



# **LEI - Language, Environment,**

# **BASELINE AUDIT AND NEEDS ANALYSIS PORTUGAL REPORT**

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# INHOLD

## 1. National situation, the phenomeana of Refugees, migrants and ESL

As stated by the National Education Council (CNE), Portugal has long been involved and has participated in international studies, in the field of education:

- all fifth editions of PISA - (International Student Assessment Program) beginning in 2000;
- in three TIMMS studies (Trends in International Teaching of Mathematics and Sciences) that began in 1995;
- one participation TIMMS Advanced, also from 1995;
- PIRLS (Progress in International Reading Literacy Study) beginning in 2001.

### Refugees

Data on refugees differ in their sources, partly because of the period to which they relate and the situations in which they occur. Thus, the Portuguese Council for Refugees (CPR) states that:

- In the first half of 2017, there were 457 spontaneous requests for international protection sent to Borders and Foreign Services (SEF). In this total, there were 43 different nationalities, being more relevant the 78 China requests, 57 are from Ukraine and 49 from Angola. In terms of gender, 288 requests belonged to men (63% of the total) and 169 women (37%). In the same period, there were also registered 23 requests for asylum by unaccompanied minors.
- The 457 applications for spontaneous protection submitted represent an increase of 59% compared to the previous year, during which, 288 asylum applications were lodged.
- Since December 2016, 1329 applicants have arrived in Portugal under the National Replacement Program, with the most expressive nationalities being Eritrea and Syria.

Summarizing, in Portugal in total, 1,786 international protection applications have been submitted.

At the end of 2017, the Portuguese Parliament requested a report from the Portuguese Government on the evaluation of the Portuguese policy on the reception of refugees from the relocation program. This report, prepared in a short time and criticized for presenting many flaws, has been delivered to the Assembly of the Republic and indicates that:

- between December 17, 2015, and November 29, 2017, 1,520 people arrived in Portugal, of whom about 51% left the country;
- of these 768 refugees who left the country, integrating so-called "secondary movements", 79 (5%) returned to Portugal, meaning that 689 people are currently absent from the country (45%), states the report.

In the document, the Government justifies this abandonment with difficulties in language learning and cultural adaptation, as well as the non-existence in Portugal of communities from Syria, Iraq,

and Eritrea, the countries of origin of these citizens. Some authors have already mentioned these blocks in the provisional results of the studies that are still ongoing. "Portugal was not the first choice for some applicants when they were transferred from the transit countries (Greece and Italy)."

According to the report, Portugal is currently the sixth country in the European Union with the largest number of refugees under the resettlement program. It received 1,520 citizens, 1,190 from Greece and 330 from Italy. Of these, 261 are households and 533 are minors, with the majority of refugees from Syria (833), Iraq (338) and Eritrea (311), with a strong presence of young and isolated men. The 1,520 refugees were received in a decentralized way in 98 municipalities from north to south of the country.

In this evaluation, the Government states that in March 2017, Portugal hosted five unaccompanied minors with Afghan nationality, who were not included in the relocation program because they were "not eligible for nationality by the European Union". Moreover, the Government also refers that 29 births have been recorded and that refugees take an average of about a year to complete their legalization process.

The report also indicates that 50% of working-age refugees are in vocational training or employment, 98% attend classes in Portuguese, 100% have access to health care, all children attend school and 55% of those who finished the institutional reception period became self-sufficient and did not require any additional support.

The state offers 18 months of free housing, a monthly stipend of 150 euros for each migrant, and access to language classes to integrate new arrivals into Portuguese society.<sup>1</sup>

The High Commissioner for Migration is promoting, since January 2018 and for 10 weeks, an initiative to train refugees to project development in order to help them create their own employment in Portugal. These training sessions will be conducted in Portuguese, by trainers or consultants specialized in supporting business creation and simultaneously translated into Arabic by a professional translator.

During the sessions, participants will have access to collective and individual technical support as well as supporting documentation in Portuguese and Arabic. This initiative follows the methodology of the PEI - Project for the Promotion of Immigrant Entrepreneurship, integrating the following activities: Business Creation Support course - 10 weekly group sessions of three hours each and individual technical follow-up after the course.

## Migrants

In Portugal, the main criterion for estimating the size of the immigrant population and its characteristics is the nationality of the individuals; it is only an approximation to the universe of immigrants.<sup>2</sup> More than 180 nationalities and more than 100 spoken languages coexist in the Portuguese territory. Only tertiary education has now more than 200 nationalities. The systematized statistical and administrative data refer to a universe of about 3.9% of the resident

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<sup>1</sup> <http://www.middleeasteye.net/news/portugal-country-cant-get-enough-refugees-2016932805>

<sup>2</sup> OLIVEIRA, Catarina Reis & GOMES, Natália Indicadores de integração de imigrantes: relatório estatístico anual 2017. 1ª ed. (Imigração em Números – Relatórios Anuais 2

population in Portugal if we refer to the number of foreign residents or to a universe of 8.2% of the residents if we refer to the number of foreign-born.

While the foreign population has a great concentration in the active ages between 20-49 years (61,5%), the population of Portuguese nationality, for the same age range, concentrates only 38,5% of its citizens.

According to the available data for 2015 <sup>3</sup>(Oliveira2017), the foreign nationalities with younger age structures (that is, with the highest percentages of their population in the age range between 0-19 years) stood out Chinese (24.8%), from São Tomé and Príncipe (22.3%), Guinean (20.6%), Romanian (17.8%) and Cape Verdean (17.1%). It should also be noted that the Chinese and Romanian nationals had the highest percentages of children up to 9 years of age (13% for Chinese nationals and 8.6% for Romanian nationals).

