



UNIVERSIDADE CATÓLICA PORTUGUESA

# The refugee crisis: effects and challenges

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por

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There are some issues that are relatively easy to approach, while others are more complicated due its apparent simplicity. I believe I can compare this training report to a *rubik cube* because of the faced challenge with far solution and all the hours spent trying to understand the key question.

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# Resumo

Atualmente, a recente crise de refugiados levou a que este tema assumisse um elevado nível de importância, sendo que as suas consequências se estendem a um grande número de países. De um ponto de vista positivo, é mencionado o crescimento económico a longo-prazo como uma consequência do desenvolvimento dos mercados e do aumento do capital humano. Contudo, no "outro lado da moeda", a despesa pública aumenta, as taxas de desemprego podem crescer e existe a possibilidade da ocorrência de confrontos de cariz étnico e religioso. A nível Europeu, a falta de fundos é uma preocupação, tal como a cooperação com instituições relevantes. No caso Português, ainda menos informação está disponível, pelo que o impacto dos refugiados não pode ser estudado, até pela pouca expressão que o grupo assume para já. Assim, o foco é nos desafios com os quais o país se depara, como o défice demográfico e *capacity building*.

O objetivo consiste em realizar, maioritariamente, uma contribuição teórica para serem ultrapassadas algumas falhas, tanto a nível internacional como nacional, em termos de políticas de integração de modo a minimizar os problemas existentes e maximizar os potenciais benefícios. É concluído que é necessário um maior esforço da comunidade internacional para serem criadas soluções plausíveis, sendo que existe falta de consciência dos instrumentos legais que possibilitam resultados positivos, levando à total integração destes indivíduos. No caso Português, é essencial que o tema dos refugiados seja considerado de forma a implementar políticas transversais.

**Palavras-chave:** refugiados, integração, desafios, efeitos, Europa, Portugal.



# Abstract

Nowadays, the recent refugee crisis made this issue an important one with consequences that are extended to a large number of countries. From a positive point of view, long-term economic growth is mentioned as a consequence of the development of the markets and of the increase of human capital. However, in the "other half of the coin", public expenditure increases, unemployment rates may rise and there may be clashes of an ethical and religious nature. At an European level, lack of funds is a real concern, as well as the cooperation with relevant organizations. In the Portuguese case, even less information is available, so the impact of the refugees cannot be understood, even by the relatively small expression this group assumes until current days. So, the focus is on challenges such as the demographic deficit and capacity building.

The aim of this work is to mostly make a theoretical contribution so as to overcome existing gaps at both international and national levels in terms of integration policies in order to minimize problems and maximize potential benefits. It is concluded that it is necessary a greater effort from the international community to create a plausible resolution, and there is a lack of awareness of legal instruments that allow positive results, leading to the full integration of these individuals into society. In the case of Portugal, it is essential that the issue of refugees be taken into account in order to implement transversal policies.

**Key words:** refugees, integration, challenges, effects, Europe, Portugal.





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# Acronyms

ECOSOC	United Nations Economic and Social Council
EPSA	European Public Sector Award
EU	European Union
ILO	International Labor Organization
IOM	International Organization for Migration
IRO	International Refugee Organization
NGO	Non-Governmental Organization
OECD	Organization for Economic Co-operation and Development
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees



# Introduction

According to Shire (2011:21), "no one leaves home unless home is the mouth of a shark". This quote applies quite well to the situation experienced by the millions of individuals whom due to the constant armed conflicts in Arab countries, predominantly in Syria, are forced to leave their country of origin in the pursuit of survival. These clashes are the result of economic, social and religious interests, in which the population has been decimated, in the specific case of Syria (Akbarzadeh & Conduit, 2016). Without other resources, these individuals are forced to risk their own lives, boarding on a journey in which the expectation of a better life may or may not coincide with reality, leaving behind life as they know it (Moraga & Rapoport, 2015).

As a result of the current extreme importance of this topic, this thesis aims to report the bilateral adaptation between refugees and their host countries (Smyth & Stewart, 2010). This implies that a set of parameters and measures should be put into practice in order to respond to the various challenges and to give a consistent response to this global situation. Having said this, the major challenges faced by most of European hosting countries due to the presence of refugees and consequently, their economic and social impact are presented (Aiyar et al., 2016), as well as their possible "advantages" and "disadvantages" (Borjas, 1999). This impact will have to be sustained by the current legislation in each country (in the absence of a common one), by the support of international

and national institutions dedicated to this Cause (Hooghe, 1996), by other government policies and a favorable receptivity by native people.

Having said this, this thesis has two main goals: the first one, is to enable a deeper understanding of the refugee crisis of 2011, while the second one consists in realizing the consequences and challenges which arise from the aforementioned crisis. Apart from the European case, emphasis is given to the specific situation of Portugal in which relates to the refugee's issue and how all integration processes work. This choice was due to the fact that there is no common policy concerning the integration of refugees in Europe, and as long as the measures of each country are in compliance with the international law, different policies can be adapted. In addition, Portugal is my country of origin.

Regarding the method which is used, it is qualitative, through the research of scientific articles, relevant books, government documents, statistical websites, brochures and newspaper articles. In addition, in the case of Portugal, on the 10th of January of 2017, a visit was made to the headquarters of the High Commission for Migration in Lisbon, which objective was to better understand the situation of refugees in Portugal, as there is very few information available on this subject. Thus, two interviews were conducted, the first one with Dra Marina Pedroso, who is in charge of the Emigrant Return Support Office, and the second one with Dr Mário Ribeiro, responsible for the National Immigrant Support Centers of Porto, Lisbon and Faro.

Although the international internship experience at Geneva was extremely gratifying, both at a personal and professional level, it was not possible to take advantage of most of the information to which the access was granted. This is due to the fact that there has been a greater link to other topics than specifically to matters relevant to this thesis, given the scope in which it was carried out.

In this sense, always based on a theoretical framework, it can be concluded that there is a latent need for partnerships between the institutions responsible



for supporting refugees and increasing the value of funds, which will require a joint effort among countries through the creation of efficient and effective integration policies that may enable a successful reception. In which concerns to Portugal, as the country is in a situation of demographic fragility, it is essential that the issue of refugees be taken into account in order to implement transversal policies and provide an integrated response through the creation of information, reception and centralized support spaces based on regional integration.

The present document is constituted by 7 chapters and is structured as follows: in chapter 1, it is mentioned the distinction between certain fundamental concepts to the theme, among them "refugee", "asylum seeker", "internally displaced person" and "stateless person" ; then, in the next chapter, the historical evolution of the refugee status and measures taken by the UNHCR when creating regulatory documents are shown as well as the legislation applied in Portugal; subsequently, in chapter 3 it is displayed a chronology of the situation and also statistics related to its evolution; in an attempt to highlight Portugal's involvement, in chapter 4 several fundamental factors are addressed for the integration of refugees in the European countries and in the aforementioned country, it is explained the access to the national health system, labor and housing; moreover, in chapter 5 there is an emphasis on the challenges faced by the European countries, including Portugal, regarding the refugees, as well as on their socio-economic impact, which is a result of such integration; in chapter 6 further steps are suggested to mitigate the consequences of this exodus, such as local action by international forces, as long as they are compatible with the autonomy of the countries concerned, as well as other alternatives; to finish chapter 7 presents the main conclusions, the relevant problems are reiterated and plausible solutions are suggested, as well

as the main limitation felt which was mostly related to the lack of information available mainly in the Portuguese case.



# Chapter 1

## Concepts

### 1.1 Refugee

Refugee" is a person who tries to escape to a foreign country in order to run away from danger or persecution (The UN Refugee Agency, 2016a). As defined by the Immigration and Nationality Act, a refugee does not want or cannot return to her or his home country due to the fear of persecution because of religion, race, gender, political opinion, national origin or membership in a particular social group. This escape can also be caused by war or violence. This definition is supported by the United Nations 1951 Convention and 1967 Protocol.

A person who returns to her or his home country in certain situations is called a returnee. Often, after the conflict has passed and the country has been rebuilt, there is a strong desire to return to the home country (The UN Refugee Agency, 2016a). However, it must be safeguarded that not all returnees are refugees.

The term "refugee" is often confused with other independent concepts, and for that reason we must fully understand the differences between each of them (The UN Refugee Agency, 2016a). Thus, the definitions of "**asylum seeker**", "**internally displaced**" and "**stateless person**" are going to be presented.

## 1.2 Asylum Seeker

An asylum seeker is recognized as a person seeking refugee status whether by seeking admission at a port of entry or just after they have entered the receiving country without status or with a different one (Gale, 2004). It is known that most developed countries process asylums in a different way than those who have the refugee status. In order to achieve the refugee status, an asylum seeker has to demonstrate that is well founded the fear of persecution in her or his home country.

## 1.3 Internally Displaced Person

An internally displaced person can be defined as someone who is forced to leave their homes or places of habitual residence for the same reasons that a refugee would, however, remains in her or his country and does not transpose the international border. These people, unlike refugees, are not eligible to receive certain types of aid nor protected by international law, nevertheless, there has been an increase in the number of the internally displaced people due to an increasing number of internal conflicts which replace war among countries (The UN Refugee Agency, 2016b).

The best solution for displaced people, as advocated by the United Nations High Commissioner for Refugees, is a voluntary repatriation or return if the origin country is safe.

## 1.4 Stateless Person

A person who is not a citizen of any country is called a stateless one. Citizenship can be defined as the legal bound between an individual and the

government and allows for economic, political, other rights of an individual and social nature. It also defines the responsibilities of both citizens and government.

The reasons for a person to become stateless can be several, like legal, sovereign, administrative or technical decisions (The UN Refugee Agency, 2016c). According to Article 15 of The Universal Declaration of Human Rights, “everyone has the right to a nationality” (United Nations General Assembly, 1948:2).

## Chapter 2

# Historical evolution of legal rules concerning to the issue of refugees

Initially, refugees were treated in accordance with international laws applicable to aliens. These laws were exclusively applied for the protection of foreigners who could return home at any time due to the fact that they were not obliged to live abroad. Therefore, the special difficulties encountered by refugees were not taken into account since there were absolutely no rules of customary international law, neither multilateral or bilateral agreements to regulate the refugees' status (North-Holland, 1992).

The League of Nations<sup>1</sup> responded to the need of legal action with respect to refugees, by using multiple international instruments to define their status. The main objective was the creation of identity certificates for refugees, the "Nansen Passports" (North-Holland, 1992).

The Arrangement related with the Legal Status of Russian and Armenian Refugees of the 30<sup>th</sup> of June of 1928 was the first international instrument related with the legal status of refugees. It recommended the extension of some quasi-

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<sup>1</sup> After World War I, an international organization called the League of Nations was created in Switzerland, which objective was to constitute a forum to resolve international disputes in order to maintain world peace. The League had 42 founding members, but only 23 remaining until its dissolution in 1946. Throughout the years, the League of Nations was constituted by 63 members (Truemen, 2016).

consular functions to Armenian and Russian refugees by the representatives of the High Commissioner for Refugees of the League of Nations (North-Holland, 1992).

On the 28th of October of 1933, a Convention concerning the International Status of Refugees took place and it became a model for future international instruments. This Convention not only dealt with numerous subjects related to the group of people mentioned above, such as employment, education, social rights, personal status, but also controlled the issuance of travel documents for refugees. The drawback of the Convention was that its application was limited to the number of refugees until that date, so, in order to cover the new flows of refugees from Germany and Austria, new instruments needed to be created.

Therefore, the international recognition of the refugee status and a new concept of human rights were motivated by the Second World War, as a result of the atrocities committed during the Holocaust and the emerging international growing concern with human dignity. Actually, the international community was being alarmed by the forced displacement of a very large number of people.

Moreover, there was a latent need for a comprehensive and universal instrument for refugees, so, the Office of the High Commissioner of the United Nations on Human Rights stated in 1937 that “early consideration be given by the United Nations to the legal status of persons who do not enjoy the protection of any Government as regards their legal and social protection of any Government as regards their legal and social protection and their documentation” (United Nations, 1948:14).

The key instruments for the recognition and protection of refugees are the 1951 Geneva Convention as well as the 1967 Protocol. These represent the basis of the International Refugees Law and are considered a milestone in the emergence of a global will to resolve the issue of forced displacement (Baricello



& Araujo, 2014). However, there some other important landmarks before those events took place.

## 2.1 *Ad Hoc* Committee on Refugees and Stateless Persons and UNHCR

The origins of the international and universal recognition of the refugee status can be found in the *Ad Hoc Committee on Refugees and Stateless Persons*, appointed by ECOSOC in Resolution 248 of August of 1949, with the mandate to consider the relevance of preparing a Convention related with that status. The immeasurable suffering experienced by millions of survivors caused the United Nations to create one of the most important international conventions which objective is to regulate the legal status of refugees (Dolinger, 1996).

Also in 1949, the Resolution 319 (IV) of the UN General Assembly created the High Commissioner of the United Nations for Refugees (United Nations General Assembly, 1949). Its statute is found attached to the Resolution 428 (V) of the General Assembly n. 428 of the United Nations in the 14<sup>th</sup> of December of 1950 (United Nations General Assembly, 1950).

The United Nations High Commissioner for Refugees (UNHCR) begun its activities on the 1<sup>st</sup> of January of 1951 (Florioiu, 2016), with the fundamental purpose of granting international legal protection to refugees and the adoption of the 1951 Geneva Convention relating to the Status of Refugees (United Nations General Assembly, 1950), as amended by the New York Protocol of 1967 (United Nations General Assembly, 1950). According to Fischel de Andrade (2006), these instruments provided a legal framework to answer to the general needs of refugees by establishing rules to protect them under the International Law. The UNHCR's objective was providing refugees the protection they needed and its mission is to ensure the well-being of the

mentioned group of people (Floroiu, 2016). So, the High Commissioner wants to ensure that everyone has the right to seek asylum and find a “safe harbor” in another State or can have the possibility to return voluntarily to their home country. Although it has not received coercive powers that could determine the compliance of certain actions and initiatives by the States in favor of the protection of refugees, it represented an important step in that direction (Baricello & Araujo, 2014).

