



THE ORGANISATION OF
RECEPTION FACILITIES FOR
ASYLUM SEEKERS

2013

EMN FOCUSSED STUDY 2013

The Organisation of Reception Facilities for Asylum Seekers in different Member States

Top-line “Factsheet”
(National Contribution)
Executive Summary
(Synthesis Report)

National contribution (one page only)

Overview of the National Contribution – introducing the study and drawing out key facts and figures from across all sections of the Focussed Study, with a particular emphasis on elements that will be of relevance to (national) policymakers.

In Portugal the organisation of reception facilities for asylum seekers is closely connected with the national reality of this phenomenon, particularly as regards the dimension and the pressure of this type of flow of people. There are two collective open reception centers for asylum seekers (one of them for unaccompanied minors) and three facilities for temporary accommodation in airports international areas which are equivalent to temporary detention centers (Lisbon, Faro and Porto).

The number of applications for asylum in Portugal is relatively small; in the last ten years there was not a disproportionate pressure of asylum applicants. Between 2008-2012 Portugal had 1.034 asylum applicants, representing an annual average of 206,8. However, one can observe a upward trend in the number of applications for asylum in the past three years.

Hence, it is fair to say that the existing equipment meet the highlighted needs. Any possible demand as regards accommodation is addressed by resorting to hotels or similar accommodation units. The remaining support services remain adequate.

This study was developed by the European Migration Network National Contact Point (The Portuguese Immigration and Borders Service - SEF), and drawn up by Pedro Dias and Ana Maria Emília Lisboa, in collaboration with Ana Cristina Barateiro and Rute Esteves. Equally important were the contributions of Isabel Sales (Portuguese Refugee Council), António Carlos Patrício, Rita Girão, Conceição Silvestre, Paula Cristina and Alexandra Ramos Bento. Translation into English was prepared by Rita Pinto Ferreira.

Synthesis Report (up three pages)

Executive Summary of Synthesis Report: this will form the basis of an EMN Inform, which will have EU and National policymakers as its main target audience.

Section 1
Different types of Reception Facilities and different Actors
(Maximum 4 pages)

This section of the Synthesis Report will address the organisation of reception facilities in different (Member) States. An overview will be provided of the different types of accommodation facilities, and different actors involved in the provision of reception facilities.

The Reception Conditions Directive (Directive 2003/9/EC, Article 13) and the Commission’s proposal for the recast Reception Conditions Directive (Article 17) stipulate that Member States shall ensure availability of material reception conditions to applicants for international protection. Housing constitutes an essential, if not the primary, element of reception conditions. Provision of accommodation can be provided in a variety of possible manners. Directive 2003/9/EC (Article 14) makes broad reference to: a) accommodation premises for applicants who lodged their application at the border; b) accommodation centres which guarantee an adequate

standard of living; c) private houses, flats, hotels or other premises adapted for housing applicants for international protection. Consequently, (Member) States have established different types of reception facilities, such as, collective/communal reception facilities, individual housing (private houses, flats or hotels arranged and paid for by the State), or, some also offer the applicant financial compensation which covers housing expenses.

This Section aims to provide an overview of the different types of reception facilities (Member) States have in place. It will also provide an overview on the number of facilities as well as their capacity. With regard to the organisation, this Section will furthermore address the different actors involved in the provision of reception facilities to applicants for international protection, specifying which authorities carry financial and executive responsibility and whether third parties are involved, such as for example, NGOs or other actors of civil society.

Q1. Please indicate in Table 1 below what type of reception facilities exist in your (Member) State.

In case your (Member) State offers a different type of facility which is not listed in the table below, please include and describe this by adding additional rows to the table below. Please also indicate how many of these facilities exist and indicate what their capacity is and how many applicants were accommodated in these facilities per year starting from 1 January 2008 to 31 December 2012.

Should your (Member) State not be able to provide the maximum capacity, please provide a brief explanation for this and specify the actual number of applicants accommodated in a certain type of facility on an annual basis for the period 2008-2012.

Table 1 Different types of Reception Facilities

Type of accommodation	Does this type of facility exist in your Member State?	If so, how many of these facilities existed at the end of 2012?	Specify the maximum number of applicants the facilities could accommodate	Number of applicants accommodated in such facilities per year during 2008-2012														
Collective initial/transit reception centres	Yes	3 (ward dedicated to asylum applicants in facilities equivalent to temporary detention centres – EECIT – of Lisbon, Porto and Faro airports)	Lisbon Airport EECIT: 30 (16 females and 14 males) Faro Airport EECIT: 14 (6 females, 6 males; 2 children) Porto Airport EECIT: 14 (7 females and 7 males)	<table border="1"> <thead> <tr> <th>Year</th> <th>No. People Accommodated</th> </tr> </thead> <tbody> <tr> <td>2008</td> <td>81</td> </tr> <tr> <td>2009</td> <td>67</td> </tr> <tr> <td>2010</td> <td>76</td> </tr> <tr> <td>2011</td> <td>113</td> </tr> <tr> <td>2012</td> <td>191</td> </tr> <tr> <td>Total</td> <td>528</td> </tr> </tbody> </table> <p>(number of international protection applicants in border posts)</p>	Year	No. People Accommodated	2008	81	2009	67	2010	76	2011	113	2012	191	Total	528
Year	No. People Accommodated																	
2008	81																	
2009	67																	
2010	76																	
2011	113																	
2012	191																	
Total	528																	
Collective open reception centres ¹	Yes	1 (Refugee Reception Centre)	42	<table border="1"> <thead> <tr> <th>Year</th> <th>No. People Accommodated</th> </tr> </thead> <tbody> <tr> <td>2008</td> <td>143</td> </tr> <tr> <td>2009</td> <td>165</td> </tr> <tr> <td>2010</td> <td>193</td> </tr> <tr> <td>2011</td> <td>190</td> </tr> <tr> <td>2012</td> <td>222</td> </tr> <tr> <td>Total</td> <td>913</td> </tr> </tbody> </table>	Year	No. People Accommodated	2008	143	2009	165	2010	193	2011	190	2012	222	Total	913
Year	No. People Accommodated																	
2008	143																	
2009	165																	
2010	193																	
2011	190																	
2012	222																	
Total	913																	
Special reception	No																	