With regard to immigrant students, Portugal was the OECD country where the distance between the results of the immigrants and the other students was further reduced (PISA, 2016: 260). In 2006, the date of the last PISA focused on scientific literacy, immigrant students averaged 54.9 points lower than their peers without a migratory path. In PISA with data for 2015, this difference was reduced to 15.7 points, i.e. it became about one-third of the OECD average (43 points). This reduction of 39.1 points in the difference between the two groups of students is the largest of all registered in the study. This result is obtained before the effects of spoken language at home and the socioeconomic context are controlled.

The same deep reduction, which brings Portugal back to the OECD country from 2006 to 2015, further reduced the distance of school performances of immigrant students vis-à-vis non-immigrant students, is observed in reading performance: the distance was 55 difference points in 2006, to 6.7 points in 2015. A reduction that is also significant, but which only places Portugal in third place in the countries with data for the two years, is verified in the performance in mathematics: from 2006 to 2015 immigrant students go from an average result lower by 50.1 points compared to colleagues without a migratory course, to 25 points.

Portugal was not only the context with the greater convergence of immigrant and non-immigrant students, recorded between 2006 and 2015, as this convergence is notable for having been achieved through substantive performance improvements by both groups but particularly by immigrants. Among the OECD countries for which data are available, Portugal records the greatest improvement in the performance of immigrant students (64 percentage points) and non-immigrants (25 percentage points) in science.

To better gauge the real effects of the origin of immigration on school performance in the various host countries, PISA seeks to remove the effects of the socio-economic context and the spoken language at home on the results of immigrant students. Thus, when the effects of the socioeconomic context and of the spoken language at home in PISA 2006 were controlled, immigrant students in Portugal presented lower scores in scientific literacy to their native counterparts in 57 points. In PISA 2015, this difference is reduced to 8.4 points (compared to the OECD average of 18.9 points, thus more than double the difference in Portugal). The reduction, in this case, was 48.6 points, also representing the largest reduction in the OECD countries when controlling for the effects of the socio-economic context and of the spoken language at home

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<sup>3</sup> OLIVEIRA, Catarina Reis & GOMES, Natália Indicadores de integração de imigrantes: relatório estatístico anual 2017. 1ª ed. (Imigração em Números – Relatórios Anuais 2

(that is, when these effects are removed from socioeconomic status and from spoken language at home). The reduction of the difference between immigrants and non-immigrants, through the control of these variables, suggests that the obstacles to better performances in PISA that remain among the students related to the specificities of their status as immigrants have diminished substantially.

The school performance is closely linked to the socioeconomic status of the students' families, showing that when controlled, the gap between immigrants and non-immigrants decreases substantively. The existence of OECD resilient students (PISA, 2016: 252) who, although located in the poorest quartile of families with socio-economic disadvantages, are able to overcome this disadvantage and obtain performances at the level of the best performance quartile of the PISA participants. In 2015, in the Portuguese context, 27% of socioeconomically disadvantaged immigrant students (lower quartile) managed to achieve good performance (upper quartile), in terms of international results (adjusted for socioeconomic status). This value, which PISA calls "resilience", is slightly higher than the OECD average (24%). In other words, in Portugal, the percentage of underprivileged immigrant students who succeeded in the last PISA was slightly higher than the OECD average. These results give a signal that in some countries, a proportion of students who can overcome their dual handicap - low socioeconomic status and immigrant background - and achieve good school performance results are implied in educational systems and education policies can support the development of the potential of immigrant students (PISA, 2016: 253).

Immigrant residents in Portugal still benefit from the second most favourable integration policies in the developed world.<sup>4</sup>

## Early School Leavers

The definition used by INE<sup>5</sup> to calculate the rate of ESL refers the exit of the education system before completion of compulsory schooling (12 years), within the age limits provided by law (18 years old).

At the national level, early school leaving rates are related to year repetition, school failure and the need for organizational measures that include early warning systems and teacher awareness for intervention measures. One of the conclusions of the study on retention in basic education and upper secondary education developed in partnership between the National Education Council (CNE) and the Francisco Manuel dos Santos Foundation, was that Portugal is the country of Europe "that more associates retention with low socioeconomic and cultural family status". The different PISA tests had already pointed in this direction.<sup>6</sup>

According to the data of the first quarter of 2017, made available by the National Statistics Institute (INE), in Portugal there were 175,800 youngsters up to and including 29 years of age who did not study, did not work or attended any vocational training program. Of these, 67,500 also did not seek answers in these areas.

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<sup>4</sup> <http://www.mipex.eu/portugal>

<sup>5</sup> <http://observatorio-das-desigualdades.cies.iscte.pt/index.jsp?page=indicators&id=86>

<sup>6</sup> <https://educacaoemexame.pt/>

The most recent data, released on February 7, 2018, by (INE), show the percentage of young people between the ages of 18 and 24 who did not complete the 12th year and are not even studying fell for 12,6% in 2017. By 2016, the figure was 14%, up 0.3 percentage points from 2015. The latest Eurostat figures for all EU countries still refer to 2016.

## 2. Public policies and measures *(Description of the different typologies of support policies, programs, measures, for each of the profiles.)*

### 2.1 Historical perspective *(Brief "historical" perspective, how the situation has evolved during the last years)*

In 1911, when the first republican constitution of the country was implemented, the illiteracy rate in Portugal was 75%. The country's delay has dragged on for decades despite some attempts to school the younger ones. Although compulsory six-year schooling was introduced in 1964 by requiring compulsory primary education "for both boys and girls between the ages of 7 and 12", it is clear that the schooling was confined to the first cycle and access to the secondary school was highly restricted. The education system remained strangled after the first cycle. The extension of compulsory schooling to six years had modest effects: the rate of schooling in the second cycle was not more than 22% in 1970.

