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PUBLIC SERVICE AND INTEGRATION OF MIGRANTS IN THE E.U.

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One-Stop-Shop:

A New Answer for Immigrant Integration

Overview of the One-Stop-Shop approach developed in Portugal

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The One-Stop-Shop Approach

1. What is a "*One-Stop-Shop*" and the benefits of its creation in EU Member States

According to the most recent estimates, the population of third-country nationals residing in European Union countries is around 18.5 million, corresponding to 3.8% of the total population.

The management of the integration of immigrants in the European Union is one of the most challenging responsibilities that most Member States are facing today.

Both countries with longer histories of immigration and countries that are experiencing immigration flows for the first time are being confronted with the need to define sustainable integration policies.

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1. What is a "*One-Stop-Shop*" and the benefits of its creation in EU Member States

Different Member States share many **common difficulties that compromise the consist integration of immigrants**:

- the range of institutions involved in the integration process
- the lack of coordination between Government services and their dispersed locations
- the diversity of procedures
- complex bureaucracy
- communication difficulties as a result of cultural and linguistic diversity
- difficulties of immigrants participation in decision-making of integration policy

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The One-Stop-Shop Approach

1. What is a "*One-Stop-Shop*" and the benefits of its creation in EU Member States

EU documents concur in recommending a coherent, whole-of-government approach to integration, working in partnership with immigrant communities

Integration is seen as a process of mutual accommodation, where the receiving society as well as the immigrants take part in the adaptation required

Common Agenda for Integration (COM (2005) 389 final) proposes concrete measures and encourages Member States to strengthen their efforts in developing integration strategies

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The One-Stop-Shop Approach

What is a "*One-Stop-Shop*"?

The One-Stop-Shop approach was recommended by the Commission's Common Agenda for Integration to strengthen the implementation of the sixth Common Basic Principle on Integration regarding access for immigrants to institutions (stimulating partnership between public and private institutions in order to promote integrated responses ALSO involving cultural mediators from civil society institutions and developing intercultural competences of service providers)

The Portuguese experience with this innovative One-Stop-Shop strategy - official name *National Immigrant Support Centres* -, created in 2004, was considered as an example for this project. Following the philosophy of working with partners, in a context of shared responsibility, the centres involve branches of 6 Ministries and other specialized offices that provide specific support.

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One-Stop-Shop bring together under the same roof a number of services related to immigration (both Government and non-Government services)

One-Stop-Shop service meets the two-way challenge of integration in a sensible and flexible way, where the receiving society actively engages in adaptation

One-Stop-Shop approach is presented as an ambitious and yet realistic proposal for providing services to immigrants, improving integration and providing more and better information on the rights and duties of immigrants in EU Member States

One-Stop-Shop service is a holistic strategy of mainstreaming the provision of immigration services

One-Stop-Shop service strength the links between civil society and public authorities and central Government

One-Stop-Shop plays an important role in increasing immigrants' trust in public administration services, narrowing the gap between the two

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The One-Stop-Shop' Portuguese Experience:
National Immigrant Support Centres
Integrated Service Provision for Immigrants

Created in 2004 in Lisbon and Porto by the High Commission for Immigration (ACIDI) and reinforced in 2009, in Faro – the Portuguese Public Institute for Immigrant integration / Inter-departmental Government support structure on the subject of integration

Before the creation of the CNAIs the lived reality of Immigrant Citizens was: Dispersion of Government services; Little coordination between services; Inadequacy of services to clients;

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The One-Stop-Shop' Portuguese Experience: National Immigrant Support Centres Integrated Service Provision for Immigrants

Framework: *Citizens' Shops* in Portugal

Contributed to the resolution of the problems of dispersion

BUT

Not provided na answer to the specificity of immigrants' problems:

Cultural and communication problems that were not resolved in the Citizens' Shops;

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The One-Stop-Shop' Portuguese Experience: National Immigrant Support Centres Integrated Service Provision for Immigrants

Objectives of the CNAIs:

Provide an **integrated response** to problems experienced by immigrant citizens

Investment in a **real partnership and cooperation**, with various services in the same place, with information-sharing, on the basis of the same computer system;

To be an **innovative** institution**,** very flexible and with the capacity to provide a rapid response to immigrants' needs;

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With a total focus on the needs of immigrant citizens:

- **Organisation of services according to the needs of our clients;**
- **Choice of institutions according to the needs of the clients;**
- **Creation of specialised and motivated intercultural teams;**
- **Constant optimisation of processes, with a resultant reduction in waiting times;**
- **Creation of a pleasant and human space;**

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Public Administration closer to immigrant citizens:

Guaranteed by intercultural mediators, representing 10 different nationalities:

Linguistic facility;

Cultural proximity;

Proximity to problems;

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Government Agencies at the CNAI:

Ministry of the Interior – *Foreigners and Borders Service;*
Ministry of Employment and Social Solidarity- *Working Conditions Authority* and *Social Security*;
Ministry of Education;
Ministry of Health;
Ministry of Justice- *Central Registry Office;*

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Support Offices at the CNAI (ACIDI):

Immigrant Legal Support Office;
Employment Support Office: Job Centre and *Entrepreneurship*;
Family Reunification Support Office;
Social Support Office;
Housing Support Office;
Nationality Support Office;
Immigrant Consumers Support Office;

Other Services (ACIDI):

Children's Room;
Pre-Sorting;
Information Counter;

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CNAI functioning:

From 8am, a team of intercultural mediators conduct a rapid pre-sorting of the issues that have brought immigrant citizens to the CNAI, distributing the first service ticket.

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CNAI functioning:

The Welcoming and Sorting Office
is the first step within the CNAI.
Here, documents are identified
and a digital casefile is created or updated.

The clients, when necessary, are directed on to one of the institutions or support offices of the CNAI, receiving here another service ticket.

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Added Value for Clients / Immigrant Citizens:

Integration of Services:

Resolution of problems that involve various Government agencies;

Facilitation of access to various institutions;

Response to a large number of questions:

Legalisation; Health; Education; Nationality; Employment; Family Reunification; Social Support...

Personalised service:

Cultural and linguistic proximity;

Deep knowledge of the subject;

Benefits of the CNAI for Government Agencies:

Interaction between agencies allows a greater speed in the resolution of processes;

Optimisation of the processes and mutual support between agencies;

Circulation of information between agencies is facilitated – Increased Security;

Sharing of worries and the creation of more efficient processes;

Common working atmosphere;

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CNAIs figures:

In 2004 a total of 223,797 people were attended to at the National Immigrant Support Centres in Portugal

In 2010 a total of 335,028 people used CNAIs services

From March 2004 to December 2010 a total over 2,314,755 cases were attended to.

The CNAIs have a daily average of 1,192 service-users

The main nationalities of service-users are: Brazilian (26,2%), Cape Verdean (17,7%), Guinean (9,9%), Angolan (8,0%) and Ukrainian (4,5). Recently there are also been an increase in the number of Portuguese nationals using the service.

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The One-Stop-Shop' Portuguese Experience:
An example to be followed?

National Recognition

1st Prize for Best Practices in the category of serving clients (2004/05)

Organised by the National Administration Institute, *Diário Económico*, Deloitte

International Recognition

CNAI highlighted by the European Commission as one of the 12 Best Practices in relation to integration policies in the 25 EU Member States (2005

Portugal the second country with best integration policies and measures (MIPEX 2007 and 2011); rated as the first country by UN with best policies protecting human rights of immigrants (UN report 2009) and with best examples of programmes and services for immigrant integration (IOM 2010)

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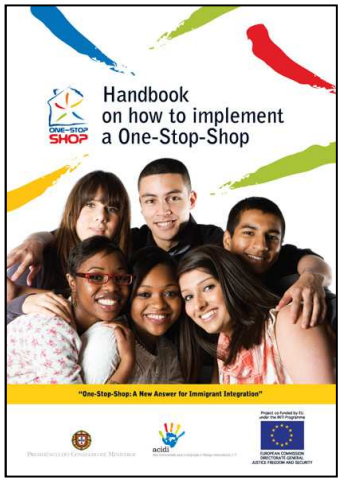
How to Implement a One-Stop-Shop in other countries?

- Diagnostic Report with a cost-benefit analysis concerning the creation of the OSS;
- Identification of the Government services and of the specific support services that will be available at the OSS;
- Defining coordination among State agencies;
- Identifying or creating the umbrella organisation that will manage the OSS overall and coordinate the subsequent implementation steps;
- Development of a consultative body with all of the potential agencies and civil society organisations to be involved in service and information provision at the OSS;
- Identification of an appropriate building in an accessible location in a city with high density of immigrant population;
- Negotiating partnership with immigrant associations and other civil society organisations;
- Employment and training of cultural mediators;
- Where necessary, training staff of government agencies to work at the OSS;
- Continues evaluation of all services and of the service as a whole, adaptation or expansion of services accordingly, and introduction of new services



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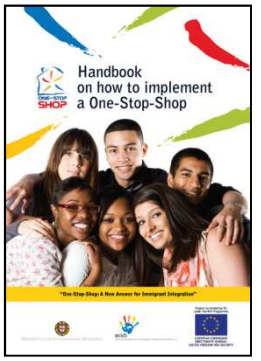
How to Implement a One-Stop-Shop in other countries?

