

# Gender and cultural diversity perspective in adult education and community work in Portugal

Marta López Fernández

Rede Portuguesa de Jovens para a Igualdade de Oportunidades entre Mulheres e Homens (Portuguese Network of Young People for Gender Equality)

Lisbon 2018



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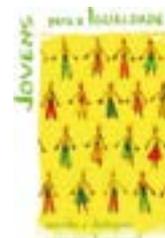
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## Content

<a href="#">Introduction .....</a>	<a href="#">4</a>
<a href="#">History of immigration .....</a>	<a href="#">6</a>
<a href="#">Current Situation .....</a>	<a href="#">8</a>
<a href="#">Refugees .....</a>	<a href="#">14</a>
<a href="#">Minorities .....</a>	<a href="#">15</a>
<a href="#">Empirical research .....</a>	<a href="#">16</a>
<a href="#">Analysis of results of the interviews .....</a>	<a href="#">18</a>
<a href="#">Conclusion .....</a>	<a href="#">27</a>
<a href="#">Literature .....</a>	<a href="#">30</a>

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## Introduction

The report aims to highlight the situation of migrants, refugees and minorities in Portugal in general as well as in adult education. Particular attention is paid to the situation of women.

This report is part of an Erasmus+ project called „EQUAL SPACE - innovative gender and diversity strategies in adult education“. EQUAL SPACE brings together four partners from different fields, PERIPHERIE a gender research institute from Austria, ELAN INTERCULTUREL an education organization with a focus on diversity from France, REDE an education organization for young people and women from Portugal and CWSP a women’s organization from Bulgaria.

The idea for EQUAL SPACE derives from the joint observation among the partners of the role adult education can play for the intersection of gender and cultural diversity and for the inclusion of disadvantaged groups in society and education.

The main objectives of this project are:

- to increase the knowledge about intersection in the partner countries and on EU level
- to enforce gender and diversity equality and social inclusion through a community education approach in the field of intersection of gender and cultural diversity,
- to support the integration and social inclusion of migrants, refugees and minorities in life-long learning by training CEFs in the field of intersection
- to enhance the quality and relevance of learning offers in adult education, using digital tools and resources.
- to develop research based recommendation for regional, national and EU level
- to develop a transfer model for Equal Space for other fields of education, to promote the access and motivation for education of different target groups
- to promote the importance of cross-sectoral and cross-country cooperation for the development of a curricula, training material and online tools for training CEFs in the field of intersection

To achieve this, the project aims to develop a research based Community Education approach focusing on the intersection between gender and diversity. Community education promotes learning and social development work with individuals and groups in their communities using a range of formal and informal methods. Our experience in community education has shown that community education processes need actors – community educator facilitator (CEF) – who initiate local or regional learning processes, which would anchor community education in the field of gender and cultural diversity (intersection) as a central task.

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Currently there is no curriculum or training program for CEFs in this field. There are community development courses, but education and learning are a by-product in them and there are concepts of outreach learning and embedded learning. Our approach is to train CEFs in the field of intersection (gender and cultural diversity) connected with strategies which change the structure of education systems.

The fact that the partners involved come from different sectors and countries gives added value to this project, as they offer their own expertise, views and experiences and will be able to create a product that is relevant not only to each country specifically but to a wider European context.

The methods that will be used in this project are diverse and aim to increase the quality and its outcomes, as well as to wider and successful dissemination of the projects' results. Such methods include extensive research, needs analysis, development and assessment of a curriculum for CEFs, non-formal face to face and virtual learning tools and methods, a transfer model, monitoring, evaluation and dissemination strategies.

EQUAL SPACE is expected to have a great and long-term impact affecting not only the immediate participants as community workers, staff of education organizations, regional actors, civil institutions and NGOs in its activities, but also thousands of people, educators, trainers and adult education organizations, as well as other interested stakeholders all over Europe, by providing tools that can contribute to the improvement of the quality of lifelong learning services all over Europe, the building of the capacity of so called CEFs, especially in regards to intersection in their daily work. The project will show an approach, how disadvantaged people can be included in lifelong learning. The long-term impact of this project will be encouraged by a research based transfer model.

More information about the project and its products may be found at the project official website: [www.equalspace.eu](http://www.equalspace.eu).

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## History of immigration

### 1. Brief history of immigration in Portugal

The immigration process in Portugal has had several moments throughout history, from the creation of the country to the current times, with immigration from former colonies in Africa and India, immigration from Eastern Europe countries and the recent senior high class immigration, mainly from Northern European countries<sup>1</sup>. The immigration process in Portugal can be divided into three phases<sup>2</sup>:

a) Post-colonial phase: This first phase, linked to the process that ended Portuguese sovereignty in the overseas territories of Asia and Africa, happened almost simultaneously with the end of the transatlantic migratory movements that led Portuguese essentially to Brazil. The beginning of the liberation wars in Angola, Mozambique and Guinea gave rise to significant migratory flows from these territories. As a consequence of the recruitment of national citizens for these wars, there was a need for labour in Portuguese territory: the Cape Verdean population occupied the jobs of the Portuguese who served in the military and of the Portuguese population who emigrated to America. With decolonization, in 1975, the cycle of immigration led by the African community opens up in Portugal, which, unlike repatriation, will continue until the present day.

b) Community phase: After an intense growth of the number of immigrants, promoted by the end of the Portuguese dominion in the territories that constituted the old African colonies, the growth rate of the fixation of foreigners slows down during the decade of 80s to see a new acceleration in the early years of the next decade. Internal factors - such as the end of dictatorship - and international - such as joining the EEC, the fall of the Berlin Wall in Eastern Europe and the establishment of the Schengen Agreement - will have fostered new immigrant vacancies.

This development of immigration is characterized by the consolidation of the flows originating in the Portuguese-speaking African Countries (PALOPs: Cape Verde, Angola, Guinea Bissau, São Tomé and Príncipe and Mozambique), which lose their relative weight and recover their importance in the 1990s and the beginning of the diversification of the origin of the foreign population: at this time, European immigration gains a new impetus and there is

1 In 2016 immigration from France increased more than 33% compared to 2015 and United Kingdom became the 6th nationality more relevant with a growth of 12,5%. The main explanatory factors for this increase were the perception of Portugal as a safe country and the tax advantages for the non-habitual residents. Source: Immigration and Borders Service.

