedures may be harmonised and simplified.

Although some constraints still hinder that process, as discussed in detail in subsequent Chapters, the CNAI initiative has been recognised as an innovative project by all respondents, whether directly employed at ground level (both at the institutions themselves and at the support offices dependent on the ACIME), as well as the Regional Directorates themselves representing the public entities which

operate at CNAI offices, and is already considered as an important step in the right direction with regard to inter-institution articulation, which achievement is a key element in the process of defining immigrant reception and integration practices and policies.

Although some of the respondents mentioned that this project had led the management of some of the institutions involved to originally express some concerns, those were progressively eliminated by the results being achieved at ground level, and consensus was effectively reached that, albeit on a par with additional work requirements for those partner institutions, speedier, better quality work was evidenced, which brought benefits to both immigrants, as final end users of the project, and to the institutions themselves.

According to interviewees, the fact that the institutions and support services dealing with immigration issues share a common physical office facilitates smoother articulation among them at ground level. In general, all highlighted that physical proximity and the development of a good working environment have added value to their jobs, and that contact with CNAI management has been informal and easy. The impact of this innovative model on the lives of the immigrants who avail of it, as well as on the intervening institutions, will be assessed in Chapter 4 of this report.

In order to achieve closer language, cultural, and emotional proximity between State services and immigrants, as stipulated under the CNAI project's objectives, it is important to highlight both the positive role being played by mediators, who are, in some instances, of immigrant origin themselves, as well as the adequacy of the initial training they were given, both on service techniques and on various issues linked to immigration, which training was given either by the ACIME itself or by external providers (and namely by the institutions which would be integrating the partnership), as ruled under the legislation enacting the legal status of socio-cultural mediators (Article 4 of Law no. 105/2001, of 31 August).

As per the objectives, all those actions have contributed to enable the partnership to effectively fulfil the role defined under the aforementioned Article 4-A of Decree-Law no. 27/2005 of 4 February, namely: to provide quality and speedy service, at comfortable and handy locations.

However, a few constraining factors are still evident as concerns the project's underlying approach. Although some features such as proximity of the services involved and availability of socio-cultural mediators are acknowledged by the majority of interviewed employees from the institutions as constituting value-adding features for the quality of the work being developed, specifically thanks to the sorting of the issues being addressed to the office effected by mediators– which greatly contributes to facilitate adequate routing to the appropriate service – speed of service is still not ideal, namely as a result of a shortage of personnel. Such staff shortages, however, arise more on account of external constraints, in turn, deriving from the Public Administration sector's current HR policies, than due to any internal features of the CNAI project which management has, on the contrary, had occasion of availing mediators in support of shortages of other staff concerning processing backlogs, as discussed in the following Chapter.

Hand in hand with those factors, handiness and comfort are also issues where both positive and negative developments may be evidenced. On the one hand, the general, physical organisational structure of CNAI offices greatly contributes to materialising the project's underlying approach on that score. It is generally agreed that the fact that users are directed to service counters only after having been appropriately sorted by the mediators, thereby preventing concentrations of waiting people inside service areas, already represents significant improvement in the quality and comfort of services rendered, when compared with service at other counters of some of those institutions. On the other hand, it should also be noted that further improvement in service, and especially in quality of attendance, is constrained by patently limited office size, namely at institutions which processing is heavy in filing space requirements.

Location of CNAI offices in Lisbon and Porto was, in turn, justified on account of those being two major metropolitan areas with the largest immigrant populations.

[Table 2] No. of immigrants in Portugal, by District

<i>District</i>	<i>No. of immigrants</i>	<i>% distribution</i>
<i>Lisbon</i>	202,030	45.0
<i>Faro</i>	59,768	13.3
<i>Seixal</i>	42,280	9.4
<i>Porto</i>	32,314	7.2
<i>Santarém</i>	17,220	3.8
<i>Aveiro</i>	16,474	3.7
<i>Coimbra</i>	14,065	3.1

<i>Leiria</i>	12,765	2.8
<i>Braga</i>	9,924	2.2
TOTAL	406,840	90.5
<i>Other districts</i>	42,354	9.5
TOTAL	449,194	100.0

Source: Immigration statistics (December 2005), ACIME.
http://www.ACIME.gov.pt/docs/GEE/Estatisticas_GEE_2005.pdf

Although the great majority of the immigrant population is clearly concentrated in Lisbon, Porto's CNAI office – albeit that Porto appears only in fourth place in terms of the percentage distribution of immigrants, immediately following the Seixal and Faro districts (See Table 2) – receives immigrants not only from the Porto District but also from neighbouring districts in Portugal's Northern Region, such as the Braga and Aveiro Districts, and even from the Coimbra or Leiria Districts in the country's Central Region. The population of the Setúbal District, in turn, uses the Lisbon CNAI office given its relative geographic proximity, and the Algarve region is the only region lacking any such support facilities.

The Faro District, as is the case with other districts, is currently receiving large numbers of immigrants in tandem with the most recent trends in immigration to Portugal, but only there are only CLAI offices available to address immigrants' needs, and they can only provide information.

1.3. Integrating the CNAI within a broader immigrant support system

As mentioned above, the CNAI structure has been a priority within the ACIME's immigrant reception and integration policies. Nevertheless, other convergent action plans have been designed to address similar goals. Combating discrimination and racism, supporting immigrant associations, the immigration monitor, supporting the publication of studies on immigration, promoting and participating in seminars, congresses, and projects, fostering the development of an inter-cultural ethos, and conducting public awareness campaigns, inter alia, are several examples of integrated actions which have been contributing to the fostering of immigrant and ethnic minorities integration in Portuguese society.

In turn, CNAI offices are integrated within the National Immigrant Support System, which is one of the ACIME's key areas of action. The same system integrates the

CLAI structure as well – Local Immigrant Support Centres – which consists of “a network of service and enquiries points, aiming to clarify immigrant citizens with regard to procedural requirements concerning their stay in national territory” (Paragraph 6 of Article 4^o-A of Decree-Law no. 27/2005, of 4 February). The CLAI structure arises out of cooperation agreements between the ACIME and various local entities (municipalities, associations, and NGO’s), with the objective of addressing immigrants’ enquiries nationwide. Their offices are manned by socio-cultural mediators who, as was the case for mediators at CNAI offices, attended prior training sessions, given by either by ACIME staff or by external providers, and the first CLAI offices opened at the end of March 2003. There are currently over 40 such offices operating in various towns distributed throughout the entire country.

In turn, some of those Centres are moving towards a statutory framework that is more geared towards facilitating immigrant integration, and they operate as intermediaries between them and State institutions. In this way, they are better able to assist immigrants further than to simply providing information and routing them to the relevant service. CLAI offices (Local Immigrant Integration Support Centres) are equipped with a larger human and financial resources basis, and several CLAI offices are already operating along those lines.

Although CLAI offices were not the object of this review, it may, however, be noted that, based on the data gathered on the immigrant survey conducted at the Lisbon and Porto CNAI offices, that almost the entire sample of respondents had never walked into a CLAI office before (only two individuals in Lisbon answered ‘yes’ to the question “Have you ever been assisted at a Local Immigrant Support Centre?”). Nevertheless, this conclusion likely derives from the very nature of the data gathering process. Since the survey was conducted at the two CNAI offices, it may be expected that the immigrants being interviewed, who already were users of support centres capable of providing them with a more integrated response to their needs, would not require CLAI offices to obtain information, as opposed to individuals residing elsewhere in the country who cannot equally easily access those same urban centres.

In addition, the Integrated National Immigrant Information Network includes a number of additional features: the ACIME website, providing information in three languages (Portuguese, English, and Russian); a variety of leaflets, brochures, an information bulletin, and a television program (the NÓS program); and the SOS Immigrant Telephone Line, which currently provides assistance by phone in nine

different languages (Portuguese, English, French, Spanish, Russian, Ukrainian, Romanian, Byelorussian, and Creole). The SOS Immigrant Telephone Line is currently operating inside the Lisbon CNAI office and, since it is closely linked to that structure, it shall also be the object of review, to be presented at a later stage in this report.

Lastly, and although the issue is not under review in this study, we cannot fail to mention the ACIME's telephone translation services launched at the beginning of June this year, given their close links to the SOS Immigrant Telephone Line, and the more so because of their value-adding potential with regard to the National Immigrant Support Centres themselves, concerning those instances where users can only speak their language of origin and the language in question is not represented among the language-skills of those Centres' mediators. Although still under trial, it is already possible to account for 60 to 70 different languages being catered for by that unit – which operates on a call conference basis involving the technical staff of the client institution, the translator, and the immigrant – and that number may increase to about 80 languages, if all variants thereof are taken into consideration.

2. Operational implementation

2.1. Institutions and support services: from the original framework to the current operational model

Once needs had been identified, the first development phase of the CNAI project took place between September and December 2002, during which time the best solutions were analysed and discussions with the invited institutions took place. As concerns premises, occupation of the former facilities of the Anjos Secondary School, which was in the process of closing down and could be made available by the Ministry of Education, was successfully negotiated for the future Lisbon premises. As concerns Porto, a listing of buildings for rent was compiled and the premises that the Porto CNAI office has occupied to date were selected. The property belongs to INESC (Portugal's Systems Engineering and Computers Institute) and was structurally and technically considered the most adequate for the operational requirements of a National Immigrant Support Centre. In Lisbon, the headquarters of the ACIME itself are also currently located in the same premises, and obvious benefits arise out of the close proximity of all services which address interrelated issues.

Between January 2003 and March 2004, the model entered implementation stage. Negotiations took place with the various institutions participating in the project, leading to signature of various cooperation agreements between the latter and ACIME. The Lisbon's CNAI office opened its doors on 16 March 2004 and Porto's CNAI office opened on 23 March that same year. Currently, those CNAI offices offer the following services in Lisbon and Porto:

[Table 3] Services provided at CNAI offices

<i>Public Administration services</i>	<i>ACIME support services</i>
<ul style="list-style-type: none"> ➤ Foreign Nationals and Border Services ("SEF") ➤ Social Security ➤ Labour General Inspectorate ("IGT") ➤ Ministry of Education ³ ➤ Ministry of Health 	<ul style="list-style-type: none"> ➤ Legal Advisory Services for Immigrants ("GAJI") ➤ Unit for Insertion in Active Life – Employment ("UNIVA") ➤ Family Reunion Support Office ("GARF") ➤ Social Support Office ("GAS")

³ The Ministry of Education is currently not represented at the Porto CNAI office.

In addition to those services, the aforementioned sorting team is also on hand. In Lisbon, and given the high number of daily enquiries from users, the sorting task is subdivided into a) a pre-sorting stage (where, one hour prior to the opening of the CNAI office, the particular situation of each immigrant waiting outside the building for the office to open is pre-sorted, and service cards are distributed to route users to other sorting offices or directly to the relevant service, depending on each particular instance)⁴; and b) Reception and Sorting Offices ("GAT") no. 1 and 2 – where, following an assessment of each enquiry, a digital file is open on each user, the user's documentation is verified, and officers then adequately route users within the CNAI structure by issuing users with service cards for the relevant service. Each service card bears a specific letter. In addition, the Lisbon CNAI provides an enquiries and assistance counter, which can also be accessed with a service card.

In turn, the Porto CNAI provides a single sorting office, which derives from the fact that the number of users availing of its services is smaller, when compared with Lisbon.

However, some changes were already introduced during the implementation stage, namely with respect to the institutions and support offices integrating the Lisbon and Porto CNAI offices. In Lisbon, and in addition to the entities listed on Table 3, the Santa Casa da Misericórdia of Lisbon (a social welfare, non-governmental institution) was represented until August 2004, and a Qualifications and Skills Accreditation Support Office was available until March 2005. The former office closed down due to that institution's limited geographical coverage, since it only provides welfare assistance to Lisbon residents, which automatically excluded a large share of users residing in other counties bordering that city from availing of its benefits. Nevertheless, close relations were maintained with that institution, namely through an Emergency Social Assistance service, which is mostly rendered by the Social Support Office, with the latter office having, in fact, been launched following termination of that institution's participation. In turn, the Qualifications and Skills Accreditation Support Office closed down due to lack of effective response. Although this area was a priority area in action plans, as defined under the master guidelines governing the ACIME's service policies⁵, and continues to be

⁴ When CNAI offices were launched, the pre-sorting team started work at 7:00 AM, one hour and a half prior to the office opening its doors to the public. The change in the team's original working hours was due to a change in the office hours of the Foreign Nationals and Border Services, which changed its opening hours from 8:30 AM to 9:00 AM, and, therefore, early distribution of service cards as originally established was no longer required.

⁵ The ACIME's 2002/2005 activity report lists "Speeding up the mechanisms for the accreditation of academic qualifications and professional skills of immigrants, in order that they may benefit from full, adequate integration into their chosen professions, and thereby employing their human capital for the benefit of the receiving society" (see Annex 4 – ACIME, 2005a: 11) among its defined priorities.

considered by CNAI management as one of the key enhancements required, the difficulties experienced in providing effective response to those needs arise out of the complexity of the applicable procedures, insofar as there is no uniform standard educational system but rather decentralised educational structures, where each university is capable of operating autonomously. Based on information supplied by the Manager of the Lisbon CNAI office, the ACIME is currently busy devising strategies with the objective of establishing a partnership with the Portuguese Universities Foundation as a means of overcoming that deficiency. Pending formalisation of that partnership, the office representing the Ministry of Education has been assisting in those matters, although such a role goes beyond its scope of action. In turn, the Ministry of Education closed down its office at the Porto's CNAI office due to budgetary constraints.

Furthermore, and in addition to raising original concerns among some of them, as already mentioned, the complexity inherent to the preliminary rounds of negotiations with the various institutions led to the exclusion of other services which had originally been identified by the ACIME as being of relevance. Among those services, contact has been maintained with the Ministry of Justice and the National Housing Institute, and negotiations with those institutions have resumed more recently. Thus, the Ministry of Justice, through its Directorate-General for Registrars and Notary Public Offices, will be integrating the partnership in the near future, and its representation is expected to materialise in Lisbon by October this year, with the intention of replicating the process subsequently at the Porto office. By setting out Civil Registrar Offices inside CNAI offices, they'll start being able to assist the Ministry of Justice with processes for acquisition of Portuguese nationality through the intermediation of the CNAI's socio-cultural mediators. Ensuring cooperation between the CNAI structure and the Ministry of Justice has now become a key issue since the Nationality Act now falls under that Ministry.

As concerns the National Housing Institute, which had also been present at the preparatory workshops for the implementation of the CNAI structure, their cooperation agreement did not materialise at an early stage on account of internal impediments at that Institute, and discussions for its participation in the partnership have also recently resumed.

In turn, the Ministry of Finance, via its Directorate-General for Taxation, was also included in the original plans, but discussions with it did not begin immediately due to the fact that their participation was deemed not to constitute a primary need,

insofar as income tax declarations were not one of the documents required for visa extension grants, at the time. Although this procedure has been amended subsequently, and submission of an income tax declaration is now mandatory in the aforementioned process, the integration of new services is not feasible at this point in time on account of the shortage of available space at the current premises, while the presence of the Ministry of Justice was deemed of more relevance.

In addition to the services and institutions already mentioned above, and as discussed in the preceding Chapter, the SOS Immigrant Telephone Line is currently operating from the CNAI offices in Lisbon, being equally manned by a team of socio-cultural mediators. Having started operations a year prior to the opening of the CNAI, it operated originally out of other premises which were being shared with other call centre services operated by various other companies. At the time, it was manned with three operators, but inefficiencies caused by their distance and isolation were self-evident, according to the Head of that unit, which issue was solved when the unit was transferred to the CNAI office, in March 2004. Moreover, proximity to other services enables the unit, which has been reinforced since, to be constantly updated on immigration issues and team spirit has improved.

The Telephone Line was introduced with the objective of addressing enquiries on various issues pertaining to immigration by immigrants, associations, companies, Public Administration services, and the general public at large, and the Local Immigrant Support Centres around the entire country are also connected to the Telephone Line.

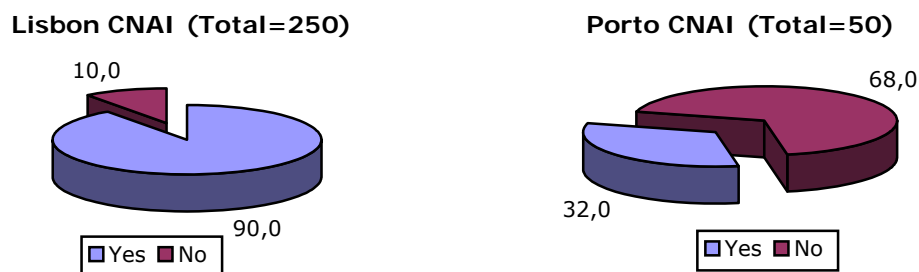
2.2. Service operation

The office hours of the Lisbon CNAI office are 8:30 AM to 4:30 PM, Monday to Friday, although the pre-sorting unit starts one hour before the office is open to the public, as already mentioned. Furthermore, and although no more users are allowed in after 16:30 PM, the various services operate under various working hours, ending between 6:00 and 7:30 PM, in order that all users that are still inside the office can be assisted. The SEF is currently an exception in that its office hours have been curtailed to 9:00 AM to 5:00 PM, from 8:30 AM to 7:30 PM, previously. According to its respective Regional Director, the change followed on a reduction in the volume of enquiries, as a number of immigrants started being issued with residence permits as opposed to stay permits, which now requires them to start using a different SEF service for the effect, which unit is itself now requiring

additional staff to cope with the inflow of users. However, the need for additional service staff at the CNAI is being felt by immigrant users and by the Manager, as, on occasion, the distribution of service cards for SEF services has had to be cancelled for the day prior to closing hours, thus leaving some users without service.

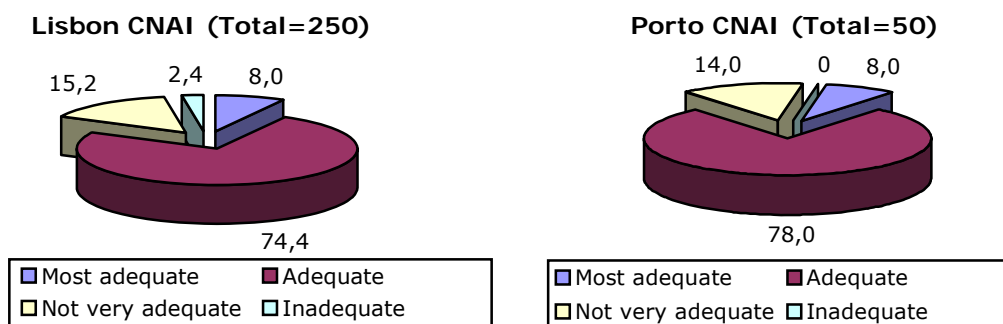
In Porto, services close their door at 2:00 PM, Monday to Saturday. Although office hours are shorter at Porto's CNAI office, it is the users of the Lisbon's CNAI office that are asking for longer office hours, as expressed by their interest in obtaining service on Saturdays as well ⁶ (See Graph 1).

[Graph 1] Need for longer office hours at CNAI offices, as felt by users (%)



As a matter of fact, Saturdays are usually among the busiest days at Porto's CNAI office, which is attributable to the usual difficulty in reconciling a visit to a CNAI to a user's normal weekly working hours. Nevertheless, it is of interest to note that although the Lisbon CNAI office has already experimented with extending office hours to Saturdays, the fairly low numbers of users on Saturdays led to a switch to provision of longer office hours during business days only rather than continuing to open on Saturdays. In general, it can be established that the majority of respondents considered that the established office hours were adequate, and there were no significant discrepancies in that regard between Lisbon and Porto (See Graph 2).

[Graph 2] Users' opinion on office hours practiced at CNAI offices



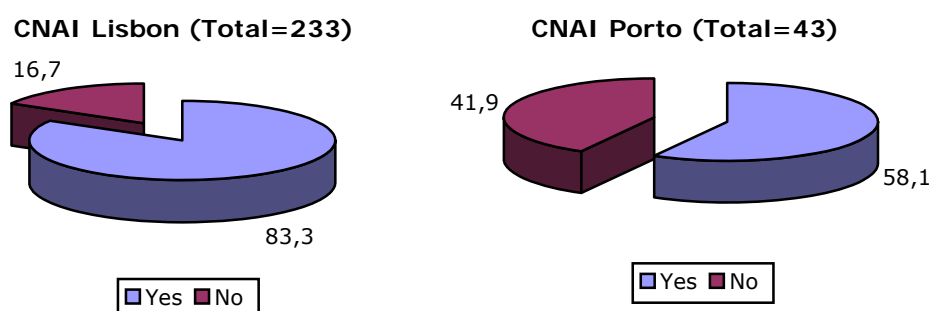
⁶ The questionnaire given to users of the Lisbon CNAI office put the question on the need to extend office hours to Saturdays to them in a more specific manner.

Within the scope of a restructuring operation taking place at the Porto CNAI office with the objective of standardising procedures at both CNAI offices – which will be discussed at a later stage in his report, under the paragraph concerning the mechanisms whereby the various services articulate with each other – the establishment of uniform office hours is one of the actions being envisaged.

In turn, the SOS Immigrant Telephone Line operates from Monday to Friday, from 8:30 AM to 8:30 PM, and from 8:30 AM to 2:30 PM, on Saturdays. Although the original opening hours were from 10:30 AM to 10:30 PM, it was noted that few calls came through during the evening period and, consequently, availability of service during those hours was of little interest. Therefore, some changes were introduced to operations to the effect that several 6-hour operator shifts are currently in operation, as opposed to maintaining only two operator shifts – morning and afternoon shift – as per the initial setup, while working hours were adjusted according to needs. Therefore, the periods just prior to and after lunch are manned by five operators, since these correspond to the times of day when the number of calls received peaks, and two, three, or four mediators are at hand during the remaining periods; after 8:00 PM, a single operator will be on hand. This operational change resulted in a decrease in the number of calls going unanswered during the most critical periods.

As concerns the location of the CNAI offices, almost the entire sample of respondents considered that both offices were adequately located, both with respect to Lisbon and to Porto (96.8% and 98%, respectively). The lack of integrated structures such as these is rather being mostly felt by people residing in adjoining counties, and this issue is of more significance to Lisbon respondents than to Porto respondents (See Graph 3). As might be expected, this need correlates, in essence, with the counties of residence of the immigrant themselves (See Appendix 3: 21-22), but is also felt by respondents from other areas, namely in the centre and south of the country.

[Graph 3] Need for structures similar to the CNAI to be available at other counties, as felt by users (%)



2.3. Financial, material, and human resources

In order to implement the actions defined as priority actions, the ACIME allocated 79% of its total budget (3.75 million Euros) to the project, in detriment of its fixed costs, representing 21% of its budget (of approximately 1 million Euros) for 2004. Out of that amount, an allocation of 29% was attributed to addressing the priority action defined as *the creation of an integrated response mechanism operating between immigrants and the Central Administration*, which translated into the setting up of the National Immigrant Support Centres, corresponding to an expense of 1.4 million Euros, i.e., its most important budget allocation (See Appendix 4 – ACIME, 2005a: 12-13).

In turn, and as regards 2006, the amount allocated to addressing immigrant reception and integration, which includes the CNAI structure, increased even further to 37.6% of budget in respect of variable costs (corresponding to 2.18 million Euros), and the priority allocated to that project within the plan of activities of the ACIME – *Introducing solutions to solve problems* (See Appendix 4 – ACIME, 2005b: 22-25) deserves particular highlight.

As concerns physical and material resources, and with exception of the need to increase the available office space, especially as concerns offices of services that require own filing space, all equipment and consumables made available by the ACIME are being very positively evaluated both with respect to quantity and quality. The shared IT systems deserve particular highlight since it is one the innovative features which, in the opinion of interviewed personnel, and both among public services staff and among ACIME staff, best contributes to improving the quality of their work. At the Lisbon CNAI office, in particular, digitising the documents brought in by immigrants facilitates and speeds up procedures, especially with regard to the requirements of the SEF office – and this institution, as discussed in the following Chapter, is precisely the service receiving the largest number of enquiries every day on account of visa renewals, since visa renewals represent the immigrants' major service requirement from CNAI Offices. According to the Assistant Inspector coordinating SEF services at the Lisbon CNAI office, the ACIME's human resources and their sorting of user requirements, and the digitising of the immigrants' documentation have all greatly contributed to enhance the SEF office's productivity, which, ultimately, can only benefit the immigrants. Conversely, at the Porto CNAI office, the Foreign Nationals and Border Services of the Regional Directorate for the North Region did not consider digitising as relevant, and those

offices have continued to work with original documentation and photocopies thereof.

Still on the issue of human resources, known difficulties being experienced by Public Administration services in that regard have led to constraints arising in certain areas, namely in Lisbon, and the shortness of personnel is not as acutely felt at the institutions and support offices integrating the Porto CNAI office as they are in Lisbon, given lower user volumes.

In Lisbon, it is of interest to highlight an instance which clearly illustrates the way in which those constraints are often solved by a pooling of resources among the partner entities, whereby the socio-cultural mediators contribute to overcome such constraints. As can be seen on Table 1, which summarises the goals of the CNAI structure, the role of the mediator is to establish a closer rapport with immigrants, on the one hand, but also to ameliorate the slowness of procedures, on the other. The second objective can be achieved not only by sorting immigrants according to requirements, but also by reallocating human resources to render assistance to other staff whenever possible and necessary. This was the case at the Labour General Inspectorate, to which a number of mediators were made available to reinforce the IGT team during a certain period, whereby a significant processing backlog was brought up to date. In that regard, the valuable assistance provided by the ACIME was equally highlighted and praised by the IGT Regional Directorate of Lisbon itself.

In addition to rendering such assistance, mediators assist with translations involving several languages (Ukrainian, Romanian, Russian, Creole, English, and French – at Lisbon – and Ukrainian, Russian, English, French and German – at Porto). In the opinion of some of the personnel of the partner institutions, it is important to note that there is a lack of mediators able to speak Hindustani languages and Chinese, as these constitute the populations feeling the greatest difficulties, in general, in coping with Portuguese. The hiring of a mediator with Chinese language skills is being envisaged for the near future. Hindustani languages present a greater difficulty, since those are divided into a number of different languages, which makes it difficult to find an adequate solution. However, that shortcoming may be eliminated by the telephonic translation services mentioned in the previous Chapter, which is being used on a trial basis. In order to continuously adapt to the dynamics inherent to a structure such as the CNAI, some of the mediators, albeit allocated to specific tasks, sometimes rotate among the

sorting task and other functions, depending on needs determined by the particular workflows arising, as was the case in the aforementioned instance involving assistance to the Labour General Inspectorate.

In fact, the dynamics inherent to the structure itself, and the recurring need to adapt and adjust the available services according to immigrant needs, lead to on-going restructuring both with respect to office space as well as to mediators employed at those offices. The differences between the Lisbon and Porto CNAI offices can, however, be singled out at the outset. While at the Porto office only two staff man most of the counters that are under the ACIME (only the legal advisory services has recently indicated a need to increase its complement to three staff members), at the Lisbon office that are counters manned by three, four, or five mediators. Among represented institutions, only the UNIVA unit had a single staff member at the time this survey was being conducted – and the issue was raised as one of the difficulties being experienced by that CNAI office – while the social support area started being manned by a single mediator recently, in Lisbon. As concerns sorting operations, the differences between the two offices are vast, since this area is divided into three sections (pre-sorting, GAT 1 and GAT 2), at the Lisbon CNAI office, with a complement of more than 20 mediators, in total, to compare with 7 mediators, in total, at the GAT of the Porto office.

In turn, and as concerns the participating institutions, a number of differences are also evident. At the Porto Office, the Foreign Nationals and Border office has a staff complement of nine, the Social Security and IGT offices have two staff, and the Ministry of Health office has only one. The latter office is a special case in the sense that it operates under a weekly roster. In this way, there is a complement of eight staff members allocated to the office and each employee mans their CNAI office for one week, followed by another week manning a Citizen Shop, and another week working at the Regional Healthcare Administration for the Northern Region.