¹ Open centres means that applicants are free to enter and leave the centre whenever they want.

centres or facilities for vulnerable groups (e.g. victims of torture or specific vulnerable female applicants)																		
Special separate reception centres for unaccompanied minors	Yes	1 (Reception Centre for Refugee Children)	13	In the last quarter of 2012 were accommodated 16 minors (this center became operational in October 2012)														
Private houses or flats: arranged and paid for by competent authorities	Yes		Not quantifiable. This is a procedure used occasionally and for limited periods as necessary															
Private hotels: arranged and paid for by competent authorities	Yes		Not quantifiable. This is a procedure used occasionally and for limited periods as necessary	<table border="1"> <thead> <tr> <th>Year</th> <th>No. People Accommodated</th> </tr> </thead> <tbody> <tr> <td>2008</td> <td>20</td> </tr> <tr> <td>2009</td> <td>4</td> </tr> <tr> <td>2010</td> <td>8</td> </tr> <tr> <td>2011</td> <td>107</td> </tr> <tr> <td>2012</td> <td>139</td> </tr> <tr> <td>Total</td> <td>278</td> </tr> </tbody> </table>	Year	No. People Accommodated	2008	20	2009	4	2010	8	2011	107	2012	139	Total	278
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Individually arranged accommodation such as houses, flats, hotels and/or possibilities of staying with friends and/or family ²	Yes		Not available; this procedure is only used occasionally															
Other premises for the purpose of accommodating applicants for international protection which are arranged and paid for by the competent authorities	No																	

Q2. Which authority(ies) carry financial responsibility over the reception facilities?

(a) State authorities

The Ministry of Internal Affairs (MAI - *Ministério da Administração Interna*), through its Immigration and Borders Service (SEF - *Serviço de Estrangeiros e Fronteiras*) established a protocol for cooperation with the Portuguese Refugee Council (CPR - *Conselho Português para os Refugiados*) with the purpose of financing the housing of international protection applicants.

The Ministry of Solidarity, Employment and Social Security (MSESS - *Ministério da*

² Please specify whether applicants receive (or have the possibility of receiving) a financial allowance in case they have individually arranged their accommodation.

Solidariedade, Emprego e Segurança Social), through its Institute of Social Security (ISS - *Instituto da Segurança Social*) finances the housing and stay of international protection applicants, especially after the admissibility of the application for asylum.

(b) Local authorities / regional governments

The City Councils of Lisbon and Loures offered the properties/facilities where now operate the reception centre for refugee children and the reception centre for refugees, respectively.

(c) External service provider such as NGOs, actors from the private sector or any other kind of third party involvement?

CPR is the NGO in charge of the two open accommodation units for refugees.

[A/B/C – (if responsible authorities differ depending on the type of facility please indicate the responsible authorities for each different type)]

Q3. Which authorities carry executive responsibility³ over the facilities:

(a) State authorities

SEF manages accommodation facilities for international protection applicants in the detention centres of Lisbon, Porto and Faro airports.

ISS's role - particularly in the second stage of the asylum procedure - is financing the accommodation of international protection applicants in hotels or houses/flats.

(b) Local authorities / regional government

(c) External service provider such as NGOs, actors from the private sector or any other kind of third party involvement?

CPR manages the two open reception units for refugees. The criteria for admission of asylum applicants are lodging an application for international protection in Portugal and providing evidence that the applicant does not have sufficient financial means to cover his/her subsistence.

Q4. In case reception facilities are run by local authorities/regional governments or with the involvement of an external service provider (e.g. NGOs or actors from civil society), please indicate whether the reception facilities are centrally coordinated (i.e. does one single authority still carry overall responsibility for the reception of applicants for international protection?)

No.

Q5. In case reception facilities are run by local authorities/regional governments or with involvement of an external service provider (e.g. NGOs or actors from civil society), how is their involvement regulated?

Have any formal coordination mechanisms between the different actors been signed (for example cooperation agreements stipulating the division of competences)?

No

Section 2

Take up of Reception Facilities: Factors determining access to the different types of facilities

(Maximum 4 pages)

³ Executive responsibility refers to the day-to-day running of the reception facilities and would also for example include including quality control of the services provided in the facility.

This Section of the Synthesis Report aims to investigate which categories of applicants for international protection are entitled to reception facilities (standard or specific) and whether, on specific occasions/for specific reasons, authorities exclude such entitled applicants from reception facilities. It will map the competent authorities who decide on the allocation of applicants to (different) reception facilities, and will more specifically, provide an overview on what factors influence the allocation to accommodation. Such factors may, for example, relate to the capacity of centres, existence of a dispersal mechanism (for purposes of burden-sharing as to evenly distribute the costs throughout the country), the stage/type of procedure, profile of the applicant, duration of proceedings or any other factors. It will also be investigated whether Member States take into account the specific needs of vulnerable groups of applicants when deciding on allocation.