2 Translated from: Um Portugal de Imigrantes: exercício de reflexão sobre a diversidade cultural e as políticas de integração. Dulce Rodrigues, Tânia Correia, Inês Pinto, Ricardo Pinto, Cristina Cruz. Departamento de Ciências Humanas e Sociais da ESEIx, Escola Superior de Educação de Lisboa, Instituto Politécnico de Lisboa, 2013. <http://bit.ly/2hGiAQo>

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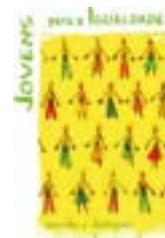
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also the growth of Brazilian immigration. In addition to these, other countries come together, with the peculiarity of not having historical links with Portugal, thus increasing the number of nationalities present in the national territory. It will be from this moment on that the concerns associated with pluricultural interaction grow.

c) Globalization phase: At the end of 2001, with the regularization of the situation of thousands of immigrants through the application of the new regime of residence permits, we witness and accelerated growth of immigration that began at the end of the 90s, integrating nationalities not represented in history of immigration in Portugal: the introduction of Eastern European immigration began. This new immigration flow profoundly modifies the hierarchy of the origins of the immigrant population, consolidated in the last two decades of the twentieth century.

With the entry into the 21st century, the geographical and social origins of immigrants became more complex. From the re-encounters between the new immigrants coming from the Portuguese ex-colonies in Africa and those that arrived in the national territory in the 1970s, to the skilled workers, mainly males, that came from Eastern Europe (Ukraine, Moldova, Russia and Romania). In this way, we can say that the acceleration of the growth of immigration to Portugal until 2009 has been accompanied by a tendency to increase the ethnic and geographical diversity of immigrants.

## 2. The descendants of immigrants

In Portugal, the descendants of immigrants, the well-known „second generation“, is basically constituted by the children of immigrants from the PALOPs (Portuguese-speaking African countries) and forms a fully-constituted generation of descendants, which includes not only children, but also young people, some of whom already have established families, with their own children born in the country.

This specific context can be verified in some other European countries, such as France, the Netherlands, the United Kingdom or Belgium, that were historically recipients of international migratory flows. This phenomenon is known by sedentarization of immigrants<sup>3</sup> and it started in the last decades in Portugal due to the economic and demographic situation of the country. The growing need for immigrant labour in certain sectors of the labour market and the aging of the population, led to the settlement of immigrant communities.

3 Jovens descendentes de imigrantes nas sociedades de acolhimento: linhas de identificação sociológica. CIES e-WORKING PAPER N° 13/2006. Machado, Fernando Luís; Matias, Ana Raquel. [https://repositorio-iul.iscte.pt/bitstream/10071/176/4/CIES-WP13\\_Machado-Matias\\_.pdf](https://repositorio-iul.iscte.pt/bitstream/10071/176/4/CIES-WP13_Machado-Matias_.pdf)

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It is important to emphasize that the descendants of immigrants are not young immigrants. They were born or arrived at very young age in the host country of their parents, and unlike the young immigrants, they have grown up and they have been educated in Portugal. Also they have internalized cultural references from their families and from the host society and have similar lifestyles than the rest of the native youth. So, the process of socialization of both groups and the relationship with the culture of the country is completely different.

Recently, Eurostat<sup>4</sup> published data about the rates of higher education and employment of the so-called “second generation” of immigrants in Europe. The statistics show that Portugal is one of the few cases in the European Union that in these two indicators, people with immigrant origins are above people with national background (people born and with family born in the country): 45,2% versus 23% regarding access to higher education and 78,3% versus 77% regarding employability.

## Current situation

In 2016<sup>5</sup>, we witness a reversal of the downward trend in the population foreign residents, which has been verified since 2010, an increase of 2,3% over 2015. At present, there are over 397.731 regular migrants residing in Portugal (2016), accounting for about 4% of the total population. It was confirmed the increase in the granting of new residence permits, which indicates a return to the attractiveness of Portugal as a destination of immigration (an increase of 24%, totalling 46.921 new residents). Regarding irregular immigration, also in 2016, the Immigration and Borders Service detected more foreign nationals in irregular situation.

The main representative nationalities in Portugal are: Brazil: 20,4% (81.251); Cape Verde: 9,2% (36.578); Ukraine: 8,7% (34.490); Romania: 7,7% (30.429); China: 5,7% (22.503); United Kingdom: 4,9% (19.384); Angola: 4,3% (16.994); Guinea Bissau: 3,9% (15.653); France: 2,8% (11.293); Spain: 2,8% (11.133); others: 29,7% (118.023).

Related to gender, the trend remains only with a difference of 3 percentage points between female (51,5%) and male (48,5%). This difference should be related to some factors like family reunification and the reduction of the number of male residents in Portugal.

4 Eurostat: <http://ec.europa.eu/eurostat/documents/2995521/7724025/3-28102016-BP-EN.pdf/6e144b14-d5e1-499e-a271-2d70a10ed6fe>

5 Data from: Relatório de Imigração, Fronteiras e Asilo 2016, SEF: Serviço de Estrangeiros e Fronteiras. <http://sefstat.sef.pt/Docs/Rifa2016.pdf>

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Related to the attribution and acquisition of Portuguese nationality, the Immigration and Borders Service (SEF) is the institution responsible for the certification of the time of residence in Portuguese territory. It should be noted that the potential number of foreigners who can access Portuguese nationality has been expanded with the fourth amendment to the Nationality Law (Organic Law No. 2/2006, of April 17, amending Law No. 37/81, of October 3), through the broad concept of legal residence in the Portuguese territory for the purpose of obtaining nationality: the ownership of a visa or residence permit. In 2016, 35.416 requests were made for the attribution and acquisition of Portuguese nationality, an increase of 4,5% compared to 2015.

## 1. Education

The education and qualifications of the foreign population are important characteristics for framing their integration process in host societies. We have to highlight two different processes in the field of education: education acquired in Portugal by citizens of foreign nationality residing in the country (integration of foreign students into the Portuguese School System in basic, secondary and higher education) and the qualifications that foreigners acquire abroad and which they seek to recognize in Portugal (recognition of qualifications procedure in higher education).