At the Lisbon office, the three institutions represented at the CNAI serving the largest numbers of users – the SEF, Social Security, and the IGT offices, as can be concluded from the analysis of project execution, discussed in the next Chapter – had complements of thirteen, five, and four staff, respectively, as at the date of the survey, and the SEF staff is split into seven staff manning the counter and six staff processing applications. The complement of the Ministries of Health and Education offices was, respectively, two and three staff, at the Lisbon CNAI office. As concerns the Social Security office, the personnel is split into permanent staff and roving

staff working on a roster, allocated from other service counters of the institution to reinforce the CNAI team, which is also the practice at the IGT office of the Porto CNAI office. Such practices are often not as productive as might be desirable, according to the opinion of the Manager of the Lisbon CNAI office, insofar as, sometimes, motivation is poor and there is a lack of commitment by the roving staff being allocated to that office, who are not members of the permanent team.

It is also to be noted that, within each institution, the staff is split into technical and administrative personnel, and also into personnel allocated from enquiries services. At the Lisbon CNAI office, the two Ministry of Health employees, for instance, are of immigrant origin, and are linked to immigrant associations. One of those staff is a mediator for the healthcare area and accumulates administrative skills in healthcare with field experience in that area acquired through dealing with predominantly immigrant neighbourhoods. Conversely, at the Porto CNAI office, the work of those services is more of an administrative nature and focuses primarily on issuing healthcare user cards.

Another difference that deserves highlight pertains to the aforementioned specifics concerning office hours. The extended offices hours at the Lisbon CNAI office require shifts, which is not the case at Porto. In turn, at the Porto office, provision of service on Saturdays requires a system of rotational leave. In addition and as already discussed, the larger scope of services available at the Lisbon CNAI office led to the need to introduce coordinators for each service area, which, at Porto, is only the case with regard to the Reception and Sorting office and to the Foreign Nationals and Border Services. The Sorting services at the Lisbon office require, in addition, a shift manager position.

Further to standardising office hours, this is another operational area which management wants to streamline between the two Centres. Thus, the lack of middle management at the Porto CNAI office has been detrimental to the workflow, in the opinion of the Manager of the Lisbon CNAI office, who is also responsible for the former office, and the introduction of a coordinator for the various offices that are represented at Porto is being envisaged, matching the Lisbon office's structure.

As already discussed, the SOS Immigrant Telephone Line is currently manned by eight mediators, on shift, in addition to a supervisor, who doubles as an operator if required, and a coordinator.

As concerns the status of socio-cultural mediators, it is important to note that some shortcomings are evidenced in that status itself. Although their role adds value at various levels as already mentioned, the fact that that role is established under cooperation agreements between the ACIME and various immigrant associations or NGO's and other associations connected with immigration issues (See Appendix 1), this leads mediators to feel that the context under which they're contractually hired (which is by the respective associations or NGO's) and the context under which they carry out their professional functions become divorced, since, in some instances, mediators do not particularly relate to the association from which they depend hierarchically.

The fact that their recruitment cannot be directly effected by the ACIME results in a measure of dissatisfaction which can be specifically and notably observed among mediators interviewed at the Porto CNAI office, who referred that, sometimes, this is far from an ideal situation due to lack of stability and definition concerning their career path. Moreover, and although the law that establishes the legal status of a socio-cultural mediator stipulates that *"recruitment should give a preference to candidates of ethnic or immigrant groups that show socio-cultural mediation skills and a knowledge of the social and cultural features of the target communities"* (Law no. 105/2001 of 31 August), employees with such characteristics are not in the majority at the Porto CNAI office, although they are in a majority at the Lisbon office⁷.

It is, however, necessary to highlight that, despite those constraints, the recognition of the great relevance of mediators in the CNAI model remains unquestionable, insofar as they provide personalised assistance to users and promote enhanced articulation among institutions, as already discussed⁸.

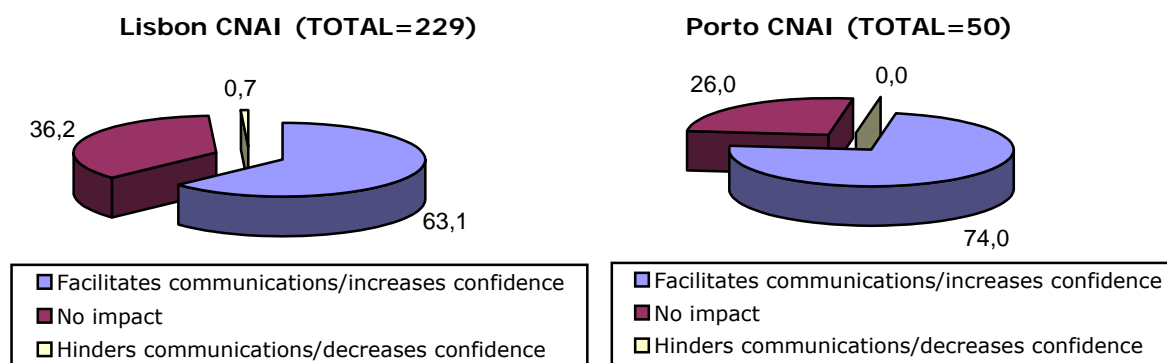
Moreover, the user survey leads to the same conclusion on their merit, and it can be established that the majority of immigrants considered that being assisted by socio-cultural mediators facilitates communications (although almost all respondents indicated that they are assisted in Portuguese in most instances) and

⁷ At the Porto office, as at the date of the review, there were 8 foreign, or of foreign origin, socio-cultural mediators out of a total of 18, and, at the Lisbon office, the equivalent proportion was 49 out of a total of 71. As concerns the associations and NGO's represented in cooperation agreements with the ACIME for purposes of recruiting mediators, see Annex 1.

⁸ Although the first mediators were appointed – a year prior to the launch of the CNAI, in the case of the SOS Immigrant Telephone Line – by the associations without ACIME intervention in their selection process, the current cooperation agreement between the entities attributes the ultimate decision-making powers to the ACIME, and namely to CNAI management, who interviews candidates.

increases their confidence, in Lisbon as well as in Porto, although the latter's users reflected slightly lower levels of satisfaction in that regard (See Graph 4)⁹.

[Graph 4] Relevance of the socio-cultural mediator's role, for users (%)



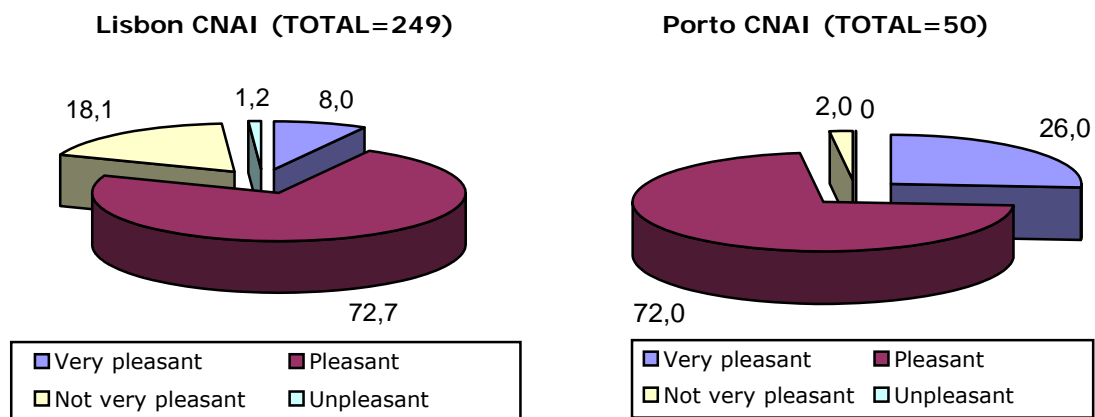
As concerns the facilities, and albeit this may appear paradoxical as mentioned in the preceding Chapter, they represent an improvement in service conditions for the represented institutions while also being marred by a relative shortage of space, in simultaneous. The sharing of office space by distinct services handling issues that at the outset require the maintenance of a certain degree of confidentiality (as is the case of the office shared by the Lisbon South Sub-region Healthcare services and Social Support services, at the Lisbon CNAI office, or the Social Support services and the UNIVA unit, at the Porto CNAI office), causes, on occasion and in the opinion of the personnel working there, some dissatisfaction among users and this represents a constraint on the workflow, although such issues are often interrelated. There are other services sharing office space both at the Lisbon and the Porto office, and although the general view was that this is not an ideal situation, the work can still be carried out productively inside such shared spaces, regardless of those constraints. As already discussed, the dynamic character of CNAI operations leads to on-going need for change, and this is also the case as concerns the organisation of its office space. As an example, the SEF service at the Porto CNAI office was recently the object of restructuring with the introduction of a new service for the purpose of issuing residence permits, which required it to occupy three offices, leading, in turn, to the redesigning of the overall spatial distribution of the remaining services. In Lisbon, discussions are currently taking place between the Ministry of Education and the ACIME, in order to come to a solution similar to the current setup but capable of providing increased response to needs.

⁹ In the user survey, the issue of service by mediators focused mostly on those mediators who are immigrants themselves or of immigrant origin, since it was considered that the definition of a socio-cultural mediator would be better understood that way.

As concerns pre-sorting, this is the major issue concerning the Lisbon CNAI office, since this task is executed outside the office and is, therefore, subject to whether conditions. The SOS Immigrant Telephone Line operates out of very small facilities inside the basement of the building, although the facility has been recently substantially enhanced by installing partitions between each call desk.

If the opinions of immigrant users are taken into consideration, the scarcity of space to service users is not highlighted as a concern. Although their responses are more concerned with satisfaction vis-à-vis organisation, cleanliness, and décor, the great majority rated both CNAI offices as pleasant, although the percentage of users considering the facilities as “not very pleasant”, at the Lisbon CNAI office, is not to be disregarded (18.1%) (See Graph 5). Such levels may be related to dissatisfaction vis-à-vis waiting times, which fact was highlighted by a large segment of respondents during informal discussions, and likely derive from the fact that, as discussed at further on in the report and as is to be expected at the outset given the constraints already presented, waiting times are usually fairly long at the Lisbon CNAI office.

[Graph 5] User opinion concerning organisation, cleanliness, and décor (%)



Some additional facilities are offered to immigrants at the Lisbon CNAI office, namely a bar, a playground area for children, and a branch of Caixa Geral de Depósitos (CGD – a Portuguese bank).

The bar facility was used by more than half of the respondents (142 respondents out of a total of 250), and 42% of respondents stated that they were satisfied with the facility (See Table 4), although the percentage of respondents stating that they were “not very satisfied” and “dissatisfied” was higher than the total of satisfied and very satisfied respondents (53.9% and 46.1%, respectively). The analysis of the

degree of satisfaction vis-à-vis services rendered indicates there was a majority of satisfied users (55.7%), although the percentage of those respondents that were not very satisfied or dissatisfied (38.6%) was not negligible, as can be seen in the following Table¹⁰:

[Table 4] Degree of user satisfaction with respect to the bar facility (CNAI Lisbon)

<i>Organisation, cleanliness, and décor</i>			<i>Services rendered</i>		
	<i>TOTAL</i>	<i>%</i>		<i>TOTAL</i>	<i>%</i>
<i>Very satisfied</i>	7	4.1	<i>Very satisfied</i>	9	5.7
<i>Satisfied</i>	71	42.0	<i>Satisfied</i>	88	55.7
<i>Not very satisfied</i>	54	32.0	<i>Not very satisfied</i>	42	26.6
<i>Dissatisfied</i>	37	21.9	<i>Dissatisfied</i>	19	12.0
TOTAL	169	100.0	TOTAL	158	100.0

As concerns the children's playground facility – which was launched in 2006 shortly before the survey was conducted, and therefore, has certainly had an impact on respondents – of the 15 users who stated that they used the facility, 9 stated they were very satisfied with it and 6 stated they were satisfied with the facility. As concerns the space occupied by the playground area, which is visible even to users who do not avail of it, there were 166 replies on the issue. Out of those, 60.2% selected the "very pleasant" check-box, 37.3% considered it "pleasant" and only 2.4% found it "not very pleasant". The branch of Caixa Geral de Depósitos, in turn, was used by 54 of the 250 immigrant respondents at the Lisbon CNAI office, which indicates a level of utilisation (21.6%) of note.

Lastly, as and regards the level of satisfaction among respondents vis-à-vis the general condition of the facilities, the toilets were found to be in a good condition by the majority of respondents, both at the Lisbon and Porto CNAI offices (65% and 76.5%, respectively), and there were nil replies selecting the category "poor conditions".

It is also worth mentioning that there is a documentation centre at the Lisbon CNAI office, although out of the 250 respondents, only 30 stated that they were aware of it, and only 9 out of those had already used that facility. This centre is, in fact, more used by external visitors doing research on immigrant issues, or even by the

¹⁰ Although 142 immigrants stated that they used the bar facility, the degree of satisfaction was actually higher, which derives from the fact that some respondents did not consider themselves as users of the bar but had had occasion of using it before, and, therefore, still replied to questions evaluating the degree of satisfaction with the bar facility.

socio-cultural mediators, when searching for updated information on issues which are of relevance to them, than by the immigrant community.

At the National Immigrant Support Centre of Porto, and besides the fact that the additional facilities for users evaluated above, with respect to the Lisbon CNAI office, are not available at the Porto office, the employees themselves have highlighted the lack of external areas beyond service offices and counters, since the area that was recently made available as a staff lounge doubles as a technical support unit and a meeting room. In Lisbon, this issue is also being raised, although some of the interviewed personnel, both among the ACIME's support offices and also among some of the institutions, mentioned that they preferred to use an area belonging to the ACIME, on the 3rd floor of the building, for the effect.

In fact, the dynamics of a structure like the CNAI demand on-going alterations to the facilities in order to adapt them to change as and when it arises, which changes, in turn, try to address the main needs of immigrants as those develop.

2.4. Management and services articulation mechanisms

As concerns management, the National Immigrant Support Centres are particular in the sense that they gather, under the same facility, offices that depend on the ACIME and on various institutions within the Public Administration, in turn, dependent on their respective Directorates. The management of each CNAI operates, therefore, as a bridge between the ACIME offices and the institutions, although it should be highlighted that, in general, articulation among them operates smoothly and in a relatively informal manner.

As a matter of fact, all socio-cultural mediators that were interviewed highlighted their ease in clarifying doubts with respect to various situations arising frequently involving personnel of the institutions represented at the CNAI, as well as their openness in clarifying any doubts arising.

In Lisbon, the larger size of the CNAI structure, namely as regards human resources, led to the appointment of coordinators for each office, and some of those coordinators are allocated out of the ACIME's own staff, while others – who are in the majority – fall under the legal status of socio-cultural mediator, as discussed before. At Porto, coordinators are a feature only at the Reception and Sorting Office

for the time being, and that office is the office which is manned by the largest staff complement; more recently, a coordinator was also appointed at the Foreign Nationals and Border Services. Although the mediator who was appointed as coordinator at Porto's GAT is also responsible for liaising with the represented institutions and the remaining mediators, adequate completion of her tasks is being hindered by the workload of accumulated functions which, in addition, also include directly assisting users. Therefore, and as mentioned before, the appointment of middle management is being envisaged in the near future at the Porto CNAI office, in order to streamline the workflow and the articulation among the various services.

The operation of the offices dependent on the ACIME, in Lisbon, is guided by its own procedure manual. In this instance, management meets weekly with GAT coordinators and shift managers, and weekly with the coordinators of the other offices, with the objective of discussing status reports and discuss eventual issues arising. The UNIVA units have particular requirements, insofar as in addition to the fact that they report to management of their respective CNAI offices, they constitute separate units which perform activities that fall under the scope of the Employment and Professional Skills Training Institute, to which they have to equally report and to which they submit monthly activity reports. The procedures manual has recently been amended with respect to the Porto CNAI office but those amendments have not been advised to the mediators, and the implementation thereof is being envisaged to take place in the near future within the scope of the restructuring operation which that office is currently undergoing.

Furthermore, and with regard to the articulation between those offices and the management of the CNAI, there was consensus among mediators on the fact that management practices an open-door policy. However, and since team meetings are usually organised per sector of activity, some of the interviewees highlighted the need for more brainstorming interaction which may include all the various services, in order that the workflow can be further enhanced.

In turn, and in practice, articulation with the institutions takes place as and when required, according to interviewees. This does not mean, however, that staff, and mediators in particular, fail to feel that there should be more regular articulation which might enable them to gain immediate access to the guidelines of each particular institution, since staff is often aware of impending changes to their procedures and guidelines. It is, however, generally acknowledged that this

constraint cannot be easily eliminated other than by resorting to informal articulation among all the services involved.

Furthermore, that same type of constraint is being felt by the coordinators of some of the institutions within the Public Administration involved with the CNAI offices, and there was general consensus that increased standardisation of institutional procedures and the introduction of a regular communications vehicle facilitating immediate access to information could greatly enhance the partnership. That need, which is more of an institutional nature than directly linked to the operation of the CNAI offices, is not evidenced in the same way by the Foreign Nationals and Border Services, since it's the procedures of that institution in particular that determine the general workflow requirements on account of the fact that most of the users requirements involve visa extensions, as discussed in the following Chapter. The Manager of the Lisbon CNAI office concurred that it would be of interest to have more frequent meetings among the various institutions involved, and the lack thereof is mostly attributable to work pressure. Those institutions, being dependent on their respective directorates, liaise informally with the managers of the CNAI offices and a good working atmosphere has developed and is maintained among the entire staff.

Hand in hand with the more demanding conditions being experienced at a structure such as a CNAI, given the need to articulate with all other institutions, the services rendered by the institutions involved are visibly of higher quality, namely as concerns the ultimate objective of addressing immigrants' needs, as discussed in Chapter 1.

Besides, the representatives of the respective Regional Directorates that were interviewed left a clear impression that the operational model of the CNAI structure should be used as a standard for institutional cooperation, and that although some constraints still arise, those have more to do with complex procedures pertaining to each institution which are sometimes not standardised, than with internal factors pertaining to CNAI structure organisation, which goes a long way in contributing to dispel the image acquired by Public Administration services to the effect of only being capable of providing segmented work that "is an end unto itself".

At the next hierarchical level there is, however, no regular communication on these issues, and there was a single joint meeting attended by regional directorates at national level, which was also attended by the Minister for the Presidency, where

the work that had been developed was praised. Lastly, it is important to mention that, and as concerns the Regional Directorates, the management of the CNAI structure conveyed their availability for participating into such discussions, and that regular contact or individual meetings between each Regional Directorate and CNAI management may take place whenever necessary¹¹.

On the other hand, some of the interviewees that work at the offices of the institutions integrating the CNAI structure felt that, sometimes, there are also shortcomings with respect to vertical transmission of information, from top to bottom, within their respective directorates, although what is in question are individual instances arising out the operational features of each institution, while most of the interviewees considered that close relations are being maintained with their respective Regional Directorates.

In turn, articulation between the Lisbon and Porto CNAI offices has been streamlined recently, and the two structures are trying to become closer. Although their relations are not of close proximity as concerns the offices that are dependent on the ACIME at both CNAI offices, meetings between each of their UNIVA units, for instance, have taken place, and occasional meetings involving other services have also already taken place recently, usually for the purpose of exchanging information.

Still in that regard, it is now of interest to detail the restructuring operation which the Porto CNAI office is undergoing with the objective of standardising the operation procedures of both structures, by implementing standardised procedures as already referred, synchronising office hours, and introducing middle management positions, which are being envisaged for implementation at Porto. Since the implementation of that structure proceeded in a fairly autonomous fashion until mid-September 2005, at which time there was a change in its management and the link to the management of the Lisbon CNAI office was reinforced, the differences which are evidenced between the operational features of both structures have not yet been eliminated¹². Nevertheless, it is important to note that some of the identified internal constraints concerning the operations of the Porto CNAI office do not impact on the services rendered to immigrants, which fact is acknowledged by interviewed personnel and confirmed by the data presented

¹¹ It is to be noted that this issue was only broached with the Regional Directorates sited in Lisbon.

¹² The Manager of the Porto CNAI office, who was interviewed under the scope of this review, tendered her resignation during the survey period (July 2006), and the manager of the Lisbon CNAI office is planning the aforementioned restructuring, together with her team.

herein, with respect to project execution and impact analysis (See Chapters 3 and 4).

An issue that deserves highlight as regards the sharing of experiences is the fact that recent training was given to all CLAI mediators countrywide at a joint workshop, which the SOS Immigrant Telephone Line mediators attended as well for one afternoon session. In addition to joint discussions on various common issues which bring those services together, insofar as CLAI offices usually provide the largest amount of feedback with respect to telephone enquiries, those operators could get to meet each other, and that fact has, according to the coordinator of that service, greatly contributed to increased commitment and motivation among that personnel.

Also with the intention of fostering the sharing of experiences and socialising among all staff involved with the CNAI project, the ACIME organises an annual get-together over a weekend to which, in addition to the mediators and the team that falls directly under the ACIME, both from Lisbon and from Porto, the staff of the institutions is equally invited to attend. Although the degree of participation is lower among the latter, some of the interviewees belonging to those institutions referred that they had accepted the invitation and benefited thereby, especially on a personal level. At that reunion, which the High Commissioner also attends, various activities take place and there are debates that have been considered of great interest both on a personal basis as well as on a professional capacity. The SOS Immigrant Telephone Line operators stand to benefit in particular, insofar as they are the staff who have the least contact with the rest of the mediator team on a day to day basis, although they can also articulate with each other, whenever necessary. The need for such articulation arises mostly in situations which cannot be immediately resolved on the phone, and which are, therefore, entered as 'pending' into the database. Subsequently, those are analysed by the Telephone Line supervisor, who may need to contact the relevant office when following up on them.

2.5. Means to raise awareness of CNAI offices

The main way whereby immigrants become aware of the existence of National Immigrant Support Centres corresponds – as can be established from the figures presented in Table 5, extracted from the survey of a sample of users of the Lisbon

and Porto CNAI offices, and as equally confirmed by their respective Managers – to the obtaining of that information through the usual word of mouth channel among immigrant communities, or through the institutions themselves. In the latter instance, the great majority of users visiting CNAI offices on referral by other institutions are routed by other service counters of the SEF services (about 90%), and the fact was that, in Lisbon, the process of closure of a specific SEF office which was being relocated to the CNAI office was, per se, an immediate means of raising such awareness. The proportion of interviewees stating that they became aware of the existence of CNAI offices at their workplace, often on advice received from their own boss, who, in some instances, assisted them and even accompanied them to a Centre, is also of note.

[Table 5] Means whereby interviewees became aware of the existence of CNAI offices

	<i>Lisbon CNAI office</i>		<i>Porto CNAI office</i>	
	<i>TOTAL</i>	<i>%</i>	<i>TOTAL</i>	<i>%</i>
<i>Family/friends/acquaintances</i>	116	46.8	21	42.0
<i>Information leaflets</i>	5	2.0	—	—
<i>Referral by other institutions</i>	91	36.7	24	48.0
<i>Immigrant associations</i>	4	1.6	—	—
<i>Workplace</i>	16	6.5	1	2.0
<i>Newspapers/magazines</i>	4	1.6	4	8.0
<i>Television</i>	10	4.0	—	—
<i>Radio</i>	1	0.4	—	—
<i>Internet</i>	1	0.4	—	—
TOTAL	248	100.0	50	100.0

In Porto, information posters were also employed initially, containing advice on the CNAI office, the services available, and a city map showing the location of the office, together with other information of interest. In addition to that vehicle, which was distributed among various public services – and to parish councils, municipal councils, healthcare centres, churches, universities, and NGO's, inter alia – two mailshots were used to advise those entities. Internally, a welcoming pamphlet is available at the Lisbon and Porto CNAI offices, which equally advises users on the various services available and institutions represented, and informing on its operation and office hours.

In turn, field promotion has been used for neighbourhoods where large numbers of immigrant populations are concentrated, in Lisbon, and this has greatly contributed to raise awareness of the existence of that CNAI office. Their so-called *CNAI*

ground-level promotion entails a visit by two or three mediators with a laptop to those locations where they divulge information and address specific situations. Those initiatives may be put in place by the CNAI office itself or requested by the neighbourhood's residents, and the office is currently planning a campaign including such actions, to be implemented in the future.

In addition to the above, other promotional means have been employed, namely a television program called *NÓS*, which is broadcast on the RTP2 TV station. In the opinion of the interviewed managers, it is increasingly important that the greatest possible number of people be reached in order to make them aware of the range of services available at the offices and the assistance they can give, and to combat possible fears which may arise due to lack of concrete information, since National Immigrant Support Centres are not as well known as might be desirable.

As concerns the SOS Immigrant Telephone Line, some specific awareness campaigns have been implemented, namely using TV or posters displayed in public transport vehicles, although those campaigns have not yet resulted in significantly higher volumes of calls received. In the opinion of the coordinator of the Telephone Line, there is still a lot of work to be done in that area, since the existence of the SOS Immigrant Telephone Line is still unknown to a large part of the population.

3. Project execution

3.1. Degree of adherence to the services on offer

Needs analysis had identified a set of key areas requiring intervention with a view to facilitate immigrant integration, and these led to the establishment of a partnership between the ACIME and the various institutions, as well as materialised in cooperation agreements with immigrant associations and NGO's enabling the introduction of mediators, and ultimately led to the implementation of the offices and services listed in the preceding Chapter, which facilities are now available to immigrants at the two National Immigrant Support Centres, sited in Lisbon and Porto. The total number of users assisted since inception and up to the month of June instant exceeds 700,000, in Lisbon, and 100,000, in Porto (See Appendix 1 – Tables a and b), although these figures correspond to the sum of the number of instances of users being assisted by the various services involved, and not necessarily the physical number of immigrants visiting the offices, since the same individual is often assisted by various sectors, and, in most instances, more than once.

As can be seen in Table 6, and as already expected, the main issue leading immigrants to visit a CNAI office arises from their need to renew visas (representing over 70% of cases, both in respect of Lisbon as well as Porto).

[Table 6] Main service requirements leading immigrants to visit a CNAI office¹³

	<i>LISBON CNAI</i>		<i>PORTO CNAI</i>	
	<i>TOTAL</i>	<i>%</i>	<i>TOTAL</i>	<i>%</i>
<i>Renewal of own visa</i>	184	74.8	39	78.0
<i>Renewal of a family member's visa</i>	22	8.9	5	10.0
<i>Healthcare</i>	2	0.8	3	6.0
<i>Education</i>	4	1.6	—	—
<i>Article 71</i>	37	15.0	—	—
<i>Legal advice</i>	28	11.4	12	24.0
<i>Social support</i>	4	1.6	5	10.0
<i>Employment opportunities</i>	6	2.4	11	22.0
<i>Family reunion</i>	18	7.3	9	18.0
<i>Information on acquiring Portuguese nationality</i>	6	2.4	1	2.0
<i>Information on legalising their status</i>	46	18.7	6	12.0

¹³ This Table – as is also the case with Table 7 – presents the distribution of the number of responses per question. Since this was a multiple answer question, the percentage indicated next to each question reports to the total sample (250 in Lisbon and 50 in Porto). The blanks correspond to non-existing services, except in the case of "other information", which was not selected by any respondent at the Porto CNAI office. One of 2 individuals who selected accreditation of qualifications and skills, at the Lisbon CNAI office, had made enquiries at that office while it was still operating (See Table 7).

<i>Accreditation of qualifications and skills</i>	2	0.8	—	—
<i>Other information</i>	3	1.2	—	—

Furthermore, and with a view to better understand the effectiveness of the National Immigrant Support Centre model, we now present the distribution of respondents to the survey among the various services available at the Lisbon and Porto CNAI offices, thus complementing the conclusions extracted from the preceding Table.