Only after the peaceful revolution on April 25th, 1974, the conditions for the fulfilment of compulsory schooling emerged (Decree-Law no. 538/79, of December 31). By 1974, Portugal was one of the poorest countries in Europe that successfully welcomed and integrated more than half a million Portuguese from the former colonies<sup>7</sup> (6%-7% of continental Portugal's population). However, it was unable to prevent the emergence of pockets of poverty associated with the growth of major centres on the coast, especially in Lisbon and the south. UNESCO experts came to Portugal in order to help planning educational reform. As a major national problem illiteracy was the first identified which led to a draft law on the elimination of illiteracy. The Assembly of the Republic adopted it unanimously in 1979. This legislative procedure was also responsible for a set of measures being implemented during the 1980s, aimed at the adult population that had not attended school or had left early. In the 1980s, preparation for joining the European Union and deep concern with economic recovery and transformation brought back the World Bank and consequently the support of OECD expertise in educational matters.

The National Education Council was created by Decree-Law no. 125/82, on April 22nd, as an independent body with advisory functions in matters of educational policy. Among other measures, Portugal vastly expanded its public, universal, and free education system, resulting in an exponential increase in the number of enrolled students. In the first cycle, the maximum number of students enrolled was reached in 1981 (882 thousand). The integration of the second and third cycles had already begun to respond to the physical conditions of the school's network with the creation of the C + S schools (Decree-Law No. 46/85, of 22 February).

Portugal's entry into the European Union on 1st January 1986 was on the same year of the Basic Law of the Educational System's approval (Law no. 44/86, of October 14) extending compulsory

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<sup>7</sup> BARRETO, António (Org.)( 2000)'A Situação Social em Portugal, 1960- 1999,'Vol. II, ICS, Lisboa

schooling to nine years. In the last decades, the great investment made in education, both in equipment and in the recruitment, qualification, and increasing the value of the teaching staff, was not enough to reduce school failure and early school leaving. The Portuguese approach to reach European levels was providing reforms in the education system but also measures to address poverty. The access to mainstream services and opportunities through specific measures and programmes also involving the rationalization of existing responses locally and the articulation of different forms of social intervention in each territory started to appear. Some of these measures even revised are until now completely integrated and they run articulating their interventions, mainly:

- The school social action - A form of support and educational supplements was provided in the Basic Education Act, approved in 1986 and has been adapted to new needs identified as a result of successive extensions of compulsory schooling in order to contribute for equal opportunities for access and school success and as a means of combating early school leaving.
- The inclusion of vulnerable and marginalized groups - disabled people, migrants and Roma also facing a higher risk of poverty, social exclusion, and discrimination. A set of measures were implemented, developing targeted approaches to respond to the specific needs of each group and in most of the cases, having the goal of the inclusion in the regular education system.
- Different approaches were also settled to eliminate the barriers to education and training for all vulnerable groups in areas marked by exclusion, rural areas or urban neighbourhoods. Attending actual typology almost all of the measures were simultaneous preventing and compensating ones with the special characteristic of having established in the bases of concrete collaborative models between diverse stakeholders.

1991- Coordinating Secretariat for Multicultural Education Programs (immigrants and ethnic minorities)

1992 - Safe School Programme when students have high truancy rates and when efforts by the school fail, police visit the family home to determine the reason behind absenteeism. This, however, does raise questions regarding the role of the police carrying out roles that should be undertaken by others where arguably there is a blurring of roles and responsibilities between the police, social services, and the school. It is clear however that there is a high degree of mutual respect between the school community and the police and that the clear message is that the police are primarily concerned with prevention and not repression.

1993 - Intercultural Education Project - which mainly deals with minority and immigrant/emigrant populations in Portugal (Roma, East Timorese, Cape Verdean) or abroad (in the case of Portuguese citizens).

1996 - Educational Territories of Priority Intervention (TEIP) is a national action developed by the Portuguese state in order to support educational development in socially segregated and excluded areas. Actually pursuing the following goals: improve the learning quality reflected in the educational success of students; combat indiscipline, absenteeism and early school leaving; create conditions for providing the educational direction and qualified transition from school to working life; promote articulation between school, social partners and training institutions on the education territory.

1996 – Minimum Guaranteed Income - the government began experiments with localized introductions of a Minimum Guaranteed Income Program (RMIG) in Portugal. After that experimental stage, the RMIG had its official beginning as a means-tested universal access program in late 1997.

1996 - Program for Equality and Roma according to Araujo's Inclusion of the Roma - who are the main target-population for a policy of 'integration' in compulsory schooling.

1996 - High Commission for Immigration and Ethnic Minorities (ACIME), later in 2007 High Commission for Immigration and Intercultural Dialogue (ACIDI), since 2014 High Commission for Migrations (ACM). Its mission is to cooperate in the definition, implementation and evaluation of the public policies in matters of migration (...) For the integration of immigrants and ethnic groups (...) For the management of diversity amongst cultures, ethnic minorities, and religions.

Distinctions and international references - Over the past few years, the ACM has received many awards and has been referenced internationally as an example of good practices, won:

- In 2005 the 1st place category Customer Service, with the project "National Centre for Immigrant Support," in the 3rd edition of the joint initiative by Deloitte (audit and consulting firm) and the newspaper Diário Económico.
- In 2011 won in Maastricht the Best Practices Award in Public Administration in 2011 (EPSA 2011). The prize, organized by the European Institute of Public Administration (EIPA, the English acronym), distinguished between ACIDI 5 finalists in the category "Extending the Public Sector through Participatory Governance".

1997 - Local Social Networks - the most innovative programme, the Social Network (Rede Social) later extended to all national territory and implemented in each county (municipal level). The main elements of innovation were associated with the introduction of participatory diagnostic and planning techniques, the elaboration of the Social Diagnosis and the Social Development Plan, as well as the involvement of a wide range of local entities (public and private), strategic location partnerships.