## 2.2 1951 Refugee Convention, the Plenipotentiary Conference and 1967 Protocol

As a result of the *Ad Hoc Committee on Refugees and Stateless Persons*, it occurs the 1951 Geneva Convention, which is the most important international instrument of the refugee law. It provides rights to the refugees, defines the term “refugee” (Article 1) and covers only those persons who have become refugees as a result of events occurring before the first of January of 1951. According to the convention, the term means “...someone who is unable or unwilling to return to their country of origin owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion” (UNHCR, 1951:13).

The Convention of 1951 clearly shows what kind of social rights (such as the right to paid employment and social assistance - Arts. 22 to 24 -, identity documents and passport), legal protection or other assistance, a refugee should expect and receive from the countries who have signed the mentioned document, as well as, the obligations of refugees to their hosting countries (war criminals are not allowed to qualify for the refugee status), which make it both a rights and status' bases instrument” (UNHCR, 1951). In addition, the Convention promotes support for naturalization and the assimilation of

refugees, access to courts, education, social security, housing, and free circulation. It has a considerable number of fundamental principles, namely non-penalization<sup>2</sup>, *non-refoulement* and non-discrimination<sup>3</sup>, as well as freedom of religion. One of the most important points of the Convention is Article 33, where the principle of *non-refoulement* is sanctioned. It prohibits the expulsion or forced return, unless "...there are reasonable grounds for regarding as a danger to the security of the country in which he is, or who, having been convicted by a final judgment of a particularly serious crime, constitutes a danger to the community of that country. "(UNHCR, 1951: 30). This principle is the basis of the concept of refuge and the right of asylum in which the main goal is to protect the individual from persecution.

Thus, the Plenipotentiary Conference (Geneva, from the 2<sup>nd</sup> to the 25<sup>th</sup> of July of 1951), aimed to complete the draft of the Convention and its signature. It counted with the participation of delegations from 26 countries, as well as representatives of IRO, UNHCR and ILO (the last ones without voting rights), and The International Committee of Red Cross, *Caritas Internationalis*, as well as various NGOs as observers.

In this Conference, we could see two different currents of thought: the first one, argued that the 1951 Convention consisted in a general instrument and should be applicable to all refugees, regardless their origin; while the second one defended that the Convention's scope was limited, so should only be applied to refugees from European countries (UN General Assembly, 1954). The

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<sup>2</sup> The principle of non-penalization states that a refugee should not be harmed if he/she has have entered and remained illegally in a particular country (Goodwin-Gill, 2001).

<sup>3</sup> The principle of non-discrimination presupposes that States which have signed the 1951 Geneva Convention must apply the measures proposed without discrimination as to the country of origin, religion or race of the refugees (UNHCR, 1951).

countries that supported the first vision were called “Universalist”, while the other were “Pro-European”.

The Conference ended on July of 1951 and the Convention relating to the Status of Refugees was signed by 12 countries (UNHCR, 1951).

The 1951 Convention’s scope was mainly the European Refugees, although, in 1967, due to the expansion of the problem of displacement around the world, a new protocol extended the field of action of the Convention of 1951 (UN General Assembly, 1967). Although the Protocol is connected to the 1951 Convention, it retains its own character, so it is an independent legal instrument<sup>4</sup>.

## 2.3 The portuguese case

Those who acquire the refugee status and consequently the subsidiary protection, are subject to the duties and enjoy the rights that are applied to the foreigners with residence in Portugal as referred by Pedroso (Appendix 5a). The Portuguese legal framework for refugees is in accordance with the international conventions, treaties and laws that Portugal ratified as a member state of the

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<sup>4</sup> In fact, although the two main instruments in this area are the 1951 Convention and the 1967 Protocol, there are a number of other international instruments that are of high relevance when the subject is the status of refugees such as the , the 1949 Geneva Convention concerning the Protection of Civilian Persons in Time of War and the 1973 Agreement relating to Refugee Seamen (North-Holland, 1992).

There are some Conventions at a regional level which aim to accommodate the specificities of certain places such as the 1969 Convention of the Organization of African Unity. Even though the African group recognizes the 1951 Convention and the subsequent 1967 Protocol as guidelines for dealing with the refugee situation, the 1969 Convention contains other references on the prohibition of subversive activities, asylum, voluntary repatriation, non-discrimination, travel documents. In addition, there are several instruments in Europe that complement the existing Convention, such as the 1957 European Convention, the 1959 European Agreement, the 1972 European Convention on Social Security and, at last, the 1980 European Agreement relating to the transfer of Responsibility for Refugees (North-Holland, 1992).

United Nations and of the European Union (High Commission for Migration, 2015).

In consonance to Pedroso (Appendix 5a) and taking into consideration the Portuguese legal framework, it is decreed that whenever refugee status is granted to a foreigner or a person without a country, the applicant is allowed to remain in the national territory, according to the foreseen the international law, later incorporated into national law (High Commission for Migration, 2017). In Portugal, individuals who benefit from the refugee status and subsidiary protection are subject to the same rights and duties of foreigners residing in the country, and are obliged to comply with the obligations according to the Portuguese Constitution (in particular Articles 15 to 33, 41 and 46) and the Law no. 26, of the 5<sup>th</sup> of May (which was a revision of the law of 2008) (Assembleia da República, 2014). This law establishes conditions and procedures for the granting of asylum or subsidiary protection and also includes the status of asylum seeker, refugee and subsidiary protection.

In addition, there are still other relevant legal provisions in this regard, such as:

- Law no. 23/2007, of the 4<sup>th</sup> of July defines the procedures and conditions of entry, stay and departure and status of long-term resident (Diário da República, 2007).
- Law no. 67/2003, of the 23<sup>rd</sup> August, decrees the granting of temporary protection in the hypothesis of a large influx of displaced persons and the measures to be followed in order to ensure a balanced distribution of the effort by the various Member States in accepting these individuals and bearing the consequences of such reception (Procuradoria-Geral Distrital de Lisboa, 2003).
- Decree-Law no.67 / 2004, of the 25<sup>th</sup> of March predicts the regularization of the situation of minors with refugee status. It explicits the duties and

rights, such as access education, health services and full guarantee of the universal rights of those who obtain the statute (Diário da República, 2004).

- Law 20/2006 of the 23<sup>rd</sup> of June, which has been transposed into national legislation from the European Union, states the rules on the reception of asylum seekers in the Member States. It focus on the conditions of reception at a material level, containing the cases of reduction or cessation of the benefit of these same conditions and, finally, measures to promote the effectiveness of the reception system (Immigration and Borders Service, 2006).

In Portugal, the entity directly and specifically responsible for the integration of refugees is the Portuguese Council for Refugees, in direct partnership with the Office of the High Commission for Migration, as said by Pedroso (Appendix 5a). Its purpose is the reception and integration of refugees, the promotion of Humanitarian and sustainable asylum, training and awareness raising for this issue and for human rights in general.

The Portuguese Council for Refugees was constituted on the 20<sup>th</sup> of September of 1991 by a group of personalities from the Portuguese society and it is a non-profit, independent and pluralistic Non-Governmental Development Organization. It started its activity with the exclusive sponsorship of UNHCR, but now is financed by various entities. Teresa Tito de Morais was elected President of the Board, a position she has held until now (Conselho Português para os Refugiados, 2017).

# Chapter 3

## Refugee crisis of 2011

### 3.1 The beginning of the refugee crisis of 2011

Since the beginning of 2011, there has been a large migration of mostly Muslim people to European countries. This situation was even more evident in 2015 and has remained until the present days. While there are nations that have opened the borders to refugees, others have done little to try to solve this problem (Altemeyer-Bartscher et al., 2016). The country of origin of the majority of the refugees is Syria, so it will be the country of greatest prominence in this document (Ostrand, 2015).

Indeed, it can be said that the crisis above mentioned has been and continues to be one of the greatest challenges that the international community has ever seen (Akbarzadeh & Conduit, 2016). After the uprisings in Egypt and Tunisia, a series of events were sparked that became known as the Arab Spring. In that order, after the fall of the Egyptian regime (two months after the uprisings), manifestations began to emerge in all the major cities of Syria. It all started when a group of teenagers wrote on a wall “anti-regime” using graffiti. They were arrested and the news of their detention spread through several cities, causing numerous manifestations across the country. As a result of the country's poor economic situation and the success of other countries in the Arab

Spring movement, the opposition gained strength with the support of the United States, Turkey and the Arab Sheikhdoms.

President Bashar al-Assad, Syria's government leader, has adopted a series of symbolic reforms and responded to demonstrations with violence. Thus, the opposition became increasingly violent in its demonstrations as a response to the oppression felt (Akbarzadeh & Conduit, 2016).

The president's regime was not favorable to the United States, since it supported the insurgency in Iraq, which greatly influenced the United States invasion of Iraq in 2003, having compromised the whole operation. This trend also occurred for Saudi Arabia, since Assad was allied with its biggest rival, Iran. From the Turkish point of view, the Arab Spring was an opportunity for its capital (Ankara) to be singled out as an example and model of success for Islamic democracy. This model could be adopted by all the Arab States. In this way, a convergence of interests was seen with the aim of changing the regime in Syria, with the support of other countries. However, against all odds, the Bashar al-Assad regime did not fall and, instead, retaliated with extreme brutality and violence and in this way, the civil war was established in Syria. Note that, Russia, China and Iran are allies of the existing regime in Syria, as are some foreign and local militias (Akbarzadeh & Conduit, 2016 and Jin, 2017) .

Reliable statistics on the exact number of deaths do not exist since 2013, the year in which the UN gave up counting them (Akbarzadeh & Conduit, 2016). However, it has been estimated that approximately 11.5% of Syria's population has been injured or killed (Syrian Center for Policy Research, 2016).

Besides, the population who is still in the country is experiencing great difficulties such as food shortages, no hospital conditions, denial of the right to education due to closure of schools (Uenuma, 2014). In relation to the last point, by 2014, about 2.8 million Syrian children were not attending school, being



victims of violations of the most basic human rights (Akbarzadeh & Conduit, 2016).

Since the beginning of the conflict, there has been a significant deterioration of the economy (Syrian Center for Policy Research, 2016). Between 2011 and 2015, the Syrian currency lost about 90% of its value and the subsidies paid by the Syrian state decreased on a large scale. By the end of 2014, about 82% of the population lived in poverty, with 58% unemployed (Akbarzadeh & Conduit, 2016).

As such and as a result of deteriorating living conditions, millions of Syrian citizens fled from their home country to seek refuge. Although there has been a large influx of refugees into Europe, much remains in the neighboring countries of Syria, as Turkey and other developing countries, but the refusal of some other Muslim countries to receive refugees in their territories and the degrading conditions in which refugees were installed in these neighboring countries, such as Jordan and Lebanon, were a decisive factor for people to go seek refuge in European countries (Moraga & Rapoport, 2015).

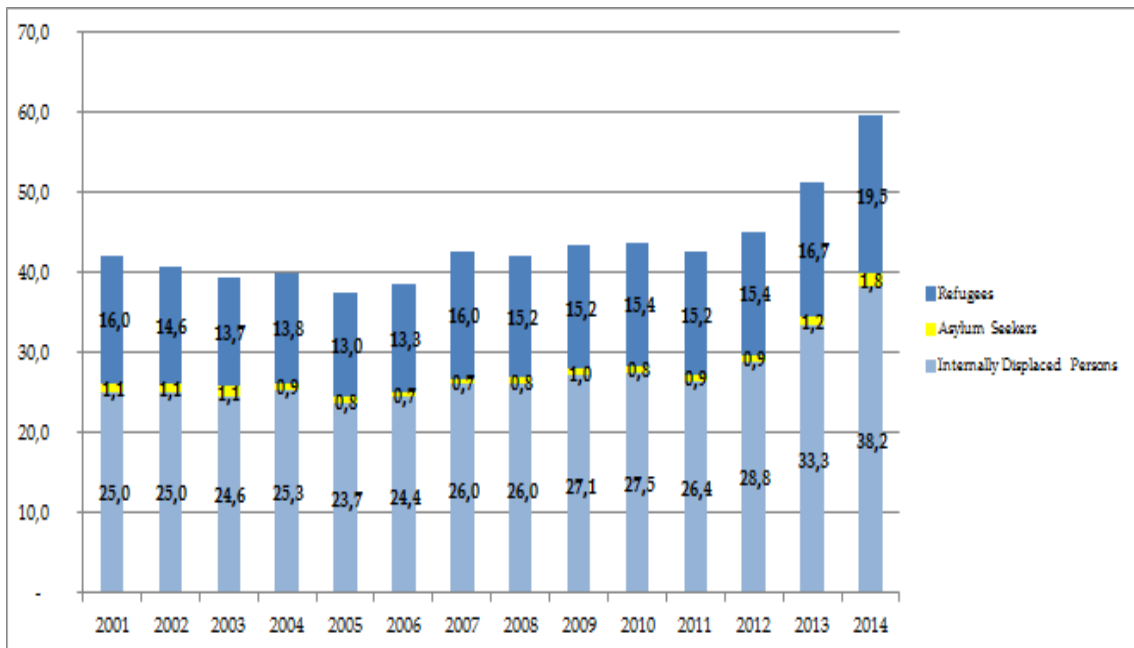
More recently, on the 18<sup>th</sup> March of 2016, the EU-Turkey Declaration was signed and declares that for each Syrian national resent to Turkey from the Greek islands, another Syrian will be reinstalled in another EU country from Turkey. Priority should be given to migrants who have not previously entered or attempted to enter irregularly into the EU. The Declaration in question was applied on the 4<sup>th</sup> of April 4 of 2016 (Aamann, 2016).

### 3.2 Characterization of the current situation

By the end of 2014, according to data from the United Nations High Commissioner for Refugees (UNHCR, 2014), 59.5 million people worldwide

were displaced against their will as a result of armed conflict, war or human rights (High Commission for Migration, 2015).