[Table 7] Distribution of respondents among the various services / institutions

Services/ Institutions	LISBON CNAI		PORTO CNAI	
	TOTAL	%	TOTAL	%
<i>Pre-sorting</i>	250	100.0	—	—
<i>Reception and Pre-sorting Office 1</i>	168	67.2	—	—
<i>Reception and Pre-sorting Office 2</i>	208	83.2	—	—
<i>Reception and Pre-sorting Office (Porto)</i>	—	—	49	98.0
<i>Enquiries and assistance counter</i>	65	26.0	—	—
<i>Legal Advisory Services for Immigrants</i>	27	10.8	12	24.0
<i>UNIVA – Unit for Insertion in Active Life – Employment</i>	5	2.0	11	22.0
<i>Family Reunion Support Office</i>	16	6.4	9	18.0
<i>Social Support Office</i>	4	1.6	5	10.0
<i>Foreign Nationals and Border Services</i>	189	75.6	39	78.0
<i>Social Security</i>	117	46.8	24	48.0
<i>Labour General Inspectorate</i>	76	30.4	21	42.0
<i>Ministry of Education</i>	4	1.6	—	—
<i>Qualifications and Skills Accreditation Support Office</i>	1	0.4	—	—
<i>Ministry of Health</i>	1	0.4	3	6.0
<i>SOS Immigrant Telephone Line</i>	11	4.4	2	4.0

As concerns adequacy of services to immigrant needs, in fact, it can be seen that user rates with respect to Public Administration services that relate more directly to visa renewals (SEF, Social Security, and IGT services) (See Table 7) are high, in tandem with that being also the main reason for immigrants to visit CNAI offices. The services of the Ministries of Health and Education (the latter being available only in Lisbon) reflect fairly low user rates when considering the total sample, which coincides with the lower levels of enquiries addressed to those offices, as recorded in the CNAI databases (See Appendix 1 – Tables a and b). As concerns support offices introduced by the ACIME, and although user rates are higher in the Porto sample than in the Lisbon sample – as is also the case among responses obtained on the major issues leading immigrants to visit CNAI offices (See Table 6) – when analysing enquiries statistics relative to the population universe (See Appendix 1 – Tables a and b), the markedly higher levels of enquiries being processed by the

Lisbon office can be clearly confirmed. However, those higher levels are not as obvious among the ACIME support offices of both structures (the UNIVA figures are those that most closely resemble each other between the two offices)¹⁴, and percentages are significantly higher with respect to those offices which deal more directly with visa renewal issues – SEF and Social Security – where figures are three to seven times higher in Lisbon than in Porto, namely with regard to the first of those two institutions.

Another aspect where the Lisbon and Porto CNAI offices diverge has to do with some of the specifics of the services rendered at each office, namely as concerns Foreign Nationals and Border Services. While the SEF office of the Porto CNAI office has recently started to process residence permits, for instance, in Lisbon, those users which have already obtained their fifth consecutive stay permit started being routed to a different office in order to process their transfer onto a residence permit basis. In turn, the SEF office of the Lisbon CNAI office has similarly just started to offer a service linked to the acquisition of Portuguese nationality, which is not available at Porto.

Extensions of own and family stay permits, which are processed by the SEF offices of both CNAI offices from inception, is justified on grounds that it represents a situation where articulation with Social Security and with the Labour General Inspectorate offices needs to be closer, since the relevant documentation requires processing by those institutions as well. Therefore, this is an instance where the CNAI model has, in fact, contributed to speed up the workflow among the various intervening institutions and the Regional Directorate of the SEF institution has highlighted the benefits brought in by the CNAI structure, in that instance. In addition to improve processing by those institutions, the partnership also enables the achievement of the ultimate goal of optimising the immigrants' waiting time.

An immigrant falling under the aforementioned Article 71 situation¹⁵ – which represents one of the main contributions by the ACIME in what concerns the legal framework regulating the entry, stay, departure, and deportation of immigrants under the responsibility of the Ministry of Internal Affairs – can find a dedicated

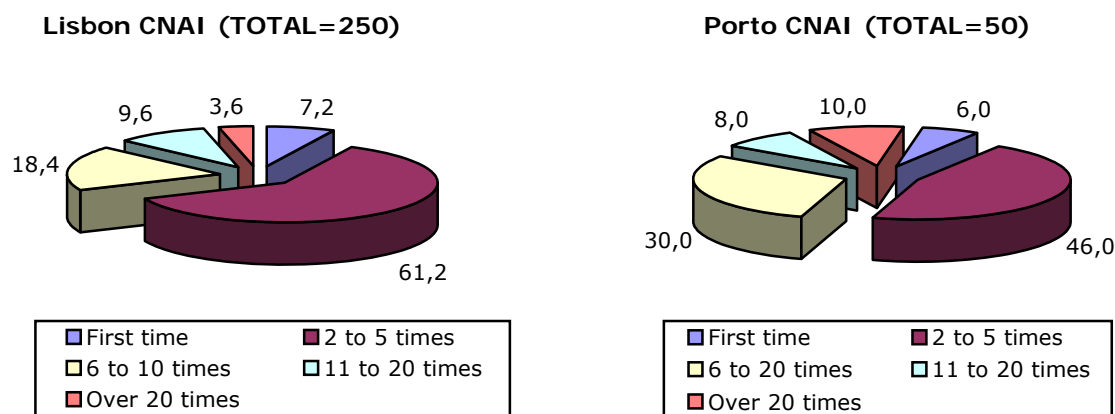
¹⁴ The lower level of disparity in volumes handled at both structures with respect to the offices mentioned above can be partially explained by the fact that during the pre-sorting task, in Lisbon, a large number of queries is often immediately resolved, thus avoiding having to route those users into the sorting offices, which is not the case at Porto.

¹⁵ Article 71 of Regulatory Decree no. 6/2004, of 26 April, allows irregular immigrants having legally entered Portugal prior to 12 March 2003 to legalise their status provided that they are employed and are registered and meeting their tax and social security contributions, or have worked under stable labour contracts.

service counter at the Lisbon CNAI office. This way, all immigrants who have undergone provisional registration under that Article, can enquire on the status of their application at the Lisbon CNAI office, which is still not happening at Porto. These applications are processed by a team of mediators under the ACIME at the Lisbon CNAI office, are then subsequently analysed by the IGT office, and finally the SEF office is notified thereof, being the entity responsible for issuing the respective visa. This is, then, yet another instance which clearly illustrates the positive contribution given by this partnership in speeding up the processing of immigrant requirements, thus addressing one of the objectives of the project. As concerns this issue, and due to the fact that this particular integrated processing task is only being carried out in Lisbon, the articulation between both National Immigrant Support Centres has to be closer on that account.

Although there is agreement on the fact that the introduction of CNAI offices brought about improvements in the quality of services rendered to immigrants, procedures remain somewhat morose on account of the aforementioned complexity in the formalities required by those processes. In this way, these processes entail a significant number of visits by users, both at the Lisbon and Porto CNAI offices. The majority of respondents, at both CNAI offices, mentioned that they had had to come to the CNAI office two to five times already (See Graph 6). However, at Porto, the distribution of the sample was biased towards the categories corresponding to a higher number of visits, when compared with the same distribution for the Lisbon office (10%, in Porto, against only 3.6%, in Lisbon, stated that they had used the services of the CNAI for over 20 times; 30% and 18.4%, respectively for each office, had visited the CNAI 6 to 10 times).

[Graph 6] Number of times CNAI offices are visited by a user (%)



Almost all the immigrants surveyed considered that the services available at CNAI offices met their requirements, and only 12 respondents in Lisbon and 3 in Porto considered that other services were lacking. Out of those, we highlight assistance in obtaining accreditation for qualifications and skills and in searching for a home.

3.1.1. SOS Immigrant Telephone Line

As concerns the SOS Immigrant Telephone Line, which was launched in March 2003, according to ACIME statistics there was a total of 54,593 successful calls received until January 2005. The most recent data records show, in turn, 69,052 phone calls received between July 2005 and June 2006, which reveals a significant increase in the monthly average number of calls received, which is currently around 5,700 calls a month. It is also pertinent to note the importance of the move of the SOS Immigrant Telephone Line into the Lisbon CNAI office. In fact, it was precisely as from March 2004 that the volume of monthly calls increased sharply, and, currently, the call are being mostly made by immigrants themselves, followed by employers, and, in a much lower percentage, by families, lawyers, associations, and Local Immigrant Support Centres.

According to the coordinator of that service, the volume of calls on hold which do not get to be answered has been decreasing, following implementation of a new shift roster and reinforcement of the number of operators working during peak periods, as discussed in the previous Chapter.

3.2. Performance of the offices involved, as seen by employees

From the perspective of mediators, other personnel under the ACIME, and personnel of the institutions represented at the National Immigrant Support Centres, and as already discussed under the previous Chapter, the main constraints experiences by each office arise out the shortage of human resources among some of the Public Administration institutions, and, in some instances, at some of the offices falling under the ACIME, on the one hand, and on the lack of standard procedures among those institutions, or the lack of speedy and effective transmission of information between various offices, either between institutions and the ACIME offices or between various sectors within each institution, on the other.

In that regard, the responses of the interviewees from the Ministries of Health and Education deserve a highlight, insofar as the greatest difficulties they faced in the

performance of their duties arose out of different interpretation of legislative regulations being made either by Healthcare Centres, or by parish councils, or even schools, for instance, and we believe that those entities need to be made aware of relevant immigration matters and immigrant integration issues.

As concerns the remaining institutions, the need for speedier transmission of information arises especially in the Social Security and the Labour General Inspectorate offices – as well the ACIME offices – vis-à-vis the guidelines issued by the Foreign Nationals and Border Services. Nevertheless, and in this context, it should be once more noted that benefits accrue from an integrated structure such as the CNAI, which management often operates as a bridge between the various institutions, and where the close proximity of the various services allows their staff to overcome such difficulties by directly and informally liaising at ground level.

In addition, the ACIME's offices themselves bring benefits to the institutions, since, in addition to the benefits already highlighted – with respect to sorting, translation, or the availability of human resources – some of the issues raised by the immigrants can be more speedily and effectively addressed through immediate liaison between some of those institutions and certain support services. The instances of the Ministry of Education and the Ministry of Health are the most obvious, with respect to those issues, and it has been already highlighted that the articulation between these two offices and the Legal Advisory Services office, for instance, is often required and of great benefit to immigrants.

Still as concerns the performance of the team of mediators at the Lisbon CNAI office, preliminary performance appraisals have been conducted (during May, instant), and the need for such appraisals had already been expressed by the staff some time ago. At the Porto CNAI office, however, the performance appraisals of mediators have not yet taken place on account of the restructuring operation taking its course at those offices, and it is envisaged that performance appraisals will be taking place next October. In any event, and in general, the interviewed mediators were also of the opinion that there was a need for performance appraisals at Porto, in order for service to improve in future, and to maximise their scope of action and skills. According to the Manager of the Lisbon CNAI office, their own performance appraisal did, in fact, result in increased levels of motivation and commitment among that office's team.

Along the same lines, it is also important to note here the needs highlighted by some of the mediators with respect to refresher training courses. Although all mediators have been given initial training, as highlighted under Chapter 1, the need for on-going training was emphasised by the great majority of them as being important in their jobs. At the Lisbon CNAI office, one of the objectives of performance appraisals was specifically to identify training needs. Although a training course focusing on the new immigration and nationality acquisition laws and refresher training on enquiries-handling techniques (the former to be given by internal staff, and the second by external consultants) have been put together, the training has not yet started due to difficulties in reconciling the training schedule with office hours. It is envisaged that by September this year a course on leadership for team coordinators will be run.

At the Porto CNAI office, and although training needs have already been identified, surveyed, and presented to the Manager by the mediators themselves, to date it has not been possible to run training courses, although the Manager has acknowledged the need for staff training.

In Lisbon, it is also to be noted that a pool of mediators has been recently introduced with the objective of reinforcing the team. This team of mediators went on a training course during March this year, following on discussions between the ACIME and partner associations with cooperation agreements in place, in order that the freshly trained mediators can be integrated into the team in the near future.

In addition to training, mediators are committed to keeping abreast of developments on immigration issues, and namely concerning amendments to regulatory legislation. In the majority of instances, that information is obtained by perusing information available at the ACIME website, or directly from the ACIME through the intranet system.

Another instance deserving highlight concerns the trainers training course, which is required for the obtaining of a Professional Trainer Skills Certificate, which has been attended by some of the personnel of the support office teams falling under the ACIME at the Lisbon CNAI office. This course will enable those officers to conduct future training courses themselves on issues linked to immigration. Besides, some of the members of those teams have already conducted courses at external entities which have contacted the ACIME to that effect.

Similarly, some of the requests by various entities for training courses or for information received by the ACIME are often channelled to the offices of the Ministries of Education and Health at the Lisbon CNAI office by the CNAI office Manager. Training and awareness-raising actions directed at technical staff of the municipalities or at the executive boards and directors of schools are often handled by personnel from the Public Administration institutions in partnership with the ACIME, and this is a concrete example which illustrates and confirms the benefits that can accrue from a broadening of the scope of action of such partnerships, especially in an instance such as this, where it is often at local government entities such as parish councils or schools that the first obstacles to immigrant integration start being experienced, as already discussed.

3.3. Performance of the offices involved, as seen by users

Turning now to the opinions of the immigrants themselves on the services rendered at CNAI offices, in their capacity as users, we summarise the main difficulties arising. At the outset, there are significant differences in opinions about the Lisbon and Porto CNAI offices. Thus, while almost all respondents in Lisbon asserted that they experienced some difficulties – namely as concerns waiting times (95.4% of instances), followed by long distances between the offices and their residence or workplace (23.6%) (See Table 8) – in Porto, the majority of respondents did not experience significant difficulties. Among the 14 individuals (28%) who highlighted at least one difficulty being experienced, the only one of relevance was waiting times (10 instances).

[Table 8] Main difficulties experienced by interviewees¹⁶

Difficulties	LISBON CNAI		PORTO CNAI	
	TOTAL	%	TOTAL	%
<i>Language understanding</i>	10	4.2	1	7.1
<i>Cultural differences</i>	4	1.7	1	7.1
<i>Relations with personnel</i>	9	3.8	—	—
<i>Office hours</i>	11	4.6	2	14.3
<i>Waiting times</i>	226	95.4	10	71.4
<i>Lack of necessary services</i>	6	2.5	—	—
<i>Distance to residence or workplace</i>	56	23.6	3	21.4
<i>Operational features/ complexity of procedures</i>	10	4.2	—	—

¹⁶ Percentage of responses selected for each type of difficulty, from a total of 238 responses in Lisbon and 14 in Porto.

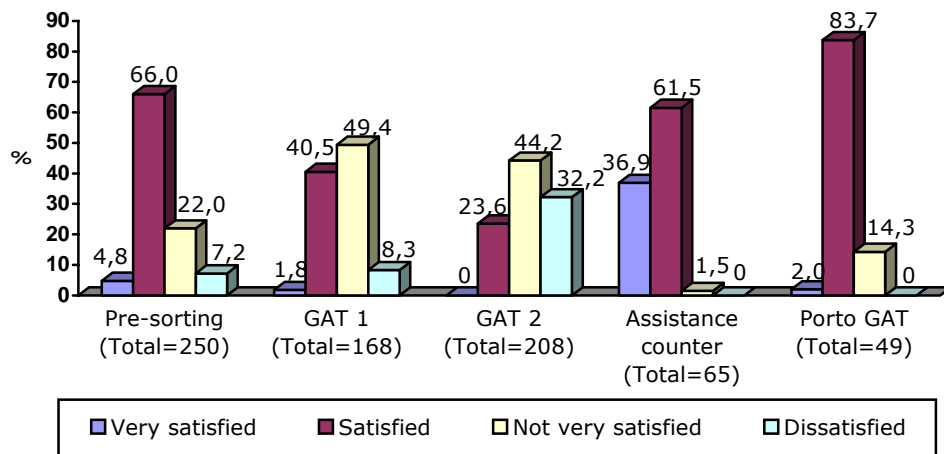
Surprisingly, office hours are not viewed as one of the main difficulties being experienced at CNAI offices, although the opening on Saturdays is one of the suggestions highlighted as a way of improving service, in Lisbon. These results may possibly be owing to the great emphasis that was put on the category “waiting times” when compared to other categories. In addition to the suggestion for extended office hours at the Lisbon CNAI office, other suggestions conveyed by the respondents were the opening of more Immigrant Support Centres of a similar structure in other counties, increased personnel, and reduced waiting times.

In turn, the availability of a complaints book and a suggestion box at CNAI offices was only known to 40% of the respondents, and only one referred having already lodged a complaint with respect to an error in a request for necessary documents: *“they asked me for two different documents when I needed only one of them as proof”*.

3.3.1. Sorting and enquiries services

We now address the users’ appraisal of the service given at the sorting and enquiries services, from their perspective. Upfront, and as already established (See Chapter 2), waiting times are the main issue deserving special attention, especially at the Lisbon CNAI office, which, as we shall see, is also the case with appraisals in respect of other offices and institutions. Thus, the percentage of respondents stating they are not very satisfied with waiting times peaks with respect to Lisbon’s GAT 1 and GAT 2 offices (49.4% and 44.2%, respectively), and the 32.2% of respondents stating that they are dissatisfied with waiting times at the GAT 2 office (See Graph 7) equally deserve highlight. The difference between the two offices pertains to the type of services rendered at each of those sorting offices, as well as to significant variance in user flows. During the survey period, the volume of users was, in fact, greater at the GAT 2 office than at the GAT 1 office, but the position has been the opposite in other periods, according to both shift managers of those offices. The fact that the enquiries service on the status of immigrant processes under Article 71 is offered at the GAT 2 office, and that this service was attracting a significant volume of users during the survey period could have had an impact on the results of the appraisal.

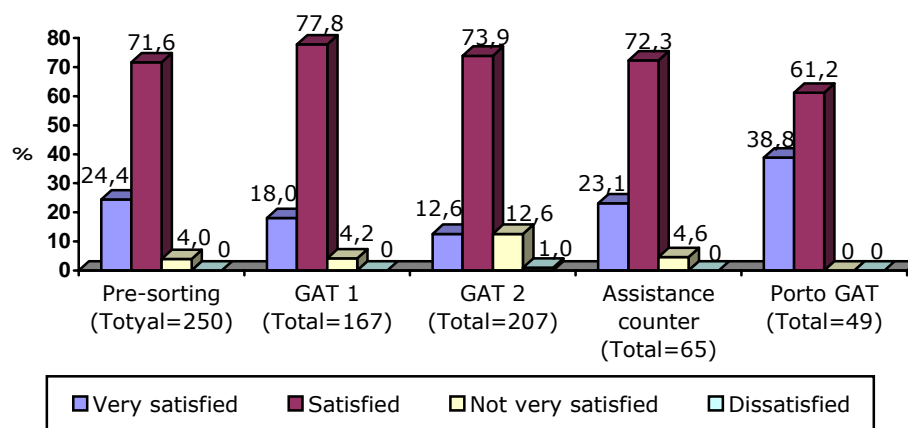
[Graph 7]: Degree of satisfaction with regard to waiting times (%)



Conversely, the problem of long waiting times is not quite an issue at the Reception and Pre-sorting Office of the Porto CNAI office, where the great majority of users were satisfied (83.7%), which fact is obviously linked to the lower volume of immigrants assisted, when compared to Lisbon.

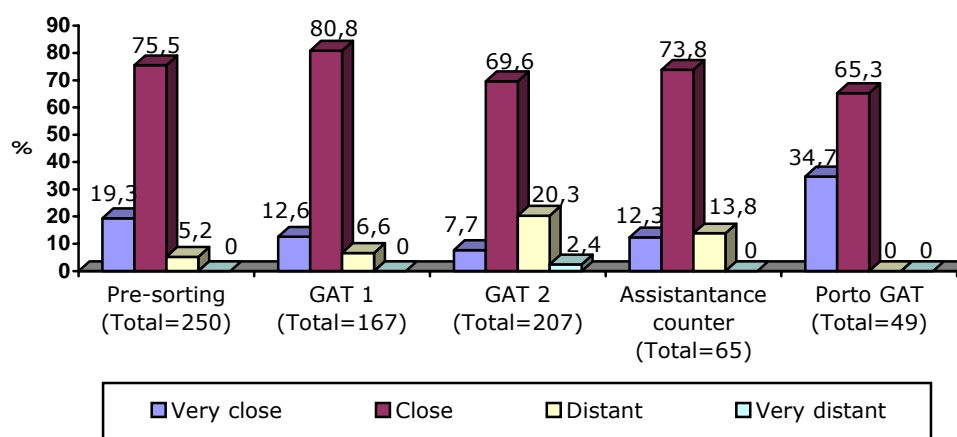
As concerns friendliness of service, the opinion of users is, in general, positive, and a majority of satisfied respondents was recorded, at an average level of around 70% of satisfied users (See Graph 8). Since all these performance indicators are interrelated to each other, it is once more the Porto CNAI office that records the largest percentage of individuals stating they are very satisfied with friendliness of service (38.8%). Although the GAT 2 office records the highest rate of "not very satisfied" users, that percentage is not very significant, and, besides, equals the percentage of users who are very satisfied (12.6%) with respect to the same office.

[Graph 8] Degree of satisfaction with regard to friendliness of service (%)



Lastly, the same analysis can be made with respect to user opinion with regard to their own relations with mediators. The majority considered that relations were close, and the office thus achieved one of the objectives that were set out for CNAI offices with regard to reception offices, which are the first office through which immigrants are routed along the service cycle. Once more, the GAT 2 office shows the highest level of answers classifying relations as “distant” (20.3%). Conversely, it is again the Porto GAT office that reveals the highest level of individuals considering relations as very close (34.7%), and the rates of “distant” and “very distant” relations were nil (See Graph 9) on a par with the results for the preceding indicator, where no respondents stated that they were not very satisfied or dissatisfied with regard to the friendliness of service at that office.

[Graph 9] Relations between employees and users, in the opinion of the latter (%)



3.3.2. Support offices falling under the ACIME

As concerns the Legal Advisory Service Office, the Family Reunion Support Office, the UNIVA, and the Social Support Office, firstly, it is to be noted that the sample was smaller, and although the sample size is proportional to the lower volumes of users addressing those offices when compared with sorting offices or the SEF office, the Social Security office, or the IGT office, its small size does not allow for such a detailed analysis of the data. Indicators with respect to waiting times, friendliness of service, relations with personnel, degree of confidence on the staff, and, in parallel, those indicators that assess the staff’s willingness to explain to users procedures that are often complex, as well as the quality of information, counselling, or assistance rendered (which are indicators that are more specific to the activities of those service counters than to the sorting activities), are presented in the following Table, in absolute values.

[Table 9] Appraisal of the operation and quality of service rendered at offices falling under the ACIME, by users (TOTAL)

	LISBON CNAI				PORTO CNAI			
	GAJI	GARF	UNIVA	GAS	GAJI	GARF	UNIVA	GAS
WAITING TIMES								
<i>Very satisfied</i>	0	0	0	0	0	0	0	1
<i>Satisfied</i>	9	11	3	4	12	8	10	4
<i>Not very satisfied</i>	14	5	2	0	0	1	1	0
<i>Dissatisfied</i>	4	0	0	0	0	0	0	0
FRIENDLINESS OF SERVICE								
<i>Very satisfied</i>	2	1	2	2	5	3	3	3
<i>Satisfied</i>	22	15	2	2	7	6	8	2
<i>Not very satisfied</i>	3	0	1	0	0	0	0	0
<i>Dissatisfied</i>	0	0	0	0	0	0	0	0
RELATIONS WITH PERSONNEL								
<i>Very close</i>	0	1	0	2	4	3	4	3
<i>Close</i>	18	14	2	2	8	6	7	2
<i>Distant</i>	8	1	3	0	0	0	0	0
<i>Very distant</i>	1	0	0	0	0	0	0	0
DEGREE OF CONFIDENCE IN THE RESOLUTION OF THEIR ISSUES AND SITUATIONS								
<i>Highly confident</i>	12	7	2	2	11	9	9	4
<i>Mildly confident</i>	13	9	2	2	1	0	2	1
<i>Not very confident</i>	2	0	0	0	0	0	0	0
<i>No confidence</i>	0	0	1	0	0	0	0	0
STAFF WILLINGNESS IN EXPLAINING PROCEDURES								
<i>Very satisfied</i>	1	2	1	1	2	3	3	2
<i>Satisfied</i>	23	14	3	2	10	6	8	3
<i>Not very satisfied</i>	3	0	1	1	0	0	0	0
<i>Dissatisfied</i>	0	0	0	0	0	0	0	0
INFORMATION/COUNSELLING/ ASSISTANCE RENDERED								
<i>Very well informed/counselled/assisted</i>	0	1	1	0	3	3	2	1
<i>Adequately informed/counselled/assisted</i>	24	15	3	3	9	6	9	4
<i>Inadequately informed/counselled/assisted</i>	3	0	0	1	0	0	0	0
<i>Very poorly informed/counselled/assisted</i>	0	0	1	0	0	0	0	0
TOTAL	27	16	5	4	12	9	11	5

By perusing this Table, it becomes immediately apparent that there is overall satisfaction among users, in general, with regard to the indicators being analysed. As concerns waiting times, the Legal Advisory Office of the Lisbon CNAI office is the only one where the level of response indicates poor satisfaction levels, and where users ticked the “dissatisfied” category (4, out of a total of 27), and the remaining offices record a majority of satisfied users. Those results are naturally linked to the fact that that office is precisely the one which records the highest daily volume of

users among all offices. As concerns friendliness of service, almost all respondents stated that they were satisfied or very satisfied, and there were no users that were not very satisfied or dissatisfied with that issue in the appraisal, at the Porto CNAI office, with regard to any office

In tandem with the above, almost all the respondents stated that they were satisfied with regard to the staff's willingness in explaining to them the necessary procedures to sort out their requirements, and, further, users stated that they had confidence in the mediators, with respect to sorting out those issues. However, there was a difference between the Lisbon and Porto CNAI offices, with respect to the latter indicator. While at the former office the figures recorded are distributed in a balanced way among those that stated that they were highly and mildly confident, the majority of respondents at the latter office stated that they were "highly confident". Also, the majority of respondents considered themselves adequately informed, counselled, or assisted. Only three respondents assisted at the Legal Advisory Office and one assisted at the Social Support Office stated that they were inadequately informed, counselled or assisted, while one respondent considered that he was very poorly informed, counselled or assisted at the UNIVA, all of those instances being recorded at the Lisbon CNAI office. Naturally, by comparing that data with the data reported to issues that were effectively resolved, by user, with respect to each of those offices – which figures will be analysed in the following Chapter – it can be concluded that the opinions that reveal a lower degree of satisfaction, at the aforementioned levels, correspond to those individuals who have not yet managed to get their particular issues or situations resolved, and the impact that such a position will have on the indicator cannot be ignored as concerns replies to the questions presented on Table 9. Unresolved issues or situations may, however, not only depend on the competence of a mediator but rather on the type of situation of the immigrant in question and its degree of complexity, as well as on the greater or lower ability of those offices in resolving the issues when account is taken of their scope of action, and of the various processing constraints that we have already covered.

