

## **Australia's immigration, settlement and multicultural programme: good practices for Portugal's *Plano Estratégico para as Migrações*** ***O programa de imigração, instalação e multiculturalidade da Austrália: boas práticas para o Plano Estratégico para as Migrações português***

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### **Resumo**

This paper examines the policies for the integration of migrants and new nationals outlined in the *Plano Estratégico para as Migrações* by identifying the best practices outlined in Australia's immigration and multicultural programme. These programmes are informed by Australian values that recognise and support the rights of Australians to celebrate, practice and maintain their cultural heritage, traditions and language within the law and free from discrimination. As a multicultural country of close to 23 million people, Australia has accepted more than 7.5 million immigrants from all parts of the world. Australia encourages immigration because migrants contribute to its economy and are an important part of its development and growth. This contribution of migrants has also been recognised in Portugal. For these reasons Australia's best practices could be a useful guide to the development and implementation of Portugal's *Plano Estratégico para as Migrações*.

### **Palavras-chave**

Australia; Settlement and Multicultural Programme; best practices; Portugal Strategic Migration Plan

### **Abstract**

Este artigo analisa as políticas para a integração dos migrantes e a integração dos novos cidadãos do Plano Estratégico para as Migrações, identificando as melhores práticas no programa australiano de imigração e multiculturalidade. Estes programas são informados por valores australianos que reconhecem e apoiam os direitos dos australianos para comemorar, praticar e manter o seu património cultural, tradições e língua dentro da lei e livre de discriminação. Como um país multicultural de cerca de 23 milhões de pessoas, a Austrália aceitou mais de 7,5 milhões de imigrantes de todas as partes do mundo. A Austrália incentiva a imigração porque os imigrantes contribuem para a economia e são uma parte importante do seu desenvolvimento e crescimento. Esta contribuição dos migrantes foi também reconhecida em Portugal e por estas razões as melhores práticas da Austrália poderão ser um guia útil para o desenvolvimento e implementação do Plano Estratégico para as Migrações de Portugal.

### **Keywords**

Austrália; Programa de Instalação e Multiculturalidade; melhor prática; Plano Estratégico para as Migrações português

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## **Australia's immigration, settlement and multicultural programme: good practices for Portugal's *Plano Estratégico para as Migrações***

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### **Introduction**

The objective of this paper is to outline how immigrants to Australia are settled and the process for integrating them into Australian society. A literature review of evaluation reports of Australia's settlement and integration programmes managed by government agencies will highlight the good practices that have evolved over 60 years of successful immigration to Australia. "Good practice" is a term used in the human services sector to describe high quality or proven evidence-based approaches to working with people. The aim of good practice models is to help improve service delivery. One objective of the Portuguese government's *Plano Estratégico para as Migrações* (the Strategic Plan) is the integration of migrants into Portuguese society; therefore, using good practice models is important for the implementation of this plan. By focusing on good practice, this paper offers practical information for the consideration of Portuguese stakeholders involved in the implementation of the Strategic Plan in the following areas:

- Topic 1 – policies for the integration of migrants; and
- Topic 2 – policies for promoting the integration of new nationals.

### **Why Australia for good practice?**

Australia is a multicultural country of close to 23 million people. It has accepted immigrants from all parts of the world. The 2011 census data shows that almost a quarter of Australia's population was born overseas and 43.1 per cent of people have at least one overseas-born parent (ABS, 2012). More than 7.5 million immigrants have arrived in Australia since October 1945 and 800,000 of these have been immigrants of the Humanitarian Programme (refugees and others in humanitarian need) (DIBP, 2013). According to the United Nations High Commission for Refugees (UNHCR), Australia is the third highest country (UNHCR, 2014) for resettlement of refugees, accepting 14,350 refugees in 2014 (ABC, 2015a). Australia encourages immigration because migrants contribute to Australia's economy and are an important part of its development and growth (DIBP, 2011). Migrant contributions have also been recognised in the Strategic Plan and Portuguese research (Malheiros, 2013; Oliveira and Gomes, 2015). For these reasons Australia's best practice could be a useful guide to the development and implementation of the Strategic Plan.

It is important from the outset to explain that Australia does not have an integration policy per se. The term 'integration' in Australia has a controversial history that gave rise to harmful policies such as the removal of children from Indigenous Australian families to be assimilated into 'white' families and the 'White Australia Policy', whereby only immigrants of 'white' skin were permitted to migrate to Australia. Instead, Australia is committed to a multicultural policy that recognises Australia's multicultural composition to be at the heart of its national identity and intrinsic to its history and character (DIBP, 2011). The multicultural

policy embraces the shared values and cultural traditions of all Australians and the importance of a 'fair go' (DIBP, 2011). It recognises and supports the rights of all Australians to celebrate, practice and maintain their cultural heritage, traditions and language within the law and free from discrimination (DIBP, 2011). Australia's multicultural policies are based on a political philosophy known as multiculturalism that at its core argues for the inclusiveness of social policies (Leong and Liu, 2013).