Foreigners show a higher percentage of the population in the higher education levels when compared with the Portuguese. This trend, however, is not uniform for all foreign nationalities. According to the 2011 Census, the resident populations with the highest percentage of people with higher education are the Spanish nationals (32%, or 20 percentage points more than the Portuguese), the United Kingdom (22,8%, more 11 percentage points) and Ukraine (20.1% plus 10 percentage points). Also in the secondary and post-secondary levels it is observed that the majority of the analysed foreign populations have a greater relative importance of people with this level of schooling than the Portuguese ones, emphasizing the Ukrainians (40,5%, 27 points more than the Portuguese), the English (37%, plus 24 percentage points) and Brazilians (35%, plus 22 percentage points).

The last decade was marked by the substantial increase in the number of foreign students in Portuguese higher education. In the academic year 2014/2015, foreign students accounted for 33.523 students, processes of 0,7% over the previous school year. Since the beginning of this decade (2010/2011 school year), foreign students enrolled in Portuguese higher education presented a rate of change of + 52,5%.

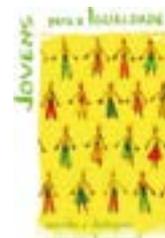
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## 2. Employment

Regarding the employment situation of the immigrant communities and taking into account the information gathered by the Migrations Observatory, the trend is similar to previous years: their insertion in the labour market does not necessarily reflect their qualifications, verifying the reinforcement of foreigners in the levels of upper-middle qualification (+ 22% in 2015 compared to 2005 for secondary and post-secondary education; and + 25% of workers with higher education) and the decrease of foreign workers with qualifications lower or equal to the first cycle of basic education (-77% in 2015 compared to 2005) <sup>6</sup>.

In 2015, there is still an imbalance in decrease remuneration when foreign workers are compared to Portuguese workers. Overall, foreign workers continue to have lower average wages than Portuguese workers (- 5%, although in the last year the remuneration discrepancy slightly decreased).

Although foreigners continue to show higher unemployment rates than nationals, in recent years we can see a decrease in their unemployment rate and, inherently, in the distance from nationals (in 2016 the unemployment rate for non-EU nationals was 18,8%, compared to 11,1% for the total population).

In the concluding observations on the 8<sup>o</sup>-9<sup>o</sup> periodic report of the Portuguese State, the CEDAW committee states *“that the unemployment rate among women, especially young women below 25 years of age, is very high, and women who belong to disadvantaged and marginalized groups, such as Roma, migrant and older women, have very limited access to the labour market”*<sup>7</sup> and urges the country to *“increase employment opportunities for disadvantaged and marginalized groups of women, such as Roma, migrant and older women, including by providing training and opportunities for women’s entrepreneurship”*.

## 3. Gender and migrations

Historically, the leading figures of immigration in Portugal are mainly male, with essentially men arriving to the country to work and then women following them with children through the process of family reunification. This tendency has turned over in the past decade: bet

6 Imigração em números: Indicadores de integração de imigrantes. Relatório estatístico anual 2017. Catarina Reis de Oliveira (coord.) e Natália Gomes. Dezembro de 2017. Observatório das Migrações. Alto Comissariado para as Migrações (ACM). <http://www.om.acm.gov.pt/documents/58428/383402/Relat%C3%B3rio+Indicadores+de+Integra%C3%A7%C3%A3o+de+Imigrantes+OM+2017.pdf/432839ce-f3c2-404f-9b98-39ab22b5edc5>

7 Source: [http://tbinternet.ohchr.org/\\_layouts/treatybodyexternal/Download.aspx?symbolno=CEDAW/C/PRT/CO/8-9&Lang=En](http://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=CEDAW/C/PRT/CO/8-9&Lang=En)

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ween 2008 and 2016, there has been a decrease of 73% in the number of women who have a residence permit through family reunion. In all, there has been a decrease of 2% of foreign women staying in Portugal during the same period of time and a large increase in women who have a residence permit for investigation and other highly qualified activities.

However, despite these numbers, there is little change in the traditional gendered pattern of occupations. Migrant and ethnic minority women work mostly in the area of services (both self-employed and employed), personal care, hygiene and beauty services etc. and men work mostly in the field of construction and industry. The sex segregation of occupations in the labour market is high in Portugal, not just among migrant and ethnic minority communities but also among the overall population.

Concerning refugee women, the numbers in Portugal are overall very low. The refugees arriving to the country do not fulfil the quota set for Portugal in the EU quota plan. The country pledged to receive 10.000 refugees (instead of the original 1.642 set by the Commission). In the end of 2017, little more than 1.500 refugees were registered in Portugal and more than one third of them left the country quickly after registration. The vast majority of refugees who arrive to Portugal are male. The very few female refugees, according to the experience of women's NGO's working with refugees, are either with their families or waiting for transition to other EU countries through family reunion programmes. The refugees are received in refugee centres coordinated by NGO's most often linked to the Catholic Church, have no gender perspective and lack specific responses for women.

Overall, ethnic minority communities in Portugal are most often more traditional than the majority society. These communities tend to be more traditional with a more accentuated patriarchal culture. Despite the rigid gender roles, as the general education level of a community increases, we see a pattern where women are keener on grabbing educational opportunities and have a better overall performance than men in every age group.