3.3.3. Public Administration institutions

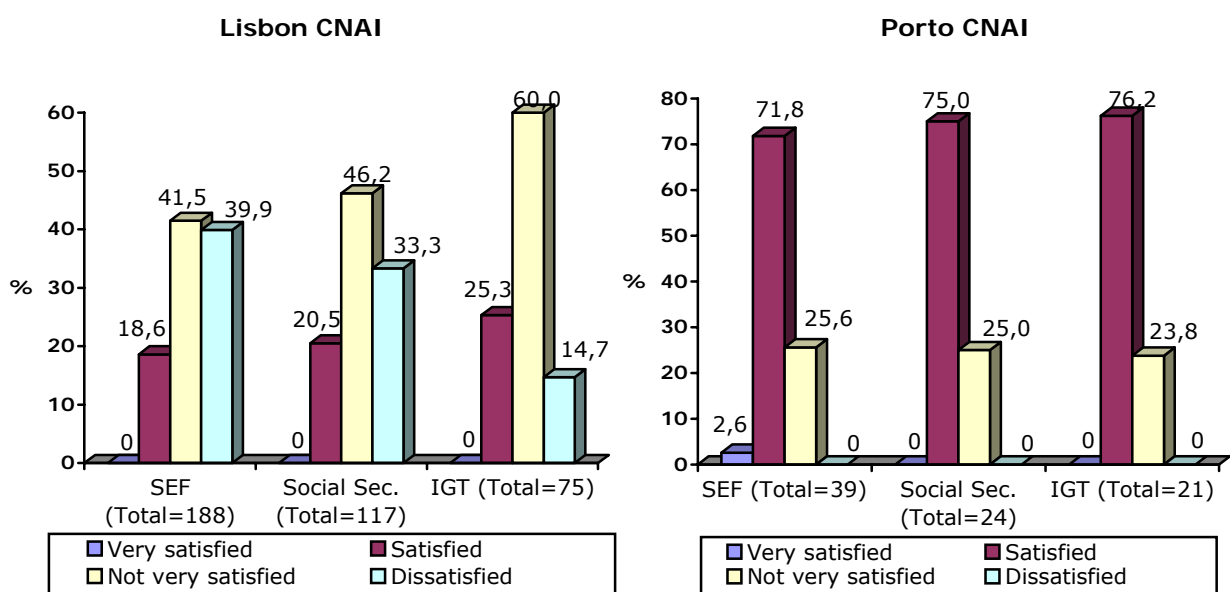
Among the Public Administration institutions that integrate the partnership with the ACIME within the context of National Immigrant Support Centres, the Foreign Nationals and Border Services, the Social Security services, and the Labour General Inspectorate are those that record the highest volume of users, as already referred. Therefore, it is also at those services that the longest waiting times are recorded at

the Lisbon CNAI office. Conversely, at the Porto CNAI office, as is also the case for other types of office, that issue does not have quite the same importance, given the lower flows of immigrants addressing the Porto office.

It follows that those are also the services that reflect the highest levels of user dissatisfaction with regard to waiting times, at the Lisbon CNAI office. As can be seen in Graph 10, the modal response type for the three offices in question is “not very satisfied” (41.5%, 46.2%, and 60%, respectively), followed by, but with exception of the IGT, users stating that they are dissatisfied. Among those, the SEF office shows the highest percentage of dissatisfaction (39.9% stated that they were dissatisfied in regard to waiting times at the SEF office, 33.3% in regard to the Social Security office, and only 14.7% with regard to the IGT office, on the same account). The IGT office also shows the highest level of “satisfied” responses – when compared with the SEF office or the Social Security office (25.3%) – although that level is significantly smaller than the corresponding level for those who are not very satisfied. In turn, nil respondents stated that they were very satisfied as concerns waiting times.

Conversely, at the Porto CNAI office the majority of respondents stated that they were satisfied, although the percentage of those that were not very satisfied is not negligible (being over 20% at each of those three services). On the other hand, there are no significant differences among the three institutions.

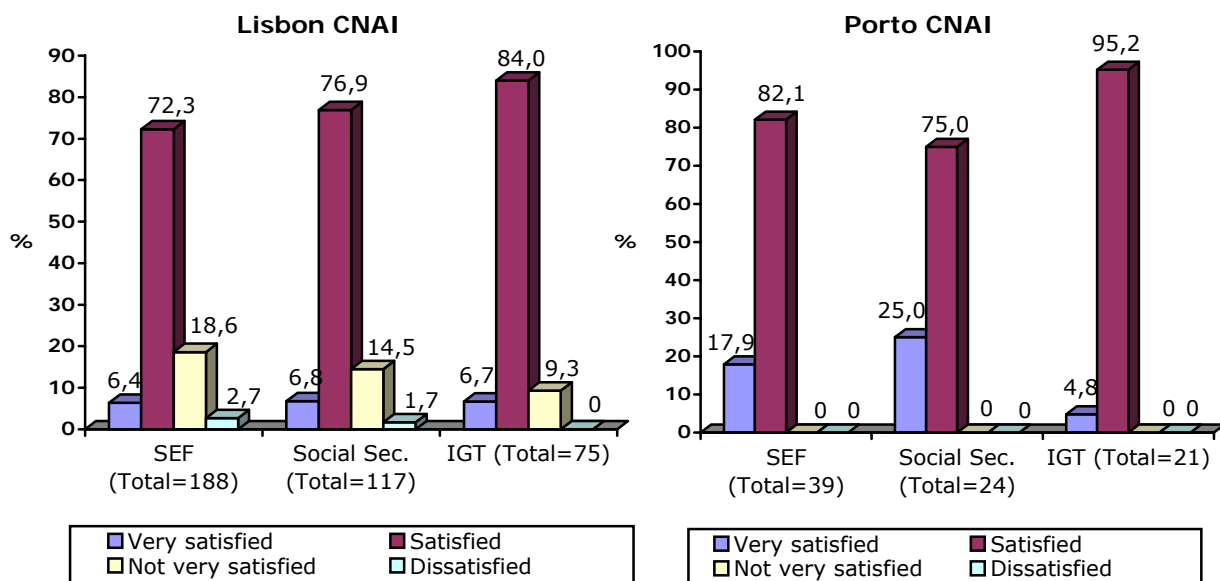
[Graph 10]: Degree of satisfaction with regard to waiting times (%)



As concerns the offices of the Ministry of Health at the Lisbon and Porto CNAI offices, and of the Ministry of Education, only available in Lisbon, the sample is rather small, as are the volumes of users recorded among the entire population universe, when the three above mentioned services are compared (See Appendix 1 – Tables a and b). Thus, the 3 respondents in Porto and the single respondent in Lisbon that had used the Ministry of Health office stated that they were satisfied with regard to waiting times, as was also the case with the 4 respondents that answered the same question, in Lisbon, with respect to the Ministry of Education.

As concerns friendliness of service, there is a large majority of users, in Lisbon as well as in Porto, stating that they were satisfied (See Graph 11). At the Lisbon CNAI office, the IGT office recorded the highest levels of satisfaction (84% stated that they were satisfied, only 9.3% were not very satisfied, and there were nil “dissatisfied” responses). At the Porto CNAI office, although the same institution recorded 95.2% of users satisfied with the friendliness of service, the percentage of very satisfied users was lower, when compared with the same figures for the remaining institutions (4.8%, vis-à-vis 17.9%, and 25% at the SEF and at the Social Security offices, respectively). It is also to be noted that, in Lisbon, the socio-cultural mediators cooperate with the IGT office not only in processing application backlogs, as was already referred, but also in providing counter service, which is partially provided by them. According to the Manager of the CNAI office, that cooperation has enhanced the service at that office and complaints about it have decreased.

[Graph 11] Degree of satisfaction with regard to friendliness of service (%)

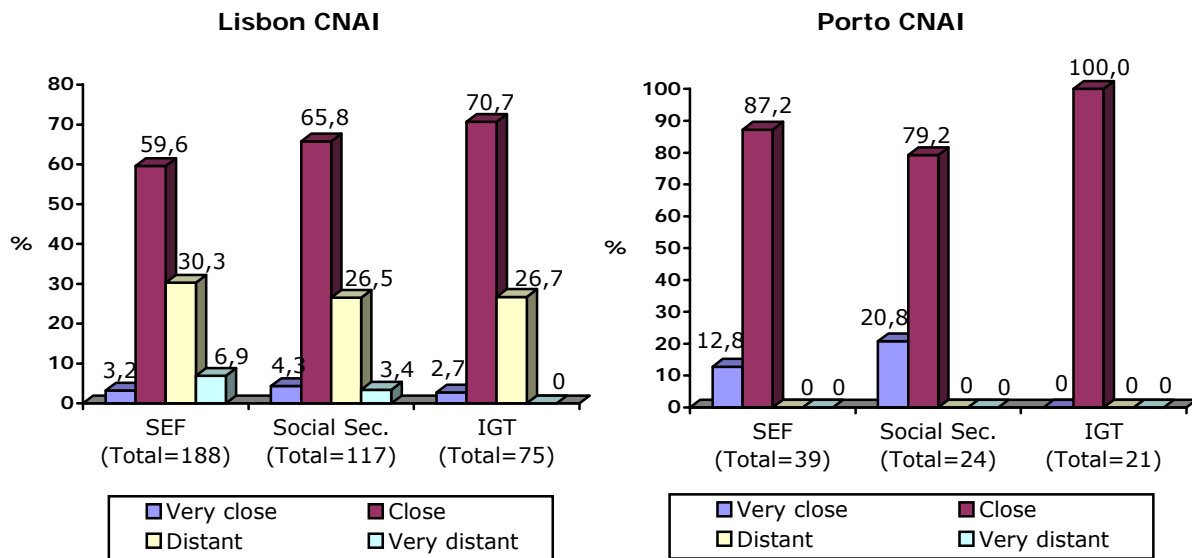


Although the three institutions are not rated that differently, the Foreign Nationals and Border Services at the Lisbon CNAI office had the least positive appraisal with respect to that issue, when compared with the Social Security and the IGT offices, reflecting a lower percentage of satisfied users, on the one hand, and, slightly higher percentages of not very satisfied and dissatisfied users (18.6% and 2.7%, respectively), on the other – in any event, those percentages are sharply lower than the rate of 72.3% satisfied users. The fact that nil immigrants at the Porto CNAI office stated that they were not very satisfied or dissatisfied with friendliness of service at those three institutions, deserves highlight.

In turn, the degree of satisfaction with the Ministry of Health offices at the Lisbon and Porto CNAI offices, and with the Ministry of Education office, at the Lisbon CNAI office, fits into the “satisfied” class, except for one user at the Porto CNAI office stating he was very satisfied with regard to friendliness of service at the Ministry of Health office. In that regard, the particular situation of that office at the Porto CNAI office should not be disregarded, since the appraisal becomes more difficult due to the fact that eight employees man it on a weekly roster basis, and, consequently, change often, plus the fact that the sample is very small.

User appraisal of the degree of closeness in relations between the personnel of those institutions and users appears slightly less positive at the Lisbon CNAI office, when compared with its results on the friendliness of service appraisal. In this instance, the rate of users considering the relation as distant increases, and differences among the three institutions are not very significant. 30.3%, 26.5%, and 26.7% of respondents considered their relation with SEF, Social Security, and IGT employees, respectively, as distant (See Graph 12). However, a majority of respondents considered relations as being close. That percentage was relatively lower at the SEF office, which also reflected the highest rate of users who considered the relations very distant, although those levels were not significant (6.9%).

[Graph 12] Relations between staff and users, as seen by users (%)

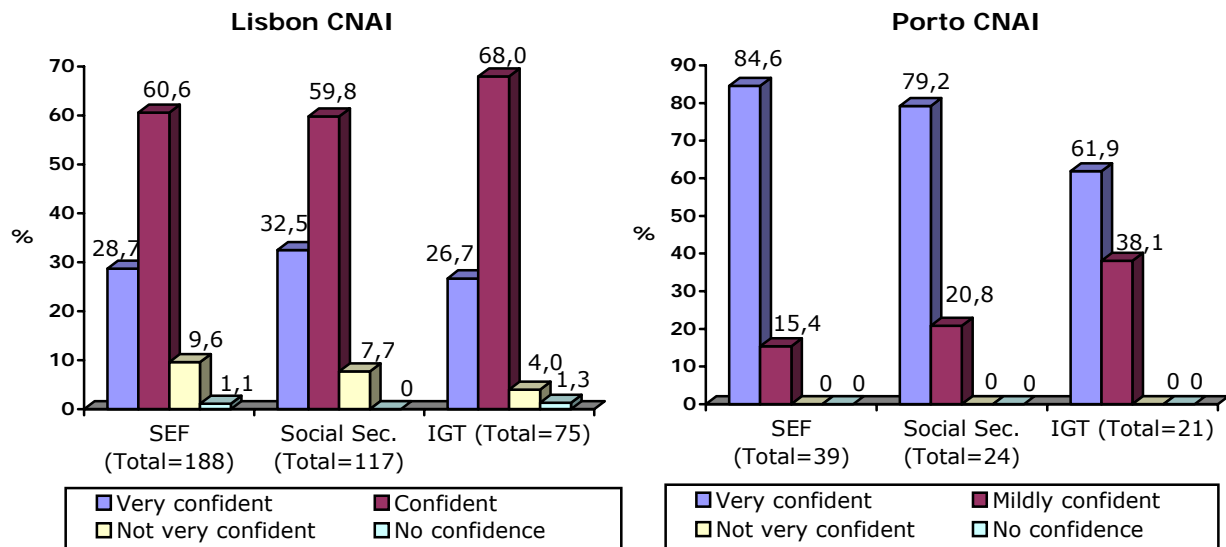


At the Porto CNAI office, where, as is the case of Lisbon, the majority of responses fell within the “close” category, again nil respondents rated the relations as being distant or very distant, with respect to any of the institutions.

The users that answered that question with respect to the offices of the Ministries of Health and Education considered relations with their employees as close, and one respondent in the Porto sample considered the relation with the Ministry of Health office at the Porto CNAI office as being very close – being the same respondent stating that he was very satisfied with the friendliness of service.

Closely linked to the former indicator, the degree of confidence deposited by users in those offices is also indicative of the ability of CNAI offices in providing a service that is fully dedicated to immigrants, and which, further to maintaining close relations with them, is also committed to developing their confidence in them. Again, respondents at the Porto CNAI office were the ones who showed the highest degree of confidence in the ability of the employees to adequately address their issues and situations and to guarantee their resolution (84.6%, 79.2%, and 61.9% of “highly confident” ratings with respect to the SEF, Social Security, and IGT offices, respectively) (See Graph 13). Responses at the Lisbon CNAI office are positive too, although the majority of respondents appeared only mildly confident (60.6%, 59.8%, and 68%, respectively, for each of the three institutions). Numbers of those feeling little or no confidence were significantly lower and were only evident at the Lisbon CNAI office, while the Porto CNAI office recorded nil respondents under that category.

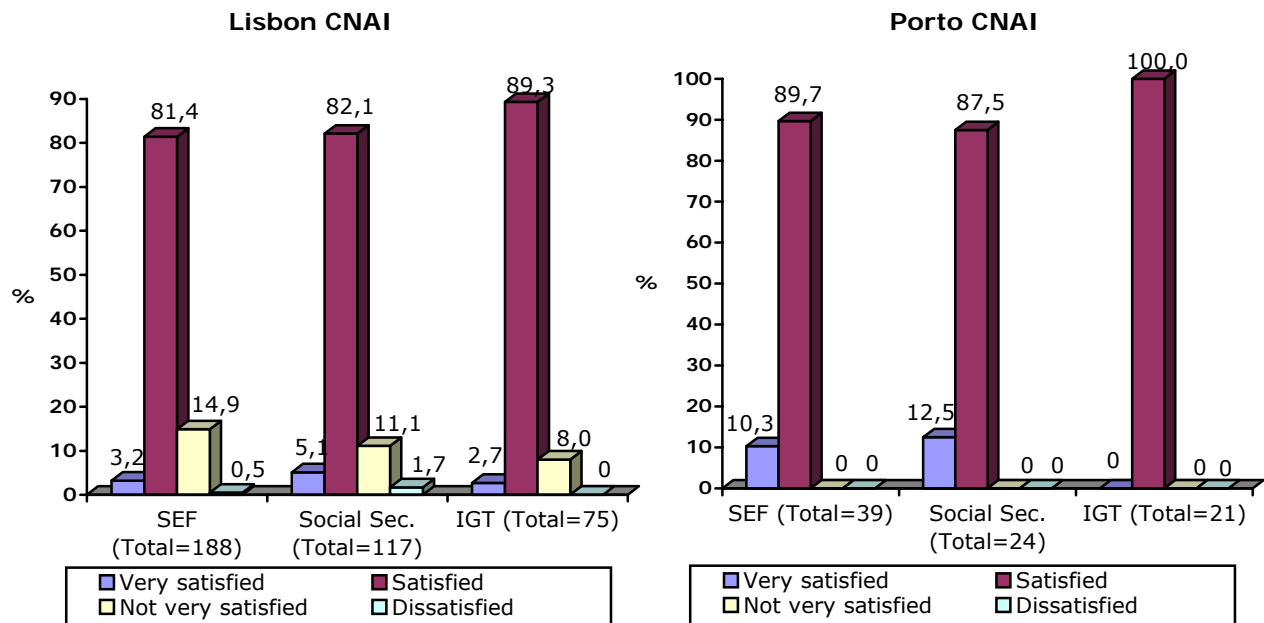
[Graph 13] Degree of user confidence in the office's ability to resolve their issues and situations (%)



As concerns the offices of the Ministries of Education and Health, the five replies obtained at the Lisbon CNAI office indicated "mildly confident" levels, and, at the Porto CNAI office, the three respondents who rated the Ministry of Health office considered themselves highly confident on that office's ability to resolve their issues and situations.

Taking into consideration the complexity characterising many of the procedures associated to immigrant visa renewals, and that such renewals are the main reason leading immigrants to visit CNAI offices and those institutions, in particular, then the rating of the degree of user satisfaction with respect to the willingness of those services' employees in clarifying those procedures becomes a key issue. In that context, the appraisal of respondents was unquestionably positive, since over 80% of respondents stated that they were satisfied with respect to this indicator, and to the three institutions, and both at the Porto and the Lisbon CNAI office (See Graph 14). The percentages of those that stated that they were very satisfied are higher at Porto, with respect to the SEF and Social Security offices, and responses with respect to the IGT office fell, in general, in the "satisfied" category, while, there were again no replies indicating little satisfaction or dissatisfaction with any of those institutions, at the Porto CNAI office. In turn, the percentages of "not very satisfied" and "dissatisfied" users at Lisbon were not very high, namely the latter, which were negligible. In turn, the rate of those feeling little satisfaction varies between 8% (for the IGT office) and 15% (for the SEF office).

[Graph 14] Degree of satisfaction vis-à-vis the willingness of employees in explaining procedures (%)

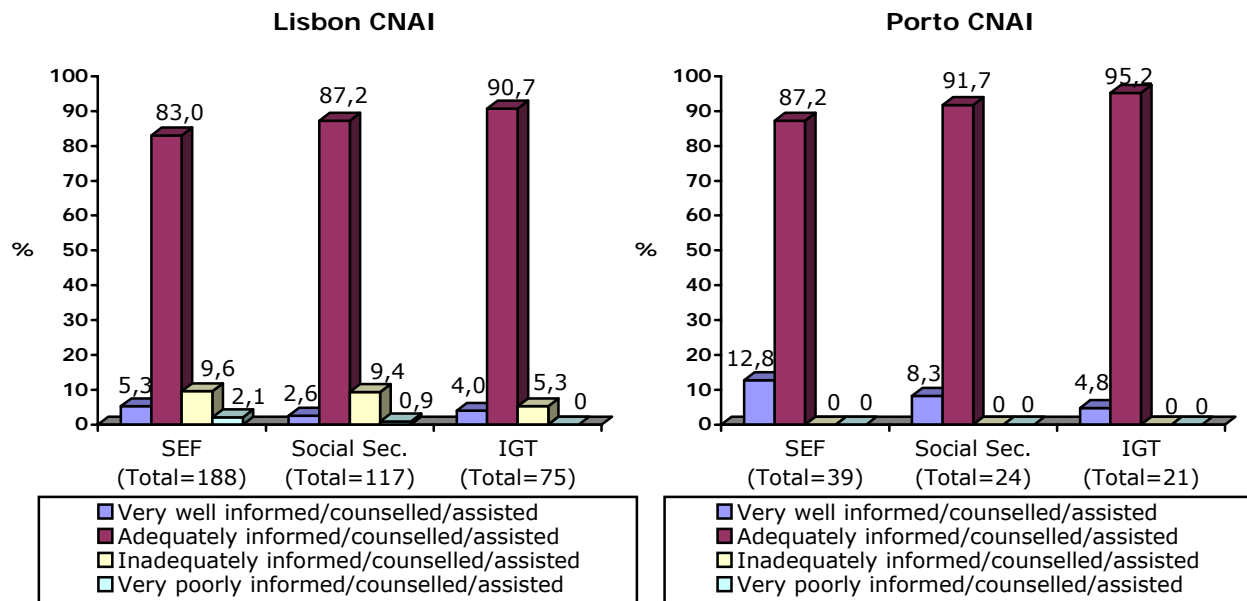


The offices of the Ministries of Education and of Health at the Lisbon CNAI office scored only “satisfied” responses (4 for the former and 1 for the latter), and the Ministry of Health office of the Porto CNAI office recorded one reply under the “very satisfied” category, as was the case with previous indicators, in addition to two replies under the “satisfied” category.

Although the majority of issues handled by the SEF, Social Security and IGT offices are related with requests for visa renewals and the necessary documentation, as already discussed, the way in which the immigrants are informed, counselled and assisted in resolving their situations cannot be dissociated from that process, even if those instances often mostly pertain to information on required documentation, or to verification of that particular documentation. The fact that users often feel emotionally fragile, or are in a precarious situation from a legal point of view, makes this indicator particularly important for the overall appraisal. In that respect, Graph 15 illustrates that the degree of satisfaction revealed by users is very similar to the ratings obtained with regard to the previous indicator, and, in fact, the two indicators are linked to each other. Thus, it can be seen that almost all respondents considered themselves adequately informed, counselled, or assisted by the staff, at both Lisbon and Porto, and the percentages of respondents falling in that category varied from 83% (at the SEF office of the Lisbon CNAI office) to 95% (at the IGT office of the Porto CNAI office). As has been the case throughout this survey on user satisfaction vis-à-vis the quality of service rendered by the Public

Administration institutions represented at CNAI offices, there were again no respondents considering themselves inadequately or even very poorly informed, counselled, or assisted by the personnel of the Porto CNAI office.

**[Graph 15] Degree of satisfaction vis-à-vis quality of information/
counselling/assistance given (%)**



Lastly, the 8 responses concerning users of the Ministry of Health office at the Lisbon and Porto CNAI offices, and of the Ministry of Education office, in Lisbon, considered themselves as having been adequately informed, counselled, or assisted.

The conclusions of this analysis are that, with the exception of waiting times at the Immigrant Support Centre of Lisbon, which indicator reveals the highest levels of dissatisfaction, immigrants are, in general, satisfied with the service that they're getting from the Public Administration institutions represented at CNAI offices. By analysing the various indicators as a whole, it can be established that there are no significant disparities among the various institutions, and the major difference arising between the Lisbon and Porto CNAI offices is that the latter office reveals, in general, higher levels of user satisfaction than the former. This statement, however, cannot fail to take into account the lower size of the Porto CNAI office, which staff, as was already established in the analysis of their internal perspective, is freer to assist users, which factor, in turn, can only have a positive impact on speed of service and response capacity, as we will see in Chapter 4.

3.3.4. SOS Immigrant Telephone Line

The SOS Immigrant Telephone Line sited in the premises of the Lisbon CNAI office plays a broader, countrywide role, as mentioned before, since it is accessible to immigrants from anywhere in the country. Among the sample of users of the Lisbon and Porto CNAI offices, there were eight individuals in Lisbon and two in Porto who had already used the Telephone Line (See Table 7). Although the appraisal of the service rendered by the SOS Immigrant Telephone Line is, in general, positive, it is necessary to take into account the specifics of its nature and the small size of the sample. In general, a majority of respondents were satisfied with waiting times while on the line, with the Telephone Line's friendliness of service, and with the quality of information, counselling, assistance, or adequacy of routing they were given, while the majority of respondents equally revealed a high or very high degree of confidence on the Telephone Line operators (See Table 10).

[Table 10] Appraisal of operations and assistance given by the SOS Immigrant Telephone Line, as seen by users (TOTAL)

	TOTAL
WAITING TIMES	
Very satisfied	1
Satisfied	12
Not very satisfied	0
Dissatisfied	0
FRIENDLINESS OF SERVICE	
Very satisfied	5
Satisfied	8
Not very satisfied	0
Dissatisfied	0
DEGREE OF CONFIDENCE IN OPERATORS	
Highly confident	5
Mildly confident	7
Not very confident	1
No confidence	0
INFORMATION/COUNSELLING/ASSISTANCE/ADEQUACY OF ROUTING	
Very well informed/counselled/assisted/routed	2
Adequately informed/counselled/assisted/routed	10
Inadequately informed/counselled/assisted/routed	0
Very poorly informed/counselled/assisted/routed	1
TOTAL	13

In fact, and as can be seen from the above Table, all the responses vis-à-vis the first two indicators reveal satisfaction or high satisfaction levels, and the friendliness of service indicator reveals the highest rate of very satisfied users.

Similarly, the majority of users stated having some confidence or being highly confident on the operators, while a single individual was recorded as not being very confident on them. As concerns the last indicator, and with the exception of the same individual who had already stated that he did not feel very confident on the operators, now equally stating that he had been very poorly informed, counselled, assisted or routed, the majority of users stated they had been adequately informed, counselled, assisted, or routed, while 2 responses fell in the “very well informed/counselled/assisted/routed” category.

4. Impact analysis

4.1. Impact on the immigrant population

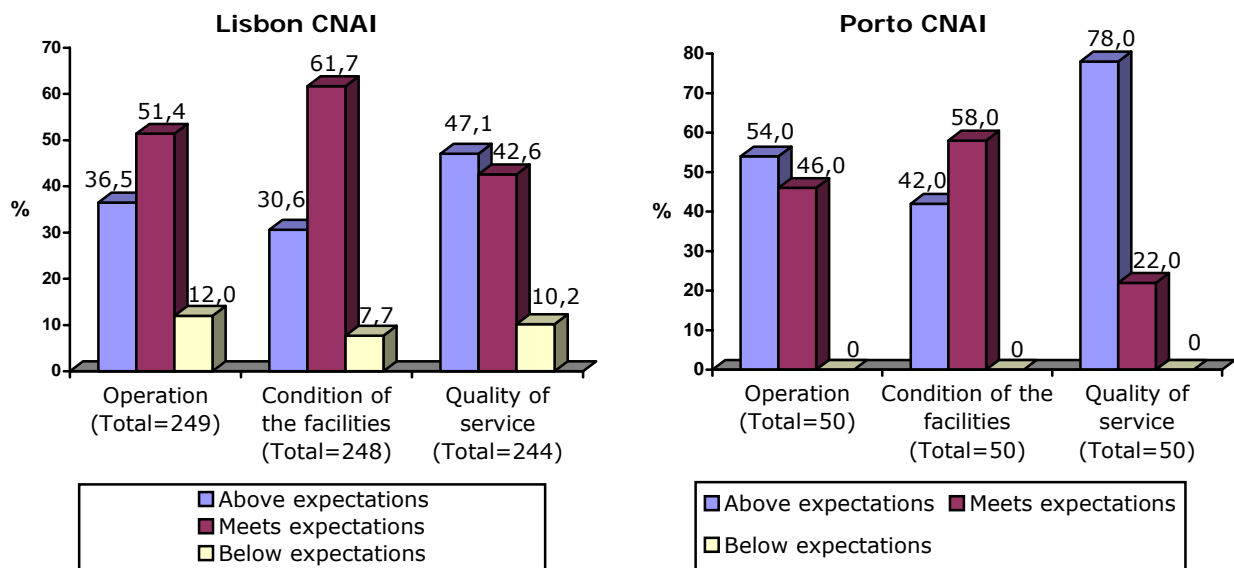
After having appraised the way in which the National Immigrant Support Centres have been operating, we now proceed to analyse the impact of CNAI offices on the lives of immigrants. By perusing the data gathered for the same survey, we shall now endeavour to understand how are these offices addressing their needs, i.e., whether those offices are indeed meeting user expectations when the services rendered at CNAI offices are compared with the same services as rendered at other service points of the institutions involved, which were being used by immigrants prior to the introduction of the CNAI structure. In addition, we'll analyse how effective is the response they're getting, and, lastly, what impact have all those factors, now coming together inside an integrated structure such as the CNAI, had in their quality of living.