Multiculturalism as a political philosophy is a diverse field of thought that grew out of the liberal-communitarian debate around questions of minority rights and the accommodation of cultural diversity (Murphy, 2012). These debates started in response to fact situations of mass migration of people following the Second World War and subsequent crises that saw the diversity of immigration friendly states such as Australia, Canada and the United States grow. Today, multiculturalism attempts to find *"moral justification for policies that seek to accommodate different identities, values and practices of both dominant and non-dominant cultural groups in culturally diverse societies"* (Murphy, 2012: 6). In the Australian context, multiculturalism has greatly influenced social policy, including migration and integration policy.

Today, integration of migrants to Australia involves two policy programmes. The settlement programme aims to provide support in the first 6-12 months of a migrant's arrival because the needs of migrants are greater at this time. The second is the multicultural programme, which is an ongoing programme of services and activities for migrants and citizens focusing on shared values and building social cohesion.

The first part of the paper provides a short overview of Australia's immigration programme to contextualise how Australia manages 190,000 immigrants each year. Then the settlement programme is examined to give an understanding of how immigrants are settled in Australia, followed by a summary of Australia's multicultural programme. The second part of the paper provides comments about the Strategic Plan and recommendations for policy consideration, based on good practices identified from Australia.

All non-Australians intending to settle in Australia are immigrants for the purposes of this paper. Those immigrants that arrived in the last 6-12 months will be called new arrivals irrespective of their visa entry and those immigrants who have lived in Australia for 1 year or more will be called migrants. This naming convention will continue throughout the rest of the paper.

## **1. The Australian immigration landscape**

### *1.1. Overview of Australia's immigration programme*

Australia's immigration website states that its *"immigration programme is designed to meet Australia's economic and social needs"* (DIBP, 2015a). Skilled migrants in particular have been an important part of Australia's economic growth, with majority of immigrants arriving through the Skilled Migrant Programme (SMP), filling gaps in the labour market. Like Portugal, Australia has an ageing population and declining birth rate and so encouraging

immigration is an important part of its growth strategy and sustainability. Approximately 190,000 places are available for permanent immigration to Australia and 68% of those are skilled immigrants (DIBP, 2015b). Immigrants arriving in Australia enter under one of four categories:

- Skill/SMP – people that have certain skills, or nominated by particular employers, have other links to Australia or have successful business or investment skills and bring sufficient capital to Australia to establish a business or investment of benefit to the country. There are 128,550 (DIBP, 2015a) places available for skilled immigrants, which has been at this number for a few years. Skilled entrants have rights to access free education for their children but are required to have medical insurance to access the health system.
- Family – people with a family relationship to a sponsor in Australia – usually partners, fiancés, dependent children and parents. There are 57,400 (DIBP, 2015a) places available for family immigrants. Depending on who the sponsor is of the family member indicates what rights to health, welfare and education the family member may access.
- Special eligibility – former residents who had not acquired Australian citizenship and are seeking to return to Australia as permanent residents. There are 565 (DIBP, 2015a) places for this category.
- Humanitarian – people determined to be a refugee or that have some other humanitarian need (DIBP, 2015c). In immigration year 2014/15 around 14,350 immigrants were recognised under this category and in the previous year (2013/14) 13,768. Humanitarian arrivals have full rights to access free health, welfare and education.

Each year the government determines how many visas will be offered under each category (DIBP, 2015c). The following table shows the number of visas offered over the last five years.

	2014/15	2013/14	2012/13	2011/12	2010/11
Skill/SMP	128,550	128,550	128,973	125,755	113,725
Family	57,400	61,112	60,185	58,604	54,543
Humanitarian	14,350	13,768	20,019	13,759	13,799

### 1.2. Overview of Australia's settlement programme for new arrivals

Australia's settlement programme involves a number of government and non-government stakeholders that deliver a variety of policies and services to successfully settle new arrivals. At the national level the Australian Department of Social Services (DSS) is responsible for the settlement and multicultural programme, but the services are delivered by regional government agencies and non-government organisations that are not-for-profit, incorporated and community-based. The DSS collect data and develop policies and guidelines for the settlement of new arrivals and manage the budget for the delivery of settlement services for eligible new arrivals, known as Settlement Grants. In 2013/14, 190 grants were given to 140 organisations to deliver settlement services to eligible new arrivals at a cost of EUR57.97 (AUD91.29) million (DSS, 2014a).

The National Framework (the Framework) for settlement planning guides the strategic and coordinated settlement planning at a national level to improve the ability of government

agency, service providers, community organisations and other settlement stakeholders to plan for the arrival and settlement of eligible new arrivals (DSS, 2006). The Framework enables:

- The needs of new arrivals to be identified early and services arranged to meet that need;
- Better communication between new arrivals and the service providers;
- Outlines the role and responsibilities of stakeholders involved in settlement; and
- The development of feedback mechanisms for issues identified.

Other aspects of the Framework include terms of reference and membership of the National Settlement Planning Committee and information products the government policy areas will develop for use by settlement service providers both government and non-government, such as community profiles of new arrivals eg Bhutanese, Eritrean, Uzbeki. This Framework provides a useful guide for Portuguese government agencies to scale up its existing structure to manage and coordinate the increase of new arrivals likely to occur in the next two years as a result of the Portuguese government's acceptance of 4574 refugees.<sup>1</sup> It is understood that Portugal's existing structures for the reception and settlement of refugees is based on an intake of 30 refugees per year<sup>2</sup> and therefore a significant scaling up of existing resettlement services will be required for this 150 fold increase.