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#### 4. Statistics

The following table shows an overview of the situation of immigrants in Portugal:

	National 2016	Regional 2016
% migrants in the population*	3,8%	43,5% resides in Lisbon district
% female migrants in the migrant population*	51,5%	
3 largest migrant groups in % in the population*	Brazil: 20,4% Cape Verde: 9,2% Ukraine: 8,7%	
Age of male migrants *	20-49: 60% More than 65: 8%	
Age of female migrants *	20-49: 63% More than 65: 7%	
Educational level of male migrants (ISCED8):**		
- Less than primary, primary and lower secondary education (levels 0-2)	- 43,9%	
- Upper secondary and post-secondary, non tertiary education (levels 3-4)	- 37,9%	
- Tertiary education (levels 5-8)	- 18,2%	
Educational level of female migrants.**		
- Less than primary, primary and lower secondary education (levels 0-2)	- 37,2%	
- Upper secondary and post-secondary, non tertiary education (levels 3-4)	- 40,2%	
- Tertiary education (levels 5-8)	- 22,5%	

\* Observatório das Migrações, Alto Comissariado para as Migrações (ACM): <https://goo.gl/azrPNC>

\*\* Eurostat (mii\_educ): <http://ec.europa.eu/eurostat/web/migrant-integration/data/database>

8 International Standard Classification of Education (ISCED): <https://goo.gl/eupJNn>

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	National 2016	Regional 2016
Employment rate of male migrants ***	70,2%	65,4%
Employment rate of female migrants ***	61.3%	65,8%
Professional position (employee, official, self-employed) of male migrants ***	- Temporary employees: 42,2% - Self-employed: 7,4 (thousands)	
Professional position (employee, official, self-employed) of female migrants***	- Temporary employees: 36,6% - Self-employed: 8,7 (thousands)	
Unemployment rate of male migrants****	17,7%	7,2 thousands
Unemployment rate of female migrants****	17%	6,9 thousands
Net annual income (average) migrants/non migrants (in euros)*****	Migrants: 7.211 Non migrants: 8.895	
At risk of poverty rate (migrants/non migrants)*****	Migrants: 32,9% Non migrants: 18%	

\*\*\* Eurostat (mii\_emp, mii\_emp\_r) : <http://ec.europa.eu/eurostat/web/migrant-integration/data/database>

\*\*\*\* Eurostat (mii\_une, mii\_emp\_r) : <http://ec.europa.eu/eurostat/web/migrant-integration/data/database>

\*\*\*\*\* Eurostat (mii\_soinc) : <http://ec.europa.eu/eurostat/web/migrant-integration/data/database>

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## Refugees

A refugee is a person who has been forced to flee his or her country because of persecution, war, or violence<sup>9</sup>. According to the Geneva Convention (1951) and Portuguese law, is “a person who owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it...” (The Refugee Convention, 1951. Text of the Convention).

In 2016, with the deepening of the migratory crisis in Europe, in particular the massive flows from the Mediterranean that cross the Balkans to central and northern Europe, the national response focused mainly on collaboration and support management of flows in the countries of entry (Greece and Italy), and the assumption of the responsibility to applicants for international protection in the framework of resettlement figures and relocation for a total of 4.574 until September of 2017. From a quantitative point of view, it should be significant the increase in the number of asylum applications compared to the previous year (+64%), registering 1.469 applications, with the recognition of 104 refugee statuses and the granting of 267 residence permits for humanitarian reasons.

All in all, the country has failed to meet the pledge made in 2015 to receive 10.000 refugees. By mid-2017, only 1.255 refugees were taken in under the EU quota programme and 474 have already left the country and the institutions that accommodated them.

According to Law Nr. 27/2008 of 30th June, which regulates the conditions and procedures for granting asylum or subsidiary protection and the status of asylum seeker, refugee and subsidiary protection, pregnant women are considered “particularly vulnerable persons” (article 2, paragraph 1, (a) r)). Under article 2, Nr. 2, sexual orientation and gender identity are included as valid motives for persecution of members of a particular social group for the purpose of granting asylum status.

9 The UN Refugee Agency: <https://www.unrefugees.org/refugee-facts/what-is-a-refugee/>

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## Minorities

In Portugal, the Constitution and the Law of Data Protection prohibit the collection of data concerning ethnicity or race. Although there are no numbers in Portugal, it is known that the largest Portuguese racial minority is of African origin (Cape Verde, Guinea, Angola and Mozambique) and that the only national ethnic minority officially considered in Portugal are is Roma community.

The last periodic CEDAW report of the State of Portugal remarks that: *“According to existing national and international data, Roma communities are among the most vulnerable groups to discrimination and groups who have the greatest difficulties in accessing public services. Roma women are in an especially vulnerable situation in terms of access to employment, education, participation, etc. This situation is accentuated by the nature of the social role of Roma women, which are almost exclusively responsible, since the wedding (which will tends to occur at an early stage), for home management, care of children and family and ensuring the maintenance of Roma customs and values, leading to early school drop-out and, consequently, low levels of education. The National Strategy for the Integration of Roma Communities has a transversal section dedicated to the topic “Dimension 3.5 – Gender Equality”. This section has two priorities: “to frame traditional Roma values in the values and principles of the Portuguese society” and to “invest in empowering women through mediation and female associativism”. These priorities will translate into the several raising awareness and training activities, which will include the participation of mediators. 132. In 2009, the Parliamentary Committee on Ethics, Society and Culture – Subcommission for Equality of Opportunities and Family produced a report which compiles information from different areas based on hearings with other entities, specialists and representatives from the Roma community. According to this report, “frequently, from 10 years old [Roma girls] leave the school to prevent [the Roma community] contacts with the rest of society”<sup>10</sup>*

In the line of EU decisions on this matter, the Portuguese government has implemented a National Strategy for the integration of Roma Communities. This strategy is a result of the involvement of all Ministries, Civil Society organizations, Roma communities and experts, and besides the four main areas proposed by the European Commission – housing, education, health and employment- Portugal added a crosscutting pillar in order to address issues like discrimination, mediation, citizenship, gender equality, Roma history and culture. Under the Portuguese National Strategy are foreseen a total of 40 priorities, 105 measures and 148 goals until 2020.

10 UN: Human Rights. Office of the High Commissioner: [http://tbinternet.ohchr.org/\\_layouts/treatybodyexternal/Download.aspx?symbolno=CEDAW%2fC%2fPRT%2f8-9&Lang=en](http://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=CEDAW%2fC%2fPRT%2f8-9&Lang=en)

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## Empirical Research

### 1. Methodology

We conducted 20 interviews with professionals who work in different fields and levels with migrants, minority groups or refugees, with special attention for those who work with women and with a focus on the areas of education and lifelong learning processes. The interviews were carried out by phone, Skype or face to face according to the availability of the interviewees.