Prerequisites for implementing a One-Stop-Shop:

(1) Partnership and Coordination in integration services

- Coordination among Government services: OSS approach brings with it a number of benefits in terms of cost, efficiency and customer satisfaction for the Government agencies involved, resolving the problems that frequently arise from dispersal of services, lack of information-sharing procedures and lack of coordination of services

- Partnership between Government and civil society: immigrant communities in the provision of services at the OSS should be assured by (a) cultural mediators, (b) participation in the consultative body and (c) participation in support offices that are created as complementary to all the Governmental services



(2) Mediation services by immigrant communities

- facilitating communication between agency staff and users of different cultural origins;
- assisting users in their relations with public and private services and respective staff;
- training working teams on intercultural approaches
- the recruitment: the representativeness of the team of cultural mediators working at the OSS

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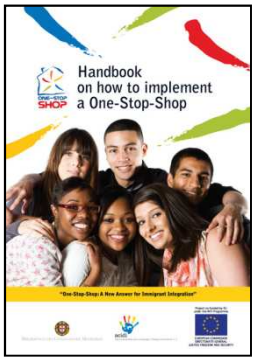
How to Implement a One-Stop-Shop in other countries?

Prerequisites for implementing a One-Stop-Shop:

(3) Accessibility
- structural accessibility: location and considering governance style
- accessibility of services and information: shared IT / publicity campaigns, outreach approaches, virtual OSS, touchscreen OSS information points



(4) Economic and Public finances aspects
- human resources
- material resources

(5) Services provided
- Government services
- support services
- complementary services

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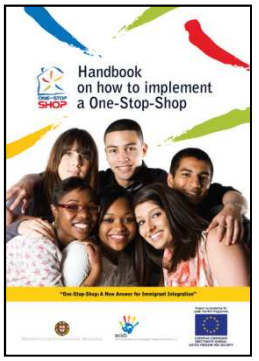
How to Implement a One-Stop-Shop in other countries?

The benefits of the creation of a One-Stop-Shop

(1) service dispersion is one of the reasons why immigrants have a lack of information concerning their rights, duties and necessary procedures – **OSS combat lack of information**;



(2) **Working in cooperation minimises inaccuracy and time-consuming *modus operandi*** in implementing procedures;

(3) By reducing contradictory and insufficient information, the OSS plays an important role in **increasing immigrants' trust in public administration services, narrowing the gap between the two**;

(4) Contributes to **improving efficiency in coordinating different actions both access to services and the outcomes of procedures**;

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How to Implement a One-Stop-Shop in other countries?

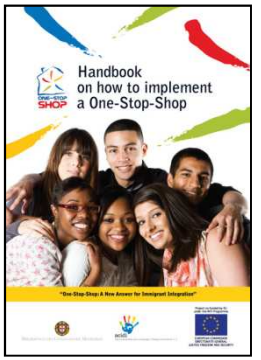
Possible challenges in the creation of a One-Stop-Shop:

(1) target vs. mainstreaming service provision

– the overall long-term goal of the approach is mainstreaming immigrants' use of public administration services;

- by 'mainstreaming' in the OSS approach it is implied that immigrant integration service provision is a cross-cutting effort that engages both Government and non-Governmental actors;

- OSS is recommended as a useful mainstream and outreach tool for immigrant integration and access to public services;



(2) immigration experience and immigrant population composition

(3) National/Regional/Local: centrally governed states, federal states…

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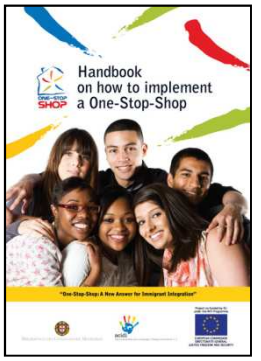
Possible challenges in the creation of a One-Stop-Shop:

(4) Partnership with civil society

– immigrants' participation in policies that directly affect them increases their sense of co-responsibility and of belonging, promoting active exercising of rights and duties;



(5) Coordination between Government services and financing the One-Stop-Shop

– while OSS implementation requires the supervision of one umbrella agency, each ministry or agency with a branch present at the OSS retains its competences and does not delegate these to the umbrella organization;

- the implementation of all aspects of the OSS may not be immediate but rather a gradual process of negotiation and accommodation of the views of all those involved;

(6) One-Stop-Shop accessibility

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ONE-STOP SHOP

Information, initial ideas, inspiring examples and preliminary recommendations gathered through the different activities of the project are available in the project website:

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Or send us an e-mail to:

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