The settlement programme offers different services to different types of new arrivals. All immigrants arriving in Australia, or simply thinking about immigrating to Australia, have access to practical information about living in Australia on the DSS's website (<https://www.dss.gov.au/our-responsibilities/settlement-services/settle-in-australia>). The website includes a comprehensive booklet called "Beginning a Life in Australia", with translations in 37 languages, including Portuguese. Eligible migrants with permanent stay visas, Australian citizens that do not speak English, and some temporary stay visa migrants may access the Free Interpreting Service, which includes a priority line for medical appointments, pharmacies and real estate agents. A translation service is also provided to eligible migrants to assist with understanding documents particularly in the areas of education, employment and community participation. The Settlement Grants for delivery of settlement services in areas such as education, housing, employment and health, is only intended for humanitarian migrants and migrants with particular visas. Under the multicultural programme all migrants may participate in activities aimed at building social cohesion.

### *Settlement of humanitarian migrants*

The focus of the DSS is on successful settlement of humanitarian migrants because they face the most challenges with settlement in Australia for a variety of reasons such as limited English and education, and health issues. Before arriving in Australia humanitarian migrants are provided with a 5-day course called the Australian Cultural Orientation (AUSCO) programme, which provides practical advice about travel and life in Australia. The DSS has contracted the International Organisation for Migration to deliver the AUSCO programme.

On arrival in Australia humanitarian migrants are managed by the DHS's Humanitarian Settlement Services (HSS) programme. The aim of the HSS programme is to assist humanitarian migrants in the first 6-12 months to achieve self-sufficiency in the settlement process

through the assessment and delivery of settlement services on a needs basis (DSS, 2014a). The HSS programme provides early practical support to humanitarian migrants such as:

- Arrival reception and assistance at the airport;
- Assistance with finding accommodation provision of an initial food package;
- Case management;
- Assistance to register with the health system (Medicare) and other related health services, welfare services (Centrelink), banks and schools; and
- Linking with community and recreational programmes (DSS, 2013a).

Although majority of humanitarian migrants choose to settle in metropolitan areas such as Australia's capital cities, about 20% settle in regional and rural areas of Australia. Australia, like Portugal, is experiencing regional population decline where people are leaving regional areas for metropolitan areas. Although humanitarian migrants are free to choose where they want to settle, typically in metropolitan areas near family, friends or other community members, some are encouraged to consider regional areas. The settlement of humanitarian migrants in regional areas can have benefits for both humanitarian migrants and receiving communities, for example:

- Maintaining and building capacity in regional areas;
- Providing employment opportunities for humanitarian entrants while increasing support for local employers;
- Increasing cultural diversity and vitality (DSS, 2013b).

Before settling a humanitarian migrant in a regional area care is taken to ensure there are suitable conditions, such as existence of suitable accommodation, employment opportunities, health services and opportunities for migrants to connect with and feel safe in a new home within a welcoming community. Humanitarian migrants have said they like living in regional areas because it is more peaceful, quiet lifestyle and is a good place to raise children. The DSS has on its website 16 profiles of regional areas and the services available in each location (<https://www.dss.gov.au/our-responsibilities/settlement-and-multicultural-affairs/programmes-policy/settlement-services/humanitarian-settlement-services-hss>). These profiles provide useful information to humanitarian entrants about considering a regional area to settle in.

### *Settlement of skilled migrants*

Generally, fewer services are available for skilled migrants than humanitarian migrants on the basis that skilled migrants have more resources and skills to navigate the Australian system. Notwithstanding this, skilled migrants are able to access limited support from settlement services that are focused on refugee settlement in areas such as understanding housing contracts, schools and employment for spouses. Australia also has a number of Migrant Resource Centres, which offer information sources to migrants and legal advice about employment rights. Skilled migrants are offered more personalised services in regional areas as an incentive to encourage more skilled migrants to work in regional areas.

### *1.3. Overview of Australia's multicultural programme*

Australia can be described as a settler society in that the nation started as a British co-

lony, transitioning to an ethnically diverse society as a result of immigration. Australia has become one of the most ethnically diverse “multicultural” nations in the world (Dandy *et al.*, 2013). The aim of the multicultural programme is to develop a productive and cohesive multicultural society through promotion of cultural diversity and multicultural policy advice and programme design. DSS is responsible for the multicultural programme and EUR10.85 (AUD17.09) million was spent on the programme in 2013/14 on the following activities:

- Promoting festivals and events to build stronger community relations and sustainable community partnerships. This is focused around Harmony Day held every year on 21 March. The DSS supports a Harmony Day website ([www.harmony.gov.au](http://www.harmony.gov.au)) and makes available information products and materials for schools, local government, businesses and community organisations to hold a Harmon Day event.
- Supporting the Federation of Ethnic Communities’ Council of Australia, which provides advice on ethnic communities to government and supports new and emerging communities.
- Administering the Diversity and Social Cohesion Grant and Multicultural Arts and Festivals Grants which fund community organisations that encourage diversity, counter stereotypes and foster community harmony.
- Supporting community-based organisations that work to combat cultural, racial and religious intolerance.
- Providing research and evidence-based policy advice about multicultural issues and its challenges. Without good research it is difficult to develop and promote effective policies to build a productive and cohesive multicultural society.
- Providing support to the Australian Multicultural Council, which provides advice to the government on multicultural affairs policy and programmes.
- Ensuring there are no barriers for ethnic communities in accessing government services through encouraging other government agencies to implement the Multicultural Access and Equity Policy and Multicultural Language Service Guidelines.
- Supporting a national network of multicultural community liaison officers to monitor community relations through contact with community groups and individuals (DSS, 2014a).