In 2014, the number of refugees, internally displaced persons and asylum seekers has increased sharply, having reached high numbers in the mentioned year as can be seen in figure 1 (High Commission for Migration, 2015).



Source: UNHCR, 2014

**Figure 1:** Refugees, asylum seekers and internally displaced persons (millions of people).

The most recent flows are the result of new crises that have emerged in the Middle East and Africa, complemented by the ongoing conflicts in Afghanistan, the Democratic Republic of Congo and Somalia. In addition to the crisis in Syria, new conflicts in the Central African Republic, South Sudan, Ukraine and Iraq, among other countries, have been causing significant displacement (UNHCR, 2015). During the last decade, apart from the most recent years (2012, 2013, 2014), the number of refugees and displaced persons has been between 38 and 43 million per year (according to Figure 1). Since 2011, when the number of refugees, asylum seekers and internally displaced persons was 42.5 million, the number has risen to 59.5 million after three years (2014), showing a positive

growth rate of 40% during this period. In Europe, more than 219,000 refugees crossed the Mediterranean in 2014, contrasting with the 70,000 in 2011. It is estimated that half of these refugees come from Syria and Eritrea and in 2014, UNHCR was aware of 3,500 deaths/disappearances in the Mediterranean. In 2014, the entire EU accepted 420,000 refugees. Only Germany, in 2015, accepted about 800 thousand (High Commission for Migration, 2017).

According to UNHCR statistical data, as shown in the table 1, Turkey is the country with the highest number of refugees, around 2.5 million, followed by Pakistan with 1.6 million, Lebanon, 1 million, Iran with 979,400, Ethiopia with 736,100 and Jordan receiving around 664 100. In Europe, the number currently estimated is 900 000 (UNHCR, 2016).

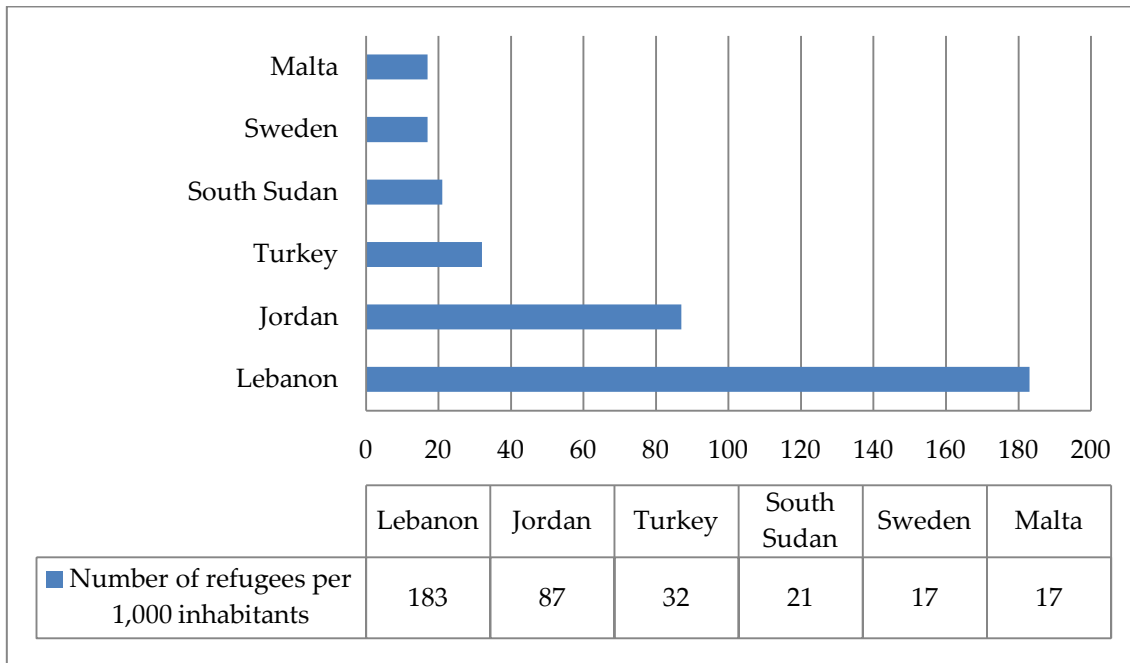
Host countries	Number of refugees
Turkey	2.5 m
Pakistan	1.6 m
Lebanon	1.1 m
Islamic Republic of Iran	979,400
Ethiopia	736,100
Jordan	664,100

Source: UNHCR, 2016

**Table 1:** Top refugees' hosting countries.

Also, as can be seen in figure 2, when analyzing the number of refugees per 1,000 inhabitants, in line with UNHCR (2015), in Lebanon, approximately for every 5 individuals, one is a refugee. However, in cases where refugees take a significant number, both socio-economic and political impact assumes high proportions. It can be seen that Sweden and Malta, the only high-income countries shown, per 1,000 individuals, 17 are refugees. It can be concluded that

low- and/or medium-income countries are the most affected by the refugee crisis and which impact is greatest at various levels.



Source: Adapted by UNHCR, 2015

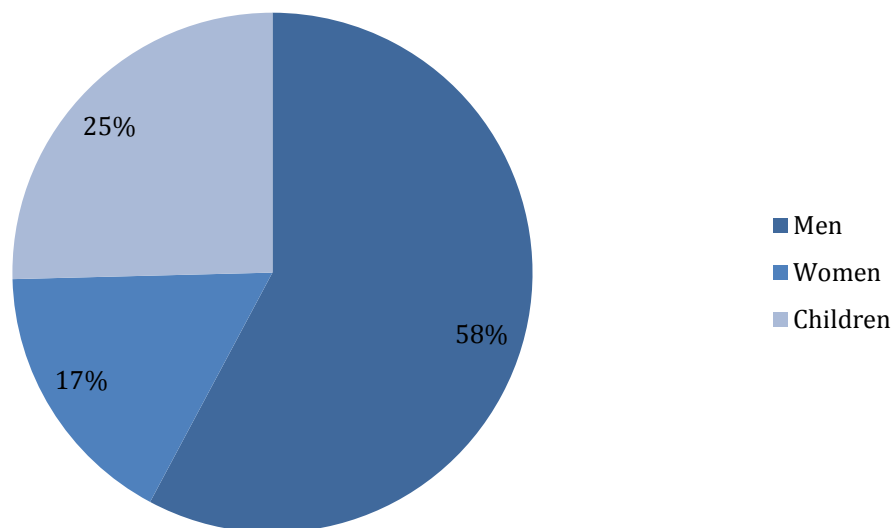
**Figure 2:** Number of refugees per 1,000 inhabitants in some countries (Malta, Sweden, South Sudan, Turkey, Jordan, Lebanon), in 2015.

As can be seen in table 2, most of the refugees come from Syria, about 4.9 million (UNHCR, 2016). In addition, about 2.7 million are Afghans, while 1.1 are Somali and, in consonance with figure 3, by 2015, the majority of the refugees were male, representing about 58% of the total population of refugees, followed by children, 25%, and women, 17% (UNHCR, 2017).

Country of origin	Number of refugees (millions)
Syria	4.9
Afghanistan	2.7
Somalia	1.1

Source: UNHCR, 2016

Table 2: Countries of origin of 53% of refugees.



Source: UNHCR, 2017

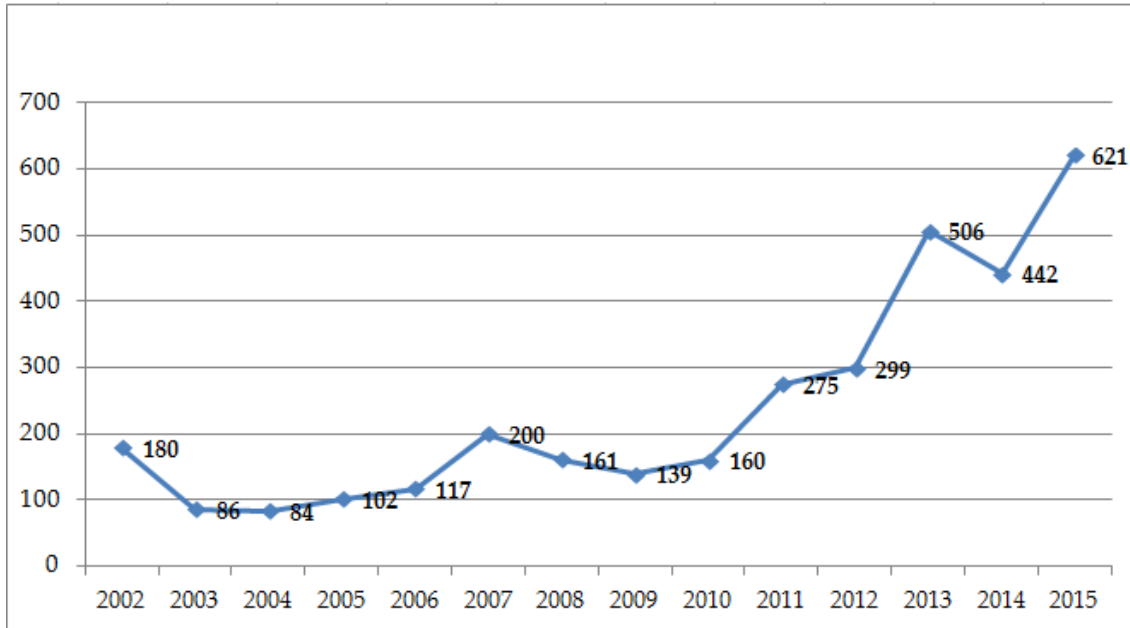
Figure 3: % of refugees from the main countries of origin based on gender in the beginning of 2017.

## 3.3 The portuguese case

### 3.3.1 Refugee status

The first-time Portugal had contact with refugees was after 1974, in the first decades of the post-colonial period, with most of them coming from the African continent, especially from the former Portuguese colonies. Only in recent years refugees have started to emerge from countries such as Guinea, Ukraine, Mali, Pakistan and especially Syria. As such, the first Portuguese refugee-related policies were developed in the light of the post-revolution policy democracy, being seen as inclusive in society. From the moment Portugal joined the EU, the policies were amended to be aligned with those of the EU, with the European policies being more restrictive than the Portuguese ones (Sousa & Costa, 2017).

By the end of August of 2015, 621 applications for international protection had already been filed (High Commission for Migration, 2015). This can be seen in figure 4. The majority of these applications were requested by male individuals, about 64%, and 40 applications for asylum were requested by unaccompanied minors. These requests came from people from 43 different nationalities. It should also be noted that the 621 protection applications filed up to the end of August 2015 represented an increase of 140% over the same period of the previous year (High Commission for Migration, 2015).



Source: Conselho Português dos Refugiados, 2015

**Figure 4:** Asylum Applications in Portugal (2002 to 2015) - number of individuals (values do not include refugees received under the Resettlement Program).

Considering the refugees from the European Program of Relocation<sup>5</sup>, which were not involved in the statistics previously presented, according to Pedrosa (Appendix 5a), until January of 2017, Portugal had received about 950 refugees. For each refugee, each member state receives 6,000€ (as mentioned by Ribeiro, Appendix 5b) from the EU, and so that, Greece, Hungary and Italy can cover the transport costs, they receive 500€ each for relocation (European Commission, 2017).

The Portuguese government made a commitment to receive 5,000 people (which means about 0.05% of the total Portuguese population - 10,358.1

<sup>5</sup> "Relocation" means "the transfer of persons who are in need of International protection from one EU Member State to another EU Member State" (European Commission, 2017:1). Two emergency proposals emerged from this program: the first was to reallocate, over two years, some 40,000 refugees from Greece and Italy, while in the second one (created after de first one), the number of those relocated refugees increased to 120,000, coming not only from Greece and Italy, but also from Hungary (European Commission, 2017).

individuals in 2015 (Pordata, 2017c)), and the prime minister has already announced the availability for doubling this number, changing it to 10,000 people (Cruz, 2016).



# Chapter 4

## Refugees' integration

Global migratory flows have changed at a rapid and significant pace in recent years. Several phenomena have contributed to this scenario, including globalization, asymmetries between the different economic blocs, the financial crisis and the massive crisis of refugees that hit several countries (Oliveira & Gomes, 2016). There are several impacts of international migration, including the refugees' flows, particularly at the demographic level and at the level of contributions to the state (Oliveira & Gomes, 2014).

The policies to deal with those refugees' flows have been drafted exclusively for implementation in each country are intended to cover areas of "weaknesses" found in the 1951 Convention. The essence of regional policies is to make an effort to provide the necessary support to the international community in resolving, or at least, mitigating the refugee's problems.

The most notorious legal/policy problems related to the refugees' issue are related with asylum issues. Firstly, there is no general criteria for the determination of refugee status or for the guarantee of asylum, which leads to a large number of refugees without a country to give them asylum (Islam & Bhuiyan, 2013). Secondly, the question of the rescue of refugees in distress at sea has raised certain legal questions, as well as the lack of a universal instrument containing clear information about the duties of the various states to

receive refugees and the legal consequences thereof, even if asylum is not permanent (North-Holland, 1992).

According to the Director of the Public Relations Institute Program, Justyna Segeš Frelak, the integration of refugees is one of the greatest challenges at the European level. In fact, no common rules have been developed with regard to integration policies related to refugees. In addition, there is a lack of awareness of the legal instruments for the integration of refugees that show efficient and effective results, allowing the full integration of these individuals into European societies (European Union, 2017). However, the fundamental pillar for the best integration to take place is based on partnerships. These include cooperation between sub national and national authorities, as well as with the European Commission, UNHCR and other relevant institutions to the matter of subject (Hooghe, 1996).

## 4.1 The portuguese case

In the specific case of Portugal, the migratory profile has changed since the 1960s, and in the 1990s it became a place chosen by people from other countries to work and live. This change in mentality was mainly due to the improvement of social conditions, an extensive program of infrastructure building, public construction (absorption of many low qualified workers) and political and social instability in other countries (Padilla & Ortiz, 2012).