The selection criteria was an equal distribution of gender and migrant status but soon we found out that most of the people working in these areas are women and, as our organization has a large experience working in the empowerment of young women with an intersectional feminist perspective, we decided to give women the opportunity to express themselves regarding their work and experience in education and training with migrant community and also with minority groups and refugees. Therefore, we tried to focus on the balance between national women and migrant women or women with a foreign background, very common in Portugal due to the increase of the migration flows in the recent history of the country.

The realization of this study was developed through the following steps:

1. Design of the methodology of research and related tools for data collection: research of the current situation of migrants, minority groups and refugees in Portugal; collection of statistics at national and regional level and design of the general guidelines for the interviews to provide a common framework.

2. Data collection: 20 semi-structured interviews with experts and professionals who provide education and training for adults, including educational institutions, NGOs, stakeholders and community leaders.

3. Analyses of the interviews and the information collected with main focus on the following themes:

- Experience with migrants, minority groups or refugees in adult education or training.
- Methods or strategies to reach migrants, minority groups or refugees or enrol them in lifelong learning processes.
- Methodologies of the training or courses and didactic approach.
- Challenges for the future in order to improve the integration of migrants, minority groups or refugees in lifelong learning process and adult education

4. Conclusions and recommendations in the field of gender and cultural diversity perspective in adult education.

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## 2. Profiles of the interviewees

We selected the interviewees with the help of our network and the members of our National Board, taking into account four main profiles: trainers, NGOs, Educational institutions/ Councils of women, migrants, minority groups or refugees and stakeholders/relevant actors/ community leaders.

In order to preserve the privacy and personal data of the people interviewed, our organization prepared a consent form signed by each participant with the purpose of:

- Specify the terms of participation in the project.
- Allow the researcher to record the interview and/or take written notes.
- Guarantee the confidentiality of the information given in the interview, not being identified by name in the final study published.

We recorded 18 of the 20 interviews. One of the interviewee was reached by a member of our National Board and a meeting was scheduled in order to present the project and invite to integrate the National Board. However, what started as an informal meeting, soon led to a conversation on the main topics covered by this study, so, with the consent of the person, we decided to incorporate her profile to the group of interviewees and, even though we could not record the interview, we asked questions and took written notes to fill all the required information (I12). Other interview was recorded but the quality of the sound was not good enough to work with it so we used the written notes taken by the interviewer to analyse the content (I19).

It is important to point out that our organization had difficulties in contacting some people, especially some relevant actors since, due to the type of work and the nature of the institutions, they did not feel comfortable participating in the study because they feared that the interview would reflect not only the point of view of the organization they represented, but also some more personal positions in relation to certain issues.

Some others were hesitant to participate in the interview for reasons of conflict of interest, since the institutions they represented fund national projects where our association is a partner organization. In these cases, they offered help when identifying a profile inside or outside the institution itself, suitable for the interview.

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## Analysis of the results of the interviews

### 1. Quantitative data:

list of the interviews conducted from November of 2017 to February of 2018.

Profiles	Inter- viewees	Institution	Gender	Migrant/ Minority
Trainers	(I 01)	ISEG, SOCIUS, REDE	Female	Yes
	(I 02)	AMUCIP	Female	Yes
	(I 03)	ACA	Female	No
	(I 04)	Mulheres sem Fronteiras	Female	No
	(I 05)	Plano I	Female	No
NGOs	(I 06)	Casa do Brasil	Female	Yes
	(I 07)	FemAfro	Female	Yes
	(I 08)	Aguinense	Female	No
	(I 09)	AMCDP	Female	Yes
	(I 10)	Men Nón	Female	Yes
Educational institutions/ Councils of women, migrants or refugees	(I 11)	Rede Europeia das Mulheres Migrantes	Female	No
	(I 12)	Universidade de Lisboa	Female	No
	(I 13)	Universidade Aberta	Female	No
	(I 14)	ACM	Female	No
	(I 15)	PpDM	Female	No
Stakeholders, relevant actors, community leaders	(I 16)	Centro Parroquial de Arrentela	Female	No
	(I 17)	Mulheres sem Fronteiras	Female	Yes
	(I 18)	Cruz Vermelha Portuguesa	Female	No
	(I 19)	Código Simbólico	Female	Yes
	(I 20)	Associated to the Secre- tary of State for Youth and Sports	Female	No

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## 2. Qualitative data:

The interviews conducted were based on the semi-structured interview methodology that provides qualitative information about a specific issue. „Semi-structured interviews are based on the use of an interview guide. This is a written list of questions or topics that must be covered during the interview. However, the exact order and wording of the questions may vary from respondent to respondent. The interviewer may still follow leads and new topics that arise in the course of the interview, but the interview guide is a set of clear instructions concerning the main questions to be asked or topics to be probed.” (Hudelson 1994: 12)<sup>11</sup>.

We worked with two main guidelines for the interviews, one for trainers, NGOs and educational institutions that work directly with migrants, minority groups and refugees, and the other for community leaders, relevant actors and stakeholders.

For trainers, NGOs and educational institutions the main questions asked were:

- What is your experience with migrant, minority groups or refugees in adult education regarding gender and cultural diversity perspective?
- How do you reach migrants, minority groups or refugees with your services, trainings, activities...?
- How do you integrate gender and cultural diversity approach in your trainings, activities, services...?
- What is your pedagogical approach with these groups?
- How can the situation of migrants, minority groups or refugees in adult education be improved?

For stakeholders and relevant actors the main questions asked were:

- What is your experience with migrants, minority groups or refugees in adult education regarding gender and cultural diversity perspective?
- What are the conditions of the intersection of gender and cultural diversity in adult education?
- How the situation of migrants, minority groups or refugees in adult education be improved?
- What are you doing in your field to improve the situation of migrants, minority groups or refugees?
- What are the challenges in the field of gender and cultural diversity perspective in adult education?