Another programme that assists migrants and Australians to integrate into multicultural Australia is the Countering Violent Extremism (CVE) Programme managed by the Australian Attorney-General’s Department. The CVE Programme aims to build community resilience against violent extremism. Events such as the September 11 terrorist attack and the Bali Bombings highlight the threat posed by groups and individuals that engage in violence resulting from radical or extreme beliefs. In Australia the home-grown threat posed by young people radicalising and engaging in violence in Australia or overseas is increasing. The recent example of a radicalised Iraqi-Kurdish 15 year old boy in Australia (ABC, 2015b), shooting at people leaving a police station, and later shot dead by police after refusing to disarm, highlights the growing problem.

The objective of the CVE programme is to combat the threat posed by home-grown terrorism and to discourage Australians from travelling overseas to participate in conflicts. The four areas of activity include:

- Building strength in diversity and social participation: activities in this area are covered under the settlement and multicultural programmes, and the Living Safe website

provides information and resources to help the public understand, identify and address radicalisation to violent extremism (<http://www.livingsafetogether.gov.au>).

- Targeted work with vulnerable communities and institutions: activities in this area include:
  - Support for communities to help them identify and prevent people from moving down the path of radicalisation to violence.
  - Development of community information resources and training packages, including tailored packages for educators.
  - Work with state and territory governments to develop and implement programmes to rehabilitate people imprisoned for terrorism related offences, as well as prevent the radicalisation of other prisoners.
- Addressing terrorist propaganda online.
- Diversion and de-radicalisation:
  - The delivery of early intervention programmes to help people move away from violent ideologies and reconnect with their communities.
  - The Living Safe Together Grants Programme to assist community-based organisations to build their capacity to deliver services to young people (AGD, 2015).

## **2. Australia's good practices for Portugal's Strategic Plan**

### *2.1. Policies for the integration of migrants*

The Strategic Plan's objective is to successfully integrate migrants in Portugal. It is not clear if the Portuguese government's policy of integration embraces multiculturalism or not. The author could not find any overt statement in support of multiculturalism in the Strategic Plan. Portuguese research recognizes that when migrants are successfully integrated they positively contribute to the economy and society.<sup>3</sup> However, successful integration was not defined in the Strategic Plan. Integration policies developed within a multiculturalist framework have at their core a belief that a migrant's cultural practices can co-exist with the dominant or national group's cultural practices. In Australia, government resources are devoted to promoting Australian values such as a 'fair go' and encouraging migrants to maintain aspects of their cultural practices because this assists the integration process (Leong and Liu, 2013). A clear policy statement about the values of the nation assists in orientating new arrivals about the standards and expectations of the receiving country's citizens. Success stories of migrants that exemplify these values are promoted, such as in this year's Australia Day Honours the story of former child soldier Deng Thiak Adut. Adut arrived in Australia 10 years ago with very little English, limited education and trauma issues. Since then, he completed a Law Degree and Master of Laws and is now a refugee lawyer (ABC, 2016). In his acceptance speech Adut reflects on the Australian values and a "fair go" and encourages all Australian's to continue to open their doors and minds to people like him.<sup>4</sup> Such values and stories are important for creating social cohesion and building nationhood.

The Strategic Plan briefly explains the benefit of good integration policy at part 2.2. - *Integração e capacitação* that: "[i]mplementation of recognition measures, management and the valuing of cultural and religious diversity was established to prevent further outbreaks



*of tension based on ignorance and mutual hostility, making good immigrant integration practices an asset of the country and contributing to social cohesion.”<sup>5</sup>*

The aim of good integration policy in Portugal is about preventing outbreaks of tension that contribute to social cohesion. Noting the Strategic Plan’s aim to encourage targeted immigration and successful integration, more benefits flow from a value statement about what it means to be Portuguese, what are Portuguese values that contribute to social cohesion, that make Portugal a sought after destination for prospective migrants and even returning Portuguese diaspora.

*Recommendation:* National values are an important part of social cohesion and nation building and should form a part of the integration process of migrants. It is recommended the Strategic Plan and other materials provided to migrants to Portugal include a clear statement about Portuguese values and what it means to be Portuguese.