4.1.1. Expectations and quality of service comparison

In order to evaluate the CNAI project's success in its commitment to quality of service and to being close to users with regard to the Public Administration services it provides, we shall start by analysing user ratings with regard to the operation, the condition of the facilities, and the quality of service at CNAI offices, vis-à-vis their expectations (See Graph 16).

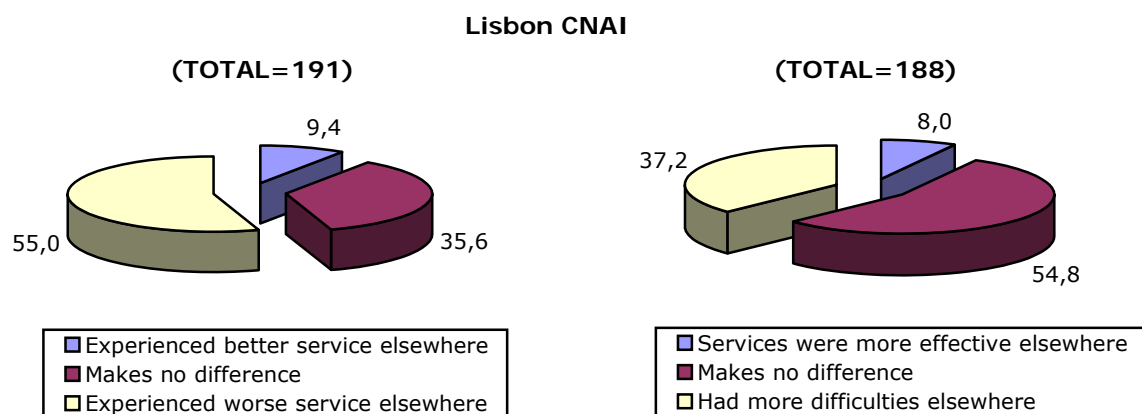
Firstly, let us consider the differences between Lisbon and Porto. It can be noted that those ratings are better at the latter office, where there were nil respondents stating that the aforementioned features were below their expectations, and that the percentage of users that stated those features were above expectations were equally higher at the Porto CNAI office, when compared with the Lisbon office. Secondly, quality of service seems to be the indicator where expectations were exceeded the most with respect to both CNAI offices, and those levels were again more significant in Porto than in Lisbon.

[Graph 16] Appraisal of operation, condition of the facilities, and quality of service at CNAI offices, as a function of user expectations (%)



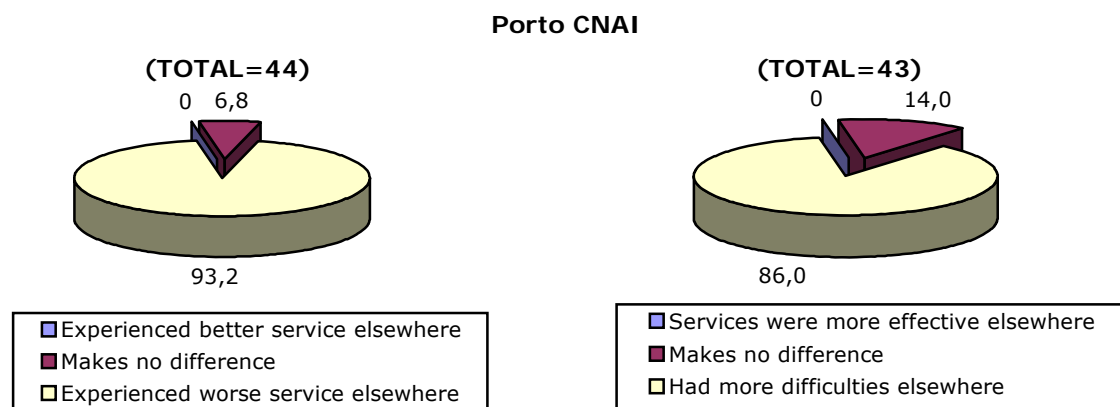
Among the 193 interviewees at the Lisbon CNAI office that were using other counters of the Public Administration institutions before, we note that the majority considered that they were better served at CNAI offices when compared with other counters (55%), while only 9.4% of respondents stated that they were better served before at other counters (See Graph 17). As concerns the resolution of their situations, only 8% considered that they had found other counters of those institutions more effective on prior occasions, and the majority of responses fell in the category of those who considered that there was no difference in service (54.8%) between CNAI offices and other counters, while only 37.2% of individuals stated that they found it easier to sort out their requirements at CNAI offices.

[Graph 17] Comparison of quality of service and effectiveness in solving issues between public institutions represented at CNAI offices and other counters of those same institutions (%)



In turn, of the 44 respondents in the Porto CNAI office that had used other counters of the same institutions elsewhere, almost the entire sample considered that they were being better served now and that it was easier to solve their issues at CNAI counters (93.2% and 86%, respectively) (See Graph 18), and there were nil responses considering that service had been better before or that it was easier to solve their issues elsewhere prior to the introduction of CNAI offices. Therefore, those results confirm the conclusions that were already established concerning the project execution indicators (See Chapter 3), where the users of the Porto CNAI office were once more the ones rating operations and quality of service more positively with respect to CNAI offices, which fact, as has also already been mentioned, cannot be isolated from the fact that the pressure is lower in Porto on account of lower numbers of daily users when compared with the volumes being handled by the Lisbon CNAI office.

[Graph 18] Comparison of quality of service and effectiveness in solving issues at public institutions represented at CNAI offices, when compared with other counters of those same institutions (%)



4.1.2. Response effectiveness, per service and per institution

Once the level of correspondence between the quality of services rendered and immigrant expectations, and the quality of those services at CNAI offices when compared with the quality of service they were getting elsewhere prior to starting to utilise the same services at CNAI offices, have been evaluated, we next proceed to analyse that data in more detail. That analysis will be detailed per office, in order that we can establish the effectiveness of each office, from a user perspective.

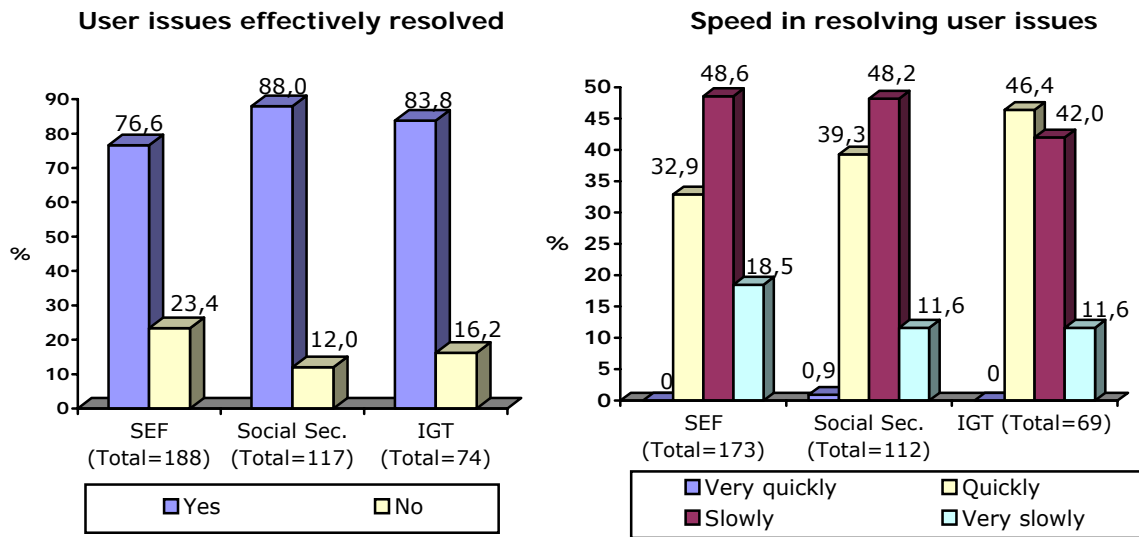
4.1.2.1. Public Administration institutions

Starting with an evaluation of the rate of user issues effectively resolved by offices of the Public Administration, as seen by immigrants, we find confirmation that the various services are indeed effective at solving those issues, both in Lisbon and Porto (See Graphs 19 and 20). Although this analysis does not allow us to delve into the type of issues or situations presented by users, we know that the majority of those relate to visa renewals, and therefore, in this case the resolution of such user issues has basically to do with verifying or taking decisions on the documentation presented by users. Nevertheless, the data is still pertinent, since one of the reasons that often lead immigrants to complain about those offices is precisely the complexity of the documentation required, which causes the user to have to visit the same offices several times. However, it is not possible to ascertain how many users responding positively with regard to this indicator do so because their visa renewal has been finally obtained, and how many do so because they consider that a verification of documentation by each institution, or a decision issued thereon by that institution, already represents an issue resolved.

Nevertheless, the following Graphs already give an idea of the rate of issues and situations considered as resolved by users, regardless of each user's individual criterion in defining whether an issue is solved or unsolved, as well as on the time it takes to complete that process. Thus, it is interesting to note that the great majority of issues being presented by immigrants are, indeed, resolved by the public administration offices represented at both the Lisbon and Porto CNAI offices, as concerns SEF, Social Security, and IGT requirements (See Graphs 19 and 20). When comparing the two CNAI offices, the major differences rather arise on the respondents' evaluation of the speed of those processes. Thus, in Lisbon, the majority considers that the process for solving their individual issues at those offices is slow, with the exception of the IGT office where the percentage of respondents stating that their issues are more quickly resolved is slightly higher (46.4%, vis-à-vis 42% considering it slow, and 11.6% considering it very slow). The percentages of respondents who consider that the process is quick at the SEF and Social Security offices are, respectively, 32.9% and 39.3%, and the percentages of respondents considering that the process is very slow are, respectively, 18.5% and 11.6%, for each of those offices. In turn, only one respondent considered that the Social Security office solved his issue very quickly (0.9%).

[Graph 19] Effectiveness in resolving their issues, as seen by users (%)

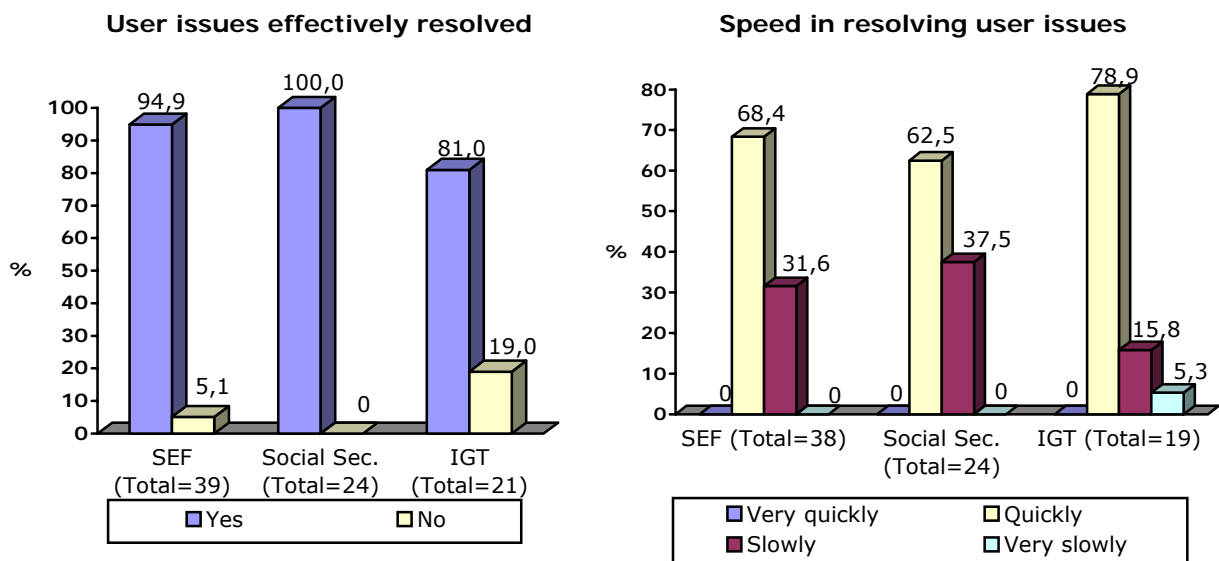
Lisbon CNAI (institutions)



At the Porto CNAI office, however, there are some differences in the rating of the speed in resolving user issues, as seen by immigrants, when compared with the position described for the Lisbon office above, as already discussed. Although nil respondents considered the process as “very quick”, the majority considered it quick at all three institutions (68.4%, 62.5%, and 78.9% at the SEF, Social Security, and IGT offices, respectively), and the percentage of those who considered it a slow process was lower (See Graph 20)¹⁷.

[Graph 20] Effectiveness in resolving their issues, as seen by users (%)

Porto CNAI (institutions)



¹⁷ The fact that the concept of speed in resolving user issues may be differently interpreted by individual users must be taken into consideration, and it is possible that, in some instances, respondents associate a concept of waiting time with respect to this indicator. In any event, those indicators are still related to each other, since lower numbers of users must perform go hand in hand with lower waiting times and, may, consequently, result in a quicker resolution of their particular issues.

As concerns the other two Ministries represented at CNAI offices (the Ministry of Education, in Lisbon, and the Ministry of Health, in Lisbon and Porto), the small size of the sample does not warrant reliable conclusions, as already explained in the preceding Chapter. One can only note that, at the former office, two respondents considered that they resolved their issues quickly, while one respondent stated that the process was slow, and exactly the same distribution of responses could be observed as concerns the Ministry of Health, when adding the figures for both CNAI offices and considering them as a whole.

In order to complement those figures with the responses obtained from the employees that were interviewed at each of those offices in the Lisbon and Porto CNAI offices, it can be established that, from their perspective, the majority of user issues has been effectively resolved, even when those issues were more complex and required greater efforts in solving them, which could often be facilitated by raising awareness thereof and giving information to other entities (schools, Health Centres, parish councils), as mentioned in the preceding Chapter. The types of user issues which could not be resolved mostly involved issues requiring legal advice, as was namely the case of examples referred by the Ministry of Education, such as, for instance, enrolment at schools by adult students whose situation is irregular. In those instances, those user issues are often routed by that office to the Legal Advisory Office. At the office of the Ministry of Health at the Lisbon CNAI office, the efforts put in by the staff have had positive results, in most instances, which fact has also been confirmed by the management of the Healthcare Sub-Region of Lisbon. In Porto, as discussed in the preceding Chapter, the specifics of this office make it more of an administrative office only, focusing almost exclusively on issuing healthcare user cards, and in addressing enquiries.

4.1.2.2. Support Offices dependent on the ACIME

Analysis of the effectiveness of Support Offices dependent on the ACIME in resolving user issues is equally of major importance, since their higher or lower response capacity has a definite impact on the social integration of immigrants, as such matters constitute key issues in an immigrant's life, since they relate to vital aspects such as their family, work, rights, or other social issues. The following Table shows the users' perspective with regard to those issues.

[Table 11] Effectiveness in resolving user issues, as seen by users (TOTAL)¹⁸
(Offices dependent on the ACIME)

	<i>LISBON CNAI</i>				<i>PORTO CNAI</i>			
	GAJI	GARF	UNIVA	GAS	GAJI	GARF	UNIVA	GAS
USER ISSUES EFFECTIVELY RESOLVED								
Yes	15	12	2	2	9	6	5	1
No	12	4	3	1	3	3	6	4
TOTAL	27	16	5	3	12	9	11	5
SPEED IN RESOLVING USER ISSUES								
Very quickly	2	0	0	0	0	0	0	0
Quickly	8	6	2	2	8	2	3	0
Slowly	9	7	0	0	1	4	4	0
Very slowly	1	1	0	0	0	0	2	2
TOTAL	20	14	2	2	9	6	9	2

We note that the majority of respondents states that they have already resolved their issues at all the above offices with the exception of the UNIVA office, in Lisbon and in Porto, and of the Social Support Office of the Porto CNAI office. As concerns the UNIVA offices, there were, however, no major differences between those that had already resolved their issues and the ones that stated that their issues had not yet been resolved by those offices, and again we cannot disregard the fact that the sample is small in that context and does not warrant data extrapolations.

However and still concerning the UNIVA offices, given the nature of the service they render, we can access more precise data with respect to their success in responding to user requirements. As regards the UNIVA office of the Lisbon CNAI office, the statistics show that of the 2,786 immigrants that had put down their names at that office up to the date of extraction of the data, 498 had already found jobs or were undergoing professional training, which equates to a success rate of almost 18%. In Porto, of a total of 2,216 individuals on their lists, 508 had found jobs, equating to a placement rate of 22.9%¹⁹.

¹⁸ The fact that the evaluation of the speed in resolving user issues does not always correspond, for each office in particular, to the total of individuals stating that their issues have already been effectively resolved is justified by the fact that even those whose issues are still pending have, on occasion, answered the second question (having, in this instance, opted for the categories “slowly” or “very slowly”, as was to be expected). The same applies with regard to those indicators but now in respect of the Public Administration institutions, as presented under the previous heading.

¹⁹ Changes to the software being used to process the UNIVA-Porto database lead us to keep this matter in abeyance as far as the totals are concerned. Nevertheless, figures should not deviate from the figures presented above.

User appraisals on the various offices' speed of response vary, especially among those considering that their particular issues were resolved quickly or slowly. In Lisbon, respondents are all in the first group with respect to the UNIVA office and the Social Support Office, and the distribution between both categories as concerns the legal advisory services and the family reunion offices is balanced. In Porto, the distribution reflecting the larger bias respects to the GAJI office, where almost all users stated that they found a quick response to their issues. The Social Support Office of the Porto CNAI office is an exception, insofar as the two individuals who answered that question considered that the process was very slow. Two respondents with regard to the UNIVA office of the Porto CNAI office, one with regard to the Legal Advisory Office, and another with regard to the Family Reunion Support Office, all at the Lisbon CNAI office, stated as much. On the other hand, only two respondents stated that they found the office's response to be very quick, and those were users of the GAJI office, in Lisbon.

4.1.2.3. SOS Immigrant Telephone Line

The analysis with respect to the SOS Immigrant Telephone Line's impact on the quality of living of immigrants, must, in turn, be the object of a few adjustments, given the specific nature of this service where quick resolution of an issue or situation is not necessarily the Centre's objective and evaluation criterion, but rather the quality of the information being supplied, or the adequacy of counselling given, or the adequacy of user routing. Therefore, the indicators presented hereunder relate to the degree of satisfaction among respondents with the level of the Telephone Line's response, as well as with its speed of response, regardless of whether such response constituted information, counselling, or adequate routing.

[Table 12] Effectiveness of the SOS Immigrant Telephone Line's response capacity, as seen by users (TOTAL)

	<i>TOTAL</i>
<i>DEGREE OF SATISFACTION WITH THE RESPONSE OBTAINED</i>	
<i>Very satisfied</i>	2
<i>Satisfied</i>	10
<i>Not very satisfied</i>	0
<i>Dissatisfied</i>	1
<i>SPEED IN OBTAINING RESPONSE TO QUERIES</i>	
<i>Very quickly</i>	0
<i>Quickly</i>	12
<i>Slowly</i>	1
<i>Very slowly</i>	0
TOTAL	13

Table 12 indicates that of the 13 respondents stating that they had already used the help line facility, the majority was satisfied with the capacity of response to their queries and considered that response had been quickly obtained.

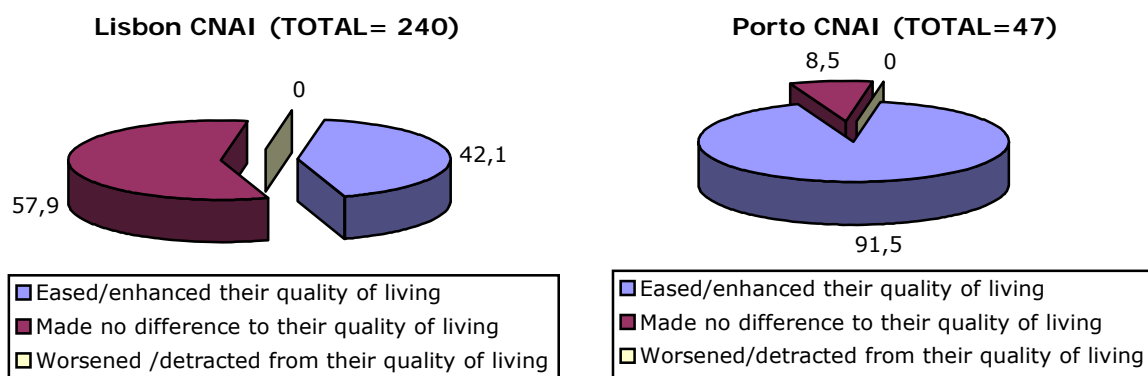
4.1.3. Impact on the immigrants' quality of living

Once the effectiveness of response being obtained at each office, either among Public Administration offices or ACIME offices, as seen by immigrants, has been established, it is now time to try and understand how have such levels of response capacity, together with the CNAI offices' commitment to quality of service and to the establishment of close relations with users, and with the project's overall approach for integration and articulation of immigrant services, globally impacted on the quality of living of immigrants.

As concerns the impact that CNAI offices are having on the quality of living of immigrants, in the sense of whether they contribute to or detract from making their life easier as a function of the factors mentioned in the previous paragraph, we found that the distribution with respect to the two categories which users selected, at the Lisbon CNAI office, (42.1% considered that their life had been made easier thanks to the availability of CNAI offices, while the remaining 57.9% considered that it made no difference) was not unduly biased (See Graph 21). There were nil respondents stating that CNAI offices made their life more difficult or detracted from their quality of living.

However, there is a significant difference of opinion in the responses of users of the Lisbon and Porto CNAI offices. Among the former, the majority opinion was that the CNAI structure did not make a difference in their quality of living (57.9%), while among the Porto users, almost all the respondents considered that the CNAI structure did contribute to easing their life (43 out of a total of 47 responses).

[Graph 21] Impact of the CNAI structure in user quality of living (%)



That difference of opinion could already be perceived in the preceding Chapter and is justified by the smaller size of the CNAI structure in Porto, which translates into lower numbers of users who do not experience the same level of difficulty in speeding up the resolution of their issues or hinders the offices' ability in responding to their needs. In a structure with such a high volume of users as is the Lisbon CNAI office, those difficulties have increased weight, as was to be expected.

4.2. Impact on the institutions involved

In the premises underlying the project for the implementation of National Immigrant Support Centres, and in addition to the intention of providing an integrated response to immigrants' needs as final users of its services, it was equally stated that benefits were expected to accrue to the partner institutions. Among the latter expected benefits, we highlight the following:

- Speedier resolution of immigrant applications, as a result of enhanced interaction and mutual assistance between institutions;
- Facilitating circulation and communications between institutions;
- Sharing of concerns and more efficient follow-up on immigrant applications;
- Developing team spirit.

Although these issues have been broached throughout the report in previous Chapters, it is now important to discuss them in a thorough fashion. Firstly, and as concerns articulation among the various institutions, the analysis of this issue will consider two levels of articulation: one that corresponds to the necessary liaison at CNAI offices by personnel of the various institutions – technical and administrative staff – manning the CNAI structure; and, secondly, articulation at a higher hierarchical level, between their respective directorates, at a regional level.

The first level of articulation among institutions is producing visible, positive results, as stated by all respondents and interviewees. Besides, the positive results arise not only out of effective interaction and mutual assistance between institutions, but also out of interaction between the institutions and the immigrant support offices dependent on the ACIME. The latter entity, as project sponsor, is equally deriving measurable benefits from the partnership.

In that regard, there are two references of particular interest to the ACIME, as well as to the partnership as a whole – one having to do with the European Union, and another of a more domestic scope.

Concerning the E.U., the Integration Manual issued in 2004 by the Directorate-General Justice, Liberty, and Safety of the European Commission, which contains a set of best practices from 25 member states of European Union on immigrant integration addressed to professional decision-makers and politicians, contains a reference to the National Immigrant Support Centres of Lisbon and Porto, as one of those best practices deserving highlight, at European level. CLAI offices and the SOS Immigrant Telephone Line (See Appendix 4 – GPM, 2004) are also mentioned in that manual, at best practices at local level.

The third edition of the Good Practices in the Public Sector Award for 2005, which was attributed to the ACIME for its contribution in implementing the CNAI structure, deserves particular highlight. Having also won first prize in Category III “Client service”, the CNAI were doubly acknowledged for quality of service and assistance and for internal efficiency as service providers (which are generic evaluation criteria). Among the detailed criteria defined by the organisers of the initiative (Deloitte and Diário Económico) for the attribution of awards, we highlight the item pertaining to “completing a process at a single point of contact with users, regardless of organisational structure”, since it is precisely on that score that the innovative character of the CNAI structure is most evident.

In fact, and further to the benefits arising from the close proximity of the various intervening parties which we have already emphasised on various occasions, since it allows for the sharing of information effectively and on an on-going basis directly at ground level, the benefits arising out of the introduction of mediators, in all their various capacities (namely sorting tasks, translation, and reinforcing the staff complement of the Public Administration institutions in order to catch up on backlogs), clearly illustrate the success of this partnership in addressing its first objective of reaping benefits for the partner institutions, namely deriving from speedier resolution of immigrant applications. In addition, joint efforts highlight that team spirit is alive and well at CNAI offices, where the sharing of concerns allows, in fact, for more efficient follow-up on immigrant applications and issues.

As concerns the second level of articulation mentioned above, the positive impact of the CNAI project is not as self-evident as above. Although the benefits from

increased articulation among institutions are acknowledged by all the representatives of the Regional Directorates that were interviewed – and, in fact, that are more such projects in the pipeline, of various scope and involving partnerships with other entities, at some of those institutions – all respondents have also considered that liaison at ground level was having a more immediate impact than articulation at higher levels. In any event, projects such as the National Immigrant Support Centres definitely contribute to dispel a widespread perception of institutional isolation, and they are to be considered as an innovative initiative and an example to emulate.

As concerns transmission of information among the various institutions, the same perception vis-à-vis distinct levels of impact according to hierarchical level is evidenced, following on the same lines as discussed above. However, and although closer proximity at ground level facilitates the sharing of information on account of the ease in establishing informal channels, and, sometimes, through mediation provided by the management of the CNAI offices, some obstacles still arise in this area. These have mostly to do with issues linked to the complexity of procedures or even due to introduction of amendments to procedures at some of the institutions, and namely at the Foreign Nationals and Border Services, which have often caused a need for other staff, and especially the personnel of the sorting offices dependent on the ACIME, to raise issues concerning those same procedures, with respect to almost every single particular instance. The lack of a forum for discussion of procedures among the various institutions, at the level of the CNAI structure, is being felt by a large portion of interviewees, insofar as such a measure could go a long way as a strategy to overcome those difficulties. Further to the transmission of information horizontally, it is also being suggested that transmission of information should be made more effective vertically as well, within each institution. Communication among the various institutions at the regional level is not on-going, and the conclusions established in sectorial meetings are also, on occasion, not transmitted to those who work at ground level.

Lastly, the Regional Directorates highlighted that, on occasion, there is a lack of nationwide standardisation of guidelines and legal procedures for each institution, which may cause difficulties each of those entities in intervening with specific regard to immigration processing requirements, since it is an area requiring a joint approach by various institutions which must, consequently, act in a concerted manner. In the opinion of some of the interviewees, it would be of interest to establish more systematic and regular contacts involving the various institutions at

regional level, or even at national level, to thereby overcome those obstacles with practical results, in addition to promoting increased openness in relations and concerted action with respect to all the processes involved in immigrant integration, and including the very definition of immigrant integration policies.

Conclusions and recommendations

Conclusions

According to the goals defined for National Immigrant Support Centres, the main benefits arising to users of those one-stop service points derive from their focus on integration of services, their capacity to address a wide range of issues which include matters of a diversified nature, and from the fact that they are service areas wholly dedicated to immigrant issues and committed to maintaining themselves in close contact with them (See Table 1).