Q6. Please provide a short overview of which applicants for international protection are entitled to reception facilities provided by the State. Please complete Table 2 below:

Table 2 Categories of applicants entitled to reception facilities

Different categories of applicants depending on <i>type/stage of procedure</i>	Entitled to reception facilities (Yes/No)	Are these applicants entitled to standard or specific reception facilities ⁴ ?
Applicants under Dublin II ⁵	Yes	Standard Reception Centres
Applicants in admissibility procedures ⁶	Yes	Standard Reception Centres
Applicants subject to accelerated procedures	Yes	Standard Reception Centres
Vulnerable groups of applicants ⁷ (with specific psychological/medical assistance needs)	Yes	Standard Reception Centres
Unaccompanied minors awaiting decision for international protection	Yes	Reception Centres for Refugee Children
Unaccompanied minors who have exhausted the procedure for international protection and are awaiting return	Not applicable	Not applicable
Applicants who have lodged an appeal procedure	Yes	Standard Reception Centres
Applicants who have lodged a subsequent application	Yes	Standard Reception Centres
Applicants who have received a positive decision on their	Yes	Standard Reception Centres

⁴ Specific reception facilities refer to facilities which divert from mainstream reception facilities, e.g. depending on the type of applicant, or stage/procedure.

⁵ Applicants under Dublin II means those applicants for which a Dublin procedure has been initiated and who are awaiting a Dublin decision determining the responsible country for examining the asylum claim.

⁶ Admissibility procedures refer to the stage of the application in which (Member) States determine whether an application will or will not be considered in substance based on the criteria laid down in Article 25 of Directive 2005/85/EC (the Asylum Procedures Directive) which stipulates circumstances in which Member States are allowed to declare application as inadmissible and are subsequently not required to examine the application.

⁷ The Reception Conditions Directive makes reference to the following categories of applicants under vulnerable groups: unaccompanied minors, disabled people, elderly people, pregnant women, single parents with minor children, persons who have been subjected to torture, rape, or other serious forms of psychological, physical, or sexual violence.

international protection application⁸		
Applicants who have exhausted the procedure for international protection and who are awaiting return	Yes	Standard Reception Centres
Other (e.g. applicants from other EU Member States, families with children with an irregular migrant status, applicants from safe third countries of origin etc. Please specify)	Yes	Standard Reception Centres

Q7. From the aforementioned categories of applicants who are entitled to reception, can any be excluded from reception facilities for particular reasons (e.g. because the applicant has sufficient financial means, or because the applicant has misbehaved in a reception facility, or any other reasons)?

Applicants for international protection are only accommodated in collective open reception centres when they suffer from a situation of economic distress. The applicants for international protection may be excluded from those units when they are able to obtain sufficient subsistence means or other types of assistance with housing (e.g. social housing), or if they have failed to abide by the regulations of the accommodation units.

Q8. a) Does your (Member) State carry out an assessment of vulnerability which could result in assignment to special reception facilities for vulnerable groups of applicants?

Portugal assesses – particularly during the admissibility stage – the vulnerability of applicants for international protection. This assessment aims at providing the best response as regards accommodation and social support to the applicants, protecting the rights and best interests of pregnant women, families with minor children and unaccompanied minors.

Unaccompanied minors, pregnant women, families with children under the age of 16, or people with special medical needs who have lodged applications for international protection in external borders are authorized to enter national territory and are forwarded to collective open reception centres.

Q8. b) If yes, please indicate whether the assessment of vulnerability is:

- a) ***Obligatory and laid down in law*** Yes, in the case of unaccompanied children under the age of 16.
- b) ***Standard practice*** Yes
- c) ***Optional*** No

Q9. Which authority/(ies) carry responsibility for deciding on the allocation of applicants for international protection to different reception facilities?

SEF is the authority responsible for the allocation of applicants of international protection to the most suitable refugee facilities, with the support of several NGOs, such as CPR.

⁸ If possible please specify for what duration they are still entitled to reception facilities.

Q10. How do these authorities allocate applicants to different types of reception facilities?

The allocation of asylum seekers in the open collective reception centres implies a previous application for international protection and the confirmation, by SEF, that the citizen does not hold the sufficient economic means to cover his/her subsistence. This assessment, of a general nature, follows the submission of an application for international protection, namely:

- Applications for asylum carried out in national territory in a stage of admissibility;
- Applications for asylum lodged at external borders, admitted or in stage of appeal against a refusal of entry decision (if the citizen is staying at the EECIT for more than 60 days);
- Resettlement of refugees after their arrival in Portugal;
- Unaccompanied minors or other vulnerable people (pregnant women, elderly, families with children...)

There are several aspects under consideration for the allocation of asylum seekers in the collective open facilities, such as the availability of the reception centres and the profile of the applicant for international protection, with the purpose of promoting a better response as regards social, economic, cultural and health support. Given the capacity of the reception centre (42 persons) in relation to the annual average number of applications for international protection (206,8)⁹, the applicants for international protection, in specific situations, may be accommodated in hotels or similar units, and their particular situation and profile analyzed. There is not a standard system for accommodating the applicants. Collective open reception centres are designed for applicants of asylum who are waiting for a decision regarding their application's admissibility, wherefore their stay in these centres is temporary (c. 2 months). Once the decision regarding the admissibility of the application is rendered, or in case of appeal against a decision of refusal of entry, these applicants start receiving ISS's support on a hotel or private accommodation. The adoption of mechanisms for geographic spread of the accommodation takes, in the majority of the cases, into consideration the applicant's profile (e.g. having family members in other locations of the country), after a decision recognizing the status of refugee or subsidiary protection, and after an ISS's assessment for following up and monitoring the situation (see Q12).