### *Refugees*

The settlement and integration of refugees is the responsibility of the Portuguese Council for Refugees (*Conselho Português para os Refugiados* - CPR) and it is not an organisation listed in the Strategic Plan with a role in integration of migrants. While the omission of the CPR and refugees as a specific group of migrants may be because there is a separate strategic plan for refugee integration, refugees are presumably included as beneficiaries of the Strategic Plan’s policy interventions. If this is the case, there are likely to be additional barriers for refugees to be successfully integrated, not only because of issues around language and culture but also issues around trauma (CPR, 2014). This paper will not explore the integration process of refugees because Australian good practice in refugee settlement is explained earlier. This paper only reviewed the Strategic Plan, so if there exists a strategic plan for the integration of refugees, these two plans should be coordinated. If refugee integration is captured in Measure 75 of the Strategic Plan concerning the development of a contingency plan for an influx of humanitarian migrants, then the author is happy to provide more information once the contingency plan is complete.

The CPR estimates that there are around 300 refugees and 450 humanitarian protection migrants living in Portugal (CPR, 2014). Portugal is planning to receive 4574 refugees in the next two years, principally from Syria, and is currently hosting 80 Syrian students in various Portuguese education institutions.<sup>6</sup> Given Portugal’s commitment to receive a 150-fold increase of refugees over the coming two years, policy consideration should be given to the special integration needs of this group of migrants.

*Recommendation:* It is recommended that policy consideration be given to the special integration needs of refugees, particularly the 4574 refugees Portugal will receive over the coming two years.

### *Wellbeing of migrants*

Like the general population, the wellbeing of migrants, and in turn their successful integration into Portugal, is influenced by the quality of employment, housing, education, health

and welfare services the migrant can access. While it is not suggested that the Portuguese government is responsible for providing all migrants in Portugal with employment and housing, obviously migrants have a responsibility as well, but such factors affect a migrant's ability to integrate. Living in poor accommodation, not having employment, poor health or children having difficulties in school make migrants particularly vulnerable to social exclusion, at times exploitation, and less likely to participate in society. Australia knows too well the failures of integration resulting in anti-social behaviour, overrepresentation of minority groups in prison, riots and the more recent phenomenon of radically-motivated violence (Koleth, 2010). Portuguese policy-makers need to be responsive to the progress or otherwise of migrant integration and the reception of the migrants by the general Portuguese population.

Measure 6 of the Strategic Plan concerning improving official data collection about the integration of migrants will assist in the policy agility of Portuguese policy-makers to target activities and use limited resources effectively. However, there is no specific action for longitudinal research into the integration of migrants across all areas of migrant wellbeing. The Strategic Plan has research actions in the area of health (Measures 28 and 31), language (Measure 37) and other key areas that affect migration policies (Measure 92), but this provides insufficient information on which to base policy decisions. Good policy decisions, particularly with limited resources, are based on evidence. Noting that resources will be spent on research in the area of health, language, and key areas of migration policy, the resources used on these studies could be better targeted with one study that encompassed more research questions. A broader study might be more expensive than several small studies, but the extra cost for significantly more information would be more beneficial.

An example of a good practice in research is the funding of the Building a New Life in Australia: The Longitudinal Study of Humanitarian Migrants. This study aims to better understand the factors that aid or hinder the successful settlement of humanitarian migrants in Australia, and to provide an evidence base to inform policy and programme development (AIFS, 2015). This longitudinal study will employ annual data collections over five years to trace the settlement journey of humanitarian migrants from their arrival in Australia through to their eligibility for citizenship. Three broad research questions guide the study (AIFS, 2015)<sup>7</sup> and from these questions data will be collected in the following topics: family composition and demographics; housing and neighbourhood; English language proficiency; education and training; employment and income; immigration experience; health, self-sufficiency; community support; personal resources and life satisfaction; and perceptions of life in Australia. The DSS manages the policy around the study and the two contractors completing the research and data collection.

*Recommendation:* It is recommended that the various studies into migrant integration be consolidated into one large study completed over time and with questions that affect all areas of migrant wellbeing. There does not appear to be a differentiation in the Strategic Plan between migrants who are new arrivals and migrants who are established in Portugal and did not participate in any integration programmes. Nor does there appear to be a differentiation between migrants arriving voluntarily for employment, education or familial purposes or those arriving seeking asylum such as refugees. The Australian settlement and multicultural programmes recognise the different needs of migrants entering the country.

This differentiation is important because limited government resources should be targeted to areas of greatest need but also recognising that migrants are a diverse group of people and so one policy intervention may not be effective with certain groups of migrants.

*Recommendation:* Noting that new arrivals have greater needs than established migrants, and skilled migrants need less support than refugees, it is recommended some consideration be made about the needs of different types of migrants to better focus limited government resources.

#### *Access to information*

Providing information, particularly online resources, is another relatively inexpensive intervention that provides migrants with information about their rights and responsibilities in areas such as employment and housing. The High Commission for Migration (*Alto Comissariado para as Migrações* – ACM) is an excellent source of information for migrants, covering most topics that affect a migrant's wellbeing. The website should continue to be developed and updated regularly to reflect the changing nature of issues affecting a migrant's life and the diversity of issues that comes with different waves of migrants. For example, with the new waves of migrants from Syria there will undoubtedly be an increased need for information about the local mosques, Halal food and education of the population about the religious practices of Muslims.

*Recommendation:* It is recommended that the ACM website be updated regularly, particularly in anticipation of the needs of future waves of migrants such as those from Syria.