1997 - Generalisation of the Minimum Income Measure - from July 1997 to December 2000, 41% of children or young people under 18 returned to school education (PNAI, 2001-03)

1997 - The Traineeship Programme with the aim of facilitating youngsters' transition from the educational / vocational training system to the labour market, offer participants the opportunity to spend a period, varying from 9 to 12 months, in an institution of the private or public sector where they will receive on-the-job training.

1999 - Commission for the Protection of Children and Youth - Although not originally tasked with coordinating ELET issues, it has now taken charge. In this, it benefits from its long-established cooperation with policy areas at the central/top level. It draws its members from the Ministries of Solidarity, Employment and Social Security (including Family); Education and Science; Justice; Youth Sports and Health.

1999 - Program for Inclusion and Citizenship (PIEC) it was responsible for the Measure PIEF - Integrated Education and Training Program. To this measure, all the young people who accepted to re-study joined the study, with a view to completing compulsory schooling, making adaptations to the characteristics, school, and social skills of each of the young people. In 2011, the year of the extinction of PIEC, under the Plan for the Reduction and Improvement of the Central State

Administration 3,600 young people were registered (up to 30 September) and 2852 enrolled in PIEF.

1999 – Integrated Education and Training Program (PIEF) Under the Plan for the Elimination of the Exploitation of Child Labour (PEETI), was created and regulated by the Joint Order No. 882/99, of September 28, subsequently revised in 2003, 2006 and 2012. The flexibility in the PIEF was especially appropriate for the reception and integration of young Roma into school, as it allowed them to integrate their cultural and family experiences. Young people with school paths marked by academic failure and demotivation towards the school, found in the PIEF classes a space in which they identify themselves and where they felt welcomed. Having regard to the legislative, organizational and educational changes, which have the experience accumulated over the years of implementation of the measure and the centrality of the prevention of school dropout; it was necessary to revise Regulation for the constitution and functioning of the PIEF classes for the 2017/2018 school year;

2000 - Recognition, Validation, and Certification of Competences (RVCC). RVCC aims to improve the qualification levels of young people and adults aged 18 and above. The system was introduced to help reduce the high number of Portuguese people who had not completed lower secondary education (more than 3 million in 2000). RVCC is delivered by a national network of New Opportunities Centres.<sup>8</sup>

2001 - (Decree-law no. 6/2001, passed on 18 January) ensures basic education for all, irrespective of their nationality, and integration in the education curriculum for citizenship. First official references to Portuguese as a non-mother tongue and host language. National programme Portugal Welcome assuming the teaching of language along with other training dimensions, the responsibility of the Institute for Employment and Vocational Training (IEFP);

2001 - Choices Programme - a state government programme, was launch with the central mission of promoting the social inclusion of children and young people in vulnerable socio-economic conditions, not exactly in schools themselves, but in contact with the schools that serve pupils from these backgrounds. The projects involve children and young people in after-school programmes that encourage participation in informal educational activities aimed at promoting school engagement among children and youngsters at risk. It offers various activities such as computer learning, language learning, sports, etc. In December 2014, the International Juvenile Justice Observatory distinguished the Choices Program as one of the most efficient and effective public policies. Students at many schools in these contexts attend this programme.

2004 - National Immigrant Support Centre (CNAI) - created exclusively for immigration issues, bring together under the same roof a number of services related to immigration. Through shared responsibility and partnership between various levels of the Portuguese Government, the centres involve six branches of five Ministries (Foreigners and Borders Service, Working Conditions Authority, Social Security, Central Registry Office, Health and Education) and offices that provide specific support, specifically with regard to legal advice, family reunification and labour market integration. The services enhanced through the involvement of 61 cultural mediators from the different immigrant communities. These stakeholders, representing immigrant associations and working in partnership with the government, have played a key role in bridging the gap between the immigrants and Portuguese public administration.

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<sup>8</sup> Cedefop (2010), Guiding at-risk youth through learning to work: Lessons from across Europe. Luxembourg: Publications Office of the European Union.

- In 2006, IOM undertook an independent evaluation of the outcomes of these support centres, concluding that the National Immigrant Support Centre model "...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 specifications that characterize different international migration scenarios".(IOM 2007)
- In 2011 the CNAI received international award for excellence and innovation in the public service in the 8th edition of the United Nations Public Service Awards. Portugal was distinguished among the countries "Europe and North America", winning the 1st prize in the category "To promote knowledge management in public administration".
- In 2013, the Portuguese model One-Stop-Shop, which is the basis of CNAI (National Immigrant Support Centres) was considered by the European Commission Report as innovative and efficient by providing several services in one place and that work on a common philosophy and in permanent cooperation.

2004 - National Plan to Prevent ESL

2005 - Portuguese as a Second Language (PL2) – In order to improve the educational success of the migrant students, the Ministry of Education and Science, recently arrived in the Portuguese educational system, has been implementing educational policies of support regarding the acquisition of the Portuguese language, as an object of study and as a language of schooling, through the offer of the school subject of Portuguese as a second language (PL2) - *Português Língua Não Materna* (PLNM), in primary and secondary education (ISCED 1, 2);

2006 - Telephone Translation Service promoted by ACIDI. This service provides a telephone line anyone can use if help to communicate with foreigners is needed. It was created to overcome the language barrier, one of the great difficulties experienced by immigrants in their relationship with the services in Portugal. It offers a database of 58 translators that fluently speak, besides Portuguese, one or more languages;

2006 - Decree nº7/defended recognition of and respect for the needs of all students and guaranteed support to learn the Portuguese language;

2007 – EntreKulturas – ACIME promoted an interactive website addressed to young people for debates and learning processes, providing information on a large variety of topics related to the cultural environment;

2007 - Intercultural School Kit - which provides educational materials that are also available online. These materials are mainly about intercultural aspects and can be used by all education professionals. The ACM training network has also available training modules on intercultural education;

2007 - Access to the labour market - Decree-Laws 341/2007 and 396/2007 of 31 December, which guarantee the recognition of qualifications obtained abroad;