When assessing all the information analysed in preceding Chapters, it can be ascertained that user opinions, as established by a survey of 300 individuals, have confirmed that, in general, the CNAI model has been successful in achieving the objectives that it set itself. In fact, the main services being provided by that integrated structure are indeed useful, the appraisal of the assistance provided by those services is, in most instances, favourable, and, lastly, their impact on the immigrants' quality of living is, in general, equally positive.

For immigrants, the integrated structure of a CNAI office effectively facilitates their access to the range of services they need, and by working together as a partnership those services contribute, in turn, to the ACIME achieving its ultimate objective of enhancing immigrant integration. Since obtaining visas is the main requirement leading immigrants to visit a CNAI office, and since that process requires a set of documents that can only be obtained through the institutions represented in that structure, the entire process is effectively streamlined through the CNAI partnership and eliminates the prior dispersion of services involved in that process. Representation by the Ministries of Health and Education, albeit less in demand by CNAI users, concurs in the provision of an integrated support structure for immigrants in areas where immigrants traditionally find greater difficulty in resolving their issues and needs.

Incorporation of other support services with respect to areas such as social services, legal advice, job search, or family reunion, addresses, in turn, specific needs arising for successful immigrant integration.

From the perspective of the partner institutions, the main factor leading to improvements in the service provided to immigrants at CNAI offices derives from the close relations that the various sectors of the Public Administration involved in these matters are able to maintain, since this results in more effective articulation and, consequently, enables the provision of speedier service. The sorting offices dependent on the ACIME equally concur to streamline processing at CNAI offices, and so do common IT systems, which constitute a centralising, innovative tool enabling the partner institutions to perform their functions more productively.

In essence, the main obstacles to further improve this process pertain to two types of factors: one arising out of constraints on enhancing physical means and reinforcing human resources; and a second factor, linked to the organisational structure of the institutions. As concerns the former issue, it is important to note that, despite the difficulties arising, the way in which the premises have been organised at CNAI offices allows for increased user comfort and ease in obtaining the services rendered by the represented institutions, insofar as users are sorted by a team at the outset and issued with service cards that route them to the appropriate office, according to each user's particular circumstances and needs. Nevertheless, there are still two constraining factors arising at this level:

- The CNAI structures are currently out of space;
- Human resources are scarce at some of the represented institutions, which leads to long waiting times especially at the Lisbon CNAI office, where user volumes are higher on account of the higher number of immigrants residing in that District.

In that regard, we reiterate that at the Lisbon CNAI office all efforts are being done with a view to finding more adequate premises for that Centre, which new premises are becoming more pressing as additional services have been included. Since CNAI offices constitute a dynamic structure constantly adapting to changing needs, so the sectors which are therein represented have undergone change with consequent implications for overall spatial organisation. As concerns the various services being provided, the lack of an office to assist immigrants with accreditation of qualifications and professional skills (which office was in operation at the Lisbon CNAI office during its first year of operation) is the most immediate concern, and its provision should be considered a priority.

In turn, and although the shortage of human resources unquestionably interferes with the quality of service, it represents an external constraint, and it originates from factors that are inherent to the organics of the various Public Administration sectors involved.

As concerns the organisational structure, difficulties arise primarily at the level of the institutions themselves, and mostly on account of the following issues:

- Complexity of procedures and guidelines governing the actions of those institutions in these matters, and introduction of frequent amendments thereto, which is also linked to a lack of effective means to transmit information among the various institutions;
- Bureaucratic practices by Public Administration entities, which sometimes makes access to information difficult, both vertically within the institutions themselves, as well as horizontally among the various sectors intervening in those matters.

Lastly, it should also be highlighted that there is a lack of awareness about all these issues on the part of other entities falling within the public sector which act in areas that are complementary to some of the intervening Ministries, such as schools, municipalities, and parish councils. In turn, this factor cannot be dissociated from a lack of standardised guidelines and regulations occurring within the scope of action of each Ministry.

Therefore, it is vital that the approach of each of the various entities involved with all these issues may converge to a common approach. The need for standard legal procedures and guidelines, associated to the indispensable need to keep the various sectors of each public institution duly informed and aware on immigration issues and immigrant integration, have obvious implications for adequate articulation among institutions. In effect, frequent amendments to procedures pertaining to each institution and the fact that, sometimes, some of internal sectors of each institution interpret those same procedures in different manners, greatly hinders the articulation process.

In that regard, it is very important to also note that the constraints faced by personnel of the National Immigrant Support Centres in the course of performing their duties actually allow for more effective articulation on the ground among the various institutions, by using informal means.

Still with regard to that issue, it is pertinent to make reference to some of the conclusions arising from the Thematic Network “Social and Professional Integration of Immigrants, Refugees, and Ethnic Minorities”, which was a set of seven related projects acting in that area under funding provided by the Equal Community Initiative Programme, during that network’s first stage of operation (between 2003 and 2005). After identifying shortcomings in the sharing of information in a speedy and effective manner among services dealing with immigration issues and requirements grounded on poor coordination and complementarity among those same services as well as on disparity in institutional procedures and ways in which enquiries are assisted, not only among different sectors but also within each sector, as major stumbling blocks, the introduction of CNAI offices in Portugal is referenced as *“a most important stage in the process of enhancing information transmission systems and institutional assistance to immigrants, since it enables resolution of various issues at a single location (...) and because they employ skilled personnel specifically trained to handle the aforementioned target users”* (See Appendix 4 – ICEqual, 2006: 34).

In fact, National Immigrant Support Centres have achieved functional articulation among the various services at the level of the personnel staffing those offices. When it comes to the level of defining policy guidelines of regional or national scope, then enhanced articulation should translate into concerted action and greater convergence in policy guidelines that rely on on-going, direct contact between the intervening entities, as can be established from the data presented and discussed in previous Chapters. In effect, *“developing articulated partner networks to optimise their action (...) is vital for improving the effectiveness of institutional response and contributes significantly to enhanced social immigrant integration”* (See Appendix 4 – ICEqual, 2006: 34).

The work to be developed with respect to immigrant integration depends, therefore, on concerted action being taken by the various competent entities, and standardisation of procedures and greater involvement by the various Public Administration sectors intervening in these issues are vital. Although this approach, which also entails the need to simplify formal requirements and to transform and reduce bureaucracy impacting on the relation between immigrants and the State, does not yet translate into effective practices, the existing National Immigrant Support Centres already accrue important benefits. On the one hand, we highlight easier access by immigrants to the institutions, which also takes into account the contribution of the role performed by socio-cultural mediators; and, on the other,

and now from the perspective of the institutions themselves, the CNAI structure enables greater articulation among those institutions, which has clearly benefited the work being performed at ground level.

Recommendations

Once the conclusions of the review of the National Immigrant Support Centres model have been assessed and put in context, we now summarise hereunder the main recommendations with regard to the areas identified as needing improvement, while it should also be noted that some of the issues now being raised are already being addressed, and at the planning or implementation stage:

- **Facilities:** To increase available space, both for the rendering of counter service by the various offices as well as for processing and filing (*the possibility of moving to new premises is currently under negotiation, in Lisbon*).
- **Human resources:** To increase personnel at the offices of those Public Administration institutions where the volume of users is highest, in order to **reduce waiting times**; to remedy, wherever possible, the system of rotating employees on rosters practiced by various institutions, thereby increasing staff motivation through continuity in the work they develop at CNAI offices; and to recruit additional socio-cultural mediators (*a pool of trained mediators has been recently introduced, to that end*).
- **Language skills:** To acquire mediators capable of speaking some of the Chinese and Hindustani languages, following a study to determine which variants of those languages would be the most relevant (*recruitment of a mediator with Chinese language skills was already in the pipeline*).
- **Promotion/awareness campaigns:** To define a promotions strategy targeting the immigrant community, increasing awareness and divulging information on the services available at the Centres, and enhancing their closeness to immigrants, in order to counteract barriers that often arise from the idea that CNAI offices are no more than yet another counter of the SEF institution; to develop the *CNAI project at ground level*, emphasising the additional objective of publicising to and informing the population directly.
- **Services:** Since the establishment of new partnerships with institutions with a view to provide additional services at CNAI offices is already at the

implementation stage, we highlight that providing assistance to immigrants with respect to procedures for accreditation of their qualifications and skills is a priority (*to that effect, a partnership with the Portuguese Universities Foundation is already at the planning stage*) and so is assistance in home acquisition (*discussions are currently being held with the National Housing Institute towards that end*).

- **Articulation between the Lisbon and Porto CNAI offices:** To materialise the projected standardisation of operational practices for the Lisbon and Porto CNAI offices, namely through the introduction of common objectives, identical performance appraisal systems applying to socio-cultural mediators, and planning for on-going training needs concerning the identified priority areas.
- **Articulation among institutions:** To ensure implementation of speedy and effective information transmission mechanisms and circuits among the various institutions and offices represented at CNAI offices – namely by promoting workshops for joint analysis and discussion of those issues – and thereby ameliorating the difficulties arising out of frequent amendments to guidelines and procedures within each institution.

The need to standardise procedures and to introduce circuits enabling an effective vertical information flow within each institution has also been recognised as essential for enhancing the articulation between those institutions involved with immigrant requirements and immigrant integration issues (in this area, it is important to increase the awareness of such issues with respect to certain sectors falling within the umbrella of Public Administration, such as schools, parish councils or Healthcare Centres, as that type of articulation is vital for addressing certain immigration issues, and it is already being promoted by the ACIME itself). Standardisation is essential to improve the quality of the services being rendered to immigrants and will ultimately contribute for a reduction in the bureaucracy maligning the relations between immigrants and the State – an approach that was referenced by the ACIME in its plan of activities for 2005-2008 – where simplifying the formal requirements is of key importance. However, and in this regard, we once more stress the contribution that the National Immigrant Support Centres have already given towards the materialisation of that important step in achieving concerted action.

Reverting to the issue of immigrant integration, now viewed in a broader context at international level, there is room to equate the potential of transferring to other countries a practice that has been identified and acknowledged as being innovative, as far as immigrant integration is concerned. The National Immigrant Support Centre model under review and appraisal, which has already been acknowledged as a best practice in prior reviews, both nationally (namely, the “Good Practices in Public Sector Institutions Award”, 2005) as well as internationally (namely, the “Professionals and Policy-makers Integration Manual”, 2004), is effectively an initiative and an experience that should be disseminated, and that can be internationally replicated within other institutional contexts, obviously always taking into consideration the various specifics that characterise different international migration scenarios. An analysis of this model’s strengths, together with those weaknesses that must still be addressed or enhanced at Portugal’s CNAI structure, already constitutes a privileged basis on which to share the Portuguese model so that it can be replicated in other countries, with promising results.

Final remarks

We highlight that the survey on which this analysis is based was conducted between March and July 2006, and that, subsequently, significant changes have already taken place after the review was completed during the few months elapsing until publication. In effect, we are looking at a dynamic structure undergoing on-going change that needs to constantly reorganise itself and adapt to new internal and external constraining factors (as discussed in the various Chapters that address the design and implementation of the National Immigrant Support Centre structure), which fact raises some additional difficulties in completing an evaluation that can only be considered as finalised with reference to a particular point in time.

Following on the above, and in order to mention some of the main changes taking place since then, the Lisbon CNAI office has subsequently introduced two new offices, falling under the ACIME – one supporting home search and the other promoting immigrant entrepreneurship. The first of those offices, which addresses one of the areas for intervention already identified as a priority, results from a partnership with the National Housing Institute, and the second results from a cooperation agreement with the National Association for Access to Credit Rights. In addition, the Lisbon Reception and Pre-sorting Office 2 was closed down, together with the bar, and the freed space was converted into a public area – launched on 25 September 2006 – now used to host exhibitions and cultural initiatives.

Therefore, we reiterate that the data presented in this review and appraisal and the assessment thereof report only to the services that were operating by July 2006, and including the entire project design and operational implementation stages, as well as its execution and its impact up to that date.

APPENDICES

APPENDIX 1

CNAI Partnership Institutions/Support Services/Associations

- Institutions and support services represented at CNAI offices (services provided)
- Associations which have entered into cooperation agreements with the CNAI structure for the provision of socio-cultural mediators

➤ **USER ASSISTANCE GIVEN AT CNAI INSTITUTIONS AND SUPPORT SERVICES**

[Table a] Number of cases of assistance given to users at the Lisbon CNAI office (2004-2006)

	SEF	HEALTH (GAS) ²⁰	SOCIAL SEC.	IGT	EDUCATION	QUALIF. & SKILLS ACCREDITAT.	ARTICLE 71	GAS	GAJI	GARF	UNIVA	TOTAL	TOTAL II ²¹
2006													
<i>January</i>	4,984	109	3,608	1,257	133	–	1,601		659	609	205	13,165	24,199
<i>February</i>	5,536	82	3,436	1,049	164	–	1,578		508	552	131	13,036	20,290
<i>March</i>	5,379	112	4,398	1,352	264	–	2,015		449	670	235	14,874	25,662
<i>April</i>	4,965	77	2,758	934	179	–	1,391		331	512	129	11,276	18,818
<i>May</i>	5,533	119	3,546	1,220	357	–	1,760		458	722	204	13,919	19,493
<i>June</i>	4,643	83	2,928	920	355	–	1,412		475	593	248	11,657	17,704
Total 2006	31,040	582	20,674	6,732	1,452	–	9,757		2,880	3,658	1,152	77,927	126,166
Total 2005	76,181	943	34,185	20,896	672	161	7,981		7,044	8,102	1,721	157,886	379,096
Total 2004	51,331	257	17,108	16,502	275	536	–	209 ²²	5,116	4,200	1,810	97,344	223,797
TOTAL	158,552	1,782	71,967	44,130	2,399	697	17,738	209	15,040	15,960	4,683	333,157	729,059

Source: Database records – CNAI Lisbon

²⁰ As from June 2005, separate records for the number of cases of assistance provided by the Ministry of Health office and the Social Support office (which share the same physical office) are no longer available with respect to each of those services. The figures shown in that column, therefore, represent the sum of instances of assistance to users by both offices with respect to 2005 and 2006, and by the Ministry of Health office only, for 2004 (for which period the instances of assistance being given to users by the Social Support Office was being separately recorded).

²¹ These totals, available in the Lisbon CNAI office database, account for instances of assistance being given to users by the sorting and enquiries offices together with cases of assistance provided to users by the offices listed in the preceding columns. The records pertaining to those offices are not included in the table due to difficulty in discriminating effective volumes for each month and year by those offices themselves, while the column reported to Article 71 cases (which sector is integrated into the GAT 2 office) has been highlighted on account of the importance of that service, within the context of the CNAI.

²² Cases of assistance to users provided from March to August 2004 respect to the office of Lisbon's Santa Casa da Misericórdia, which was replaced by a Social Support Office during October.

[Table b] Number of cases of assistance given to users at the Porto CNAI office (2004-2006)

2006	SEF	HEALTH	SOCIAL SEC.	IGT	GAS	GAJI	GARF	UNIVA	TOTAL ²³
<i>January</i>	831	36	916	612	53	390	334	242	3,414
<i>February</i>	832	32	724	453	52	308	331	195	2,927
<i>March</i>	1,316	91	897	640	76	387	426	284	4,117
<i>April</i>	1,311	40	750	497	67	347	280	177	3,469
<i>May</i>	1,585	47	1,100	643	99	479	250	232	4,435
<i>June</i>	971	38	576	354	38	218	158	141	2,494
Total 2006	6,846	284	4,963	3,199	385	2,129	1,779	1,271	20,856
Total 2005	10,855	425	10,875	7,868	163	5,002	3,756	2,850	41,794
Total 2004	7,816	359	6,839	2,809	–	3,007	1,866	1,676	24,372
TOTAL	25,517	1,068	22,677	13,876	548	10,138	7,401	5,797	87,022

Source: Database records – CNAI Porto

➤ **ASSOCIATIONS WHICH HAVE ENTERED INTO COOPERATION AGREEMENTS WITH THE CNAI STRUCTURE FOR THE PROVISION OF SOCIO-CULTURAL MEDIATORS**

LISBON CNAI

ASSOCIATIONS / NGO'S

JRS – Serviço Jesuíta aos Refugiados (Jesuit Refugee Services)

Solidariedade Imigrante (Immigrant Solidarity Association)

GTP7 – Associação os Grupos de Trabalho do Projecto dos Sete (Seven Project Working Groups Association)

AGUIPA – Associação Guineense e Povos Amigos (Guinea-Bissau Peoples and Friends Association)

EDINSTVO – Associação de Imigrantes dos Países de Leste (Eastern Countries Immigrants Association)

Associação Melhoramentos e Recreativos do Talude (Talude Enhancements and Recreational Association)

Associação Caboverdiana (Capeverdean Association)

Olho Vivo (Living Eye)

Clube Desportivo do Alto da Cova da Moura (Alto da Cova da Moura Sports Club)

Unidos de Cabo Verde (United Cape Verde Nationals)

Casa do Brasil (Brazil House)

²³ The databases of the Porto CNAI office could only provide totals of the number of users assisted with respect to the offices included in this Table, and figures for the Reception and Sorting Office are excluded. As concerns the latter, it was possible to establish that the 2006 volumes (for the period January to June) added up to 13,154 cases of users being assisted. The totals presented on the Table are, therefore, lower than the total number of cases of users being assisted considering the Porto CNAI office as a whole.

Cais (Cais Association)

Associação Luso Caboverdiana de Sintra (Portuguese-Capeverdean Association of Sintra)

ISU – Instituto de Solidariedade e Cooperação Universitária (University Cooperation and Solidarity Institute)

Centro Cultural Moldavo (Moldovan Cultural Centre)

Associação Mediar (Mediar Association)

PORTO CNAI

ASSOCIATIONS/ NGO'S

Associação Mais Brasil (More Brazil Association)

Cruz Vermelha Portuguesa (Portuguese Red Cross)

Associação de Caboverdianos do Norte de Portugal (Capeverdeans of Northern Portugal Association)

AFAGOS – Associação de Formação e Apoio Gondomar Social (Training and Social Support Association of Gondomar)

Olho Vivo (Living Eye Association)

APPENDIX 2

Interviewees

➤ **INTERVIEWEES**

Interviewees were primarily selected based on their representativeness with respect to the sectors being reviewed, and an employee of each office or institution was interviewed at the Lisbon CNAI office, and again at the Porto CNAI office. In Lisbon, the coordinator of each office of a Public Administration institution and of each office dependent on the ACIME were selected. In Porto, and since the position of coordinator has not been defined (with the exception of the Reception and Pre-sorting Office of the Foreign Nationals and Border Services), the selection criteria were based on length of service, and the employees who had been performing their functions at the CNAI office the longest were interviewed, with respect to each office. Only the office of the Ministry of Health was an exception, since that selection criterion could not be used on account of the way in which this institution operates (with 8 employees on a weekly roster basis, manning a single position). In that instance, the staff member that was on duty during the week of the survey was interviewed.

In addition to the existing services, the managers of the Lisbon and Porto CNAI offices were also interviewed (in fact, the manager of the Porto CNAI office left the office during July, while the review was still on course but after the ground work had been finalised at that structure), as well as the former manager of the Porto CNAI office (who is currently the coordinator of CLAI offices operating in the Northern Region), who managed the office during the period March 2004 to October 2005.

REPRESENTATIVES FROM CNAI OFFICES (LISBON AND PORTO)

Lisbon CNAI office	Francisca Assis Teixeira
Porto CNAI office	Rosário Silva
Coordinator CLAI Northern Region (Former Manager of Porto CNAI office)	Nuno Guimarães

In Lisbon, representatives at a Regional Directorate level were also interviewed with respect to each Public Administration institution involved in the partnership at that city's CNAI structure, as detailed in the following Table:

REPRESENTATIVES FROM INSTITUTIONS AT REGIONAL DIRECTORATE LEVEL (LISBON)

INSTITUTION	<i>Representative</i>	<i>Position</i>
<i>Foreign Nationals and Border Services (Regional Directorate for Lisbon, Vale do Tejo and Alentejo)</i>	Carlos Patrício	Regional Manager
	Ana Paula Santos	Regional Assistant Manager
	Maria de Lurdes Calado	Head of the Regional Public Enquiries and Assistance Office
<i>Social Security Lisbon District Hub</i>	Aida Vieira	Manager, Local Offices and Services Coordination Hub
<i>Labour General Inspectorate (Lisbon Delegation)</i>	António Norberto Rodrigues	Lisbon Delegation Coordinator
<i>Regional Directorate for Education of Lisbon</i>	Rui Correia	Regional Assistant Manager
<i>Health Sub-Region of Lisbon</i>	Rosário Horta	Nursing Technical Advisory (community intervention projects)
	Isabel Sardinha	Specialist Nurse (community intervention projects)

APPENDIX 3

User Survey Questionnaire

- Methodology
- Survey
- Characteristics of the sample

➤ METHODOLOGY

The questionnaire survey was conducted at the offices of the National Immigrant Support Centres and completed by users of those offices. At the Lisbon CNAI office, the survey was conducted between March and May of 2006. At the Porto office, the survey was conducted during the week from 5 to 9 June.

In order to define the sample, the statistics of users being assisted, as supplied by the CNAI office were used for the Lisbon sample. A stratified sample was built using quotas allowing for representative gender, age group, and nationality variables. The distribution of the 250 individuals making up the Lisbon CNAI office sample was selected by applying quotas based on the same percentages for gender, age group, and nationality as evidenced in that office's entire population universe for 2005 (the fact that the totals show variation within the various distributions was caused by eventual gaps found in the statistical records of the CNAI, and, subject to that proviso, the quotas are based on a volume of about 25,000 cases of users assisted by that office that year). Although this population is not static, 2005 was taken as a reference year since this was the most recent available data. The statistical records of the Lisbon CNAI office indicate the following distributions for 2005:

[Table I] Number of users of the Lisbon CNAI office, in 2005, by gender, age group, and nationality:

Gender	TOTAL	%	Nationality (country)	TOTAL	%
<i>Male</i>	14,118	56.2	<i>Brazil</i>	7,275	26.7
<i>Female</i>	11,015	43.8	<i>Ukraine</i>	4,320	15.8
TOTAL	25,133	100,0	<i>Cape Verde</i>	3,370	12.3
			<i>Angola</i>	2,161	7.9
			<i>Romania</i>	2,034	7.5
			<i>Moldova</i>	1,777	6.5
			<i>Guinea-Bissau</i>	1,298	4.8
Age group	TOTAL	%	<i>Sao Tome and Principe</i>	1,200	4.4
<i>15-24</i>	3,046	13.7	<i>China</i>	878	3.2
<i>25-34</i>	9,518	42.7	<i>Russia</i>	489	1.8
<i>35-44</i>	6,500	29.2	<i>India</i>	470	1.7
<i>45-54</i>	2,700	12.1	<i>Bulgaria</i>	307	1.1
<i>≥ 55</i>	534	2.4	<i>Pakistan</i>	200	0.7
TOTAL	22,298	100.0	<i>Guinea-Conakry</i>	172	0.6
			<i>Bangladesh</i>	168	0.6
			<i>Mozambique</i>	152	0.6
			<i>Other</i>	1,017	3.7
			TOTAL	27,288	100.0

Based on those distributions, the following Table was compiled to define the characteristics of the sample:

[Table II] Sample distribution by gender, age group, and nationality – LISBON CNAI

	15-24		25-34		35-44		45-54		≥ 55		Total		
	M	F	M	F	M	F	M	F	M	F	M	F	T
<i>Brazilian</i>	5	4	17	13	11	9	5	4	1	1	39	31	70
<i>Ukrainian</i>	3	3	10	8	7	5	3	2	1	1	24	19	43
<i>Capeverdean</i>	3	2	8	6	5	4	2	2	1	1	19	15	34
<i>Angolan</i>	2	2	5	4	4	3	2	1	—	—	13	10	23
<i>Romanian</i>	2	2	5	4	4	3	1	1	—	—	12	10	22
<i>Moldovan</i>	2	1	5	4	3	2	1	1	—	—	11	8	19
<i>Guinean (Guinea-Bissau)</i>	1	1	4	3	2	2	1	1	—	—	8	7	15
<i>Sao Tomean</i>	1	—	4	3	2	2	1	1	—	—	8	6	14
<i>Guinean (Guinea-Conakry)</i>	—	—	—	—	2	—	—	—	—	—	2	—	2
<i>Bulgarian</i>	—	—	—	—	—	1	1	—	—	—	1	1	2
<i>Russian</i>	—	—	—	1	—	—	—	—	—	—	—	1	1
<i>Chinese</i>	—	—	—	—	—	1	—	—	—	—	—	1	1
<i>Pakistani</i>	—	—	—	—	1	—	—	—	—	—	1	—	1
<i>Philippine</i>	—	—	—	1	—	—	—	—	—	—	—	1	1
<i>Nepalese</i>	—	—	1	—	—	—	—	—	—	—	1	—	1
<i>Gambian</i>	—	—	1	—	—	—	—	—	—	—	1	—	1
TOTAL	19	15	60	47	41	32	17	13	3	3	140	110	250

This distribution was defined for the first eight nationalities in the above Table, which correspond to the most representative nationalities in the sample, as discussed above, with respect to 2005. The remaining eight nationalities were selected at random, subject to finding a pre-established total of 10 nationalities different from the former eight nationalities, distributed by gender and age group.

In Porto, given the lower volumes of users being assisted at that office with regard to that office's population universe, a different methodology was used for sample selection. In this instance, the 50 immigrants making up the sample were simply selected at random, and no quotas were defined – although a balance was struck between males and females, as is also the case as regards the total population.

[Table III] Sample distribution by gender, age group, and nationality –PORTO CNAI

	15-24		25-34		35-44		45-54		≥ 55		Total		
	H	M	H	M	H	M	H	M	H	M	H	M	T
<i>Brazilian</i>	2	–	2	2	2	4	1	2	–	–	7	8	15
<i>Ukrainian</i>	–	–	3	3	5	3	1	–	–	–	9	6	15
<i>Angolan</i>	–	–	3	2	1	1	–	–	–	–	4	3	7
<i>Romanian</i>	–	–	2	1	–	–	–	–	–	–	2	1	3
<i>Moldovan</i>	–	–	1	1	–	–	–	–	–	–	1	1	2
<i>Guinean (Guinea-Bissau)</i>	1	–	–	–	–	–	–	–	–	–	1	–	1
<i>Sao Tomean</i>	–	–	–	–	1	–	–	–	–	–	1	–	1
<i>Senegalese</i>	–	–	–	–	1	–	–	–	–	–	1	–	1
<i>Bulgarian</i>	–	–	–	–	1	–	–	–	–	–	1	–	1
<i>Russian</i>	–	–	–	1	–	–	–	–	–	–	–	1	1
<i>Korean</i>	–	–	–	–	–	–	–	1	–	–	–	1	1
<i>Kazakhstani</i>	–	–	–	–	–	1	–	–	–	–	–	1	1
<i>Spanish</i>	–	1	–	–	–	–	–	–	–	–	–	1	1
TOTAL	3	1	11	10	11	9	2	3	–	–	27	23	50

As can be seen from Table III, the main nationalities are effectively represented, since Brazilian and Ukrainian users constitute more than half the population at the Porto CNAI office, which recorded a total of 6,689 users in 2005 (See Table IV). The statistics available at the Porto CNAI office are distributed as follows:

[Table IV] Number of users of the Porto CNAI office, in 2005, per age group²⁴ and nationality:

Age group	TOTAL	%
<25	801	12.0
25-45	5,004	75.0
>45	884	13.0
TOTAL	6,689	100.0

Nationality (country)	TOTAL	%
<i>Ukraine</i>	1,855	27.7
<i>Brazil</i>	1,805	27.0
<i>China</i>	392	5.9
<i>Portugal</i>	323	4.8
<i>Angola</i>	264	3.9
<i>Russia</i>	258	3.9

²⁴ Age groups were defined as per the records available at the Porto CNAI office.