Before the most well-known refugee crisis that began in 2011, between 2000 and 2010, the foreign population in Portugal increased significantly. In addition, since 2010, negative total population balances have been observed in Portugal, with negative birth rates associated with the decline in net migration (Oliveira & Gomes, 2014).

In addition to the above, it can be concluded that Portugal is in a situation of demographic fragility, and it is essential that the phenomenon of migration (including the issue of refugees) be taken into account, analyzed and outlined into a transversal policy. That policy should demonstrate the changes that have occurred and are constantly occurring in migratory profiles. (Bäckström & Castro-Pereira, 2012).

In order to adapt to the current challenges, the National Immigrant Support Network was created, under the responsibility of the High Commission for Migration, to support the demanding and complex process of host, integration and resettlement of refugees (Cruz, 2016). The National Network of Support for the Integration of Migrants is composed by the Local and National Support Centers for the Integration of Migrants. The last one has as mission to ensure the representation of different services, institutions and offices to support migrants, in order to provide them with an integrated response in their reception and integration process. On the other hand, the first ones should ensure the existence of spaces for information, reception and centralized support based on local policies of integration of migrants (Bäckström & Castro-Pereira, 2012).

As confirmed by Ribeiro (Appendix 5b), Portugal is trying to remain at the forefront of combating illegal immigration and the use of less informed people (including refugees) for sexual and labor exploitation. Refugees who come to Portugal to live, in the long term, may have a positive effect on public finances as it is discussed in section 5 (Bäckström & Castro-Pereira, 2012). So, the investment in integration policies, directly contributes to the mobilization of talent for technological progress, innovation, greater openness, and for the increase in mobility and qualification of human capital (Oliveira & Gomes, 2016).

### 4.1.1 Portuguese integration policies

Portugal is the country with the second-best classification in the allocation of rights and services to foreigner residents, according to Ribeiro (Appendix 5b). Actually, the measures adopted by Portugal concerning the integration of migrants were awarded.<sup>6</sup> This reinforces what the Migration Policy Group revealed in 2007 in its Index of Migration Policies (IMP) which placed Portugal in the second position among the 38 European countries in terms of the best integration policies (MIPEX, 2015).

A refugee who enters Portugal and has the objective of obtaining international protection must submit his request, in writing or verbally, to a police authority or to the Foreigners and Borders Service (Working Group on the European Migration Agenda, 2017).

Therefore, in consonance with Ribeiro (Appendix 5b), "We can say that we are at the "front line" with regard to integration, at least in Europe, if not in the world". But since the Index has focused mainly on the legal framework, there is still need to look at the rest as it is indispensable to evaluate the application, as well as the effectiveness.

Apart from this, "modern slavery" continues to exist in Portugal (according to migrant associations), and irregular migrants, including refugees, are victims (Viana, 2009). One fact that needs to be taken into account is that in Portugal no immigrant can be considered illegal, they may rather be in an irregular situation, as mentioned by Ribeiro (Appendix 5b). However, manage this situation and solve it is seen as a challenge for Portugal due to the fact that the country was not accustomed with the management of immigration flows.

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<sup>6</sup> As mentioned by Ribeiro (Appendix 5b), the award was given by EPSA in 2011, while the first place belonged to Sweden.

There are **seven key principles** which are seen as the basis for Portugal to receive the refugees: **Equality, Hospitality, Citizenship, Co-responsibility, Participation, Interculturality** and **Consensus** (Marques, 2005).

-**Equality** of rights and duties of the national and foreign citizens who are in the country temporarily, or have residence in Portugal, is a determining principle and one of the most important ones. In this way, the fight against all forms of discrimination and the effective exercise of rights and duties of immigrants, including refugees, determines the integration policies: equal access to health, work, social security, justice, education and other areas. Likewise, civic participation and respect for the law are obligations that must be fulfilled. In order to defend this principle, there is an extensive national legislation and the Commission for Equality and against Racial Discrimination which has representation from Parliament, different ministries, business, trade unions, immigrant and anti-racists associations (Pires, 2012).

-However, for the majority of refugees, there are specific competitive disadvantages or vulnerabilities that require government action to enable effective equality. To this end, inspired by the principle of **Hospitality**, programs and actions are developed to welcome the refugees and to facilitate their integration in Portugal. As an example, in the National System of Support to the Immigrant, initiatives which also help refugees, are developed with the presence of public institutions as well as a set of Support Offices (Family Reunification, Employment, Legal Aid, etc.) that facilitate access to fundamental rights. On the other hand, the National Information Network provides useful and practical information that facilitates the integration of refugees in different languages and different supports (paper, web, media, information) (Marques, 2005).

-With regard to the subject of **Citizenship**, the acquisition of Portuguese nationality has also become easier, in the recent amendment of the Nationality Law, in particular to the descendants of refugees.

-Concerning the theme of the principles of **Co-responsibility** and **Participation**, it is certain that only a society which is built taking into account the respect for the principle of full cultural and political participation of all citizens can be inclusive. In this way, refugees, as citizens, are expected to be participants and co-responsible for the common good. Particularly in relation to the integration policy, they should be part of the solution (Pires, 2012).

-With regard to **Interculturality**, it can be said that the intercultural model defines itself in cultural miscegenation, without any impositions. That is, the integration of each individual is proposed, rather than his simple acceptance. (Marcos, 2005).

-Finally, the “design” of the immigration policy in Portugal is marked by the principle of **Consensus**. This implies an awareness of the public opinion for the host, demystification of stereotypes and false ideas already created in people's minds. In this area, great attention has been paid to the treatment of these refugees' issues by the media, encouraging a different and modern view. Initiatives such as Journalism Award for Tolerance are concrete expression of this work.

For what was said, these seven principles are "mobilizers", both for the state and for civil society. This can only occur if the principle of permanent cooperation between different institutions of the state is respected, seeking transversal, multisectorial and articulated responses. It is equally fundamental to reinforce the alliance with civil society institutions, enhancing their more efficient and flexible intervention (Pires, 2012).

Thus, these principles emanate in some fundamental axes, due to the need for the development of a strategic plan based. In the generalized plan of the

migrations there are five axes, but in the refugee level, three are more suitable (High Commission for Immigration, 2017b).

The first one, related to **integration policies themselves**, has as main goal combating discrimination, keeping in mind the mobilization of new skills and talents, the decentralization of integration policies, the strengthening of social mobility, better articulation with employment policies and access to a common citizenship (Oliveira & Gomes, 2016).

The second axis concerns to **policies which promote the integration of new nationals**. The purpose of this type of policy is to promote the inclusion and integration of the new nationals (those who have obtained Portuguese nationality and their descendants), through actions in the field of vocational training, education, entrepreneurship and transition to the labor market (Oliveira & Gomes, 2014).

Finally, the third axis is related to the **policies of the quality of services and reinforcement of legality**. It is up to the Portuguese government to improve the capacity of intervention at the cross-cutting level in the implementation of integration policies. It is essential in this measure to increase the network of partnerships with not only public as well as private entities, better monitoring of refugees and establishment of a culture of good practices and quality in the provision of services (Oliveira & Gomes, 2014).

In the Appendix 1, 2 and 3, the actual measures taken and their actions will be presented with regard to the specific case of the integration of refugees.

Additionally, Portugal has set up a working group during 2015, the Working Group on the European Migration Agenda (Order No 10041-A / 2015) as said by Pedroso (Appendix 5a), which goal is to map the existing resources in the national territory, in order to install and integrate refugees and individuals who are under international protection (High Commission for Migration, 2015).

It has a multidisciplinary representation (with representatives of the Directorate-General for European Affairs / Ministry of Foreign Affairs, the Employment and Vocational Training Institute, the Social Security Institute, the Foreigners and Borders Service) and is coordinated by the Foreigners and Borders Service. In addition to the aforementioned members of the public administration, the Working Group also includes representatives of the National Association of Municipalities and the Permanent Commission for the Social and Solidarity Sector and the Platform for Refugees' support (Pedroso, Appendix 5a and High Commission for Migration, 2017a).

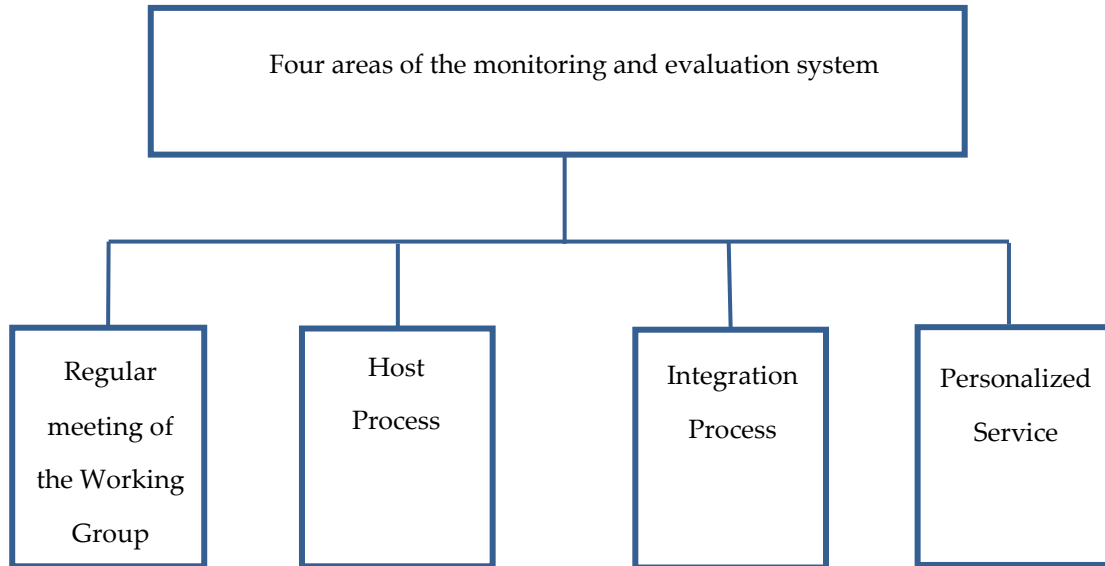
It is of the responsibility of this Group to map existing resources in Portuguese territory - local authorities, civil society and central administration - in order to assess installed capacity and complete the national plan of action regarding the reception and integration of refugees and individuals who are under international protection, in particular through a website for this purpose.

In addition, for a successful and effective integration in the host society, it is imperative to dominate the national language, which allows better communication with other individuals. Therefore, it is essential for full integration into Portuguese society, especially in the labor market and in filing the application for nationality, resident status and permanent residence permit (Matias et al., 2016). In accordance with Pedroso (Appendix 5a), The High Commission for Migration also provides opportunities to learn Portuguese. The "*Português para todos*" program is an initiative which mission is to develop national language skills for foreigners that certify them by level (elementary or independent user).

The national strategy developed for the plan for the reception and integration of refugees has underlying a monitoring plan and a consequent evaluation. This should be as complete as possible as there are many organizations and institutions involved, at both local and institutional level



(Oliveira & Gomes ,2014). In figure 5, it can be seen the four areas of the monitoring and evaluation system.



**Source:** Working Group on the European Migration Agenda, 2017

**Figure 5:** Four areas of the monitoring and evaluation system.

In fact, the specific measures applied to refugees are included in the Strategic Plan for Migration, as well as more general policies. Thus, a biennial report on its implementation will be carried out by the Office of the High Commission for Migration in order to carry out a precise evaluation and monitoring of the implementation of the Plan in question and will be presented at a later stage to the Migration Council (Oliveira & Gomes, 2014).

This year, 2017, a mid-term, independent and external evaluation will be carried out and this will reflect the ability of the Plan to adjust and constantly adapt to new challenges and opportunities that may occur during its implementation period. In this way, the objectives and actions established will be strengthened. However, after the mid-term evaluations and monitoring sessions, the Strategic Plan for Migration should be re-evaluated independently and once again externally (Oliveira & Gomes, 2016).

It should be noted that data relating to the implementation of measures that include effects that manifest themselves directly in people are disaggregated by gender (Oliveira & Gomes, 2014).

#### 4.1.2 Access to the National Health System, education, labor market, housing

Due to refugees' vulnerability to mental and physical conditions, those group of individuals have, undoubtedly, specific health needs as the same time they are exposed to different sort of barriers to health care. This is a crucial matter, considering the moment the world assists, to a dramatic increase of refugees who flee from violence and conflict. Taking this into account, the realization of the human right to the highest standard of mental and physical health and the achievement of universal health coverage is dependent on granting the access of refugees to healthcare.

In which concerns to **access to the National Health System**, Refugees and their family members have granted access to the National Health Service (Oliveira, 2016). To access it, it is sufficient to only have a document presenting an application for international protection, as provided in Article 52 of the 26/2014 Law of the 5<sup>th</sup> of May (High Commission for Migration, 2017a).

In this way, Portugal is committed to complying with its obligation in which regards to granting these individuals access to healthcare without discrimination. Therefore, the country has been developing and implementing health policies that incorporate a human rights and public health approach.

In relation to **access to Education**, as reported by Pedroso (Appendix 5a), minors who are refugees' children have access to the education system and their institutions on equal footing with national citizens (High Commission for Migration, 2017a) Although, there is the need to develop a process to facilitate

enrollment in public schools for children and young people under the age of 18. In this area, the institutions that host them should be linked to the services of the General Direction for Education (Working Group on the European Migration Agenda, 2017).

As regards to the **access to the Labor Market**, this is a key intervention dimension for a successful integration. Having said this, counseling for employment and professional qualification are key components of the whole process of integrating refugees (Oliveira & Gomes, 2016). A **residence permit** is granted to refugees which provides access to the labor market in the general terms of the law. In addition, they are entitled to **family reunification** with their family members under the conditions which are similar to those of any foreigner residing on a regular basis in Portugal (Working Group on the European Migration Agenda, 2017). The placement in a job can occur at any time, including on the first 18 months of host, and such income can be accumulated with any other support for which the individual in question is already a beneficiary.