2008-2010 - National Action Plan for Inclusion (PNAI) in which ethnic minorities, including the Roma, are included for the first time. About 15% are under the age of 15;

2008 – Portuguese for Everyone - free Portuguese language courses available for immigrants. These courses are promoted by public institutions and take place in public schools;

2008/09 - Professional courses began to be offered in public schools integrated into the New Opportunities Program;

In Portugal where systems of qualification recognition are already in place, MRCs support migrants going through this process: the *Centro Nacional de Apoio ao Imigrante* (CNAI, or National Immigrant Support Centre) in Portugal, for example, works as a facilitator and information service provider to link migrants and government schemes for the recognition of qualifications;

2009 - Municipal Roma Mediators - ACIDI created a Pilot Project for Municipal Roma Mediators in partnership with the Institute of Social Security to provide intercultural training (until September 2012) – on Mediation, Public Institutions Functioning, and Communication – to capacitate fifteen Roma mediators and to insert them in 18 local municipalities. The objective was to provide Roma inclusion related services, guaranteeing the establishment of a close relationship between local services, organizations and local Roma communities.

2011 – 2014 - Intercultural Mediation in Public Services Project - it was promoted and coordinated by ACIDI, and aimed to develop an intervention model based upon the principle of intercultural mediation in municipal territories, through intercultural mediation teams; as well as to improve the quality of life of communities, promoting new and transforming relationships towards intercultural coexistence, contributing to local development and social cohesion. Co-financed by the European Fund for the Integration of Third Country's Nationals, it involved 13 partner organizations: 1 public (governmental) institute, 4 municipalities, and 8 migrant organizations. Each team has one coordinator, a technician from the municipality and intercultural mediators, placed by migrant organizations.

2011 - Intercultural School Seal - an initiative of the Portuguese General Directorate of Education (DGE) and the High Commission for Migrations in cooperation with Aga Kahn Foundation. The Intercultural School Seal distinguishes public, private or cooperative schools that, through educational programs and practices, promote the recognition and enhancement of cultural and linguistic diversity as an opportunity and a source of learning for all. Awarded schools will receive a certificate and a digital stamp that can be used in letters and other communication documents for two consecutive academic years.

2012 - Intercultural School Award - is given to schools that develop practices, and/or projects that that recognize and value diversity as an opportunity and a source of learning for all, as well as disseminate good practices. The schools are invited to fill in a questionnaire, which is both a checklist and a formative tool for the promotion of intercultural education. This questionnaire is helpful to promote a critical reflection about the intervention in a multicultural context;

2013 – National Roma Communities Integration Strategy (ENIC)

2015 - Amendment to the Regulation of Portuguese Nationality (Decree-law nº 30 - A/2015), the Portuguese Government may grant Portuguese nationality by naturalization to the descendants of Sephardic Portuguese Jews.<sup>9</sup>

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<https://www.portaldascomunidades.mne.pt/images/GADG/Not%C3%ADcias/cdnjs/eng/FAQ%20English.pdf>

2016 - Portuguese Platform Online - assumes itself as an online tool that allows the user to learn and enrich Portuguese vocabulary, as well as acquire the knowledge of Portuguese grammar in the context of the language use.

2016 - National Plan for Promoting School Success<sup>10</sup>

## Refugees

Portugal is one of the 144 countries that are signatories to the United Nations Convention on the Status of Refugees, also known as the Geneva Convention or the 1951 Convention. This convention regulates refugee rights at the international level, including the so-called "non- or nonrefoulement", according to which no country should expel or return a refugee against his will, at any time, to a territory where he/she suffers persecution.

Although not one of the countries that are the target of more asylum applications, Portugal, over time, has welcomed refugees from various parts of the world.

During the World War II, the number of uprooted people was 46 million, and Portugal played its part in the reception of refugees. Recently there were more refugees' waves:

- More than 4000 people came from Guinea-Bissau to escape the civil war that plagued their country in 1998.
- A year later, during the war in Kosovo, Portugal welcomed about 2000 people in temporary protection. Almost all have returned and, assuming that the riots in the countries of origin will cease one day, the intention is for the refugees to return to their homes.

As of the Council of Ministers Resolution no. 110/2007 of 21 August, a national resettlement program was established, which provided for the creation of conditions for at least 30 people to be granted at least asylum every year.

## Migrants

According to data from the latest Census 2011, 871 813 Portuguese-born foreigners resided in Portugal, more than twice the number of foreigners living in Portugal (394 496), where 92,700 citizens of Portuguese nationality have at least one parent of foreigner nationality.

In 2011, about 4.5% of the population of Portugal had a mother tongue different from Portuguese. The three most widespread migrant languages in the country were Cape Verdean, Ukrainian, and Romanian. The first would be spoken by about 1% of the population. Since the beginning of the century, there have also been three migrant languages present in educational policy documents, Mandarin, Cape Verdean and Ukrainian. As early as 2001, these three languages were used in the European Language Portfolio. Between 2008-2012 a Portuguese bilingual education project was carried out in the *Amoreira* Valley, and in 2015 the introduction of Mandarin was launched in secondary education. However, the only universal instrument to

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<sup>10</sup> Miguéns, Manuel, (2017) "Estado da Educação 2016", Conselho Nacional da Educação, Lisboa

respond to the linguistic diversity of migrants was the provision of the new discipline of Portuguese Non-Mother Language (2005).

## Early School Leavers

Although it is not possible, from the constitutional point of view, to discriminate for ethnic reasons in Portugal, it is well known that many of the numbers of school leavers have the most expressive number in the Roma communities, there are also within the rest of the population regional differences related with socio economic inequalities.