Please state whether one of the scenarios below, or a combination thereof, are applicable to your (Member) State and briefly describe:

i) Capacity;

Your (Member) State assigns applicants for international protection according to capacity, e.g. your (Member) State monitors occupancy rate of each reception centre and assigns applicants accordingly.

ii) Dispersal Mechanism;

Your (Member) State applies a dispersal scheme which defines how many applicants each reception centre at national/regional/local level ought to receive (either in percentages or based on a specific quota).

iii) Type of asylum procedure;

Your (Member) State takes into account the type of asylum procedure and assigns applicants

⁹ Between 2008 and 2012 Portugal had 1.034 applications for asylum, which indicates an annual average of 206,8. There is a rising trend on the number of applications for asylum in the past years - 2008: 161; 2009: 139; 2010: 160; 2011: 275; 2012: 299.

accordingly to a specific reception facility. For example, one or more of the below is applicable to your (Member) State:

- Applicants who fall under the Dublin II Regulation are accommodated in specific reception facilities;
- Applicants subject to accelerated procedures are assigned to specific reception facilities;
- Etc.

iv) Stage of asylum procedure;

Your (Member) State takes into account the stage of the asylum procedure and assigns applicants accordingly to a specific facility. For example, one or more of the below is applicable to your Member State:

- Applicants during the admissibility procedure - when a (multiple) application is assessed for admissibility or when a Dublin examination is carried out – are temporarily placed in specific initial/transit reception facilities;
- Applicants who are awaiting a first instance decision are placed in specific reception facilities;
- Applicants who have lodged an appeal procedure are transferred to specific reception facilities;
- Failed/rejected applicants for international protection are transferred to specific reception facilities.

v) Profile of the asylum applicant;

Your (Member) State takes into account the profile of the applicant for international protection (e.g. special needs¹⁰, nationality, or specific motives underpinning the application) and assigns applicants accordingly to a specific reception facility.

vi) Duration of the asylum procedure;

Your (Member) State moves applicants for international protection from one facility to another after a certain time period has elapsed.

vii) Other criteria (e.g. family composition)?

Please describe

Q11. Is the process for assignment of applicants to different reception facilities:

- a) **Laid down in legislation** Yes
- b) **Outlined in soft law/guidelines** Yes, in protocols with NGOs or other public bodies, such as ISS
- c) **Not outlined in official documents, but there is a standard practice in place** (Yes/No)

Q12. Provided there is sufficient capacity, does your (Member) State offer the applicant a choice for reception facility/location?

During the investigation stage, after decision of admissibility or granting of international protection status,

¹⁰ The Reception Conditions Directive makes reference to the following categories of applicants under vulnerable groups: unaccompanied minors, disabled people, elderly people, pregnant women, single parents with minor children, persons who have been subjected to torture, rape, or other serious forms of psychological, physical, or sexual violence.

the Institute of Social Security allows the applicant or beneficiary of international protection to choose the location of his/her stay. In these cases there is an assessment, conducted on the scope of a personal interview, of the actual circumstances, more specifically labour conditions, family or emotional relationships, among others.

Q13. a) Does your (Member) State provide for a possibility to relocate applicants for international protection to different reception facilities after initial assignment to a reception centre?

Yes.

Q13. b) If yes, which of the below criteria are applied, or a combination thereof, for relocation to a different reception centre:

The relocation of an applicant of international protection to a different reception centre may occur in situations where there are modifications to the accommodation capacity of the facilities, or change in family profile, medical needs or incidents regarding failure to abide by the accommodation unit's regulations.

The relocation decision is taken in accordance with the specific case, in light of objective and subjective aspects. There is not a standard framework for relocating asylum seekers.

- i) Capacity/bed management issues**
- ii) Change in family profile (e.g. birth of a child)**
- iii) Medical or special need reasons**
- iv) Incidents at centres which may require transfer to alternative accommodation**
- v) Time limits (procedural-driven)**
- vi) Programme for voluntary return to the country of origin**
- vii) Any other reasons?**

Section 3 Quality: National Legislation on Material Reception Conditions

(Maximum 3 pages)

The Synthesis Report will review Member States' national legislation on basic material reception conditions (i.e. the provision of food, clothing, and financial allowance) that relate to the nature of the experience of being accommodated in a reception facility. Additionally, the Synthesis Report aims to provide an overview on some other quality criteria that relate to the nature of the experience of being accommodated in a reception facility, such as the available surface per applicant, the supervision rate (number of staff per applicant), and the possibility of leisure activities. Furthermore, to provide a more comprehensive overview of non-material reception conditions, a table is included in the Annex which will map additional rights granted to applicants for international protection in the (Member) State's reception system as laid down in national legislation. Member States are kindly requested to fill out table 1A in Annex 1 for this purpose.

Q14. According to national legislation in your (Member) State, what are applicants for international protection who are accommodated in reception facilities entitled to in terms of the following reception conditions:

- a) Food;**
- b) Clothing;**
- c) Financial allowance¹¹.**

¹¹ Please explain what costs the financial allowance is intended to cover (e.g. does it cover accommodation costs, does it include pocket money etc) and specify whether the financial allowance is provided de facto and/or whether it can be used to remunerate applicants who carry out work (small tasks) within the reception facility.

Please briefly describe your national legislation in relation to aforementioned material reception conditions and make reference to the relevant provisions in national legislation.