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## Trainers, NGOs and educational institutions

After analyse the 15 interviews with this group, and even with a very different profile and background of the interviewees, soon we realized that similar topics emerged. When asked about the experience and the situation of this public, most of the interviewees accentuated the situation of discrimination that these groups face, especially women. Some of the interviewees point out the discrimination based on gender as a starting point: *“I would say that in general women in Portugal live under different conditions of life than men. And this affects migrant women too.”* (I15)

This kind of discrimination is not only perceived at national but global level too and has some consequences in other areas: *“Gender discrimination continues to exist regardless of the type of community, in Portugal and in the world. There is a conquest but in fact not so big. In Portugal there is still a debate regarding the pay gap, men earn more than women in the same position, sexual harassment in the work place is usually against women and not the other way around... There is always that idea that women can be treated differently.”* (I08)

Once we start from this inequality between women and men in general, other factors of discrimination gain relevance in the specific case of migrants, minority groups and refugees. Factors such as racism or ethnicity: *“I think that in Portugal exists some kind of prejudice or subtle racism... I think that, in general, people still get surprised when they see black women in a power position... And exists disbelief, for example, in Brazilian women.”* (I11)

This kind of discrimination based on race not only affects migrants or minority groups but also Portuguese people with a foreign background: *“I think that is a community that continues to be invisible, and there are not only migrants but also afro-descendants too. There is no space for this people. There are some studies about what migrants do but most of the time what media disseminate is the negative aspects: criminality is very exposed in the media.”* (I07)

Other factor that influences discrimination is the economic situation: *“In Portugal we have this idea that we don't discriminate other. But it depends of the economic variable. It is different to be a woman from Angola who comes to Portugal to do cleaning jobs, than be a woman from Angola who comes to El Corte Inglés to spend thousands of euros and all the doors are open. Regarding Brazilian the same thing happens. And it is not a question of belonging to an ethnic or national category, it is the economic situation.”* (I13)

The labour market is also important, and is very close related to the educational level and also with the problematic of the recognition of the professional skills and competences where migrants, minority groups and refugees are not in equal conditions as the natives: *“They are discriminated mainly in the labour market, which is a very important issue because a*

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*person that doesn't have a decent job, cannot live or even survive. There is a discredit, no acceptance of the qualification of people. A lot of people have a degree; however they always have a precarious job.” (I10)*

This factor is even more evident in the specific case of women: *“They are not integrated in the labour market taking into account their own qualifications at the same level than Portuguese women. That is, they end up having low qualification jobs in relation to their academic education. On the other side, we have a large group of women that are inside the informal labour market, they are exploited because they don't have an employment contract or in case they have it, is in worse conditions than what would be expected. And this affects the usufruct of their rights as citizens.” (I15)*

Of course the educational level is also very important when we discuss the integration of these groups and here emerged issues related to prejudices and stereotypes about this communities: *“For example in the case of immigrants in Higher Education maybe they are more included in the process but that doesn't mean they are include in life. We receive here in the organization a lot of complaints of students from the Brazilian community that are doing masters, PHD or post-PHD in Portugal: the difficulty to establish a friendship with other migrant communities and with the host community. Or derogative comments from teachers like you don't write or speak Portuguese correctly. And this is very serious because it affects self-esteem and participation in the university.” (I06)*

Regarding minority groups,, we interviewed people who work in particular with Roma women in the field of education and integration and we found out that they face a double discrimination: from the Roma community and from the majority society: *“Yes, we are discriminated even by our own community. But our community discriminates in a different way, they want to protect us. The Roma community doesn't give value to school. We are educated to be married soon, be mothers and be good housewives...Roma women don't have the chance to study.” (I02)*

Most of trainers and professionals consulted work in the field of non-formal education and they focus their work on the development of competencies, the assessment of knowledge, the value and respect for their own culture and skills and the construction of a safe space for these groups. It is important to highlight that most professionals emphasize the need to create spaces for women only, where they can express themselves without restrictions or fears, and away from the context of domestic and gender-based violence that many of them experience: *“We work in a program of empowerment and training of women, which the first objective is to take them out of home in order to live together and be integrated in a safe space. We try that they meet perspectives from other realities and build their own life projects.” (I01)*

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Once we identified the reasons of the exclusions for these groups, it was through the experience of the professionals interviewed that we succeeded in underlining the importance of cultural and gender intersectionality in adult education processes: *“Women experienced more situations of oppression than men and not only. If she is black, is different. If she is poor, is different. The Brazilian rich white woman, who comes, has one experience. The Brazilian poor black women with low education who come to work in cleanings suffer other added issues even in the process of integration and regularization. We cannot put all together. It is not possible. It’s intersectionality.”* (I06)

As well as the importance of the connection between race and Gender Inequality, truly relevant when we talk with black women organizations: *“We have the theory of the black feminism, which not only talks about machismo and inequality but also shows an intimate connection with race, with racism.. And it is not such a visible aspect this connection between racism and gender inequality. Our main focus is on that.”* (I07)

When we talk about the integration of migrants, minority groups and refugees in lifelong learning processes and adult education, we find out that the professionals who work with them use different strategies to reach them.

In the case of Roma women, they work with the figure of the socio-cultural mediator, a person from the same community who establishes a relation of trust with the public and the community. Also very important, are the testimonies of other women that were in the same path: *“We reach this women in two ways: through the mediator and through the testimony of these women. This has been a very important experience because they talk about what they are living and they perceive this as something positive for their lives.”* (I01)

Regarding the migrant community or refugees, professionals also reach this population in different ways. Most of the organizations that work with a specific nationality use the connection with the embassies or consulates from the origin country, especially when there are health agreements between both countries, to reach the public. They take the opportunity not only to help the most disadvantaged within the community (in basic issues such as health, food or shelter), but to raise awareness towards different subjects, such as integration, gender equality, Women’s Rights and Humans Rights and, of course, education: *“There are some focal points where we know that there is a big number of people from our own community. Another way of reaching people is through direct communication, by phone, for example in the situation of the health assistant. In these cases the embassy gives us the phone number and we reach them. Also through our cultural activities.”* (I10) Cultural activities and social media are very important too in reaching these communities.