<i>Moldova</i>	230	3.4
<i>Romania</i>	181	2.7
<i>Morocco</i>	175	2.6
<i>Cape Verde</i>	142	2.1
<i>Guinea-Bissau</i>	125	1.9
<i>India</i>	72	1.1
<i>Kazakhstan</i>	68	1.0
<i>Pakistan</i>	62	0.9
<i>Bulgaria</i>	52	0.8
<i>Bangladesh</i>	48	0.7
<i>Byelorussia</i>	47	0.7
<i>Mozambique</i>	45	0.7
Other	545	8.1
TOTAL	6,689	100.0

➤ QUESTIONNAIRE

The questionnaire survey of the users of National Immigrant Support Centres was originally designed to cater for the features of the Lisbon CNAI office, having been subsequently adjusted for the features of the Porto CNAI office, given the different range of services being provided at each office. The questionnaire applied at the Lisbon office follows²⁵.

A – RESPONDENT SOCIAL CHARACTERISTICS

1. Gender
 1. Male ☐
 2. Female ☐
2. Date of birth ____/____/____
3. Age ____ years of age
4. Country of birth _____
5. Nationality _____
6. Date of arrival in Portugal ____/____/____
7. County of residence _____
8. Parish/suburb of residence _____
9. County where you currently work _____
10. Parish/suburb where you currently work _____

²⁵ The survey conducted at Porto excluded questions 46 to 59 (pertaining to the bar, children's playground, Caixa Geral de Depósitos branch, and documentation centre facilities) and questions 77 to 80 (questions pertaining to the assistance counter). In turn, questions pertaining to languages used to provide assistance to users and all questions pertaining to services rendered at that particular office were adjusted (to exclude services which were not represented at that particular structure). Questions reported to the ACIME support offices and to Public Administration institutions represented at Porto were repeated for all services which the respondent indicated having already used, and the same methodology was applied with regard to the various sorting services at Lisbon.

11. Marital status	1. Single	<input type="checkbox"/>
	2. Married	<input type="checkbox"/>
	3. Living together	<input type="checkbox"/>
	4. Divorced	<input type="checkbox"/>
	5. Legally separated	<input type="checkbox"/>
	6. Widowed	<input type="checkbox"/>
	7. Don't know/No reply	<input type="checkbox"/>
12. Qualifications (holding a certificate)	1. Illiterate	<input type="checkbox"/>
	2. Can read and write, no formal diploma	<input type="checkbox"/>
	3. BASIC SCHOOLING, STANDARD 1	<input type="checkbox"/>
	4. BASIC SCHOOLING, STANDARD 2	<input type="checkbox"/>
	5. BASIC SCHOOLING, STANDARD 3	<input type="checkbox"/>
	6. Standard 11	<input type="checkbox"/>
	7. HIGH SCHOOL DIPLOMA (Standard 12)	<input type="checkbox"/>
	8. University graduate degree	<input type="checkbox"/>
	9. Post-graduate degree	<input type="checkbox"/>
	10. Masters degree	<input type="checkbox"/>
	11. Doctorate degree	<input type="checkbox"/>
	12. Other. Indicate which.	<input type="checkbox"/>
	13. Don't know/No reply	<input type="checkbox"/>
13. Means of subsistence	1. Employed	<input type="checkbox"/>
	2. Unemployment benefits	<input type="checkbox"/>
	3. Accident/illness/maternity benefits	<input type="checkbox"/>
	4. Other temporary benefits	<input type="checkbox"/>
	5. Permanent disability pension	<input type="checkbox"/>
	6. Bursary/training benefits	<input type="checkbox"/>
	7. Social support benefits	<input type="checkbox"/>
	8. Social Integration Benefit	<input type="checkbox"/>
	9. Third-party assistance	<input type="checkbox"/>
	10. Supported by family	<input type="checkbox"/>
	11. Investment and other income	<input type="checkbox"/>
	12. Retirement benefits/pension	<input type="checkbox"/>
	13. Other. Indicate which	<input type="checkbox"/>
	14. Don't know/No reply	<input type="checkbox"/>
14. Working conditions	1. Employed in a professional capacity	<input type="checkbox"/>
	2. Household work	<input type="checkbox"/>
	3. Student	<input type="checkbox"/>

- 4. Pensioner ☐
- 5. Permanently disabled ☐
- 6. Searching for first job ☐
- 7. Unemployed ☐
- 8. No occupation ☐
- 9. Other. Indicate which ☐
- 10. Don't know/No reply ☐

15. Main professional capacity (current or last position held, in case not currently employed in a professional capacity) (*give as much detail as possible*)

Don't know/No reply ☐

16. Position at main job held (current or last position held, in case not currently employed in a professional capacity)

- 1. Business owner ☐
- 2. Self-employed ☐
- 3. Salaried worker ☐
- 4. Non-remunerated work ☐
- 5. Other. Indicate which ☐
- 6. Don't know/No reply ☐

17. Type of work contract at main job held (current or last position held, in case not currently employed in a professional capacity)

- 1. Permanent contract ☐
- 2. Renewable/non-renewable term contract ☐
- 3. Contract with temporary work agency ☐
- 4. Service provider (against receipt) ☐
- 5. No contract basis ☐
- 6. Other. Indicate which ☐
- 7. Don't know/No reply ☐

18. Family in Portugal

- 1. No family ☐
- 2. Having:

	No. of family members								
	1	2	3	4	5	6	7	8	≥ 9
a. Husband/wife	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Sons/daughters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Parents	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Fathers/Mothers in-law	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. Brothers/sisters in-law	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f. Brothers/Sisters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g. Grandsons/granddaughters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h. Other family	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
- 3. Don't know/No reply ☐

19. Housing conditions	1. Homeless	<input type="checkbox"/>
	2. Shack	<input type="checkbox"/>
	3. Mobile home	<input type="checkbox"/>
	4. Improvised home	<input type="checkbox"/>
	5. Rented room	<input type="checkbox"/>
	6. Institution	<input type="checkbox"/>
	7. Worker hostel	<input type="checkbox"/>
	8. Social home	<input type="checkbox"/>
	9. Pension/ hotel/ hostel	<input type="checkbox"/>
	10. Rented apartment/house	<input type="checkbox"/>
	11. Own apartment/house	<input type="checkbox"/>
	12. Rented property	<input type="checkbox"/>
	13. Own property	<input type="checkbox"/>
	14. Other. Indicate which	<input type="checkbox"/>
	15. Don't know/No reply	<input type="checkbox"/>

20. How many people are you staying with? (<i>family members or roommates permanently residing with the respondent</i>)	1. Living by yourself	<input type="checkbox"/>
	2. Staying with:	
		No. of people sharing
		1 2 3 4 5 6 7 8 ≥ 9
	a. Husband/wife	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	b. Sons/daughters	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	c. Parents	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	d. Fathers/Mothers in-law	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	e. Brothers/sisters in-law	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	f. Brothers/Sisters	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	g. Grandsons/granddaughters	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	h. Other family members	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	i. Other roommates	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
		1 2 3 4 5 6 7 8 ≥ 9
3. Don't know/No reply	<input type="checkbox"/>	

21. Legal status	1. Transit visa	<input type="checkbox"/>
	2. Tourist or short stay visa	<input type="checkbox"/>
	3. Residence visa	<input type="checkbox"/>
	4. Study permit	<input type="checkbox"/>
	5. Work permit	<input type="checkbox"/>
	6. Temporary stay permit	<input type="checkbox"/>
	7. Stay permit	<input type="checkbox"/>
	8. Temporary residence permit	<input type="checkbox"/>
	9. Permanent residence permit	<input type="checkbox"/>
	10. Residence card	<input type="checkbox"/>
	11. Refugee card	<input type="checkbox"/>

- | | |
|--|--------------------------|
| 12. Article 71 Process | <input type="checkbox"/> |
| 13. Other processes pending at the SEF | <input type="checkbox"/> |
| 14. Irregular | <input type="checkbox"/> |
| 15. Other. Indicate which | <input type="checkbox"/> |
| 16. Don't know/No reply | <input type="checkbox"/> |

B – CONTACT WITH CNAI OFFICES

- | | | |
|---|---|--------------------------|
| 22. How did you become aware of CNAI offices? <i>(tick only one answer – first contact with a CNAI office)</i> | 1. Through friends/acquaintances | <input type="checkbox"/> |
| | 2. Through information brochures. Where did you get them? | <input type="checkbox"/> |
| | 3. Through other institutions. Indicate which | <input type="checkbox"/> |
| | 4. Through an Association. Indicate which | <input type="checkbox"/> |
| | 5. Through newspapers/magazines. Indicate which | <input type="checkbox"/> |
| | 6. Through television. Indicate program | <input type="checkbox"/> |
| | 7. Through radio. Indicate program | <input type="checkbox"/> |
| | 8. Through outdoor advertising. Indicate where seen | <input type="checkbox"/> |
| | 9. Through the Internet | <input type="checkbox"/> |
| | 10. Other. Indicate which | <input type="checkbox"/> |
| | 11. Don't know/No reply | <input type="checkbox"/> |

- | | | |
|---|--|--------------------------|
| 23. How/ With whom did you come to a CNAI office for the first time? | 1. With family/friends/acquaintances | <input type="checkbox"/> |
| | 2. By yourself, on advice from family/friends/acquaintances | <input type="checkbox"/> |
| | 3. By yourself, on advice from an association/organisation. Indicate which | <input type="checkbox"/> |
| | 4. By yourself, on your own account | <input type="checkbox"/> |
| | 5. Other instance. Indicate which | <input type="checkbox"/> |
| | 6. Don't know/No reply | <input type="checkbox"/> |

- | | | |
|---|------------------------|--------------------------|
| 24. How many times have you visited a CNAI office? | 1. First time | <input type="checkbox"/> |
| | 2. 2-5 times | <input type="checkbox"/> |
| | 3. 6-10 times | <input type="checkbox"/> |
| | 4. 11-20 times | <input type="checkbox"/> |
| | 5. Over 20 times | <input type="checkbox"/> |
| | 6. Don't know/No reply | <input type="checkbox"/> |

- | | | |
|--|---|--------------------------|
| 25. Which issue (s) led you to visit a CNAI office for the first time? <i>(tick as many answers as necessary)</i> | 1. Own visa renewal | <input type="checkbox"/> |
| | 2. Visa renewal for family member | <input type="checkbox"/> |
| | 3. Healthcare related issues | <input type="checkbox"/> |
| | 4. Education related issues | <input type="checkbox"/> |
| | 5. Social Security related issues | <input type="checkbox"/> |
| | 6. Notifying the IGT offices of a work contract | <input type="checkbox"/> |

	7. Article 71 process	<input type="checkbox"/>
	8. Need for legal advice	<input type="checkbox"/>
	9. Need for social support	<input type="checkbox"/>
	10. Assistance with job search	<input type="checkbox"/>
	11. Assistance with family reunion	<input type="checkbox"/>
	12. Other issues. Indicate which	<input type="checkbox"/>
	13. Don't know/No reply	<input type="checkbox"/>
26. Which issues have already led you to visit a CNAI office since your first time till now? (tick as many answers as necessary)	1. Own visa renewal	<input type="checkbox"/>
	2. Visa renewal for family member	<input type="checkbox"/>
	3. Healthcare related issues	<input type="checkbox"/>
	4. Education related issues	<input type="checkbox"/>
	5. Social Security related issues	<input type="checkbox"/>
	6. Notifying the IGT offices of a work contract	<input type="checkbox"/>
	7. Article 71 process	<input type="checkbox"/>
	8. Need for legal advice	<input type="checkbox"/>
	9. Need for social support	<input type="checkbox"/>
	10. Assistance with job search	<input type="checkbox"/>
	11. Assistance with family reunion	<input type="checkbox"/>
	12. Other issues. Indicate which	<input type="checkbox"/>
	13. Don't know/No reply	<input type="checkbox"/>
27. Are you aware of all the services you can get/all institutions represented at a CNAI office?	1. Yes	<input type="checkbox"/>
	2. No	<input type="checkbox"/>
	3. Don't know/No reply	<input type="checkbox"/>
28. Which services/ support offices have you already used, since you visited a CNAI office for the first time? (or will still be using today) (tick as many answers as necessary)	1. Pre-sorting (obtaining service cards)	<input type="checkbox"/>
	2. Reception and Pre-sorting Office (GAT 1)	<input type="checkbox"/>
	3. Reception and Pre-sorting Office (GAT 2)	<input type="checkbox"/>
	4. Enquiries	<input type="checkbox"/>
	5. Legal Advisory Support Office (GAJI).	<input type="checkbox"/>
	6. Unit for Insertion in Active Life – Employment (UNIVA)	<input type="checkbox"/>
	7. Family Reunion Support Office (GARF)	<input type="checkbox"/>
	8. Social Support Office (GAS)	<input type="checkbox"/>
	9. Technical Support Office to Immigrant Associations (GATAI)	<input type="checkbox"/>
	10. Foreign Nationals and Border Services (SEF)	<input type="checkbox"/>
	11. Social Security (SS)	<input type="checkbox"/>
	12. Labour General Inspectorate (IGT)	<input type="checkbox"/>
	13. Ministry of Education (ME)	<input type="checkbox"/>
	14. Qualifications and Skills Accreditation Support Office	<input type="checkbox"/>
	15. Ministry of Health (MS)	<input type="checkbox"/>

16. SOS Immigrant Telephone Line ☐

17. Don't know/No reply ☐

29. Is there any service/type of assistance that you need but is not available at CNAI offices?

1. Yes ☐

2. No ☐

3. Don't know/No reply ☐

30. If you answered Yes, please indicate which:

1. _____

2. _____

3. _____

Don't know/No reply ☐

31. Prior to visiting a CNAI office, did you visit other counters of the same institutions/services (ex: SEF, Social Security, IGT, etc), elsewhere?

1. Yes ☐

2. No ☐

3. Don't know/No reply ☐

32. (If you answered Yes) How do you rate the assistance you received at those other offices when compared with the CNAI office?

1. I was better assisted elsewhere than at a CNAI office ☐

2. Makes no difference ☐

3. I am better assisted at a CNAI office than elsewhere ☐

4. Don't know/No reply ☐

33. (If you answered Yes) How do you rate efficiency in resolving your issues at those other offices when compared with the CNAI office?

1. It was easier to resolve my issues elsewhere than at a CNAI office ☐

2. Makes no difference ☐

3. It was easier to resolve my issues at a CNAI office than elsewhere ☐

4. Don't know/No reply ☐

34. Have you ever visited a Local Immigrant Support Centre (CLAI)?

1. Yes ☐

2. No ☐

3. Don't know/No reply ☐

35. If you answered Yes, please indicate which, and in which city (ies):

1. _____

2. _____

3. _____

4. _____

5. _____

Don't know/No reply ☐

C – LOCATION

- 36. Do you consider that the CNAI office is well located within the city?**
- | | |
|------------------------|--------------------------|
| 1. Yes | <input type="checkbox"/> |
| 2. No | <input type="checkbox"/> |
| 3. Don't know/No reply | <input type="checkbox"/> |

37. If you answered No, which area of the city would you like it to move to?

Don't know/No reply ☐

- 38. Do you believe there should be more CNAI offices available in Lisbon/ Porto?**
- | | |
|------------------------|--------------------------|
| 1. Yes | <input type="checkbox"/> |
| 2. No | <input type="checkbox"/> |
| 3. Don't know/No reply | <input type="checkbox"/> |

- 39. Do you believe that there should be more CNAI offices available in other cities/counties?**
- | | |
|------------------------|--------------------------|
| 1. Yes | <input type="checkbox"/> |
| 2. No | <input type="checkbox"/> |
| 3. Don't know/No reply | <input type="checkbox"/> |

40. If you answered Yes, please indicate which city (ies)/county (ies):

Don't know/No reply ☐

D – OPERATION / AVAILABLE SPACE

- 41. How do you rate the current office hours of the CNAI office?**
- | | |
|------------------------|--------------------------|
| 1. Most adequate | <input type="checkbox"/> |
| 2. Adequate | <input type="checkbox"/> |
| 3. Not very adequate | <input type="checkbox"/> |
| 4. Inadequate | <input type="checkbox"/> |
| 5. Don't know/No reply | <input type="checkbox"/> |

- 42. (If you answered 'Not very adequate' or 'Inadequate' to the previous question) Would you prefer longer office hours? (opening Saturdays – for the Lisbon CNAI office)**
- | | |
|------------------------|--------------------------|
| 1. Yes | <input type="checkbox"/> |
| 2. No | <input type="checkbox"/> |
| 3. Don't know/No reply | <input type="checkbox"/> |

- 43. In what language are you assisted at the CNAI office? (tick only the main language)**
- | | |
|-----------------------|--------------------------|
| 1. Capeverdean Creole | <input type="checkbox"/> |
| 2. Guinean Creole | <input type="checkbox"/> |
| 3. Ukrainian | <input type="checkbox"/> |
| 4. Romanian | <input type="checkbox"/> |
| 5. Russian | <input type="checkbox"/> |
| 6. English | <input type="checkbox"/> |
| 7. French | <input type="checkbox"/> |

	8. Portuguese	<input type="checkbox"/>
	9. Other. Indicate which	<input type="checkbox"/>
	10. Don't know/No reply	<input type="checkbox"/>
44. How do you rate the fact that you are being assisted by officers of immigrant origin?	1. Facilitates communication and increases your confidence	<input type="checkbox"/>
	2. Makes no difference	<input type="checkbox"/>
	3. Hinders communication and decreases your confidence	<input type="checkbox"/>
	4. Don't know/No reply	<input type="checkbox"/>
45. What is your degree of satisfaction with regard to the facilities in general?	Organisation/ cleanliness/ décor	
	1. Very pleasant	<input type="checkbox"/>
	2. Pleasant	<input type="checkbox"/>
	3. Not very pleasant	<input type="checkbox"/>
	4. Unpleasant	<input type="checkbox"/>
	5. Don't know/No reply	<input type="checkbox"/>
46. How do you rate the usefulness of the bar facility available at the CNAI office?	1. Very useful	<input type="checkbox"/>
	2. Useful	<input type="checkbox"/>
	3. Not very useful	<input type="checkbox"/>
	4. Useless	<input type="checkbox"/>
	5. Don't know/No reply	<input type="checkbox"/>
47. Do you use the bar?	1. Yes	<input type="checkbox"/>
	2. No	<input type="checkbox"/>
	3. Don't know/No reply	<input type="checkbox"/>
48. (If you answered Yes) How do you rate the bar on the following issues?	48.1. Organisation/ cleanliness/ décor of the bar	
	1. Very pleasant	<input type="checkbox"/>
	2. Pleasant	<input type="checkbox"/>
	3. Not very pleasant	<input type="checkbox"/>
	4. Unpleasant	<input type="checkbox"/>
	5. Don't know/No reply	<input type="checkbox"/>
	48.2. Degree of satisfaction vis-à-vis the services of the bar	
	1. Very satisfied	<input type="checkbox"/>
	2. Satisfied	<input type="checkbox"/>
	3. Not very satisfied	<input type="checkbox"/>
	4. Dissatisfied	<input type="checkbox"/>
	5. Don't know/No reply	<input type="checkbox"/>
49. (If you answered Yes) Do you visit the CNAI office only to meet people at the bar?	1. Yes	<input type="checkbox"/>
	2. No	<input type="checkbox"/>
	3. Don't know/No reply	<input type="checkbox"/>

50. How do you rate the children's playground at the CNAI office?	1. Very useful <input type="checkbox"/> 2. Useful <input type="checkbox"/> 3. Not very useful <input type="checkbox"/> 4. Useless <input type="checkbox"/> 5. Don't know/No reply <input type="checkbox"/>
51. Do you use the children's playground?	1. Yes <input type="checkbox"/> 2. No <input type="checkbox"/> 3. Don't know/No reply <input type="checkbox"/>
52. (If you answered Yes) How do you rate the children's playground on the following issues?	52.1. Organisation/ cleanliness/ décor of the children's playground 1. Very pleasant <input type="checkbox"/> 2. Pleasant <input type="checkbox"/> 3. Not very pleasant <input type="checkbox"/> 4. Unpleasant <input type="checkbox"/> 5. Don't know/No reply <input type="checkbox"/> 52.2 Degree of satisfaction vis-à-vis the children's playground 1. Very satisfied <input type="checkbox"/> 2. Satisfied <input type="checkbox"/> 3. Not very satisfied <input type="checkbox"/> 4. Dissatisfied <input type="checkbox"/> 5. Don't know/No reply <input type="checkbox"/>
53. How do you rate the usefulness of a CGD branch being available at the CNAI office?	1. Very useful <input type="checkbox"/> 2. Useful <input type="checkbox"/> 3. Not very useful <input type="checkbox"/> 4. Useless <input type="checkbox"/> 5. Don't know/No reply <input type="checkbox"/>
54. Do you use the CGD branch?	1. Yes <input type="checkbox"/> 2. No <input type="checkbox"/> 3. Don't know/No reply <input type="checkbox"/>
55. (If you answered Yes), Have you stopped using other CGD branches since you started visiting the CNAI office?	1. Yes <input type="checkbox"/> 2. No <input type="checkbox"/> 3. Don't know/No reply <input type="checkbox"/>
56. (If you answered Yes), Do you come to a CNAI office only to do your banking at CGD?	1. Yes <input type="checkbox"/> 2. No <input type="checkbox"/> 3. Don't know/No reply <input type="checkbox"/>
57. Are you aware that there is a document centre / Cyber centre at the CNAI office?	1. Yes <input type="checkbox"/> 2. No <input type="checkbox"/> 3. Don't know/No reply <input type="checkbox"/>

58. (If you answered Yes) Do you use the document centre / Cyber centre at the CNAI office?	1. Yes <input type="checkbox"/> 2. No <input type="checkbox"/> 3. Don't know/No reply <input type="checkbox"/>
59. (If you answered Yes) How do you rate the facilities of the document centre /Cyber centre inside the CNAI office?	1. Very good <input type="checkbox"/> 2. Good <input type="checkbox"/> 3. Acceptable <input type="checkbox"/> 4. Poor <input type="checkbox"/> 5. Don't know/No reply <input type="checkbox"/>
60. Have you used the toilets at the CNAI office?	1. Yes <input type="checkbox"/> 2. No <input type="checkbox"/> 3. Don't know/No reply <input type="checkbox"/>
61. (If you answered Yes) How do you rate the condition of the toilets available at the CNAI office?	1. Very good <input type="checkbox"/> 2. Good <input type="checkbox"/> 3. Acceptable <input type="checkbox"/> 4. Poor <input type="checkbox"/> 1. Very good <input type="checkbox"/>
62. Are you aware that there is a complaints book / suggestion box at the CNAI office?	1. Yes <input type="checkbox"/> 2. No <input type="checkbox"/> 3. Don't know/No reply <input type="checkbox"/>
63. Have you ever lodged a complaint or made a suggestion?	1. Yes <input type="checkbox"/> 2. No <input type="checkbox"/> 3. Don't know/No reply <input type="checkbox"/>
64. If you answered Yes, please indicate which.	
1.	_____
2.	_____
Don't know/No reply <input type="checkbox"/>	
65. Did you get any feedback?	1. Never got any feedback <input type="checkbox"/> 2. Received a reply, but nothing changed following on my complaint (s) or suggestion (s) <input type="checkbox"/> 3. Received a reply, and some of my complaints or suggestions were implemented <input type="checkbox"/> 4. Don't know/No reply <input type="checkbox"/>

E – EXPECTATIONS/ DIFFICULTIES/ QUALITY OF LIVING

66. Did the operation, conditions of the facilities, and the quality of service at the CNAI office meet the expectations you had when you first heard about CNAI offices?

66.1 Operation

- 1. Exceeded my expectations ☐
- 2. Met my expectations ☐
- 3. Failed to meet my expectations ☐
- 4. Don't know/No reply ☐

66.2 Condition of the facilities

- 1. Exceeded my expectations ☐
- 2. Met my expectations ☐
- 3. Failed to meet my expectations ☐
- 4. Don't know/No reply ☐

66.3 Quality of service

- 1. Exceeded my expectations ☐
- 2. Met my expectations ☐
- 3. Failed to meet my expectations ☐
- 4. Don't know/No reply ☐

67. Among the following issues, what are the main difficulties that you experience?

(tick a maximum of three boxes)

- 1. Language difficulties ☐
- 2. Cultural differences ☐
- 3. Difficulty in dealing with the staff ☐
- 4. Difficulty in dealing with other users ☐
- 5. Office hours ☐
- 6. Waiting times ☐
- 7. Lack of certain services ☐
- 8. Distance from residence/workplace ☐
- 9. Practices / complex procedures ☐
- 10. Don't know/No reply ☐

68. (If you ticked language difficulties), How do you rate your difficulties in that regard?