Applicants for international protection are provided a set of goods and services of several kinds:

- Food: provided in kind, obtained by the participation of public bodies that finance it, and by civil society bodies [e.g.: *Banco Alimentar contra a Fome* (Food Bank) that provides food to reception centres to be redistributed among international protection applicants];
- Clothing: clothes obtained by the support of civil society bodies;
- Financial allowance: monthly support amounting to €150.

In addition to these, applicants for international protection are also provided with basic necessities (toiletries, neonatal and child hygiene goods), baby food, medical and medicine assistance, education and school supplies to children in school age and phone cards.

Q15. Please indicate in Table 3 below for each type of reception facility in place in your (Member) State: the available surface per applicant (in square meters); the supervision rate (number of staff per applicant); and specify whether applicants have the possibility to take part in organised leisure activities.

Table 3 Other quality criteria for reception facilities that relate to the applicant's experience of being accommodated in a reception facility

<i>Type of accommodation</i>	<i>Available surface per applicant in square meters</i>	<i>Supervision rate (number of staff per applicant)</i>	<i>Possibility of leisure activities? Yes/No. If yes, briefly describe</i>
<i>Collective initial/transit reception centres</i>	1325,9 m ²	9/47	Areas dedicated to social and leisure activities, with television and magazines
<i>Collective open reception centres</i>	2.815,80 m ²	19/42	Areas dedicated to social and leisure activities; kitchen; area with 2 nd hand clothes; library and media centre; children area (day-care/kindergarten); internet kiosks; laundry; open-air sports field (5 a-side football, basketball and handball). There are also other activities promoted such as sociocultural visits, handicraft workshops, cinema, participation in the theatre group, voluntary work (maintenance work, food distribution, translation and/or social mediation work in the Refugee Reception Centre – CAR,

			<i>Centro de Acolhimento de Refugiados).</i>
<i>Special reception centres or facilities for vulnerable groups (e.g. victims of torture or specific vulnerable female applicants)</i>	n.a.	n.a.	n.a.
<i>Special separate reception centres for unaccompanied minors</i>	524	10/13	Areas dedicated to social and leisure activities; 2 nd hand clothes; children area (day-care/kindergarten); There are other activities promoted such as sociocultural visits, sports and cultural activities and handicraft workshops (basketball, hip-hop, jiu-jitsu, cooking workshops) and also encouraged the learning of basic housekeeping tasks.
<i>Private houses or flats: arranged and paid for by competent authorities</i>	n.a.	n.a.	n.a.
<i>Private hotels: arranged and paid for by competent authorities</i>	n.a.	n.a.	n.a.
<i>Individually arranged accommodation such as houses, flats, hotels and/or possibilities of staying with friends and/or family</i>	n.a.	n.a.	n.a.
<i>Other premises for the purpose of accommodating applicants for international protection which are arranged and paid for by the competent authorities</i>	n.a.	n.a.	n.a.

Q16. Has your (Member) State developed guidelines or a handbook in relation to the reception offered to applicants for international protection?

The partnership “Reception and Integration of Asylum Seekers” (*Acolhimento e Integração de Requerentes de Asilo*), developed by the Portuguese Refugee Council, the City Council of Loures (*Câmara Municipal de Loures*), Social Security and Santa Casa da Misericórdia of Lisbon, prepared the “Reception and Integration of Refugees in Portugal Handbook” [*Guia de Acolhimento e Integração dos Refugiados em Portugal* (http://www.refugiados.net/gref/esq_proc_jur.html)]. This guide provides support to the different actors involved in the reception of refugees, and also identifies the asylum procedure, the access to health care and also education, employment, training and social support. Moreover, it provides a set of international, European and national legal documentation (legislation and case law) on asylum matters.

On the other hand other handbooks were designed relating to the integration of applicants for international protection as regards the labour market, more specifically the “Guide of good practices on vocational training for refugees and immigrants” [*Guia de Boas Práticas para a Integração de Imigrantes e Refugiados nos Centros de Formação Profissional* (http://viaas.refugiados.net/pdfs/gbp_01_indice_apresentacao_e_introd.pdf)] and the “Integrated Model for

Reception, Guidance and Basic Training for the Inclusion of People in a Particular Situation of Social Exclusion [*Modelo Integrado de Acolhimento, Orientação e Formação de Base para a Inclusão de Públicos em Particular Situação de Exclusão Social* (http://vias.refugiados.net/pdfs/modelo_integrado2008.pdf)].

Q17. What control mechanisms are in place to ensure that reception conditions are provided according to the standards specified in national legislation or other protocols/regulations?

The licensing and supervision of reception conditions are the responsibility of the Institute of Social Security, by means of evaluation, technical inspections and other actions of inspection (Articles 31 and 32 of Decree-Law 64/2007, of March 14, as amended by Decree-Law 99/2011, of September 28).

Evaluation and technical inspections with the purpose of granting licenses focus on compliance with the developed activities in relation to what is projected in the operating license and in the quality and regularity of the services provided to the customers (conditions of the facilities and accommodation, equipment's adequacy, food and sanitary conditions). Actions of inspection of the establishments focus on the same aspects, and on a perspective of preventing illegal acts in these areas.

On the other hand, other entities may perform inspections, more specifically the Ombudsman (*Provedoria de Justiça*) and the General Inspectorate of Internal Affairs (*Inspecção Geral da Administração Interna*) that may perform inspections in the detention centres for applicants for international protection, or the civil protection services that may perform inspections regarding the safeguard of physical safety and fire safety of the facilities.

Q18. Has there been a public debate about the quality of reception facilities in your Member State in the period from 2008 onwards - to date?

(Yes/No). If yes, please describe the parties involved and their main arguments.