#### 4.1.3 Reasons why some refugees leave Portugal

An interesting question in the Portuguese case is: if Portugal's integration policies are so efficient, why do some refugees decide to leave the country? Although the reasons which lead refugees to leave Portugal are not clear, it is possible to make some assumptions in the light of the research carried out. According to Pedroso (Appendix 5a) and Neves (2015), many of the refugees that exist today do not know Portugal, nor do they have any idea of the conditions and integration policies that await them in that country. It is true that most of these individuals have as their main objective to establish themselves in Germany, Italy, United Kingdom and France so, Portugal is, in

most cases, a country in which refugees do not remain in the long term. About more than 200 refugees left the Portuguese territory (Bandeira, 2017). Faced with this situation, the government says that most of these individuals decide to leave the country because they already have planned to build a new life in the countries of northern Europe, where economic stability is greatest (Bandeira, 2017). Although the economy of Portugal has presented significant improvements since 2014, the unemployment rate continues to assume high values, as previously mentioned. Even though it decreased from 16.4% in 2013 to 11.2% in 2016 (Pordata, 2017b) it still assumes high values when contrasting, for example, with the German unemployment rate in 2016, 3.9% (Eurostat, 2017).

In addition to the aforementioned issues, the Portuguese government has as one of the main challenges, the aging of the population, as also previously mentioned. However, apart from the fact that the population is aging, it is also decreasing. This is not the case in the northern European countries where the population is also aging, but at the same time continues to increase. If the majority of population is represented by older people, it means that social security spends more money, which is not proportionally replaced by individuals of working age. Thus, if this part of public expenditure is already high, the state will not have sufficient funds to support the refugees.

Bureaucratic and logistical difficulties in the registration process, as well as the delay in granting the necessary residence documents also lead to delays in integration, which leads to a greater delay in the resumption of refugees' lives (Marcelino, 2017). In addition, the Afghan or Syrian community in Portugal does not has much expression so, the relatives of most refugees are permanent residents in other European countries as said by Pedroso (Appendix 5a). Thus, Portugal, for this reason, will not be a destination for these individuals to stay in the long term.

## Chapter 5

# Impact of the refugee's crisis and major challenges faced by the European countries

Although the conflict in Syria is far from settled, other countries, as well as citizens themselves and communities in general, could be part of some measures to mitigate the refugee crisis. UNHCR, which is primarily responsible for refugees, does not receive funds high enough to fully respond to the existing needs. Its crisis response capacity in Syria is at risk, since it only receives 65% of the funding it actually needs (Akbarzadeh & Conduit, 2016). Other organizations that are very useful for mitigating the problem are the Red Cross and Red Crescent family, the International Organization for Migration (IOM) and some non-governmental organizations (European Commission, 2016).

Unfortunately, host countries cannot afford the total cost of refugees alone, so if the United Nations states could increase their contribution, this would ease the burden of refugees in host countries and the impact of war would be diminished (Damoc, 2016). Even though a number of countries have accepted large numbers of refugees, a large proportion of developed countries still ignores the consequences of the humanitarian conflict. The decisions of each European country to accept or not the refugees create, at the same time, a political and ethical crisis. Many are the questions raised by experts accompanying this migratory flow . The ability of countries to absorb these

refugees is called into question, especially in time of economic crisis, as the situation experienced in Greece (Smyth & Stewart, 2010) and consequently, it is questioned and evaluated the ability to accommodate, to employ and provide social assistance to thousands of refugees (Gale, 2004). This ability is mirrored in the immigration and integration policies of the receiving countries. Apart from this, some member states, whose willingness to contribute and to help refugees is not so striking, try to take advantage of the benefits created by the contributions of others. This is called “the free-ride effect” (Altemeyer-Bartscher et al, 2016).

In Europe, countries are still trying to find solutions to accommodate as many refugees as possible and to integrate them into society. As a result, there are numerous internal debates and divergent opinions about refugees due to the continuing existence of terrorist attacks, as well as of certain incidents in areas where refugees are located. This has worsened the situation because fear is increasingly present in European civil societies. One of the biggest challenges is finding lasting solutions to the problem. Voluntary repatriation, that is the dream of returning home, is the ultimate goal of most refugees. However, the lack of political stability and reliable solutions in their country of origin means that they must continue to live in other countries, even if in poor conditions and in extreme cases for generations (European Commission, 2016).

In addition to the political, humanitarian and security implications, the economic impact of this crisis has been different in various countries. There are those who defend that their presence is beneficial in replacing the working-force of the aging population of some countries, while others believe that refugees are harmful at various levels, particularly in terms of financial expenditure and represent a higher cost to social security. According to the last point of view, refugees are accused of taking jobs from nationals in countries whose unemployment rates are already high. Having this in mind, Europe has

been divided into two parts: those countries which facilitate the entry of refugees and which strive for efficient integration policies, and others that hinder the whole process and have not accepted the EU proposal (Damoc, 2016).

The UNHCR had conducted a study on the impact of refugees on nationals (UNHCR Standing Committee, 1997). The study in question focuses on both negative and positive aspects of the integration of refugees. More attention is paid to macroeconomic aspects such as the change in aggregate demand, rising unemployment and competition between nationals and refugees in search of employment, which is going to be discussed later (UNHCR Standing Committee, 1997).

On the positive aspects, attention is drawn to the economic potential that may arise, the need to develop infrastructure and consequently leads to the creation of more jobs (Jacobsen, 2002). However, such development is very dependent on the attitude and willingness of integration shown by the various governments. The social consequences are also cited, such as the allocation of social support that would not be available to the nationals of a country, the existence of conflicts arising from ethnic differences, the increased insecurity and the risk of terrorist attacks (UNHCR Standing Committee, 1997).

Jacobsen (2002) analyzes the consequences of a high flow of refugees, concluding that in the short term this is not a very beneficial situation, since there is a lot of pressure on the developing countries that receive them, especially in terms of available resources. However, receiving countries can benefit from the assets that refugees bring. To this end, there must be adequate humanitarian and assistance programs.

According to Damoc (2016), refugees in most countries have a long bureaucratic process when they enter the labor market, so many of them decide to disregard existing tax regulations and look for opportunities in the parallel

economy. In addition to legal barriers, refugees also face linguistic difficulties, lack of relevant local experience,<sup>7</sup> as well as a relevant social networking.

To facilitate the assimilation of this topic, a summary is presented in Appendix 4 with the impact that refugees have on the host countries, according to the authors above mentioned.

## 5.1 Possible economic effects of refugees

In which regards to economic effects, it is expected: a GDP growth in a short-term as a result of the growth in aggregate demand; an increase in the labor force upon entry of refugees into the labor market; and a budgetary expansion necessary to integrate refugees. As far as long-term effects are concerned, they are dependent on the degree and on the mode of integration into the labor market of refugees. To add, also according to the source described, the GDP itself can grow on average 0.04% (from 0.09% to 0.13%). This effect will be more felt in the countries which receive the majority of refugees such as Austria, Germany and Sweden. If the integration process is successfully completed, the projected growth of the European Union average GDP will be around 0.25% by 2020. In addition, the unemployment rate would rise further, as would the debts of the states (Aiyar et al., 2016).

Through a further analysis carried out by the Organization for Economic Cooperation and Development, it can be stated that in the next two years the government expenditure will increase in Sweden, about 0.9%, Germany, 0.5%, Austria, 0.3% and Hungary, 0.1%, as a result of the large flow of refugees. This fact will increase the aggregate demand from 0.1% to 0.2% of GDP in the short-term in those countries (OECD, 2015).

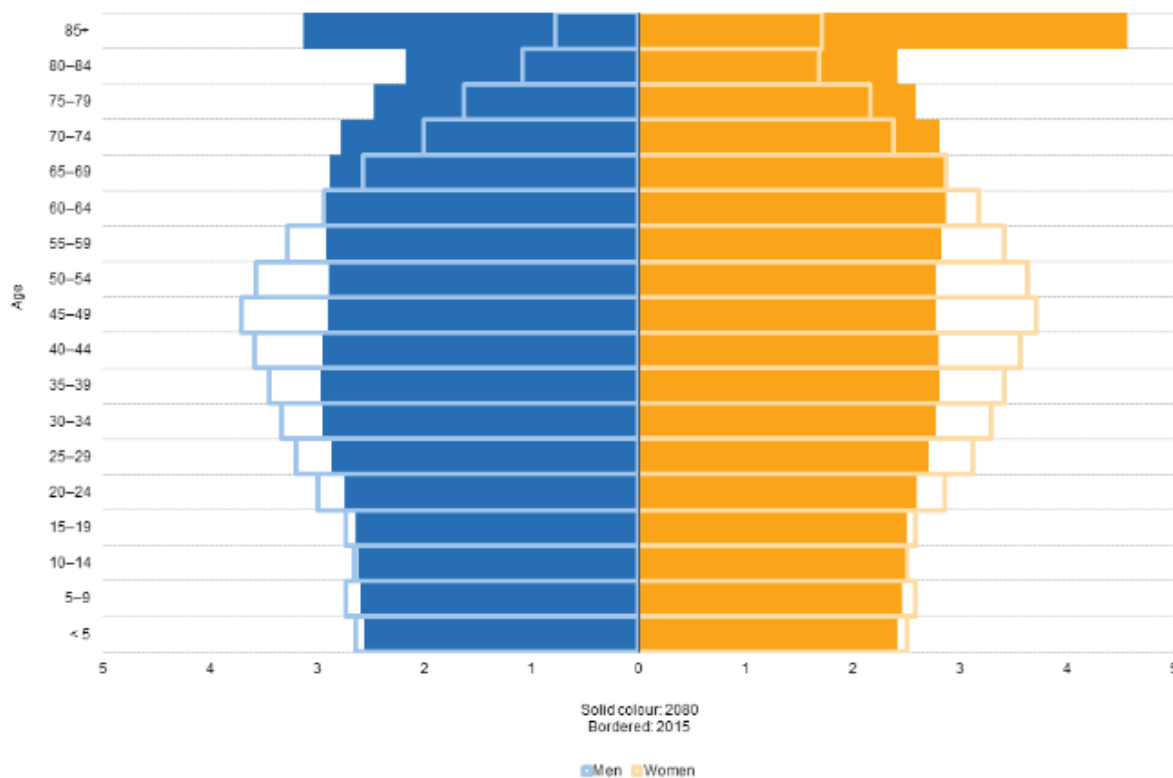
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<sup>7</sup> According to Aiyar et al. (2016), Austria, Germany and Sweden were the countries which received the majority of refugees, however other studies and statistics along the present thesis mention other countries, as already presented.



Also according to an OECD (2015) estimate, the monthly allowances of refugees vary from country to country and are dependent on the housing conditions in which they are placed. Thus, they vary from 10 to 300 euros, the first value being indicated for single adults who are in shelters and the second amount for those who do not have accommodation. In general, the host process costs governments between € 8,000 and € 120,000 per application. These figures refer to the first year. Based on the Swedish case, Joakim Ruist (2015) estimated that the national active population would contribute about 1,5% of GDP to refugees.

It has also been defended that refugees represent a number of benefits, being the most effective "weapon" against the tendency of the aging of the population in most EU countries, and they can also bring entrepreneurship spirit and innovative ideas for national economies (Hackett, 2016). One of the greatest challenges of the European countries is the aging of the population. This is due to the low fertility rate which, in the long term, is a matter of concern for health care and social security systems. The prediction that exists for 2060, is that for every two people, one is part of the elderly population.



Source: Eurostat, 2013

**Figure 6:** Population pyramids: EU-28, 2015 and 2080 (% of the total population).

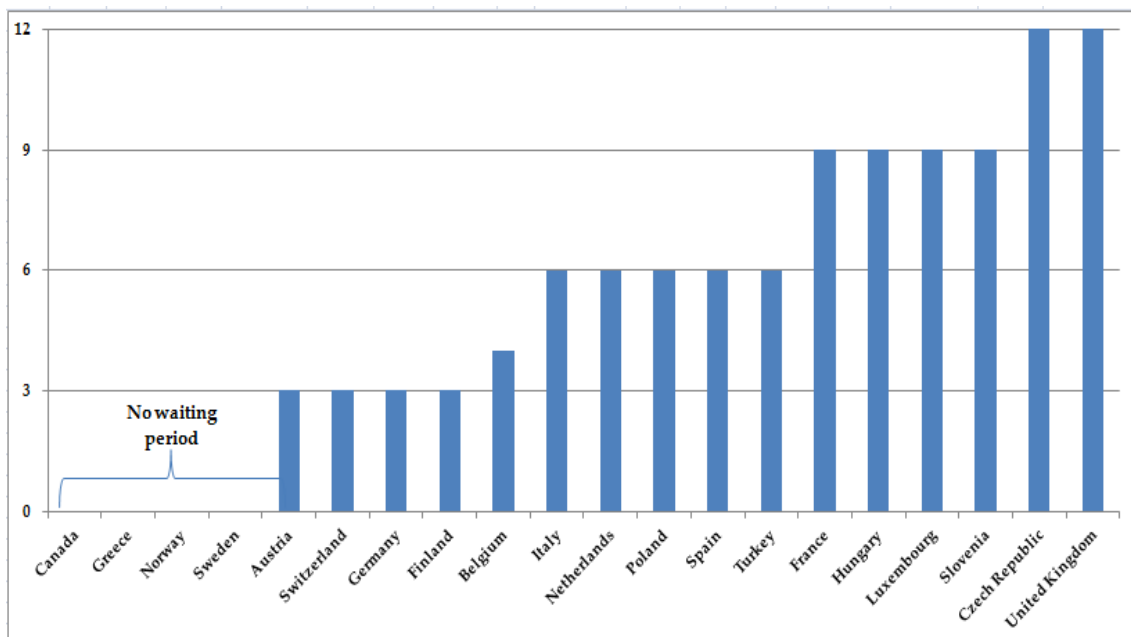
As can be seen in figure 6 there is a predominance of individuals over the age of 85 by 2080 indeed, namely women, whereas in 2015 the trend was for the majority of the population to belong to the age group between 45 and 49 years.