The Roma communities have been present in Portugal for 500 years and, from the legal point of view, their members are Portuguese citizens. For this reason and in compliance with Article 13 of the Constitution of the Portuguese Republic, public policy measures are universal and there are therefore no specific measures according to the social and cultural origins of the different citizens. However, inherently, on the condition of Portuguese citizens, the gypsy people can enjoy and benefit from them. This is what happens at the level of the public policies of housing, health, protection and social support to families, education, employment and vocational training.

The educational success of the Roma population is much lower than that of the rest of the population, although the situation differs between Member States (European Commission, 2011) and very low schooling levels and high drop-out rates are found (Cortesão et al. , 2005; Mendes, 2007; Nicolau, 2010).

In the handful studies, although partial, they account for the low schooling of the Roma who continue to have low literacy rates and high dropout rates. Low levels of schooling are more worrisome among women, who mostly do not exceed the barrier of the 1st cycle of Basic Education (ISCED 1), much lower levels of education than the men have (Magano, 2010).

The different social policy programs aimed at schooling and vocational training have been contributing to raising the levels of schooling of some Roma people, namely women (Magano, 2010, 2014; Mendes, 2014, Mendes and Magano, 2014).

As reported by Cedefop study developed by Irene Psifidou, Cedefop expert, from October 2013 to July 2016 during XX Constitutional Portuguese Government the Ministry of Education and Science has put in place a set of measures, reported as positive example in PISA 2015, that make up a national strategy to tackle early leaving from education and training. These include, among others:

(a) Measures to prevent school failure following the rise of the age for compulsory education to 18. In upper secondary education, these include for instance the routing of students to an educational offer adapted to his or her profile and the implementation of a modular system for students over 16 years-old;

(b) Measures to ensure a diversified curricular offer, including the introduction of the vocational courses in basic education and upper secondary education;

(c) Piloting of vocational courses in basic education and upper secondary education;

(d) Increased autonomy of public schools in terms of the distribution of work among teachers, and the organization of school hours. Also, the introduction of a system to attribute supplementary staff/hours to schools based on their outcomes in terms of their 'teaching

effectiveness' (based on the progression of students' results), to reduce the 'percentage of students that have dropped out or are at risk of dropping out' and 'management capacity;

(e) Approval of a statute of students and school ethics, including the duty of attendance to school for those under 18, and measures to be put in place in case of truancy;

(f) Introduction of the Centres for Qualifications and Professional Education (CQEP) targeting youth and adults who aim to acquire a qualification, mainly through validation or VET.

The new government is implementing a plan to promote school success. Approved in March 2016, it is designed to address educational inequalities and preventing school failure.

**2.2 Actual situation** (*Identify actual measures of intervention with the specified profiles related with their education, skills and qualification recognition and social inclusion.*)

The previous programmes of basic vocational education and training for students required to repeat several academic years are now over. The government proposes to tackle school failure by improving tutoring support to students and reasserting the value of transferable skills in the curricula. Students having trouble will have four hours of tutoring a week with teachers who have received special training. The new tutoring system is also expected to help make better use of teaching staff and reduce the number of teachers without jobs.<sup>11</sup> The Student Profile<sup>12</sup> is also a new tool in the education system to guide and frame all other public measures.

## Refugees

- Guide for Reception - Pre-School Education, Basic Education, Secondary Education<sup>13</sup>
- Guide for foreigners<sup>14</sup>

## Migrants

- The certification of A2 level Portuguese learning is one of the requirements in the process of acquiring Portuguese nationality and granting a permanent residence permit or long-term resident status.
- AMIF funding for Portuguese language teaching<sup>15</sup>
- National Plan to Promote Success at School

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<sup>11</sup> Commission Staff Working Document, Country Report Portugal 2017

<sup>12</sup> Miguéns, Miguel (2017) Perfil do aluno – competências para o século XXI [Relatório Técnico], CNE, Lisboa

<sup>13</sup> <http://www.dge.mec.pt/agenda-europeia-para-migracoes>

<sup>14</sup> Recognition Qualifications, Guide for foreigners

[http://internacional.ipv.pt/sites/default/files/Reconhecimento%20de%20qualifica%C3%A7oes\\_EN.pdf](http://internacional.ipv.pt/sites/default/files/Reconhecimento%20de%20qualifica%C3%A7oes_EN.pdf)

<sup>15</sup> <https://ec.europa.eu/migrant-integration/news/portugal-amif-funding-for-portuguese-language-teaching-now-available>

- Strengthening support for migrant students<sup>16</sup>

## Early School Leavers

- National strategy for identifying and supporting NEETs
- Establishment of "Qualifica Centres"<sup>17</sup>
- Youth guarantee initiative

Portugal is continuing to reduce early school leaving with a rate of 13,7% in 2015 rose slightly in 2016 to 14% and according to data from the INE, revealed by the Education Minister in Parliament on 7th February 2018, the country is moving towards the Europe 2020 national target of 10%. The rate has declined to 12.6% in 2017. This figure is the lowest since there is a record (1992) when early school leavers were 50%. The INE updated data on young people between the ages of 18 and 24 who in 2017 had not completed compulsory secondary education and were not in any training activity. There was a decrease of 1.6 percentage points compared to 2016, when the rate stood at 14%. As in previous years, women had a lower drop-out rate (9.7%) than men (15.3%) in 2017. In geographical terms, it is in the Azores archipelago that there are higher levels of abandonment (27.8%), followed by the Algarve in Continental Portugal. The region where there are fewer young people in this situation is the centre of the country.