Public debate on the quality of reception facilities for applicants for international protection does not have a big relevance on a national level. However, in August 2012 the users of the Refugee Reception Centre (open collective) communicated the degrading reception conditions as a result of the centre's overcrowding (http://www.dn.pt/inicio/portugal/interior.aspx?content_id=2742783, http://www.jn.pt/PaginaInicial/Sociedade/Interior.aspx?content_id=2742722&page=-1). In this context, SEF, ISS and CPR concluded a cooperation protocol with the purpose of promoting a better management of the reception capacities.

Q19. Does primary research exist in your Member State, evaluating the quality of reception facilities?

(Yes/No). If yes, please indicate the source and the outcome.

Research on reception facilities for applicants for international protection is scarce. Among the small number of researches and project reports, one must outline the following - which relevance is still reduced given the distance in time of their drafting:

- Recommendations for improving policies for reception and integration of asylum seekers of the transnational partnership EQUAL ASPIRE! (2004), http://acolheintegra.refugiados.net/recomendacoes_aspire.pdf;
- Guidance and empowerment of asylum seekers in Ireland and Portugal, ASPIRE!'s Working Group Report under the EU's EQUAL Program (2004), http://acolheintegra.refugiados.net/gt_orientacao_e_capacidade.pdf;
- Tavares P. (1998), Social-economic rights of refugees: work and education; Lisbon, www.cidadevirtual.pt/cpr;
- Caldeira, R. (1998); Socio-economic integration of refugees in the host society: Case Study; Lisbon, www.cidadevirtual.pt/cpr.

One should also highlight the recent comparative research (of academic nature) on the role of Portugal and Brazil as regards the policies of protection and assistance provided to refugees, with a particular emphasis on the safeguard of human rights. In this study it should be noted the Portuguese direction "for welcoming and

satisfying the primary needs of that population [applicants for international protection]; moreover Portugal adapted its internal administrative structure in order to bring it into line with the principles of international protection enshrined in international treaties regarding refuge” (Silva, 2012) ¹², within the framework of the European asylum policy.

¹² Silva, A. (2012), *Políticas públicas de assistência e protecção dos direitos humanos dos refugiados em Portugal e no Brasil*. [“Public policies on assistance and protection of human rights of refugees in Portugal and Brazil”], Master’s Thesis, Universidade Nova de Lisboa – Faculdade de Ciências Sociais e Humanas, Lisbon, Portugal (<http://run.unl.pt/handle/10362/7682>)

Section 4
Flexibility
(Maximum 3 pages)

The *Synthesis Report* will analyse the flexibility of reception facilities in (Member) States vis-à-vis the fluctuating and/or sudden influxes of applicants for international protection. (Member) States are asked to provide figures or estimations on the total number of applicants entitled to reception¹³, the total number of applicants accommodated in reception facilities, as well as figures or estimations on the maximum capacity and average occupation rate of reception facilities. (Member) States are asked to describe whether they have experienced any (disproportionate) pressure on their reception systems during 2008-2012 and are asked to provide an overview of the different flexibility mechanisms that they have in place and/or have applied. The *Synthesis Report* will aim to identify good practices of (Member) States in handling (disproportionate) pressure on their reception system, and where relevant, reference will be made to the use (and effectiveness) of flexibility mechanisms.

Q20 Please fill out the national statistics in Table 4 below:

Table 4 National statistics on flexibility

	2008	2009	2010	2011	2012
Total number of applicants entitled to reception	244	236	277	410	552
	163	169	201	297	361
	81	67	76	113	191
Total number of applicants accommodated in reception facilities	244	236	277	410	552
	163	169	201	297	361
	81	67	76	113	191
Maximum number of applicants that could be accommodated in reception facilities	244	236	277	410	552
	163	169	201	297	361
	81	67	76	113	191
Average occupation rate in reception facilities	3,11	3,22	3,74	4,21	5,74
	3,40	3,93	4,60	4,52	5,29
	2,70	2,23	2,53	3,77	6,37

Methodology notes:

1. Total number of applicants entitled to reception: total number of asylum applicants with accommodation supported by CPR and number of asylum applicants accommodated in EECIT (asylum applications lodged at the border);

¹³ These statistics are requested to provide an overview on the number of applicants in reception as a whole, differentiating between those accommodated in reception facilities and those applicants who are entitled to reception, but who do not require accommodation (but do receive other services e.g. a financial allowance).

2. Total number of applicants accommodated in reception facilities: total number of asylum applicants accommodated at CAR and number of asylum applicants accommodated at EECIT (asylum applications lodged at the border);
3. Maximum number of applicants that could be accommodated in reception facilities: CAR and Lisbon's airport EECIT's (the only airport with applications for asylum) maximum capacity
4. Average occupation rate in reception facilities: weighted average (2)/(3); it should be noted that data regarding turnover on accommodation was not taken into account.

Q 21. Please describe any pressure that your (Member) State may have experienced in relation to the reception of applicants for international protection during the period 2008-2012 and briefly explain possible reasons for such pressure. (Note that annual statistics from Eurostat on the number of applications for international protection, first decisions, etc. over the years 2008-2012 will be incorporated in the relevant section of the Synthesis Report. Hence, if relevant, you may refer to a period of pressure by comparing the number of applications with the capacity of your (Member) State's reception system).

In the last two years (2011-2012) there was an increase on the number of applications for international protection. This can be enlightened by the effects of the conflicts in North Africa, both as regards the number of applicants from these countries and also the change of migratory flows with origin in Sub-Saharan Africa that used those countries as hub for connecting with other European destinations (e.g. Greece, Turkey). This last element may have been boosted by the introduction of new commercial air transport routes between Lisbon and Accra (Ghana) or Bamako (Mali), as well by the offer available from Guinea-Bissau and Senegal. Despite the significant increase, it is not considered as an extreme pressure given the dimension of the phenomenon in Portugal.