## 5.2 Possible labor market effects of refugees

The impact of refugees on the labor market depends on a number of factors, such as obtaining refugee status, entry of eligible individuals and the duration of application procedures (OECD, 2015).

Each country has different processes regarding the conditions of entry into the labor market by refugees. Indeed, while in some cases access is possible almost immediately, under specific conditions, in others the wait may be long.

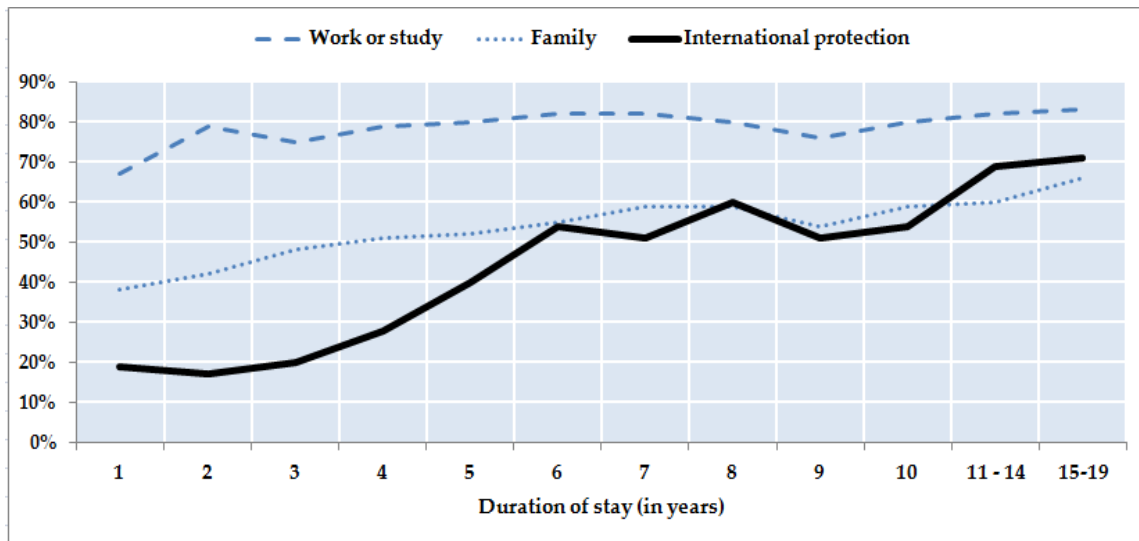
Although not all the countries shown in figure 7 are part of the EU, it can be perceived the waiting time for refugees to enter the labor market. In fact, Greece, Norway and Sweden are considered to be the fastest countries in the labor integration process (OECD, 2011).



Source: OECD, 2015

**Figure 7:** Most favorable waiting periods for accessing the labor market for refugees in selected OECD countries.

In the past, according to available data from the European Parliament (2016), the integration of refugees into the labor market was very difficult. On average, five years were needed for the European Union to integrate 50% of refugees in the labor market. Based on past experiences of smaller refugee crises, it took almost fifteen years for a 70% employment rate to be achieved, as can be seen in Figure 8 (black line representing international protection).



Source: Eurostat, 2008

**Figure 8:** Employment rate by immigration category and duration of stay in EU countries.

In addition, the speed of integration of refugees into the labor market is also dictated by the conditions under which the market itself is in the host countries. When the conditions of the country at this level are favorable, refugees take less time to enter into jobs, however, when the existing unemployment rates assume very high values, the rates of wage assimilation and unemployment of the refugees assume unfavorable values for many years (Aslund & Rooth, 2007). As most of these individuals seek permanent residence in countries such as Sweden and Germany where there are good labor market conditions, this problem is attenuated, however, in countries that are facing financial crises and whose economies are still recovering, the situation is worse.

Moreover, as Damos de Matos and Liebig (2014) stated, refugees tend to show less preparation in the tasks to be performed. In general, they have a lower employment rate, lower participation rates and lower wages when compared to nationals (Kerr & Kerr, 2011). This gap in terms of wages and unemployment rate is particularly notorious in the beginning of the integration,

but as the years go by, refugees acquire work experience and learn the language, so the gap gradually narrows (Borjas, 2006 and OECD, 2014).

However, over time, progress has been made by refugees, including positive developments in wages and better contractual conditions. The reason for this is that refugees who acquire permanent residence status have a lower probability of returning to the country of origin, and therefore there is a greater incentive to invest in human capital (Dustmann and Görlach, 2015). On the other hand, according to Eakin (2015), the most individuals who are part of the recent flow of the refugee crisis of 2011 have more academic qualifications than in previous years. As an example, in Germany about 21% of the refugees who entered the country between 2013 and 2014 had tertiary education, a percentage similar to that of the native population, about 23% (Aiyar et al., 2016).

Refugees can influence labor markets outcomes of native workers mainly through three channels: **aggregate demand effect**, **labor supply effect** and **allocation of resources and technology effects**.

With respect to the **aggregate demand effect**, as stated before, with the arrival of refugees, the population increases, as well as the demand for goods and services. If more production is needed, the demand for labor will also be higher. The adverse wage effects which are a result of the increase in the available labor force are balanced by the increase in aggregate demand (Peri 2010a and 2010b).

As for the **labor supply effect**, large flows of refugee movements have an adverse effect on the wages and employment of the natives of the host countries, especially if the refugees have similar qualifications to the nationals' workforce (Aiyar et al., 2016). In this way, it can be concluded that there is less negative wage pressure and less displacement of national workers if the skills of refugees are different in comparison to those of the existing workers in the countries, which is not applied in the case studied here (Borjas 1995).

Nevertheless, according to Cattaneo et al. (2015), the high influx of refugees would have a positive impact on the natives' wages that may increase. This is a result of an increased competition, nationals will tend to acquire more skills in order to be specialized in more demanding tasks. Aligned with this, they would occupy higher positions and their salary level would increase.

As far in what concerns to **resource allocation and technology effects**, the entry of refugees into countries can lead to changes in the production of goods and services. It could also lead to a change in the composition and structure of the labor market industry or even change the production of technologies due to demographical changes (Aiyar et al., 2016).

However, and according to some authors, such as (Longhi et al., 2005), the impact that refugees have on workers in the host countries is relatively small, with limited wage fluctuations and little influence on unemployment rates. To add, refugees and nationals have different market segments, so there is a low level of substitutability between these two classes.

### 5.3 Possible social effects of refugees and mentality of civil society

Some European countries have refused to accept refugees and it is possible to conclude that the justification that may lie behind the refusal is because refugees may have very different ideas, culture, religion and values from the host society (Popescu, 2016). Actually, those conservative societies could have hostile attitudes such as attacks and protests against foreigners. So, welcoming large numbers of refugees would require a lot of dedication and will of each government. In addition, most refugees intend to establish themselves mainly in Germany, France, United Kingdom and Italy, since those countries have a higher number of Muslim population. As can be seen in the figure 9, that

population reaches values of 4 760 in Germany, followed by 4 710 in France, 2 960 in the United Kingdom and 2 220 in Italy (Hackett, 2016).

	<b>Size of Muslim population</b>	<b>% of population that is Muslim</b>
Germany	4.760.000	5,8%
France	4.710.000	7,5%
United Kingdom	2.960.000	4,8%
Italy	2.220.000	3,7%
Bulgaria	1.020.000	13,7%
Netherlands	1.000.000	6,0%
Spain	980.000	2,1%
Belgium	630.000	5,9%
Greece	610.000	5,3%
Austria	450.000	5,4%
Sweden	430.000	4,6%
Cyprus	280.000	25,3%
Denmark	230.000	4,1%
Romania	70.000	0,3%
Slovenia	70.000	3,6%
Croatia	60.000	1,4%
Ireland	50.000	1,1%
Finland	40.000	0,8%

Source: Pew-Templeton Global Religious Futures Projects, 2010

Figure 9: Size of Muslim population and respective % in 18 countries

Thus, some countries refuse to receive refugees because the governments know they will not benefit from long-term economic benefits, mentioned in the previous section, such as assets, human capital and innovation (Altemeyer-Bartscher et al, 2016). Countries would only be "temporary standstills," compromising themselves to provide refugees with food, housing, social security and health care in the short term (Cassidy, 2015). At the same time, they would be fighting against political differences and potential increases in the crime rate (Editorial office BBC, 2015).

Even in the countries that host the majority of refugees, several protests have taken place with citizens expressing their discontent about the hosting. As proof of this displeasure on the part of the population, far-right governments are gaining popularity as symbols of the increased of anti-immigration, nationalist and protectionist ideas at an economic level (Van Elk, 2016).

To conclude this topic, the refugee crisis may have serious consequences for the future of the European Union on a social, political and economic level, and in this line of reasoning, an effective management of the existing humanitarian aid is essential, together with favorable integration policies and political will in order to avoid the worst outcome.

## 5.4 Major challenges in Portugal regarding refugees

It is not possible to fully understand the impact of refugees in Portugal, at an economic and labor level, since there is insufficient data available to carry out a reasoned analysis. However, it is possible to thought about the challenges Portugal is going to face.

In this order, the first challenge that Portugal faces is related to the existing **demographic deficit** which results in a political, economic and social emergency (Coleman, 2015). Nowadays, the portuguese tendencies are a longer life expectancy, accompanied by a reduction in infant mortality, a decrease in fertility and negative migratory balances. This is reflected in the aging of the population, leading to an aggravation of the population deficit (Oliveira & Gomes, 2014). Thus, the entry of new people, in this case, the refugees could help to solve the problem. Besides, refugees can help the less depopulated regions due to the fact that large numbers of Portuguese, mainly young people, emigrated to other countries as a result of financial crisis, leaving certain



regions more depopulated with low birth rate. To add, refugees are seen as a hypothesis to enrich the labor market with students and skilled laborers.

In the context of **integration, a capacity building** is fundamental to continue to implement measures of management, valorization and recognition of religious and cultural diversity in order to avoid hostility as a result of ignorance, leading to greater social cohesion (Coleman, 2015). In the diverse areas of integration, Portugal has had, for the most part, favorable results with regard to family reunification policies, reduced rates of discrimination and mobility in the labor market. In addition, the Portuguese government has given privilege to individuals who enter the country with intentions of permanence, with a perspective of long and stable labor insertion. In this sense, there is a need for a greater correspondence between the qualifications that refugees have and the use of these by the Portuguese labor market. Thus, new policies should be carried out in order to better use the skills of individuals who come to Portugal and to promote necessary skills at a regional and local level. Particular attention should be given to female refugees, with the promotion of gender equality and better integration on a professional, personal and civic level. It can be concluded that there is a need to reinforce the fight against discrimination, especially at the racial level, to improve interaction with public services and agents, and to combat the exploitation of workforce. In addition to the above, the use of the existing resources for education and training of refugees and their descendants should also be taken into consideration, and new programs should be set up to accompany refugees at a relational and social level, for example the government created the mentors program (Oliveira & Gomes, 2014).

The ultimate goal of integration policies more targeted to refugees is to **include refugees, internally displaced persons and asylum seekers, as well as their descendants, into society as best as possible.**

Having summarized the main challenges facing Portugal, it can be said that citizens of several European countries, including the Portuguese ones, are concerned about an "invasion" that may be taking place due to the fact that a large number of refugees are entering Europe. The Syrian war has made more than 4 million refugees and about 7.6 million internally displaced people, which means that refugees represent 0.084% of the EU's total population, whereas in a poor country such as Lebanon this represents 20% of the total population (High Commission for Migration, 2017a).

It is said that Portuguese people are more receptive to welcoming refugees than "ordinary" immigrants (Redação RR, 2016a). The main difference is that the refugees trigger feelings of pity since they live in a climate of terror in their countries of origin and from one day to the next, they lose everything.

However, the number of refugees in Portugal is relatively small, which may be due to the fact that many of the refugees do not know Portugal and consequently are not aware of the favorable conditions they have in this country, as said by Pedroso (Appendix 5a). Nevertheless, there have been protest movements and there are some petitions against the presence of Syrian refugees in Portugal. Regarding this theme, there are three petitions<sup>8</sup> that have the largest number of signatures, almost 30 thousand. In this context, the one with the most signatures is "*Não aos refugiados em Portugal*", with about 14,175 subscribers (Redação JN, 2015). The reasons for these protests are: 1) the country faces a high unemployment rate (unemployment rate of more than 20%, including more than 70,000 graduates) (Pordata, 2017b); 2) the emigration rate presents the highest value of all time (Pordata, 2017a); 3) a huge rate of people known as "Homeless" (Pereira & Oliveira, 2014); 4) Portugal has a high rate of bad credit due to the crisis, so nationals have no access to any kind of

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<sup>8</sup> "*Contra os refugiados islâmicos em Portugal*", "*Petição para o referendo sobre a receção dos refugiados em Portugal*" and "*Contra a chegada de refugiados a Portugal*".

loans in order to help them to be able to rebuild their professional and family life.

# Chapter 6

## Discussion

The crisis in Syria, which began in 2011, continues until current days to be one of the greatest of all time. Countless resources continue to be consumed, both in the sense of ending the conflict and also in bearing the costs of war. Nevertheless, the presence of refugees can lead to benefits, as well as new opportunities for the European's country economy due to the demand for services and goods, human capital and labor skills. On the other hand, some countries may also understand this as a problem which benefits may be never known and nationals look at refugees as an obstacle to the development of national economies in what concerns to jobs and extra expenses like social security, for example. Still, it is certain that the economic, labor and political benefits that can result of this reception of refugees highly depend on the ease of the integration of these individuals into the economic and social domain (Aiyar et al., 2016). In this sense, countries should adopt measures which could drive development and that would not only contribute to the enhancement in refugees' protection, as would also benefit the host countries.