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In regard to the pedagogical approach and how to integrate the gender and cultural diversity perspective, we can also highlight that some common characteristics stand out when they work with these specific communities. Most of them assume that the work on gender stereotypes, discrimination, interculturality, Women's Rights, emancipation and empowerment is fundamental: *"I work as a trainer in the empowerment of Roma women in the field of entrepreneurship, but of course at the same time we work immensely other skills, mainly their self-esteem. With refugee women we found out that there was a linguistic barrier and we try to empower these women through trainings in public speaking, so they could occupy their own space in society which was the main goal of the training. Regarding the cultural diversity, we try to approach this diversity through the common points... See what is different and what is similar, but also we work in the way to communicate, the self-perception of the women themselves."* (103)

The struggle in order to minimize early school dropout of Roma girls and women is one of the most important challenges for these professionals: *"The perspective was always of integration and de-construction of gender stereotypes. With the Roma women in particular, I think we need to bet on the empowerment through education. Even when they abandon the school, school itself should be able to motivate and integrate people with these characteristics and the system cannot fail by allowing them to abandon their studies and not to enjoy a fundamental right, such as education."* (105)

The activities related to the cultures of origin of these groups is also one of the most used approaches in training and awareness actions, as it is a way to reach more people from the community and integrate them in an environment of trust where they are valued and respected: *"We have been working on culture a lot. Through culture we want to make this place a space of occupation of the immigrant communities. So they can bring here a piece of their own state, their own history."* (106)

Also the arts are a very helpful resource: *"We work with more artistic methodologies and we try to use the skills and knowledge these women have. We do different things, like tricot or crochet and take the opportunity that we are doing things together to talk about Women's Rights."* (104)

Despite the general recognition in relation to the enhancement in the area of migration policies and integration of Roma Community policies in the last years in Portugal, there is a long way to walk for the full integration of this population in education processes but not only. It is important to talk with these communities and let them be part of the solution: *"A big step is the organization of these women so they can be part of the solution of their own political and pedagogical process. This is fundamental. Without that, they will always be waiting others to do it for them. They need to have a voice, an opinion built by themselves and valued."* (101)

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Other questions that emerged are the cooperation between institutions, at national level but also at regional and local level: *“It is necessary to restructure the institutions. Social Security, Service of Foreign and Borders, public health system... Police too, the police is an institution that has to work on gender and racism issues.”* (I10)

And the racism of the institutions due to a lack of knowledge or training of professionals: *“Institutional racism still remains. I think it’s important that institutions and organizations know the groups they are working with. We need more studies about these women, not only migrant but afro-descendants too.”* (I07)

It is important to work in sensitization and education, not only with migrants and minorities but also with the majority society. And let these groups, especially women, have a public space to speak out and the possibility to participate in the society as active citizens: *“It is necessary awareness and investment in education. Women need to have more and more decision-making power. How many women we have in the Parliament, in the City Hall or in the Municipality? It is necessary to promote the political participation of women. We need to be there and help to create solutions... We need to empower women above all, and this is transversal: Portuguese women and migrant women.”* (I06)

Finally we need to point out that regarding the challenges to improve the situation of these communities, it’s important to take into account the intersectionality of gender: *“First, we have to change the perspective that the migrant population is neutral. This is the general idea and we don’t focus in the specific needs of the migrant women or women from minority groups. When policies, activities and services are decided, all is neutral. And sometimes, what is beneficial for one (men), is not beneficial for another (women). And because gender is not seen as an issue, there are no impact assessments in order to know if the programs are positive for women and men. I think it’s important to have more participation of women in these decisions.”* (I14)

## **Stakeholders, relevant actors and community leaders**

We consulted 5 stakeholders and community leaders at regional and national level. Most of them worked in the past directly with these populations but nowadays their jobs are more focused on public policies or social assistance. There were three interviewees that hold a position of community leaders even if this is informally, and work directly in the field, in the neighbourhood.

In this diverse context of relevant actors, we can highlight the most evident points regarding the work related to the gender and cultural diversity perspective with migrants and minority

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groups, as we couldn't be able to talk with any professional or actor involved in the community of refugees.

It is relevant to start by saying that the experience of these actors in the fields of education and integration, even the public they work with may be different, is very similar as they have been working in contexts of multicultural neighbourhoods where most of the population were from the Roma community. They have been involved in community processes working not only at educational level but also at employment level and family planning: *"We try to promote training in order to increase the level of scholarship and professional qualification because this community has a very low level of scholarship."* (I18)

Furthermore, they use a perspective of Human Rights and Women's Rights, using non formal education to help the community to know and understand their rights as citizens and as women: *"We deliver training in Human Rights, letting them know the rights they have as women and an external vision outside the neighbourhood. Other alternatives of education and employment because Roma women don't work outside the neighbourhood, only in the market with their husbands. We offer other alternatives of training, so they can study whatever they want, whether hairdresser, architect or lawyer."* (I17)

Regarding intersectionality of gender and cultural diversity in the training plans, it hasn't been yet achieved. The work with these communities is still in an initial phase, mostly of raising people's awareness, particularly of women, about their rights and working on the development of their own autonomy, in which employment plays a crucial role: *"At employment level we are working on active job search and acquisition of competences. And those who seek more to acquire these competences, effectively, are women. Women are also those who find more obstacles, because of the family and the care of the children. We always work on this dimension, allowing us to promote their autonomy, either personal or economic, without dissociating them from what is culturally required."* (I18)

At national level, institutions like the Portuguese Institute of Sports and Youth, the Higher Commissioner for Migrations or umbrella organizations of women and migrants play a very important role as intermediaries between the state and the target populations: *"The institute of Sports and Youth has a very focused role in supporting youth organizations, contributing to their empowerment, also through financing. Among these organizations, we can find important work developed in the areas of women, education and empowerment... We try to work in partnership with the institutions that work in the field; we try to articulate with institutions of reference in these areas to build together public policies that meet the needs of the population."* (I20)

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When we talk with these professionals about the challenges to integrate these groups in the educational processes, the point of view of networking in the institutions is the most relevant factor identified by almost everyone: *“The Municipality of Seixal is very open to the issues of Gender Equality. Here we have the Municipality plan for Gender Equality and Equal Opportunities and the Municipality plan for the integration of immigrants. The Institute for Employment and Professional Training (IEFP) is also a partner.”* (I16)

At last, it is very important to underline the perspective of these relevant actors as promoters of changing. First of all, the approach with these groups should be empowering, in particular when we work with a specific group victim of discrimination: *“An empowering of women and anti-discriminatory approach as well as the deconstruction of stereotypes that associate Brazilian women with prostitution. We need to address some initiatives that work on the deconstruction of gender stereotypes and representation of Brazilian people.”* (I19)