## 3. Good practices

### 3.1 Refugees

#### **Guimarães Welcomes | *Guimarães Acolhe***

The Municipality of Guimarães, to answer to recent refugees crisis, joined in collaboration with some of its Social Network, 17 organizations (public and private) and the Portuguese Council for Refugees (CPR) to prepare and provide the reception of people in need of individual protection taking into account the commitments of the Portuguese state in this matter and the existing local resources. The plan of action took the name of Guimarães Welcomes. An Agreement between the Municipality and all members of the consortium was established in January 2016 to clear hierarchical chains and labour division. In this Agreement it was established an executive commission, the legal framework, the channels of responsibility and communication. Four main actions were also defined:

- Preparing the host
- Hosting
- Monitoring and integration
- Information, training and campaigns

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<sup>16</sup> [https://ec.europa.eu/education/compendium/strengthening-support-migrant-students\\_en](https://ec.europa.eu/education/compendium/strengthening-support-migrant-students_en)

<sup>17</sup> [https://ec.europa.eu/education/compendium/establishment-qualifica-centres\\_en](https://ec.europa.eu/education/compendium/establishment-qualifica-centres_en)

The resources, to be provided according to the availability of the local social network, are: Accommodation; Furniture, Equipment and Utilities, Textiles and Clothing, Food; Access to social responses in social facilities; Access to education, health, employment and vocational training; Access to regularization; Access to the teaching of Portuguese language, culture, and history; Access to social support; Local manager; Access to legal support; Access to information media; Volunteer support, whenever warranted.

Guimarães Acolhe has received since February 5, 2016, 95 refugees of Eritrean, Syrian, Iraq, Central African Republic and Sudan. Reports are sent to all stakeholders to monitor and evaluate.

There are currently 26 refugees in Guimarães, housed by the following institutions: Santa Casa da Misericórdia de Guimarães; Venerable Third Order St. Francis; Youth Center of S. José and Lar of Santa Estefânia, of which 13 are inserted in the labour market.

Possible Causes for mobility: network of family and friends in other countries; communities with the same identity; superior pecuniary support; wages.

Main Difficulties: Placement in the labour market; adaptation to labour laws and rules instituted; family reunification; integration into socio-cultural and sporting activities; equivalence of studies.

## 3.2 Migrants

### Students helping teachers to innovate in Portugal<sup>18</sup>

‘Diversity in our school is now seen as an opportunity when approached through collaborative work’.<sup>19</sup> ‘The exchange of ideas and research work in teams makes diversity evolve from a problem into a challenge’. These are typical comments from teachers at *Escola Secundária Pedro Alexandrino* (ESPA), a secondary school situated in the Portuguese capital city, Lisbon.<sup>20</sup> For these teachers, diversity is a central issue in their day-to-day work. Over recent years, the school has made many efforts to reflect this diversity. This has involved trios of teachers supporting one another in analysing how to make their lessons more inclusive. For example, one trio focused on this question: Do all students participate in all the tasks of our lessons? The findings from these actives have led teachers to explore how students could be partners in education, and participate in planning and, sometimes, teaching lessons. Teachers found that collaborating with their colleagues and with students has led them to think in new ways about how to respond best to learner diversity.

It also gave them greater confidence to experiment with different teaching practices (Messiou et al., 2016)

## 3.3 Early School Leavers

Mentoring programmes, often community-based, have been developed in a number of countries over the past decades to establish such relationships for children and youth who lack adult support at home, notably disadvantaged school students or young people whose parents are in

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<sup>18</sup> UNESCO (2017) A guide for ensuring inclusion and equity in education, United Nations Educational, Scientific and Cultural Organization, Paris

<sup>19</sup> <http://www.studentsvoices.eu/>

<sup>20</sup> [https://www.ipbeja.pt/cursos/Mestrados/ese-m\\_eduesp/Documents/Beja\\_PPT\\_%20COMENIUS\\_19-11-2015\\_final.pdf](https://www.ipbeja.pt/cursos/Mestrados/ese-m_eduesp/Documents/Beja_PPT_%20COMENIUS_19-11-2015_final.pdf)

prison. Evaluations show that the favourable impact on education (greater commitment to learning, better school attendance and in some cases better grades) largely depends on the quality and strength of the mentoring relationship, as well as on an appropriate targeting to youth-at-risk (DuBois et al. 2002, Rhodes, 2008).<sup>21</sup>

**EPIS - Empresários Pela Inclusão Social** (Entrepreneurs for Social Inclusion) is a private funded NGO, established in 2006, after “a call for social inclusion” from the President of the Portuguese Republic, and has more than 415 corporate and business associates.

In their founding act, as a priority mission, the founding entrepreneurs established that EPIS activity should focus on education and more specifically in preventing academic failure and reducing early school leaving rates.

EPIS wants to be a reference in the development, incubation, and internalization of new methodologies to promote school success, the quality of education and training systems, the employability and professional insertion of young people. For this, the EPIS programs use specific resources.

The METHODOLOGY has two blocks, a system of signalling students’ risk and a model of training/empowerment for students, with functional analysis, a personalized intervention plan and intervention techniques covering family, school, and territorial surroundings. It is not a universal intervention methodology, but it is aimed at flagged students for whom an individual intervention plan is defined.

A COMPUTER PLATFORM "Workflow" with all work steps, from signalling to grade loading, which allows paperless work anywhere.

An IMPLEMENTATION PARTNERSHIPS made by contracts with partners to finance the program in schools. EPIS ensures methodological implementation and partners ensure human resources.

PROFESSIONAL MEDIATORS implement the program, preferably with a psychologist or a full-time teacher, who monitors about 65 students a year. Technicians accompany a low number of students, which provides a high frequency of contact, stability in the technical / student affective relation and continuity in the intervention in a term that allows measuring concrete results.

A TRAINING PLAN, COACHING, AND CONTROL implemented throughout the year, with the support of university professors and a team of internal coordinators, who also control the quality of the processes. The training is focused on the promotion of non-cognitive skills that the EPIS believes to be a prerequisite for school success.

Since 2007, EPIS programs have screened more than 35.000 students and selected about 22.000 to take part in the program.