In fact, the European Union's behavior has been criticized due to its inefficiency on which regards to the refugees' integration (Yvonne, 2015). The measures that are elaborated do not take into account the true cause of the

issue, which is the "root" of the problem and justification for the lack of more visible results. So, it is crucial that the European Union establishes common objectives and better cooperation with certain international organizations. In addition, it should cooperate with countries in the Gulf area, South Korea, Japan, among others, in order to ensure the necessary humanitarian support to the conflict regions and neighboring Syria (Roberts et al., 2016). To this end, search and rescue missions should be expanded and the EU should intervene in regions where local authorities do not help in the control of the situation. Europe is currently facing unprecedented tensions and dramas in its history. In this order, it is fundamental the restoration of the integrity of the international system of refugee protection and collective responsibility should be assumed. Actually, if the international community were more available to provide some financial and political resources to alleviate the refugee crisis, this would be a key contribution to improving the issue

Furthermore, through the implementation of an efficient alert system and of a coordinated response mechanism, the EU will be able to anticipate the flow of refugees in the future with greater accuracy. Moreover, since refugees often lack a safe and legal way of seeking asylum, they are forced to look for smugglers to reach European states and in this sense, legal and safe routes for refugees should be increased (Popescu, 2016).

The main concern should be to "shape" the hosting conditions and application processes, which also have to be more oriented towards the issue of gender inequality. This issue has been addressed by a number of international organizations and UNHCR has already issued a number of measures to combat it. This becomes a problem for host countries because women and children often become victims of sexual abuse and trafficking. Thus, this group should be given increased attention, having safe access to private sanitary facilities and having separate accommodation of the male individuals. In addition, there

should be the possibility of interviews by female interpreters and interviewers, so that refugee women could have better applications and speak more easily (European Parliament, 2016a).

Concerning the native's mentality of most European countries, in the 11<sup>th</sup> of September of 2001, with the catastrophe that struck the Twin Towers in New York, the world plunged into a downward spiral of thought where Islam became synonymous with terrorist attacks and most Muslims were taken alike, as "enemies". Even after several years, humanity in general has not yet been able to overcome fear and hatred. People often look at a Syrian refugee and still see him as a dangerous jihadist, as a result of the belief that all Arabs are Muslims (which is not necessarily true) (Van Elk, 2016). Security has an irreplaceable, undeniable and unique value. It is a necessary condition for the full expression of citizens' freedom. In this way, fear cannot be allowed to rise a subjective feeling of insecurity. It must be expected that in the wave of refugees (and in any wave of migrants) we will find criminals and possibly even terrorists. That is why it is crucial to identify who enters the Schengen area<sup>9</sup>, as well as, the coordination between the European Security Services and Forces. However, it should be considered that the ultimate goal of the refugees is to reach a country that provides them security, and in that way, they are the most interested in contributing to justice, freedom and security in their host countries (High Commission for Migration, 2017a). The EU must ensure that refugees are treated as they should, according to standards of protection.

With the increase of the number of refugees entering the country, the Portuguese government had to develop more consistent and coordinated integration policies (Marques, 2005). Despite Portugal being considered one of

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<sup>9</sup> The Shengen area consists in a convention on a policy of opening borders and the consequent free movement of people between European States. It includes 30 countries (EU countries except Ireland and United Kingdom, adding Norway, Switzerland and Iceland) (European Commission, 2013).

the countries with the best integration policies, there is still a long way to go in this area, both by the government and national citizens. One of the main challenges that I came across in writing this thesis was undoubtedly the lack of information on this topic. As such, reliable statistics and more general information on the practices that exist nowadays in the mentioned country should be made available by government and stakeholders.

Despite the fact that Portugal does not host a very large number of refugees due to various reasons (the refugee crisis' impact by itself is not so great as in other countries, such as Germany for example), the repercussions these individuals have on other European countries affects the European Union as a "whole". And it is in this sphere that the subject must be approached, in a global and not regional aspect.

Someday, all the societies will be multicultural, multiethnic and multi-religious. As it is impossible to fight that fact, countries should invest in a better social cohesion of their own societies. How to deal with this crisis, the adoption and implementation of the legal instruments that are thought to be adequate, the internal management and global leadership that it may assume in international refugee law will determine its future. It is in this field, in its human dimension, in the conflict between its values and its history, that there is a real game that will determine the future of the European Union (High Commission for Migration, 2017a).

# Chapter 7

## Conclusion

The present thesis aims to contribute theoretically to a relatively recent theme whose consequences are felt until the present day. To begin with, the goal is to understand the context of the global crisis that began in 2011, main challenges at European level, including Portugal, and to try to gauge their economic, political and social impact. In which regards to integration policies, it is specifically mentioned the Portuguese case, due to the fact that there are no common policies between the European countries. This analysis was all possible through the research of books, scientific articles, statistical websites, newspaper articles, some brochures and answers given in an interview context.

The main conclusions that can be drawn from the research are the following:

- 1) especially in the long-term perspective, refugees can generate benefits at various levels and, it is a concern of the host countries to facilitate their integration through the development of effective e efficient measures;
- 2) it is necessary to increase the amount of funds available through cooperation with relevant entities, calling for collective responsibility;
- 3) it is necessary a change of mentality. For Portugal, the greatest benefit of integrating refugees is related to the "replacement" of the Portuguese aged population, especially if the refugees who enter in the territory are young with prospects of future integration in the labor market.



The main limitations are related with the lack of available information. Because this theme is a recent one, whose consequences are not fully known yet, there are not many studies in the area still, mainly on refugees' possible impact. In the Portuguese case, this situation was even more notorious, it required an increased effort to obtain all the necessary information in order to understand all the framework and to draw some conclusions.

In the course of this thesis, certain options were made that led to the determination of the way forward. However, other options could have been taken that would certainly lead to another final outcome, focused on new perspectives. Thus, this document must be looked as a part of a project, not as its end.

It would be interesting to carry out a quantitative study of the exact economic impact that refugees might have in a given host country, by the time there is sufficient data available to allow it. Additionally, a more in-depth social study could also be carried out on the of the successful insertion of refugees into a new social environment, very different from what they were used in various aspects, through studies created by psychologists, social workers and other professionals working in these areas. To finalize, a more reasoned study could be carried out on the socio-economic consequences that the forced emigration of so many young people has in their country of origin.

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# Appendices

## Appendix 1: Refugees integration policies-first axis

Measure	Action	Duration
Define strategies at local level to ensure joint action by the most varied entities involved in this area.	Creation of local plans for refugees considering them a possible trigger for the development of better local policies in the area of reception and consequent integration of them.	2015-2020
Implement a mechanism to support local policies in the specific area of refugees.	Possibility of implementing a specific index called the Index of Municipalities Friends of Immigrants and Cultural Diversity. Its purpose is to conveniently monitor everything related to immigrants, including refugees.	2015-2020
Develop initiatives to prevent and also combat racial discrimination or racism.	This can be achieved through the raising of awareness and formation against inequality, racial discrimination, in particular through electronic means. The goal is to carry out about five annual awareness campaigns. In addition, the promotion of certain events (for example sports or cultural ones). This will be possible through partnerships with public and private entities whose mission is to raise the awareness of the general population about racial discrimination.	2015-2020

Review the existing legislative framework on misconduct resulting from the practice of certain discriminatory acts (depending on nationality or ethnic origin).	Change the composition and powers of the Commission for Equality and Against Racial Discrimination, in order to have a more effective functioning and a better representation. Furthermore, it is necessary to improve, and even prevent, the instruction of anti-disciplinary processes for racial discrimination. In this context, the proposal for legislative amendment should be drawn up and consequently approved.	2015-2020
To restructure the Commission's website for justice and against racial discrimination.	Make the website of the Commission for Equality and Against Racial Discrimination autonomous and separated from the website of the Office of the High Commissioner for Migration. This measure was already successfully implemented in 2015.	2015-2020
Improve the official <i>data</i> on the integration of refugees.	Creation of synergies with the portal data.gov.pt for future availability of concrete and real data, development of the statistical system of information about the flows and holders of residence permits. In addition, different indicators capable of measuring, directly or indirectly, the level of integration of refugees should be developed.	2015-2020
Promoting partnerships with refugee communities.	To appeal to the promotion of associativism in the communities, disseminating training material and information, and carry out actions of awareness (the objective is four actions per year). In addition, legislation should be changed in order to support further consolidation of the refugee associative movement (proposal to be drawn up and subsequently has to be approved).	2015-2020

<p>Promote community involvement of young refugees through multicultural affirmation and identity cohesion.</p>	<p>Non-formal education and associativism should be encouraged as tools of integration, social cohesion, expression activity, culture exchange, and identity affirmation. Ten associations of the National Register of Youth Associativism are supported, with respectively ten projects per year.</p>	<p>2015-2020</p>
<p>Promote the integration and participation of refugee women in the associative movement.</p>	<p>Refugee women should be informed of their duties and rights and mobilized to participate in the associative movement. Information leaflets can be distributed.</p>	<p>2015-2020</p>
<p>Create a training plan at the national level aimed at technicians who are directly involved in the integration of refugees.</p>	<p>Provide training to the technicians of the network of local centers to support the integration of refugees and also to technicians of more local services, namely the school network and health. Three actions are expected, divided by north, center and south.</p>	<p>2015-2020</p>
<p>Encourage public awareness of the benefits and consequent relevance of cultural diversity.</p>	<p>Promotion of events that show the importance of diversity through strategic partnerships, availability of certain online tools that enable certification and training in diversity management through the launch of an online certification and training system. In addition, training in the qualification of professionals in areas such as health, employment, media, education, among others is essential.</p>	<p>2015-2020</p>
<p>Promote among the refugees the principle of active citizenship.</p>	<p>About 20 events are expected to be held in this context, with the aim of promoting access to information, rights and political and civic duties of refugees.</p>	<p>2015-2020</p>

Raise awareness of the importance of the role of the media in the delicate issue of refugees, racial and religious discrimination and cultural diversity.	Holding a competition per year, promoting communication between competitions and training courses for certain journalists who disseminate tolerance for religious and cultural diversity.	2015-2020
Streamline the Refugee Mentors Program.	About 100 participants per year are involved in mentoring, whose objective is to enable the support and cooperation between Portuguese citizens and refugees, to better respond to the challenges and difficulties that arise over the time.	2015-2020
Attribution by the Portuguese government of the Corporate Diversity Seal.	The purpose of the mentioned Seal is to recognize, and subsequently distinguish in companies, the promotion of cultural diversity.	2015-2020
To prevent and combat the hiring of refugees for illegal employment.	Strengthen the inspection activity with the entities that employ (approximately 2000 inspections are carried out per year).	2015-2020
Promote information about the duties and rights of refugee workers	Two actions per year of sensitization of the local refugee integration networks in the areas of safety, health at work and industrial relations.	2015-2020
Promoting better working conditions.	Promote citizenship, gender equality, combating human trafficking and illegal use of labor. The Authority For Working Conditions should be informed of non-compliance with the legislation.	2015-2020

Implementation and monitoring of the Handbook of Reception in the Health System of Foreign Citizens, including refugees.	Preparation and publication of ministerial dispatch and ensure that the Manual is applied to services.	2015-2020
Improving existing National and European knowledge on refugee's health.	Elaboration of two studies (quantitative and qualitative) and the promotion of research in the field of migrant health. The results should be disaggregated by gender.	2015-2020
Promote the integration of refugees in the area of housing.	Actions to improve refugee's housing conditions should be taken and the number of refugee's families who are resettled in a house per year should be analyzed.	2015-2020
Enable greater access to information regarding the processes related to obtaining nationality.	Reduction of the duration of processes and provision of information support in terms of pending cases.	2015-2020
Reinforce the teaching of the Portuguese language.	Promoting the teaching of the Portuguese language to refugees (both children and adults) with the involvement of schools, companies, NGOs and some associations for this purpose. In addition, the " <i>Português para todos</i> " program must be reviewed.	2015-2020

Consolidate programs focused on learning Portuguese as a non-mother tongue.	To this end, studies should be published to show the impact of educational policy measures, to provide relevant information about the functioning of the non-maternal language in the education system, and to prepare a normative regulation of the functioning of Portuguese Non-Mother Language, with the objective of promoting equitable access to the education system.	2015-2020
Establish an instrument of compulsory testing of knowledge of the Portuguese language in order to obtain Portuguese nationality.	Firstly, the test must be realized for the purpose of obtaining nationality. Then, it should be done in national or foreign territory in places that are accredited by the Institute of Cooperation and Language with quarterly periodicity.	2015-2020

## Appendix 2: Refugees integration policies-second axis

Measures	Action	Duration
Fighting against the school, social and professional exclusion of the descendants of refugees.	Consolidate the "Escolhas" Program in order to search for answers to situations of professional, social and school exclusion of children and young people who are most vulnerable	2015-2020
Inclusion of youngsters who are descendants of refugees in sports activities.	Organize certain sports events by celebrating certain protocols with entities of the sector, thus consolidating programs of social inclusion.	2015-2020

Proceed to Digital Inclusion.	Facilitate digital assistance for public services, with the objective of increasing the amount of public electronic services by 25%. In addition, there should be space for the development of skills, access to occupational activities, support activities for school success and courses for the initiation of information and communication technologies.	2015-2020
Provide scholarships for young university students.	The objective would be to give scholarships to university students who are most vulnerable, thus avoiding dropping out of school.	2015-2020
To promote among the refugees' children the attribution of portuguese nationality.	To promote the values of citizenship, through the concession of a campaign to valorize the attribution of Portuguese nationality.	2015-2020
To instill in the refugees' descendants the capacity for political and civic participation.	Creation of a training program that reinforces social and political participation.	2015-2020
Provide support for the transition of refugee' descendants to the labor market	Develop measures to promote corporate social responsibility with the aim of having internships or employment programs for these young people with qualifications.	2015-2020



Strengthen the Foreign and Border Services Program and subprograms in order to provide protection and support for issues of social reintegration of the minors concerned.	Provide follow-up and personalized service, so as to safeguard fundamental rights and preserve opportunities for inclusion of these youngsters in civil society.	2015-2020
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### Appendix 3: Refugees integration policies-third axis

Measure	Action	Duration
Provide a better level of service on requested information issues regarding individual administrative procedures, notifications and schedules.	Encourage the option of the service of assisted digital attendance, as well as to boost the operationalization of the Contact Center of the Foreigners and Borders Service and the evolution of the technological platform.	2015-2020
To update the refugee procedures so as to enhance their effectiveness and brevity, promoting the sharing of quality information.	To create automatic procedures related to the theme of residence permits, thus guaranteeing the maintenance and evolution of the Integrated System of Automated Management of Processes. In addition, a report could be produced each year on the needs resulting from the existing developments and assessment of the situation at any given time.	2015-2020

Carrying out studies in areas of interest to refugee integration policies, with a view to contributing to their creation and consequent evaluation, so that they can be constantly improved.	Develop research on refugee flows, integration of refugees and enhancement of cultural diversity.	<b>2015-2020</b>
Reorientation of refugee support services.	Evaluate existing support centers for their services and response capabilities by promoting new approaches.	<b>2015-2020</b>

#### Appendix 4: "Advantages" and "disadvantages" of refugees

<b>Advantages</b>	<b>Disadvantages</b>
May enable the development of markets.	Public expenditure increases, particularly in terms of housing, health and social security.
Can enable positive economic development, in particular due to the human capital they represent.	Increase in unemployment rates (competition between refugees and nationals).