- 1. I have great difficulty in communicating ☐
- 2. I have some difficulty in communicating ☐
- 3. Don't know/No reply ☐

69. What are your recommendations to further improve the service?

Don't know/No reply ☐

70. In general, how do you feel about the CNAI office having changed your quality of living?

- 1. Enhanced my quality of living ☐
- 2. No change ☐
- 3. Worsened my quality of living ☐
- 4. Don't know/No reply ☐

SORTING SERVICES

- | | | |
|--|---|--------------------------|
| 71. How do you rate your degree of satisfaction with regard to waiting times? | 1. Very satisfied | <input type="checkbox"/> |
| | 2. Satisfied | <input type="checkbox"/> |
| | 3. Not very satisfied | <input type="checkbox"/> |
| | 4. Dissatisfied | <input type="checkbox"/> |
| | 5. Don't know/No reply | <input type="checkbox"/> |
|
 | | |
| 72. How do you rate your degree of satisfaction with regard to friendliness of service? | 1. Very satisfied | <input type="checkbox"/> |
| | 2. Satisfied | <input type="checkbox"/> |
| | 3. Not very satisfied | <input type="checkbox"/> |
| | 4. Dissatisfied | <input type="checkbox"/> |
| | 5. Don't know/No reply | <input type="checkbox"/> |
|
 | | |
| 73. How do you rate your relation with the employees? | 1. Very close | <input type="checkbox"/> |
| | 2. Close | <input type="checkbox"/> |
| | 3. Distant | <input type="checkbox"/> |
| | 4. Very distant | <input type="checkbox"/> |
| | 5. Don't know/No reply | <input type="checkbox"/> |
|
 | | |
| 74. How do you rate the efficacy of their routing with respect to your requirements? | 1. Most adequate | <input type="checkbox"/> |
| | 2. Adequate | <input type="checkbox"/> |
| | 3. Not very adequate | <input type="checkbox"/> |
| | 4. Inadequate | <input type="checkbox"/> |
| | 5. Don't know/No reply | <input type="checkbox"/> |
|
 | | |
| 75. Have you ever been misdirected because your requirements were poorly understood? | 1. Yes, it's happened before | <input type="checkbox"/> |
| | 2. No, never happened | <input type="checkbox"/> |
| | 3. Don't know/No reply | <input type="checkbox"/> |
|
 | | |
| 76. How do you rate how easy or difficult it is to understand the operation of the service card system? | 1. It's very difficult to understand | <input type="checkbox"/> |
| | 2. I have some difficulty in understanding it | <input type="checkbox"/> |
| | 3. It's not that difficult to understand | <input type="checkbox"/> |
| | 4. It's not difficult to understand at all | <input type="checkbox"/> |
| | 5. Don't know/No reply | <input type="checkbox"/> |

ENQUIRIES

- | | | |
|--|------------------------|--------------------------|
| 77. How do you rate your degree of satisfaction with regard to waiting times? | 1. Very satisfied | <input type="checkbox"/> |
| | 2. Satisfied | <input type="checkbox"/> |
| | 3. Not very satisfied | <input type="checkbox"/> |
| | 4. Dissatisfied | <input type="checkbox"/> |
| | 5. Don't know/No reply | <input type="checkbox"/> |

- 78. How do you rate your degree of satisfaction with regard to friendliness of service?**
- 1. Very satisfied ☐
 - 2. Satisfied ☐
 - 3. Not very satisfied ☐
 - 4. Dissatisfied ☐
 - 5. Don't know/No reply ☐
- 79. How do you rate your relation with the employees?**
- 1. Very close ☐
 - 2. Close ☐
 - 3. Distant ☐
 - 4. Very distant ☐
 - 5. Don't know/No reply ☐
- 80. How do you rate the adequacy of the information supplied?**
- 1. They give you immediately all the information you need ☐
 - 2. They give you the information you need, but not immediately ☐
 - 3. They do not give you the information you need ☐
 - 4. Don't know/No reply ☐

ACIME SUPPORT OFFICES / PUBLIC ADMINISTRATION INSTITUTIONS

- 81. How do you rate your degree of satisfaction with regard to waiting times?**
- 1. Very satisfied ☐
 - 2. Satisfied ☐
 - 3. Not very satisfied ☐
 - 4. Dissatisfied ☐
 - 5. Don't know/No reply ☐
- 82. How do you rate your degree of satisfaction with regard to friendliness of service?**
- 1. Very satisfied ☐
 - 2. Satisfied ☐
 - 3. Not very satisfied ☐
 - 4. Dissatisfied ☐
 - 5. Don't know/No reply ☐
- 83. How do you rate your relation with the employees?**
- 1. Very close ☐
 - 2. Close ☐
 - 3. Distant ☐
 - 4. Very distant ☐
 - 5. Don't know/No reply ☐
- 84. How do you rate your degree of confidence that the employees will effectively resolve your situation?**
- 1. Highly confident ☐
 - 2. Mildly confident ☐
 - 3. Not very confident ☐
 - 4. No confidence ☐
 - 5. Don't know/No reply ☐

- 85. How do you rate your degree of satisfaction with the way the employees explained to you all the necessary procedures to resolve your issue (s) or situation (s)?**
- | | |
|------------------------|--------------------------|
| 1. Very satisfied | <input type="checkbox"/> |
| 2. Satisfied | <input type="checkbox"/> |
| 3. Not very satisfied | <input type="checkbox"/> |
| 4. Dissatisfied | <input type="checkbox"/> |
| 5. Don't know/No reply | <input type="checkbox"/> |
- 86. How do you rate their effort in explaining to you all the necessary procedures to resolve your issue (s) or situation (s)?**
- | | |
|------------------------|--------------------------|
| 1. Adequate | <input type="checkbox"/> |
| 2. Inadequate | <input type="checkbox"/> |
| 3. Don't know/No reply | <input type="checkbox"/> |
- 87. To what degree do you consider that you were well informed/ counselled/ assisted in order to resolve your issue (s) or situation (s)?**
- | | |
|--|--------------------------|
| 1. Very well informed/counselled/assisted | <input type="checkbox"/> |
| 2. Adequately informed/counselled/assisted | <input type="checkbox"/> |
| 3. Inadequately informed/counselled/assisted | <input type="checkbox"/> |
| 4. Very poorly informed/counselled/assisted | <input type="checkbox"/> |
| 5. Don't know/No reply | <input type="checkbox"/> |
- 88. Have you already succeeded in resolving your issue (s) or situation (s) at the (indicate name of applicable office)?**
- | | |
|------------------------|--------------------------|
| 1. Yes | <input type="checkbox"/> |
| 2. No | <input type="checkbox"/> |
| 4. Don't know/No reply | <input type="checkbox"/> |
- 89. In general, how do you rate the office's quickness in resolving your issue (s) or situation (s) at the (indicate name of applicable office)?**
- | | |
|------------------------|--------------------------|
| 1. Very quickly | <input type="checkbox"/> |
| 2. Quickly | <input type="checkbox"/> |
| 3. Slowly | <input type="checkbox"/> |
| 4. Very slowly | <input type="checkbox"/> |
| 5. Don't know/No reply | <input type="checkbox"/> |

SOS IMMIGRANT TELEPHONE LINE

- 90. How do you rate your degree of satisfaction with regard to waiting times on the line?**
- | | |
|------------------------|--------------------------|
| 1. Very satisfied | <input type="checkbox"/> |
| 2. Satisfied | <input type="checkbox"/> |
| 3. Not very satisfied | <input type="checkbox"/> |
| 4. Dissatisfied | <input type="checkbox"/> |
| 5. Don't know/No reply | <input type="checkbox"/> |
- 91. How do you rate your degree of satisfaction with regard to friendliness of service?**
- | | |
|------------------------|--------------------------|
| 1. Very satisfied | <input type="checkbox"/> |
| 2. Satisfied | <input type="checkbox"/> |
| 3. Not very satisfied | <input type="checkbox"/> |
| 4. Dissatisfied | <input type="checkbox"/> |
| 5. Don't know/No reply | <input type="checkbox"/> |

92. How do you rate your degree of confidence in the operators?	1. Highly confident	<input type="checkbox"/>
	2. Mildly confident	<input type="checkbox"/>
	3. Not very confident	<input type="checkbox"/>
	4. No confidence	<input type="checkbox"/>
	5. Don't know/No reply	<input type="checkbox"/>
93. To what extent do you consider that you were well informed/ counselled/ assisted/routed by the SOS Immigrant Telephone Line in order to resolve your issue (s)?	1. Very well informed/counselled/assisted/routed	<input type="checkbox"/>
	2. Adequately informed/counselled/assisted/routed	<input type="checkbox"/>
	3. Inadequately informed/counselled/assisted/routed	<input type="checkbox"/>
	4. Very poorly informed/counselled/assisted/routed	<input type="checkbox"/>
	5. Don't know/No reply	<input type="checkbox"/>
94. How do you rate your degree of satisfaction with the answers to your enquiries?	1. Very satisfied	<input type="checkbox"/>
	2. Satisfied	<input type="checkbox"/>
	3. Not very satisfied	<input type="checkbox"/>
	4. Dissatisfied	<input type="checkbox"/>
	5. Don't know/No reply	<input type="checkbox"/>
95. In general, how do you rate the SOS Immigrant Telephone Line's quickness in replying to your enquiries?	1. Very quickly	<input type="checkbox"/>
	2. Quickly	<input type="checkbox"/>
	3. Slowly	<input type="checkbox"/>
	4. Very slowly	<input type="checkbox"/>
	5. Don't know/No reply	<input type="checkbox"/>

➤ **SAMPLE CHARACTERISTICS**

When analysing the survey data with regard to the sociographics of the immigrants surveyed, it is necessary to take into consideration that some of the respondents came from a background of fear, arising from the precariousness or even an unstable legal status in many instances, which may have led such respondents to have reservations in truthfully replying to some of the questions. Having said that, we now proceed to present the main characteristics of the sample surveyed at the Lisbon and Porto CNAI offices.

The distribution of the sample per gender, ethnic group, and nationality has already been presented in Tables II and III, and we will now discuss the remaining indicators. In the first place, it is to be noted that the majority of the respondents

had but recently arrived in Portugal, and this was the case both in Lisbon and Porto. More than half the sample had arrived in the country between 1999 and 2001, and the next largest contingent had arrived between 2002 and 2004 (See Table V), which feature derives from the fact that the majority of the represented nationalities coincides with the most recent trends derived from data on immigration to Portugal. In effect, the most recent trends in this phenomenon reveal recent large inflows of populations originating from Eastern European countries – and from the Ukraine, in particular – and from Brazil, and immigrants from those countries represent a major slice of the users of National Immigrant Support Centres.

[Table V] Respondents' year of arrival in Portugal – Lisbon and Porto CNAI offices

	<i>LISBON</i>		<i>PORTO</i>	
	<i>TOTAL</i>	<i>%</i>	<i>TOTAL</i>	<i>%</i>
<i>Born in Portugal</i>	1	0.4	–	–
<i>Arriving on or before 1990</i>	5	2.0	–	–
<i>Arriving 1991-1995</i>	6	2.4	1	2.0
<i>Arriving 1996-1998</i>	19	7.6	4	8.0
<i>Arriving 1999-2001</i>	134	53.6	34	68.0
<i>Arriving 2002-2004</i>	69	27.6	8	16.0
<i>Arriving 2005-2006</i>	16	6.4	3	6.0
TOTAL	250	100.0	50	100.0

As concerns marital status, the majority of respondents at the Lisbon CNAI office were split between married (38.8%) and single (34.8%) immigrants. At the Porto CNAI office, over 50% of respondents were married (See Table VI).

[Table VI] respondents' marital status – Lisbon and Porto CNAI offices

	<i>LISBON</i>		<i>PORTO</i>	
	<i>TOTAL</i>	<i>%</i>	<i>TOTAL</i>	<i>%</i>
<i>Single</i>	87	34.8	10	20.0
<i>Married</i>	97	38.8	27	54.0
<i>Living together</i>	43	17.2	9	18.0
<i>Divorced</i>	8	3.2	4	8.0
<i>Legally separated</i>	10	4.0	–	–
<i>Widowed</i>	5	2.0	–	–
TOTAL	250	100.0	50	100.0

The percentage of immigrants having no family in Portugal is not meaningless, which fact ties in with the fact that a large portion of those immigrants have only

recently arrived in Portugal (See Table VII). In turn, and as was to be expected, the respondents having the largest number of family members living in Portugal are mostly immigrants originating from African Portuguese-speaking Countries (“PALOP”), who have been residing in the country for longer, and also including some Brazilians. In particular, Capeverdeans and Angolans are those who, in terms of the total sample, were the earliest arrivals in Portugal, and, similarly, are also the ones having the largest number of family members living in the country.

[Table VII] Respondents’ number of family members living in Portugal – Lisbon and Porto CNAI offices

	<i>LISBON</i>		<i>PORTO</i>	
	<i>TOTAL</i>	<i>%</i>	<i>TOTAL</i>	<i>%</i>
<i>None</i>	44	17.6	12	24.0
<i>1-2</i>	98	39.2	25	50.0
<i>3-4</i>	57	22.8	5	10.0
<i>5-6</i>	32	12.8	7	14.0
<i>7-8</i>	7	2.8	–	–
<i>9-10</i>	4	1.6	–	–
<i>Over 10</i>	8	3.2	1	2.0
TOTAL	250	100.0	50	100.0

The next two Tables show the distribution of users of the Lisbon and Porto CNAI offices according to county of residence and location of workplace.

[Table VIII] Respondents’ county of residence and location of workplace – Porto CNAI office

<i>County</i>	<i>Residence</i>		<i>Location of workplace</i>	
	<i>TOTAL</i>	<i>%</i>	<i>TOTAL</i>	<i>%</i>
<i>Felgueiras</i>	1	2.0	1	3.0
<i>Gondomar</i>	6	12.0	1	3.0
<i>Maia</i>	3	6.0	2	6.1
<i>Matosinhos</i>	5	10.0	3	9.1
<i>Porto</i>	18	36.0	15	45.5
<i>Póvoa de Varzim</i>	3	6.0	3	9.1
<i>Santa Maria da Feira</i>	2	4.0	–	–
<i>Trofa</i>	1	2.0	4	12.1
<i>Valongo</i>	2	4.0	–	–
<i>Vila do Conde</i>	1	2.0	–	–
<i>Vila Nova de Gaia</i>	8	16.0	3	9.1
<i>(Other)</i>	–	–	1	3.0
TOTAL	50	100.0	33	100.0

[Table IX] Respondents' County of residence and location of workplace – Lisbon CNAI office

<i>County</i>	<i>Residence</i>		<i>Location of workplace</i>	
	<i>TOTAL</i>	<i>%</i>	<i>TOTAL</i>	<i>%</i>
<i>Alcochete</i>	1	0.4	1	0.4
<i>Alenquer</i>	4	1.6	4	1.8
<i>Almada</i>	13	5.2	8	3.6
<i>Amadora</i>	17	6.8	13	5.8
<i>Arruda dos Vinhos</i>	2	0.8	—	—
<i>Azambuja</i>	1	0.4	1	0.4
<i>Barreiro</i>	3	1.2	—	—
<i>Benavente</i>	1	0.4	1	0.4
<i>Cascais</i>	18	7.2	21	9.4
<i>Évora</i>	1	0.4	—	—
<i>Lisbon</i>	76	30.4	96	42.9
<i>Loures</i>	17	6.8	15	6.7
<i>Mafra</i>	2	0.8	3	1.3
<i>Moita</i>	—	—	1	0.4
<i>Montijo</i>	2	0.8	2	0.9
<i>Odivelas</i>	19	7.6	3	1.3
<i>Oeiras</i>	11	4.4	14	6.3
<i>Palmela</i>	1	0.4	1	0.4
<i>Porto</i>	—	—	1	0.4
<i>Seixal</i>	12	4.8	7	3.1
<i>Sintra</i>	39	15.6	17	7.6
<i>Torres Vedras</i>	—	—	2	0.9
<i>Vila Franca de Xira</i>	9	3.6	7	3.1
<i>Vila Nova de Gaia</i>	1	0.4	—	—
<i>(Other)</i>	—	—	6	2.7
TOTAL	250	100.0	224	100.0

Although there are a few significant percentages of respondents residing in other counties, the largest percentage of respondents resides in Porto and Lisbon counties, respectively.

The legal status of the respondents is, naturally, related to the type of visa or permit that can be handled at each National Immigrant Support Centre. Therefore, and since the SEF offices at the CNAI offices specialises in issuing stay permits in particular, that tends to be the most common requirement among the surveyed immigrants. In Lisbon, there are significant numbers of processes falling under Article 71, and in Porto, there are significant numbers of residence permit applications, since these are requirements that are specifically processed by those offices (See Table X).

[Table X] Respondents' legal status – Lisbon and Porto CNAI offices

	<i>LISBON</i>		<i>PORTO</i>	
	<i>TOTAL</i>	<i>%</i>	<i>TOTAL</i>	<i>%</i>
<i>Tourist or short stay visit</i>	1	0.4	—	—
<i>Study permit</i>	1	0.4	—	—
<i>Work permit</i>	18	7.2	—	—
<i>Temporary stay visa</i>	4	1.6	1	2.0
<i>Stay permit</i>	163	65.2	35	70.0
<i>Residence permit</i>	12	4.8	6	12.0
<i>Article 71 Process</i>	37	14.8	2	4.0
<i>Other processes pending at the SEF office</i>	1	0.4	—	—
<i>Irregular</i>	13	5.2	5	10.0
<i>U.E. citizen</i>	—	—	1	2.0
TOTAL	250	100.0	50	100.0

As concerns the academic qualifications indicator, the levels of schooling represented in the sample are relatively high, and there were significant numbers of immigrants holding high school diplomas or even university graduate degrees, both at the Lisbon and Porto CNAI offices.

[Table XI] Respondents' level of schooling – Lisbon and Porto CNAI offices

	<i>LISBON</i>		<i>PORTO</i>	
	<i>TOTAL</i>	<i>%</i>	<i>TOTAL</i>	<i>%</i>
<i>Illiterate</i>	1	0.4	—	—
<i>Can read and write</i>	2	0.8	—	—
<i>Basic schooling, Standard 1</i>	9	3.6	3	6.0
<i>Basic schooling, Standard 2</i>	16	6.4	6	12.0
<i>Basic schooling, Standard 3</i>	68	27.2	9	18.0
<i>Standard 11</i>	32	12.8	3	6.0
<i>High school diploma</i>	91	36.4	13	26.0
<i>University graduate degree</i>	29	11.6	14	28.0
<i>Post-graduate degree</i>	2	0.8	1	2.0
<i>Masters degree</i>	—	—	1	2.0
TOTAL	250	100.0	50	100.0

In this instance, it is also interesting to analyse the distribution of levels of schooling per nationality. Moldavians reflected the highest level of schooling (76.2% had a High School diploma and a graduate degree), followed by Ukrainians (48.3% with a High School diploma, and 31% with a graduate degree), and Romanians, with respect to High School diplomas (72%). The lowest levels of schooling (which do not reach Basic Schooling, Standard 3) correspond to Capeverdeans, Guineans, and, to a lesser extent, Angolans.

[Table XII] Respondents' level of schooling, per nationality – Lisbon and Porto CNAI offices

	Illiterate	Can read and write	Standard 1	Standard 2	Standard 3	Standard 11 schooling	High School diploma	Graduate degree	Post-graduate degree	Masters degree	TOTAL
	TOTAL %	TOTAL %	TOTAL %	TOTAL %	TOTAL %	TOTAL %	TOTAL %	TOTAL %	TOTAL %	TOTAL %	TOTAL %
<i>Brazilian</i>	–	–	2 2.4	4 4.7	23 27.1	16 18.8	31 36.5	8 9.4	–	1 1.2	85 100.0
<i>Ukrainian</i>	–	–	–	–	5 8.6	6 10.3	28 48.3	18 31.0	1 1.7	–	58 100.0
<i>Capeverdean</i>	–	1 2.9	9 26.5	5 14.7	15 44.1	1 2.9	3 8.8	–	–	–	34 100.0
<i>Angolan</i>	–	–	–	6 20.0	12 40.0	3 10.0	6 20.0	3 10.0	–	–	30 100.0
<i>Romanian</i>	–	–	–	–	4 16.0	2 8.0	18 72.0	1 4.0	–	–	25 100.0
<i>Moldovan</i>	–	–	–	–	3 14.3	2 9.5	8 38.1	8 38.1	–	–	21 100.0
<i>Guinean (Guinea-Bissau)</i>	1 6.3	–	1 6.3	4 25.0	4 25.0	3 18.8	3 18.8	–	–	–	16 100.0
<i>Sao Tomean</i>	–	–	–	2 13.3	10 66.7	1 6.7	2 13.3	–	–	–	15 100.0
<i>Other</i>	–	1 6.3	–	1 6.3	1 6.3	1 6.3	5 31.3	5 31.3	2 12.5	–	16 100.0
TOTAL	1 0.3	2 0.7	12 4.0	22 7.3	77 25.7	35 11.7	104 34.7	43 14.3	3 1.0	1 0.3	300 100.0

As concerns professions, it can be noted that the great majority of respondents conducts a professional activity. That rate is higher among users of the Lisbon CNAI office than among users of the Porto office, and the 24% of unemployed respondents at the latter (See Table XIII) deserves highlight. Those that indicated that they were searching for a first job are, in turn, individuals who have just arrived in Portugal. The fact that out of a total of 29 respondents in Lisbon and Porto who stated that they were unemployed, 12 were Angolans (See Table XIV), equally deserves highlight.

[Table XIII] Respondents' professional status – Lisbon and Porto CNAI offices

	<i>LISBON</i>		<i>PORTO</i>	
	TOTAL	%	TOTAL	%
<i>Employed</i>	222	89.2	34	68.0
<i>Doing the household work</i>	1	0.4	1	2.0
<i>Studying</i>	3	1.2	–	–
<i>Working and studying</i>	2	0.8	–	–
<i>Searching for first job</i>	1	0.4	1	2.0
<i>Unemployed</i>	17	6.8	12	24.0
<i>With disability (temporarily or permanently disabled for work)</i>	–	–	2	4.0
<i>No occupation</i>	3	1.2	–	–
TOTAL	249	100.0	50	100.0

[Table XIV] Unemployed respondents, per nationality – Lisbon and Porto CNAI offices

	<i>Unemployed</i>	
	<i>TOTAL</i>	<i>%</i>
<i>Brazilian</i>	4	13.8
<i>Ukrainian</i>	4	13.8
<i>Capeverdean</i>	1	3.4
<i>Angolan</i>	12	41.4
<i>Romanian</i>	1	3.4
<i>Moldavian</i>	2	6.9
<i>Guinean (Guinea-Bissau)</i>	3	10.3
<i>Bulgarian</i>	1	3.4
<i>Kazakhstani</i>	1	3.4
TOTAL	29	100.0

Among the 236 respondents at the Lisbon CNAI office who hold or have held a job, 232 are salaried. Only one Brazilian was self-employed, and three respondents (a Brazilian, a Romanian, and a Nepalese) owned their own business. In turn, the entire sample of respondents at the Porto CNAI office consisted of salaried workers (46 respondents)²⁶.

Lastly, and as concerns the actual professions of respondents, the most common profession was represented by building and construction workers, followed by catering and hotel workers. There were also significant numbers of respondents employed as office cleaners and domestic workers, and the latter consist exclusively of women from Moldavian, Capeverdian, Ukrainian, Angolan, Sao Tomean, Guinean, Russian, and Philippine extraction. Guineans are, in turn, the most numerous respondents working in the building and construction sector, followed by Moldavians, Capeverdeans, Romanians, and Ukrainians. The senior staff and intellectual, scientific, and technical staff, were, in turn, mostly from Brazilian, Angolan, and Ukrainian extraction, although in significantly smaller numbers (See Tables XV and XVI)

²⁶ The total number of respondents answering the question on their working status corresponds to the sum of those who hold a job and those who are unemployed, since those have rather replied to the question in respect of their last position held (with the exception of two respondents at the Lisbon CNAI office).

[Table XV] Respondents' profession – Lisbon and Porto CNAI offices

	<i>LISBON</i>		<i>PORTO</i>	
	<i>TOTAL</i>	<i>%</i>	<i>TOTAL</i>	<i>%</i>
<i>1.Senior staff and managers/ Intellectual and scientific workers</i>	5	2.1	2	4.3
<i>2.Technical and professional staff – middle management</i>	12	5.1	3	6.5
<i>3.Commerce and similar staff (sales people/shop attendants)</i>	21	8.9	2	4.3
<i>4.Catering and hotel staff (waiters/counter staff/kitchen staff)</i>	37	15.7	8	17.4
<i>5.Services staff (other)</i>	19	8.1	4	8.7
<i>6.Office cleaning staff</i>	24	10.2	3	6.5
<i>7.Domestic workers</i>	23	9.7	2	4.3
<i>8.Agricultural workers</i>	5	2.1	—	—
<i>9.Manufacturing industry, craftsmen, and similar workers</i>	16	6.8	3	6.5
<i>10.Building and construction workers</i>	74	31.4	19	41.3
TOTAL	236	100.0	46	100.0

[Table XVI] Respondents' profession, per nationality – Lisbon and Porto CNAI offices ²⁷

	1	2	3	4	5	6	7	8	9	10	TOTAL
	<i>TOTAL %</i>	<i>TOTAL %</i>	<i>TOTAL %</i>	<i>TOTAL %</i>	<i>TOTAL %</i>	<i>TOTAL %</i>	<i>TOTAL %</i>	<i>TOTAL %</i>	<i>TOTAL %</i>	<i>TOTAL %</i>	<i>TOTAL %</i>
<i>Brazilian</i>	6 7.8	5 6.5	12 15.6	16 20.8	8 10.4	6 7.8	—	—	6 7.8	18 23.4	77 100.0
<i>Ukrainian</i>	—	5 9.1	4 7.3	5 9.1	5 9.1	7 12.7	5 9.1	3 5.5	3 5.5	18 32.7	55 100.0
<i>Capeverdean</i>	—	—	—	5 15.6	3 9.4	4 12.5	6 18.8	—	1 3.1	13 40.6	32 100.0
<i>Angolan</i>	—	3 10.7	3 10.7	6 21.4	—	2 7.1	3 10.7	—	3 10.7	8 28.6	28 100.0
<i>Romanian</i>	1 4.3	—	2 8.7	6 26.1	2 8.7	—	—	1 4.3	2 8.7	9 39.1	23 100.0
<i>Moldovan</i>	—	1 4.8	—	2 9.5	3 14.3	—	5 23.8	1 4.8	—	9 42.9	21 100.0
<i>Guinean (Guinea-Bissau)</i>	—	—	—	1 6.3	1 6.3	4 25.0	1 6.3	—	1 6.3	8 50.0	16 100.0
<i>Sao Tomean</i>	—	1 6.7	1 6.7	1 6.7	1 13.3	2 6.7	3 20.0	—	2 13.3	4 26.7	15 100.0
<i>Other</i>	—	—	1 6.7	3 20.0	—	2 13.3	2 13.3	—	1 6.7	6 40.0	15 100.0
TOTAL	7 2.5	15 5.3	23 8.2	45 16.0	23 8.2	27 9.6	25 8.9	5 1.8	19 6.7	93 33.0	282 100.0

²⁷ The figures presented in each column pertain to the professional categories listed in the preceding Table.

APPENDIX 4

List of documentation consulted and analysed

Documentation issued by the High Commission for Migration and Ethnic Minorities:

- ACIME (2005a), *Immigrant Reception and Integration – Three Years Serving Immigrants and Ethnic Minorities*, Activity Report 2002-2005.

http://www.ACIME.gov.pt/docs/Publicacoes/RelatorioActividades1/REL_ACTIVIDADES.pdf

- ACIME (2005b), *Immigrant Reception and Integration: More and Better*, Plan of Activities 2005/2008

<http://www.ACIME.gov.pt/docs/ACIME/AC.RM/Plano%20de%20Actividades.pdf>

- ACIME, *Information Bulletins* nos. 5, 6, 9, 17, 19, 21, 22, 23, 27, 28, 29.

http://www.ACIME.gov.pt/modules.php?name=Downloads&d_op=viewdownload&cid=23

- ACIME, *Immigration Statistics* 2005

http://www.ACIME.gov.pt/docs/GEE/Estatisticas_GEE_2005.pdf

Documentation issued by National Immigrant Support Centres:

- User assistance statistics (Lisbon and Porto CNAI offices)
- Socio-cultural mediator procedure manual (CNAI Lisbon)
- National Immigrant Support Centre Cooperation Agreement (CNAI Lisbon)

Legislation:

- Act no. 105/2001 of 31 August 2001
- Act no. 4/2004 of 15 January 2004
- Decree-Law no. 3-A/96 of 26 January 1996
- Decree-Law no. 251/2002 of 22 November 2002
- Decree-Law no. 27/2005 of 4 February 2005
- Regulatory Decree no. 6/2004 of 26 April 2004

Other documentation:

- DELOITTE, *Good Practices in the Public Sector Award 2005*

<http://www.boaspraticas.com/BoasPraticas/Redacao/2005/42/Vencedores.htm>

- MIGRATION POLICY GROUP (GPM) (2004), *Integration Manual for Professionals and Policy-makers*, European Commission, Directorate-General Justice, Liberty, and Safety.

http://www.ACIME.gov.pt/docs/Publicacoes/Manual_Integracao.pdf

- EQUAL COMMUNITY INITIATIVE (2006), *Social and Professional Integration of Immigrants, Refugees, and Ethnic Minorities*, Coleção Disseminar no. 5.

<http://www.equal.pt/Documentos/publicacao/Disseminar%205.pdf>

APPENDIX 5

List of acronyms and their meaning

Acronyms

CNAI	<i>Centro Nacional de Apoio ao Imigrante</i> (National Immigrant Support Centres)
ACIME	<i>Alto Comissariado para as Migrações e Minorias Étnicas</i> (High Commission for Immigration and Ethnic Minorities)
CLAI	<i>Centro Local de Apoio ao Imigrante</i> (Local Immigrant Support Centres)
CLAII	<i>Centro Local de Apoio à integração do Imigrante</i> (Local Immigrant Integration Support Centres)
SEF	<i>Serviço de Estrangeiros e Fronteiras</i> (Foreign Nationals and Border Services)
IGT	<i>Inspecção-Geral do Trabalho</i> (Labour General Inspectorate)
GAJI	<i>Gabinete de Apoio Jurídico ao Imigrante</i> (Legal Advisory Services for Immigrants)
UNIVA	<i>Unidade de Inserção na Vida Activa</i> (Unit for insertion in Active Life – Employment)
GARF	<i>Gabinete de Apoio ao Reagrupamento Familiar</i> (Family Reunion Support Office)
GAS	<i>Gabinete de Apoio Social</i> (Social Support Office)
GAT	<i>Gabinete de Acolhimento e Triagem</i> (Reception and Sorting Office)
GATAI	<i>Gabinete de Apoio Técnico às Associações de Imigrantes</i> (Technical Support Office to Immigrant Associations)
SS	<i>Segurança Social</i> (Social Security)
ME	<i>Ministério da Educação</i> (Ministry of Education)
MS	<i>Ministério da Saúde</i> (Ministry of Health)