#### *Languages other than Portuguese and English*

Language is a significant barrier for the integration of migrants and where the migrant's language skills are low, embarrassment and shame can inhibit the migrant's ability to engage with government services and integration generally. The ACM website contains useful information for migrants but only in Portuguese and English. Noting the particular barriers associated with language and the risk of social isolation, information for migrants online particularly the ACM and the Comissão para a Igualdade e Contra a Discriminação Racial (CICDR), should include translations in other languages. The *Observatório das Migrações* (OM) contains useful information about groups of migrants that are exploited, information about employment rights should be offered in the languages of particularly vulnerable groups.

*Recommendation:* It is recommended that those agencies that work with migrants (ACM, CICDR, OM) include additional languages to Portuguese and English on their sites.

#### *Community Profiles*

The idea of a community profile is that it explains the typical background of groups of new arrivals. In Australia community profiles are developed by the DSS and provided to the agencies that deliver services to refugees. Private companies also develop profiles for busi-

nesses intending to work with particular ethnic groups.<sup>8</sup> The information in community profiles gives service providers an understanding of the lives of refugees and assists in better targeting settlement services. Noting the likely increase of Syrian migrants to Portugal, a profile of Syria could assist those involved in the settlement and integration of Syrian migrants to be more sensitive to cultural difference or simply a greater understanding of the circumstances for Syrian migrants. The DSS has developed over 100 community profiles<sup>9</sup>, including one for Portugal and Syria.

*Recommendation:* It is recommended that community profiles of existing and soon to arrive migrant groups be developed and distributed to stakeholders involved in the integration of migrants.

### *Ethnic Councils*

A best practice arising from an evaluation of the settlement services for refugees was that refugees appreciated advice from people from their own country (Taylor-Neumann and Balasingam, 2009: 14). In Australia, migrant groups are encouraged and supported to represent their community in the form of ethnic councils. The Federation of Ethnic Councils has a representative from each ethnic council to advise government, business and community organisation about issues affecting their communities (FECCA, 2015). Supporting the formation of ethnic councils who represent and support their community reduces the isolation migrants may feel. Such councils also encourage its members to participate in mainstream society and to share their culture and raise any particular issues around integration. Portugal has a similar body known as the Council for Migrations, which is made up of representatives from the Portuguese speaking countries and then the 3 most numerous ethnic groups that are not Portuguese speaking.<sup>10</sup> This Council plays an important role in advising on issues affecting migrants and directing research or policy interventions to improve the integration of migrants. The Strategic Plan could include a measure that encourages and supports migrant groups, who do not already have an ethnic council representing them, to form such a council and develop policies to assist their community with integration into Portuguese society.

*Recommendation:* It is recommended that each migrant group be encouraged and provided training and resources to establish an ethnic council of their own.

### *Integrating migrant communities through municipalities*

The Strategic Plan recognizes the valuable role municipalities play in integrating migrants and the first measure is to define local strategies for municipalities to integrate migrants. Each municipality has an action to plan how it will integrate migrants in its zone. It is unknown how this measure will be implemented but best practice from municipalities in Australia emphasise the importance of municipal staff either completing training about how to work with migrants or recruiting experts in the municipalities to work in this area (Centre for Multicultural and Community Development, 2008). Measure 10 addresses in part the need to provide officers in the health and school sector with training about how to work with migrants and Measure 40 concerns intercultural training in schools, both of which are necessary. However, intercultural training needs to be broadened to all officials that

work with migrants. Noting that municipalities are responsible for welcome and integration of migrants in the Strategic Plan, there should be appropriately trained staff to work with migrants. This training is an immediate priority because 50 municipalities are required to develop activities to welcome and integrate migrants over the period 2015-2020.

*Recommendation:* It is recommended that appropriate training be provided to municipalities to assist them to work effectively and understand the migrants in their zone.

Majority of migrants in Portugal, like in other countries with a migrant history, tend to settle in capital cities that have more opportunities and resources for successful integration. Portugal, like most developed countries, is experiencing urban migration of working age people, whereby working age people in regional areas are moving to cities in search of better opportunities (Jacinto and Ramos, 2010). Businesses in regional areas have difficulties finding employees, particularly in the agriculture area; however, given the right incentives, migrants could play a useful role in settling in regional areas. In Australia municipalities and migrant support services encourage regional settlement by providing a more personalised service to migrants than would normally be the case in the city. The Australian visa system also incentivizes skilled migrants, particularly doctors, nurses, teachers and engineers to consider working in the regions. In some cases municipalities or businesses in regional areas may actively advertise through Australia's online visa system for migrants to work in the region.<sup>11</sup> Refugee settlement in regional Australia has also been evaluated over the years to benefit both regional areas and refugees who desire a quiet lifestyle (DSS, 2015a). Good practice in Australia shows that migrants settle well where there are strong linkages between the settlement services, municipalities, business and community services such as schools, childcare and health centres (Centre for Multicultural and Community Development, 2008). The Strategic Plan does not have any specific measures encouraging migrants to settle outside of large cities such as Lisbon or Porto. Measure 62 encourages migrant students to study in Portugal and this could link up with regional universities to encourage migrant students to consider a university outside of Lisbon or Porto. Measure 24 is aimed at providing better information to migrants about the cycle of season agricultural work so that migrants can make better decisions about where to work according to availability in the particular season, which could encourage migrants to settle in regional areas also. Settling any large influx of migrants in regional areas could also form a useful part of contingency planning for large migratory influxes as outlined in Measure 75.