#### **4. Principal problems and gaps from the different groups** *(For learning processes and social inclusion, for the 3 different profiles)*

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<sup>21</sup> Carcillo, S. et al. (2015), “NEET Youth in the Aftermath of the Crisis: Challenges and Policies”, OECD Social, Employment and Migration Working Papers, No. 164, OECD Publishing, Paris.  
<http://dx.doi.org/10.1787/5js6363503f6-en>

## Refugees

The Government reports (2017) highlights the assessment made by the host entities, which identified the most common weaknesses in the reception process as "the procedures and support provided to refugee entities and persons", namely the lack of information and national coverage of the learning Portuguese program, besides the amounts made available and the support period of 18 months insufficient. Concerning the threats, most of the institutions surveyed raised questions about the expectations of refugees and the difficulties of professional integration.

The researcher Cristina Santinho<sup>22</sup> focused three points: first, there is the lack of established ethnic communities. Portugal simply does not have a history of immigration particularly from Arabic-speaking countries; second, poor management hampers the state's generous welcoming package and a patchwork of competing systems, so some of what it is promised is poorly delivered; third is jobs. Although Portugal's economy has been recovering from the financial crisis, it is heavily depended on service and tourism-based jobs that require good language skills. Most new arrivals speak neither English nor Portuguese. Finally, location: Some refugees find themselves placed not in the bustling cities of Porto or Lisbon but in rural areas where the cultural isolation and language shocks are more pronounced.

## Migrants

Thomas Huddleston points out the bureaucracy that exists in the process of obtaining nationality, which ends up creating more barriers than the Law itself creates.<sup>23</sup>

As stated in MIPEX Reports, Portugal could apply mandatory quality standards to Portuguese language courses (8 MIPEX countries scored 100%) and promote the teaching of more languages of immigrant communities (e.g. through bilingual schools to Cape Verdean and Mandarin schools).

Policy Recommendations from the Centre for Geographical Studies, University of Lisbon<sup>24</sup>

- Invest in the intercultural competencies of public service providers, in particular educators, to improve access to and quality of services
- Improve access to early years education for immigrant and low-income families (focusing on bettering quality, language training, and development services)
- Promote dialogue with and participation of families in education with the goal of reinforcing cultural diversity teaching in schools, improving parental support, and increasing the social inclusion of families
- Increase opportunities and the uptake of adult education and training with particular emphasis on providing work experience and professional placements for all skill levels, recovering and improving some good experiences from the past

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<sup>22</sup> <http://www.middleeasteye.net/news/portugal-country-cant-get-enough-refugees-2016932805>

<sup>23</sup> Thomas Huddleston et al, (2011).Migrant Integration Policy Index

<sup>24</sup> <http://www.mipex.eu/portugal>

## Early School Leavers

Portugal is fighting against a historical deficit in education, qualification, and knowledge. The researcher Júlio Pedrosa, recalls that the country has a population needing qualification from 25 to 34 year-olds, 600 thousand young people, about 45% of the total, who have no more than the 9th year of schooling.

Based on data available from INE, in the first quarter of 2017, there were 175 800 NEETs up to 29 years old. Among them, 67 500 are not actively trying to get back into education, training or the labour market. According to IEFP (public employment service), the strategy aims to identify 30 000 out of these 67 500 NEETs.<sup>25</sup>

The report on the "State of the Education 2016", released in late December 2017 by the National Education Council (CNE), focuses on retention and methodologies in the classroom as the two main problems to face.

High rates of grade repetition weigh on education costs, social inclusion and labour market outcomes. With 31% of students having repeated an academic year, Portugal shows the third highest rate of repetition in the EU (PISA, 2016). The social gap is significant, with rates over 52% among disadvantaged students and less than 9% among advantaged ones.<sup>26</sup> This is estimated to increase public education costs by EUR 250 million a year. The upward trend in grade retention has reverted in 2014-2015 but remains high at 15% in secondary school (National Education Council 2015a). Successive grade retention increases the risk of dropping out of school and lowers attainment expectations (OECD, 2012), translating into lower professional achievement and wages.

Expositive methods and low teachers' motivation linked with carrier problems<sup>27</sup> and the ageing of teachers are two factors pointed out by several studies that influence the attempts of change in the educational system.

Portugal, with a score of 498 points, is in a group of eight countries whose results do not differ significantly from the OECD average (500 points).<sup>28</sup> Although Portuguese students reveal the highest rates of teamwork, their performance in Collaborative Problem Solving is lower than in Reading, Mathematics, and Science. For the development of social skills, the report highlights the value of teamwork, focusing on the importance of schools to promote in a systematic way:

- Communication, exposition and argumentation activities;
- Practical and experimental work;
- Practice of regular physical activity;
- Diverse and multicultural work teams.

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<sup>25</sup> <http://www.cedefop.europa.eu/it/news-and-press/news/portugal-national-strategy-identifying-and-supporting-neets>

<sup>26</sup> European Commission (2017)

<sup>27</sup> <https://www.csee-etuice.org/en/news/archive/2082-portugal-education-trade-unions-patience-has-come-to-an-end-call-for-a-general-strike?highlight=WyJwb3J0dWdhbCJd>

<sup>28</sup> OECD (2017), PISA 2015 Results (Volume V): Collaborative Problem Solving, OECD Publishing, Paris, <http://dx.doi.org/10.1787/9789264285521-en>.

## 5. Literature review

Eurofund “*Approaches towards the labour market integration of refugees in the EU*” this article reviews the current debate among social partners and governments about how to integrate asylum seekers into the EU's workforce. While employers claim that refugees could help to address skill shortages, unions are concerned about the consequences for the working conditions of both the refugees and lower-paid segments of the existing workforce.

IGFSE (2016) *Combate ao Abandono Escolar Precoce: Políticas e Práticas - The view of teachers and school staff on the causes of ESL*

Messiou, Kyriaki “Collaborative action research: facilitating inclusion in schools” highlighted three ways in which collaborative action research led to the promotion of inclusive practices and thinking in schools: through teacher collaboration; through the development of reflective practice; and through student active participation.

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