<p>They act as an immediate stimulus to consumption, since the lack of economic capacity means that all the money that the refugees receive is necessarily spent immediately, and there are no possibilities to make savings.</p>	<p>Increases aggregate demand and consequently inflation.</p>
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## Appendix 5: Interviews

Firstly, it should be mentioned that the acronyms MS, MP and MR are used and represent respectively Mariana Stephane (author of this thesis), Dra Marina Pedroso (who is in charge of the Emigrant Return Support Office) and Dr Mário Ribeiro (who is responsible for the National Immigrant Support Centers of Porto, Lisbon and Faro).

### a) Interview 1 - Dra Marina Pedroso

**MS:** Bom dia Dra Marina, o meu nome é Mariana Stephane, e como lhe referi nos emails que temos trocado, encontro-me presentemente a realizar uma tese que se intitula “Refugiados: efeitos e desafios”. Apesar de falar generalizadamente a nível Europeu, senti necessidade de falar também sobre a posição de Portugal quanto ao tema e ao modo como os processos respeitantes a estes indivíduos funcionam. Como não existe muita informação fidedigna sobre este tema, achei conveniente falar com a Dra Marina, que, segundo me informaram, é a pessoa mais indicada para responder a algumas questões.

**MP:** Boa tarde Mariana, não tem problema, no que que precisar de ajuda pode mandar email ou telefonar que eu tento arranjar alguns documentos que lhe possam ser úteis.

**MS:** Primeiramente, gostava de perceber em que consiste o Estatuto de Refugiado em Portugal?

**MP:** Pode-se dizer que consiste no reconhecimento de um apátrida ou de um estrangeiro como um refugiado. Este reconhecimento é realizado por parte das autoridades portuguesas responsáveis para o efeito.

**MS:** Assumindo que um indivíduo adquire o Estatuto, o que lhe possibilita?

**MP:** Se um indivíduo adquirir o Estatuto, fica automaticamente autorizado a ficar em território nacional.

**MS:** Quais são os direitos e obrigações de alguém que adquira o Estatuto de Refugiado?

**MP:** Os direitos e deveres de um refugiado são iguais aos dos residentes estrangeiros em Portugal. Devem respeitar a legislação nacional, nomeadamente o art. 15º da Constituição da República Portuguesa, art. 65º da Lei nº 26/2014. Existem outras leis igualmente importantes e, claro que não podemos esquecer a legislação que é aplicada a nível internacional, como por exemplo a Convenção de Genebra de 1951, a Declaração Universal dos Direitos Humanos de 1948, entre outros.

**MS:** Tenho tido muitas dificuldades em perceber quantos refugiados se encontram em Portugal de momento, porque não há estatísticas disponíveis no tema. Tem um número presente?

**MP:** Neste momento, encontram-se cerca de 950 refugiados em Portugal. Número que à partida ainda irá aumentar.

**MS:** Na sua ótica, qual é a razão para os refugiados em Portugal serem poucos?

**MP:** Vejamos, a maior parte dos refugiados não sabe de Portugal nem das condições que os esperam. Também já sabemos que muitos deles não têm família aqui, porque os familiares que sobreviveram procuraram outros países, nomeadamente os do Norte da Europa, por exemplo.

**MS:** Como funciona o Sistema Nacional de Saúde no caso de um refugiado?

**MP:** Todos os refugiados, incluindo a família, têm efetivamente acesso ao Serviço Nacional de Saúde. No entanto, é previamente necessário um documento de apresentação do pedido de proteção internacional.

**MS:** Como é a situação das crianças cujos pais são refugiados em relação ao ensino escolar?

**MP:** As crianças têm acesso igual aos cidadãos nacionais ao sistema de ensino estatal, isto é, nas mesmas condições.

**MS:** A propósito das crianças, surgiu-me agora uma outra questão. Os descendentes dos refugiados que nasçam em território português têm direito à nacionalidade portuguesa?

**MP:** Têm, de acordo com a Lei nº 37/81. Contudo, existem algumas especificações quanto a este tema que é preciso ter em consideração.

**MS:** O que os refugiados têm de fazer para começar a trabalhar?

**MP:** A partir do momento que lhes é dado o título de residência, é assegurado o acesso ao mercado de trabalho. Não esquecer que podem ter apoio na integração no mercado de trabalho pelas instituições competentes.

**MS:** Sendo assim, quanto tempo geralmente demora até um refugiado ser integrado no mercado de trabalho?

**MP:** O refugiado pode ser colocado num posto de trabalho a qualquer momento, geralmente nos primeiros 18 meses de acolhimento.

**MS:** Pode ser efetuado um pedido de reagrupamento familiar por um refugiado?

**MP:** Pode, em condições muito semelhantes às de um estrangeiro que resida em Portugal.

**MS:** Através da minha pesquisa, achei interessante o facto de ter sido criado um Grupo de Trabalho para a Agenda Europeia da Migração. Pode falar um pouco sobre esse tema, por favor, para perceber melhor o que é e como funciona?

**MP:** Esse grupo foi criado pelo Governo em 2015. Aliás, o Estado Português é quem mais apoia os refugiados no processo de integração. O Serviço de Estrangeiros e Fronteiras é quem o coordena, contudo tem representação multidisciplinar. Tem como missão mapear os recursos existentes em território nacional de modo a compreender a capacidade já instalada para ser concluído o plano de ação nacional no que respeita ao acolhimento e consequente integração dos refugiados. Existe um site próprio que pode consultar também se achar pertinente que é o [www.refugiados.acm.gov.pt](http://www.refugiados.acm.gov.pt), não tanto para este tema, mas para outras coisas que possa achar interessantes.

**MS:** Quando fala em representação multidisciplinar, refere-se a que outras entidades?

**MP:** Refiro-me ao Instituto da Segurança Social, Direção-Geral dos Assuntos Europeus, Direção-Geral da Saúde, Instituto de Emprego e da Formação Profissional, entre outros.

**MS:** Efetivamente, é fundamental que um refugiado aprenda a língua do país em que se insere, neste caso, Portugal. Sem dúvida que o português não é uma língua fácil de aprender sem qualquer apoio. Dito isto, existe algum programa que os ajude a dominar a língua em questão?

**MP:** Sim, claro que o domínio da língua é muito importante para que ocorra uma total integração no país. O programa que nós temos denomina-se “Português para todos” e certifica os indivíduos com um determinado nível.

**MS:** Existe alguma ferramenta de aprendizagem online?

**MP:** Sim, está disponível no site <http://pptonline.acm.gov.pt>.

**MS:** Sei que o Alto Comissariado das Migrações recebe os refugiados e fornece apoio na integração, mas qual é a entidade especificamente responsável pela integração dos refugiados em Portugal?

**MP:** É o Centro Português dos Refugiados. Temos uma parceria com eles.

**MS:** Da sua experiência, qual é a atitude do povo português perante este grupo de indivíduos?

**MP:** Posso referir que a maior parte dos portugueses não é contra a integração dos refugiados, somos uns dos povos com menos problemas com a sua chegada.

**MS:** Na sua opinião, qual é o maior “benefício” que os refugiados trazem para Portugal?

**MP:** Sem dúvida que, como sabemos, a população portuguesa está a envelhecer. É um facto. Os jovens emigram, as taxas de natalidade não são muito elevadas e a população vai envelhecendo sem ter ninguém para a ir “substituindo”. Posto isto, seria benéfico para as regiões que se tornaram desertas e caíram no esquecimento. Também seria benéfico a nível de mercado de trabalho, caso venham estudantes e trabalhadores que tenham *skills* já adquiridas.

**MS:** Muito obrigada, de momento terminei as minhas perguntas, se tiver mais alguma questão envio-lhe um email. Agradeço, mais uma vez, a disponibilidade demonstrada.

**MP:** Ora essa, sem problema algum. Como lhe disse antes, se precisar de mais alguma coisa que esteja ao meu alcance, não hesite em contactar-me.

## b) Interview 2 - Dr Mário Ribeiro

**MS:** Boa tarde Dr Mário Ribeiro, agradeço por me ter recebido e pela sua disponibilidade. Depois de ter realizado uma visita a este Centro (Lisboa) para perceber todos os processos, gostaria de lhe fazer algumas perguntas, se achar oportuno, para poder compreender melhor o tema e enquadramento da minha tese.

**MR:** Boa tarde Mariana, claro, estou disponível para responder a todas as suas questões, desde que esteja a par da informação pedida e esta possa ser transmitida.



**MS:** Para começar, gostava de saber quando é que lhe parece que a União Europeia e as instituições relevantes para o apoio aos refugiados começaram a estar mais atentas ao tema.

**MR:** Eu diria que a partir de 2015 é que este tema começou a chamar mais a atenção da maior parte das entidades internacionais.

**MS:** Desde quando existem estes três Centros Nacionais de Apoio aos Imigrantes de Porto, Lisboa e Faro.

**MR:** O do Porto e o de Lisboa existem desde 2004 e o de Faro desde 2009.

**MS:** Existe alguma ajuda monetária dada às instituições que apoiam os refugiados?

**MR:** Sim, recebem um determinado valor monetário por cada refugiado e têm de dar resposta ao alojamento, alimentação, etc. É possível que alguns particulares também forneçam apoio aos refugiados que chegam, no entanto, Portugal privilegiou o acolhimento por entidades.

**MS:** A União Europeia dá algum apoio a Portugal por cada refugiado?

**MR:** Sim, cerca de 6000€ anuais por cada um.

**MS:** Um refugiado pode ser considerado ilegal?

**MR:** Não, pode estar é na chamada “situação irregular”. Neste caso, o refugiado é detido e tem um determinado número de dias para se apresentar juntos do Serviço de Fronteiras e Estrangeiros para regularizar a sua situação. No entanto, esta é uma questão que estamos a tentar evitar a todo o custo porque muitas vezes estas pessoas são menos informadas e, como deve ser do seu conhecimento, são exploradas em termos sexuais e laborais.

**MS:** São realizadas campanhas de sensibilização nas escolas?

**MR:** Sim, e também são criadas brochuras e certos documentos com esse intuito de sensibilizar, principalmente os mais jovens.

**MS:** Sei que Portugal é apontado como um dos países no qual o processo de integração de refugiados é o mais eficiente. No entanto, não encontrei uma informação fidedigna se ganhou algum prémio.

**MR:** Sim, de acordo com o EPSA (*European Public Sector Award*) , em 2011, foi-nos atribuído um prémio de segundo lugar, logo depois da Suécia. Podemos dizer que estamos na “linha da frente” o que respeita à integração, pelo menos da Europa, senão do mundo.

**MS:** Quando estive no piso -1, reparei na sala na qual se encontravam as pessoas que trabalham na linha telefónica de apoio aos refugiados. Como funciona?

**MR:** De modo geral, posso dizer que a equipa da linha de apoio telefónico está capacitada para efetuar a tradução em 60 idiomas diferentes. Este processo é realizado em tempo real e pode ser útil numa entrevista por exemplo, ou então até numa ida às finanças. Convém dizer que estas funcionários são imigrantes na sua maior parte.

**MS:** Como funciona a chegada de um refugiado a Portugal?

**MR:** Devido à situação traumática na qual muitos refugiados chegam a Portugal, a sua receção e consequente avaliação são consideradas etapas fundamentais de todo o processo. Quando entram em território português, o Serviço de Estrangeiros e Fronteiras realiza uma sessão coletiva com intérpretes presentes, na qual os refugiados são devidamente informados dos seus direitos e deveres e é preenchida uma aplicação para o pedido de asilo.

**MS:** Como os refugiados chegam sem conhecimento algum da língua e de outros aspetos, , é fornecida alguma coisa para os ajudar num país estrangeiro?

**MR:** É dado um *kit* \*aos refugiados que contem alguma informação útil acerca dos direitos a nível da saúde e educação, entidades às quais eles se devem dirigir para terem ajuda e ainda inclui alguma informação cultural.

**MS:** De momento parece-me que terminei as minhas questões, se tiver alguma dúvida entrarei em contacto com o Dr Mário. Agradeço por me ter mostrado o Centro de Lisboa e toda a disponibilidade.

**MP:** Foi um prazer, como sabe também estou responsável pelo Centro do Porto e vou lá muitas vezes, por isso se precisar de mais alguma coisa tem o meu contato.

\*As it was mentioned by Dr. Mário Ribeiro, a refugee kit was requested for analysis. As such, one can see the exterior of it in figure 1, while figure 2 shows everything it contains, namely a map of Portugal, a brochure that includes basic information about the country, a sheet with relevant websites and some useful which can help refugees. To add, it includes a small dictionary with a few verbs and important names related to education, places, business, transportation, houses, human body, clothing, animals, nature, religion, food and some of the main action verbs. In addition, the kit comes with a t-shirt (figure 3) that has symbols of some of the basic needs that may be useful, since refugees have not learned the Portuguese language yet.



Figure 1: Kit Exterior



Figure 2: Refugees' t-shirt



Figure 3: Kit Interior