*Recommendation:* It is recommended that some consideration be made as to the benefits of encouraging new arrivals to settle in regional areas of Portugal as part of regional development.

### *Employment*

Migrants in Portugal are a diverse group with a range of educational levels and experience. Portuguese statistics of migrant demographics reveal that approximately 12.7% of university-educated migrants are employed in professions that do not require a university education; that number for Portuguese is 1.7% (Oliveira and Gomes, 2015). Measure 41 of the Strategic Paper addresses the problem of migrants not using their skills in employment

by encouraging an easier system for recognising foreign education. However, there also needs to be better communication from either businesses themselves or relevant business sector councils about the current and future gaps in the Portuguese labour market. The resources involved in recognising foreign skills and then discovering an over-supply in the labour market for that skill can be a source of frustration. Another useful measure identified in the Strategic Plan encourages and supports migrant entrepreneurship (Measure 35). This measure should also include information about the business climate in Portugal for example some statistics about the number of businesses that start and fail, consumer profiles, market information about particular business sectors. Migrants are likely to be more vulnerable, particularly those opening their first business, in a difficult business climate such as Portugal. Other employment measures for migrants should include employing migrants in the migrant integration sector itself. A good practice from Australia supports and promotes refugees to work in integration services in municipalities and in non-government organisations (DSS, 2015b). Refugees in Australia are integrated using a case management technique and often these case managers are refugees who have been trained to assist the integration of other refugees. Also migrants or refugees could be supported to become translators and linguists in the ACM's interpreter service.

*Recommendation:* It is recommended that:

1. relevant employment information about what gaps exist in the labour market and the current state of the business climate is available to migrants; and
2. migrants and refugees be supported to receive necessary training to be employed in service areas that deliver services to other migrants and refugees.

## *2.2. Policies for promoting the integration of new nationals*

It is important to note that the granting of citizenship to a migrant does not signal the end of the integration process. Cultural change and/or adaptation are a psychological process that occurs over the life of a migrant, and their children, and involves generation change (Leong and Liu, 2013). As such, government action needs to respond to the changing needs involved in the integration cycle and offer ongoing support for successful integration into society. The Strategic Plan outlines several useful measures to promote the integration of new nationals, such as the Portuguese-born children of migrants or migrants who have taken up Portuguese citizenship. Two good practices from Australia around supporting young migrants or Australian-born children of migrants could be usefully implemented in Portugal as well. As mentioned earlier in the paper radicalisation of young people in Australia is a growing problem and the government has been focusing on anti-radicalisation programmes to counter violent extremism. Although the radicalisation of young people in Portugal is not identified as an issue, policy-makers should consider carefully the integration needs of future waves of migrants, particularly the 4574 migrants expected to arrive over the next two years. The Countering Violent Extremism Programme has developed through its grants scheme several actions with young Muslims in sports where the coaches are social workers; a similar idea is identified in the Strategic Plan at Measure 52. The second good practice from Australia is the use of young community leaders speaking in schools about their migrant experience<sup>12</sup>. This practice is similar to that outlined in Measure 57, except that the focus should be broadened to identify a young leader from each of the different migrant groups in Portugal not only those from Cabo Verde.

*Recommendation:* It is recommended that:

1. some consideration be made about the needs of the incoming young people of the 4574 refugees, to ensure their initial isolation from other people their own age is not exploited by radical ideology or does not create anti-social behaviour; and
2. develop and train a young leader representative from each of the migrant groups in Portugal to speak in schools about their background and obstacles overcome.

## **Conclusion**

The policies for the integration of migrants and for promoting the integration of new nationals in the Strategic Plan is a good guide for directing government action that builds social cohesion in Portugal and encourages migrants to use their potential for the benefit of the nation. The Strategic Plan could benefit from identifying some guiding principles and values that underpin this government action. For example, Australia's integration programme is guided by a belief in multiculturalism. This belief in multiculturalism is connected with national values, which explain to prospective migrants what it means to be Australian. All government materials on websites and provided by government agencies to prospective migrants explain that Australia's multicultural policies embrace shared values and cultural traditions of all Australians, instilling the idea of a "fair go". Noting Portugal's pledge to receive 4574 refugees over the coming years, which will see a natural increase over the next 10 years as migrants bring family members and have children, now is a good time to reflect and articulate on what it means to be Portuguese and what are Portuguese values.

European governments are retreating from multiculturalist political philosophy because it is believed by those governments to have failed to prevent social problems of 'ghetto' neighbourhoods, radically-motivated violence and poor education, employment and health indicators for migrants or children of migrants (Murphy, 2012). Australia too has suffered these social problems and has not retreated from its multicultural policy but has responded with more focussed policy interventions that continue to embrace multiculturalism. In a globalised world and in a Europe where borders are open to encourage ease of movement of people working, trading and socialising, the fact is that prosperous Europe will become more and more diverse. History has shown that forcing migrant populations to assimilate into an idea of what it means to be "Australian" or "Portuguese" rarely works and in democracies such as Australia and Portugal it is arguably undemocratic.