Q 22. Which flexibility mechanisms are foreseen and/or have been used in case there are shortages or surpluses in reception facilities? Please answer this question by indicating in Table 5 below whether any of the below mechanisms exist in your Member State and whether they have been actually used:

Table 5 Flexibility Mechanisms

Type of mechanism	Does this exist in your (Member) State? (Yes/No)	If yes, please describe	Has this mechanism been used? (Yes/No) If yes, please describe
Early warning mechanism ¹⁴ (including any software programmes monitoring capacity and occupancy in reception facilities)	No	n.a.	n.a.

¹⁴ An early warning mechanism refers to a monitoring system, e.g. a mechanism that monitors the inflow of applicants for international protection, evaluating in particular whether the (Member) State possesses the necessary capacity to deal with increased (or decreased) pressure. Such a monitoring system would enable identification of possible shortcomings (or excess capacity) at an early stage. An early warning mechanism could for example include a.o. any software programmes monitoring capacity and occupancy rate in reception facilities.

Additional reception centres acting as buffer capacity	Yes	Hotels or similar facilities, as well as private houses	Yes
Emergency plans	No	n.a.	n.a.
Budget flexibility (to in- or decrease the budget when necessary)	No	n.a.	n.a.
Employing more case-workers to speed up decision-making	Yes	Inter-departmental transfer in the Immigration and Borders Service (SEF)	In 2012 SEF's Asylum and Refugees Department was reinforced with the addition of two experts
Fast-tracking procedures	Yes	When dealing with significant flows, mechanisms for summary analysis of the procedure may be used	Mechanism adopted in 2013 when a group of c. 30 Syrian citizens lodged applications for asylum at the border in the same day
Application of different standards/modalities of reception conditions in emergency situations¹⁵	Not applicable, once it was never found to be necessary	n.a.	n.a.
Provision of financial vouchers/allowance to cover costs of private accommodation	Yes		
Review for specific categories of applicants who obtain priority access to reception	Yes	On grounds of protection of most vulnerable groups	Placing families with children or pregnant women in private accommodation, which is more appropriate to their condition, while providing accommodation at

¹⁵ Article 14 paragraph 8 of the Reception Conditions Directive 2003/9/EC stipulates that: "Member States can exceptionally set modalities for material reception conditions different from those provided for in Article 14 for a reasonable period which shall be as short as possible, when: an initial assessment of the specific needs of the applicant is required; material reception conditions, as provided for in article 14, are not available in a certain geographical area; housing capacities normally available are temporarily exhausted; the asylum seeker is in detention or confined to border posts. The different conditions must cover in any case basic needs".

			CAR to other applicants; placing unaccompanied minors aged over 16 at CAR, providing accommodation at CACR for children under 16 years old.
The use of excess space for other purposes	No	n.a.	n.a.
Other?	n.a.	n.a.	n.a.

Q 23. Please indicate best practices in handling (disproportionate) pressure as well as ability to adjust to fluctuating numbers of applications over time. Where possible, please refer to the use (and effectiveness) of any of the aforementioned flexibility mechanisms.

Given that in the last ten years Portugal has not faced any kind of disproportionate pressure of applicants for international protection, the accommodation needs have been met by resorting to hotels or similar units.

Section 5
Efficiency
(Maximum 2 pages)

The Synthesis Report will provide an overview of the costs of the current reception facilities provided in the (Member) States, as well as the median and interquartile ranges of the duration of an applicant's stay and average occupancy rate in reception facilities. In Table 6 below, Member States are requested to fill out information on the total costs of reception, split up in direct and indirect costs, and Dublin and non-Dublin cases. (Member) States are kindly asked to also explain what is covered by such costs.

The aim is to start collection of such statistics to gain an insight into what is covered under the total costs of reception in different Member States. The Synthesis Report will not aim to compare reception costs between Member States due to the complexity involved (e.g. Member States include different services under costs¹⁶).

Q24. Please fill in the national statistics Table 6 below (please provide figures or, if not possible, estimates thereof):

Currently it is not possible to consolidate financial information relating to the budget and financial costs with the requested level of disaggregation. It should be noted that national accounting systems are under alteration, are dissimilar between the main entities involved (SEF, ISS and CPR) and need other resources which are not available under the present context.

However, the future development of actions aiming at producing consolidated documents that may

¹⁶ The European Platform for Reception Agencies (EPRA) has scheduled activities for the 4th quarter of 2013 to start dialogue on development of methods to improve comparability of reception costs between Member States.

provide an assessment of the financial effort of the Portuguese State on matters of reception of asylum applicants is considered rather relevant.

Table 6 National Statistics on Efficiency

	2008	2009	2010	2011	2012
National budget allocated to the reception of applicants for international protection					
Total costs of reception					
Total direct costs¹⁷					
Total indirect costs¹⁸					
Total costs of reception including Dublin cases					
Total costs of reception excluding Dublin cases					
Inflow of new applicants to reception facilities					
Inflow/return of applicants who have temporarily left a reception facility					
Outflow of applicants from reception facilities, who do not return later					
Share of applicants in reception facilities who have received a final decision on their application					
Median¹⁹ range of an applicant's stay					
Interquartile²⁰ ranges of an applicant's stay					

¹⁷ Direct costs refer to explicitly defined costs and budgets for the reception of applicants for international protection in each (Member) State.