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## Conclusions

After analyse the content and attending to the most relevant topics of each interview, it is interesting to see that most of the professionals and actors working on these areas have similar opinions regarding the situation of migrants, minority groups and refugees in Portugal and the importance of addressing a gender perspective and promote a cultural diversity in educational paths and lifelong learning processes: *“The concept of cultural diversity is a concept that should integrate the perspective of equality between men and women, feminist perspective, otherwise ends up falling short of what should be... On the other hand, it’s very important that any educational system or training process takes into account the difference between women and men first, and then all the others.”* (I15)

However, the concept of intersectionality continues to be little deepened, only worked in informal or non-formal education, but not in formal contexts: *“I think that in the university in general, these topics are not addressed, except in Anthropology or Sociology. There is an academic resistance to those topics.”* (I11)

It is also important that exists an urgent need to sensitize not only the educational community but also professionals that deal with migrants, minority groups and refugees at different levels: health, employment, legal residence, social support and security forces.

Regarding the educational process, we were able to point out the following main themes in order to introduce innovative strategies of gender and cultural diversity perspectives:

### 1. Main topics for trainings and courses

**a) Human Rights and Women’s Rights:** The first step is to work in a perspective of Human Rights. Train people to be aware of the rights they have as migrants, as citizens, as refugees, and as women as well. Education through Human Rights and Women’s Rights is fundamental. And from there, work together, trainers and trainees, to enhance the self-esteem, the autonomy, the perception of themselves as a subject with culture, values and knowledge, different but equal.

**b) Stereotypes:** Another important topic to work with is the deconstruction of the stereotypes. Stereotypes of gender, class, race or ethnicity are still very present in educational processes in Portugal: *“Gender stereotypes are very present in schools and universities. There are research works that explain why women study more and obtain better results and it is related to the autonomy of the girls, it’s a way for them to achieve their own autonomy.”* (I12)

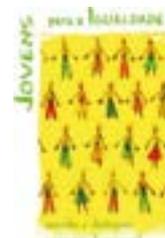
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But this deconstruction has to be done first with the professionals who are responsible to perpetuate them: *“If the professionals or trainers don’t look at the training with an intercultural perspective or with a gender perspective, then the knowledge they are going to transmit, will not go on that direction. So the major challenge is to invest in the training of trainers on those topics to help them to deconstruct the stereotypes that still remains.”* (I14)

When we talk about stereotypes, we need to clarify that in Portugal the stereotypes that affect migrants, also have a negative influence in the way that Portuguese people from African origins are seen by the majority of the society: *“Even the concept of afro-descendant is problematic. And it’s related to your own identity: when you have the legal documents, you are Portuguese. But people look at you and don’t see a Portuguese. The way they treat you is different and it is related to racism.”* (I07)

c) Professional disqualification: Professionals refers very often that we need to fight against professional disqualification of migrants and minority groups: *“It makes us more and more in a vulnerable position, with precarious jobs, without a labour contract... How far we have to go to get out of our heads the idea that because you are an immigrant, you have to do anything. You don’t have to do anything, the system should be more fair and recognize the skills we have.”* (I06)

Even when they are inserted in the educational system, there seems to be a tendency to force migrants, minority groups and natives with a background from the Portuguese speaking countries, to abandon the higher educational path and integrate professional courses, thus entering the labour market as soon as possible: *“There is a deviation of these people to professional courses, which are two or three years, and right after they can integrate the labour market. That is, there is no motivation to go to the University... Why are there so higher rates in professional courses when we all know that with a degree you will have more chances to find a job? Even the salary is better!”* (I07)

## 2. Actors to be involved

First, there is a demand to let those groups -migrants, minorities and refugees- to be part of the solution, listen to their needs and build the policies together with them. These communities have to be involved in the design of public programs along with the government and the civil society.

From what emerged of the interviews, Portugal has one of the best policies to integrate migrants, minority groups and refugees of the European Union, as recognized, for example, by, The Migrant Integration Policy Index (MIPEX)<sup>12</sup>. However, there still remains a lack of co-

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operation between institutions, particularly between civil society and public institutions. There is a need to work in partnership with local, regional and national actors and the organizations of the civil society that actually work on the field: NGOs and associations of migrants, minority groups, refugees and women, city halls and municipalities, government agents and public institutions in different areas like health and employment together with educational institutions, from basic school to higher education.

### 3. Strategies / approaches

We need to work on strategies that seek the empowerment of these groups, as well as their emancipation. These perspectives of the trainers are very important, especially when we talk about formal education: *“My personal perspective is emancipatory. I have worked so much on empowerment and emancipation not only with immigrant women... We are what we feel and the way we are perceived by the others. Society is excellent at categorizing, discriminating, producing a certain speech and inciting certain social behaviours. And people accept what is imposed.”* (I013)

Besides that, it is especially relevant when we talk about Community Education, to value the knowledge, cultures and individual skills that each person possesses and to be able, in some way, to share these skills with the community so that the transmission of knowledge is horizontal and multiplying: *“We have many associates who have different experiences and one of the goals of our organization, even when we are working on projects, is to try to give each woman the possibility of training the others through their experience. And this will be an asset for women who do not have knowledge in these areas.”* (I09)

12 MIPEX: is a unique tool which measures policies to integrate migrants in EU and other countries around the world through 167 policy indicators. In 2014, Portugal was on the 2nd position out of 38. <http://www.mipex.eu/portugal>

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Strategic plan for Migration: <https://goo.gl/t9ktJr>

V National Plan for Gender Equality, Citizenship and non-discrimination 2014 - 2017: <https://goo.gl/KsSmqz>

Immigration and Border Service (SEF): <http://www.sef.pt/portal/V10/EN/asp/page.aspx>

High Commissioner for Migrations: <http://www.acm.gov.pt/acm> - Commission for Equality in Labour and Employment (CITE): [http://cite.gov.pt/en/about\\_us.html](http://cite.gov.pt/en/about_us.html) - Legislation about Gender Equality: <https://goo.gl/BqfvnP>

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