This paper has attempted to explain some of Australia's best practice in immigration and integration and the benefits of its multicultural policy. Promotion of immigration, multiculturalism and embracing different cultures has provided social and economic benefits for Australia. Portugal intends to encourage targeted immigration and through the measures identified in the Strategic Plan, it too should benefit economically and socially like Australia. Immigration involves the movement of people and integration involves migrants embracing the new country and citizens welcoming such migrants. Such social policy is not an exact science and so the Strategic Plan needs to be agile in identifying early where programmes are not effective and exploiting opportunities as they arise. The author acknowledges that such agility is not easy in a climate of limited government resources such as in Portugal. It is therefore critical that the measures in the Strategic Plan use international good prac-

tice – there is no need to reinvent the wheel (!) – and evidence based decision-making of the data Portugal has already collected and will continue to collect over time. This paper has focused on the best practices of Australia’s multicultural programme such as the Countering Violent Extremism programme, the development of ethnic councils, encouraging settlement in regional areas, access to languages other than English and refugee settlement to highlight those that could be useful for Portugal’s Strategic Plan.

## Notes

<sup>1</sup> Alto Comissariado para As Migrações (Sep, 2015), *Portal do Grupo de Trabalho para a Agenda Europeia da Migração já está disponível*, Lisbon: ACM, online page. Available at: <http://www.acm.gov.pt/-/lancado-hoje-portal-do-grupo-de-trabalho-para-a-agenda-europeia-da-migrac-1> [Date accessed: 13/10/2015].

<sup>2</sup> Resolução do Conselho de Ministros n.º 110/2007, de 21 de agosto – the quota of refugees that Portugal will resettle each year.

- Conselho Português para os Refugiados (2014), *Reinstalação de Refugiados*, Lisbon: CPR, online page. Available at: <http://refugiados.net/1cpr/www/reinstalacao.php> [Date accessed: 28/09/2015].

- UN High Commissioner for Refugees (July, 2011), “Country Chapter – Portugal”, *UNHCR Resettlement Handbook*, Geneva: UNHCR, online page. Available at: <http://www.refworld.org/docid/4ecb9c00.html> [Date accessed: 10/10/2015].

<sup>3</sup> Recognised in the Strategic Plan at page 3.

<sup>4</sup> Sydney Morning Herald (Jan, 2016), *Transcript: Deng Thiak Adut’s Australia Day Speech*, Sydney: SMH, online page. Available at:

<http://www.smh.com.au/national/transcript-deng-thiak-aduts-australia-day-speech-20160121-gmau63.html> [Date accessed: 20/01/2016].

<sup>5</sup> The Strategic Plan page 5.

<sup>6</sup> Alto Comissariado Para As Migrações (Sep, 2015), *Portal do Grupo de Trabalho para a Agenda Europeia da Migração já está disponível*, Lisbon: ACM, online page. Available at: <http://www.acm.gov.pt/-/lancado-hoje-portal-do-grupo-de-trabalho-para-a-agenda-europeia-da-migrac-1> [Date accessed: 13/10/2015].

- Diário de Notícias (Mar, 2014), *Estudantes sírios chegaram de madrugada a Lisboa*, Lisbon: DN, online page. Available at: [http://www.dn.pt/politica/interior/estudantes\\_sirios\\_chegaram\\_de\\_madrugada\\_a\\_lisboa\\_3714815.html](http://www.dn.pt/politica/interior/estudantes_sirios_chegaram_de_madrugada_a_lisboa_3714815.html) [Date accessed: 10/10/2015].

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<sup>7</sup> The three broad questions are: (1) What are the settlement outcomes of humanitarian migrants? How are they faring in terms of their English language proficiency, housing circumstances, labour force participation, use of qualifications, income, physical and mental health, community engagement, citizenship and level of satisfaction with life in Australia?; (2) How does access to and use of government and non-government services and welfare benefits contribute to humanitarian migrants’ successful settlement?; and (3) Do the settlement experiences and outcomes of humanitarian migrants vary according to the differing migration pathways taken?

<sup>8</sup> Examples of the kinds of books businesses might use to market to particular ethnic groups available at <http://www.multiculture.com.au>. [Date accessed: 13/10/2015].

<sup>9</sup> Which can be found at this link: <https://www.dss.gov.au/our-responsibilities/settlement-and-multicultural-affairs/programmes-policy/a-multicultural-australia/programmes-and-publications/community-information-summaries>

<sup>10</sup> Information about the members of the Council for Migration is available at: <http://www.acm.gov.pt/widget/-/conselho-para-as-migracoes-cm> [Date accessed: 10/10/2015].

<sup>11</sup> Information about skilled visas for employers seeking migrant workers is available at <http://www.border.gov.au/Busi/Empl> [Date accessed: 13/10/2015].

<sup>12</sup> In the 2013–14 program year several projects were funded under the Diversity and Social Cohesion Programme, of particular interest was the project that focused on junior leaders from the community to speak in schools (DSS, 2014b).

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