¹⁸ Indirect costs refer to costs that are not directly measurable (as costs are borne by a wide range of stakeholders and further relate to the applicant's access to general public services).

¹⁹ The median is the numerical value separating the higher half of the distribution of the lower half (middle value).

²⁰ The interquartile ranges refer to the value of the first quartile (25 percentile) and the third quartile (75 percentile) in a distribution.

Q25. Are cost (estimations) available for the flexibility mechanisms used in your Member State (see Question 22)?

[If yes, please provide these here.]

Please see Q.24.

Q26. What is the tolerance time for extended stay of applicants in reception facilities who have already received a final decision on their application?

As regards granting of international protection status, and if it is ascertained that the citizen is not economic self-sufficient and wishes to continue on receiving support, a contract is celebrated between the citizen and ISS with the purpose of promoting a process for endorsing the citizen's empowerment and social integration. If the decision is negative, the applicant for international protection has 30-day tolerance.

Section 6
Conclusions
(Maximum 2 pages)

This Section will outline the main findings of the Study and present conclusions as to what extent the organisation of the reception system impacts on the flexibility, efficiency, and quality of reception facilities.

Q27. Please summarise the organisation of reception facilities in your (Member) State, indicating main strengths and weaknesses (please specify any evidence for these findings)

The organisation of reception facilities in Portugal is closely related with the small dimension and pressure of this type of flow of people. In Portugal there are two open collective reception centres for asylum applicants (one of them focused at accommodating children) and three reception centres equivalent to temporary detention centres in the main international airports (Lisbon, Faro and Porto).

The main strengths are:

- The actions developed in partnership with public and private bodies, particularly the Immigration and Borders Service (SEF), Social Security, Santa Casa da Misericórdia, the High Commission for Immigration and Intercultural Dialogue (ACIDI) and the Portuguese Refugee Council (CPR), among others;
- An humanistic, dignified and specialized approach on the reception of applicants of international protection, promoting the delivery of services and integration of these citizens, by providing support on monetary, health, psychological, mobility, documents and education levels.

The main weaknesses are:

- The accommodation capacity is starting to get maladjusted in relation to the continuous increase of applications for international protection, given the expressiveness of the occupancy rate of reception centres (3,11) and the number of beds available in open collective reception centres (42) in relation to the annual average of applications for international protection (206,8) and their upward trend;
- The reduced expression of international protection in Portugal may be an obstacle for the development of further focus and expertise in this matter, both on a political, administrative, academic and social point of view; nevertheless threshold situations tend to have greater focus.

Q28. Please summarise whether your (Member) State has experienced pressure on its reception facilities (in terms of both in-and outflow, and duration of the processing time of applications) and indicate what measures have been most successful in handling such pressure

Despite its upward trend in the past years, the reduced expression of the number of applications for international protection in Portugal did not caused a significant pressure in reception facilities for asylum applicants. Despite the afore-mentioned expressiveness of the reception centres' occupancy rate, the existing facilities have been meeting the needs. The identified weaknesses regarding accommodation capacity are met by occasionally resorting to hotels or similar units; nevertheless this solution implies some limitations regarding the protection, reception and accommodation of asylum applicants.

Nevertheless, just to give an example, there was an event associated with the overcrowding of the Refugee Reception Centre in August 2012. The institutional response to that event was the celebration of a cooperation protocol between SEF, CPR and ACIDI, with the purpose of optimizing the reception and integration of applicants for international protection after the decision of admissibility of the application. Hence, one may state that the development of partnerships between public and private entities is in fact a good practice for the reception of asylum applicants. Accordingly, it becomes possible to maximize the different advantages and approaches with a view to implement policies and meet the actual needs of the target populations.

Q29. Please describe best practices in controlling costs of reception facilities whilst ensuring quality (maximum half a page)

Given the difficulties on consolidating relevant financial information, at the moment it is impossible to evaluate good practices regarding this matter. However, taking into account the relevance of an evaluation of the financial effort of the Portuguese State regarding reception of asylum applicants, other monitoring mechanisms and indicators harmonized with the identified practices in other Member States will be

developed.

Annex 1 Reception Conditions in different Reception facilities

Please fill out the table below concerning the rights granted to applicants for international protection as laid down in national legislation in different reception facilities.

Table A1.1 Reception conditions in different reception facilities

	Collective initial/transit reception centres	Collective open reception centres	Special reception centres/facilities for vulnerable groups	Special separate receptions centres for UAMs	Private houses or flats ²¹	Private hotels ²²	Individually arranged accommodation ²³	Other premises	Comments
Food	Yes	Yes		Yes	No	No			
Clothing	Yes	Yes		Yes	No	No			
Financial allowance²⁴		Yes		Yes	Yes	Yes			
Emergency health care	Yes	Yes		Yes	Yes	Yes			
Medical care	Yes	Yes		Yes	Yes	Yes			
Psychological care	Yes	Yes		Yes	Yes	Yes			
Free legal assistance	Yes	Yes		Yes	Yes	Yes			
Interpretation services	Yes	Yes		Yes	Yes	Yes			
Access to education		Yes		Yes	Yes	Yes			

²¹ Arranged and paid for by competent authorities.

²² Arranged and paid for by competent authorities.

²³ E.g. houses/flats/hotels and/or staying with friends and family.

²⁴ Please explain what this consists of.

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Access to vocational training		Yes		Yes	Yes	Yes			
Access to employment (after which period of time?)		Yes			Yes	Yes			
Other? Transportation		Yes (tickets for public transports; taxi when duly substantiated)		Yes (tickets for public transports; taxi when duly substantiated)					