

PRE-FORUM OF MIGRATIONS | PORTUGAL

**Portugal's recommendations for the 10th
Migration Forum**

November 2025





COMPARTE



ComParte is a social initiative of the **Maria Rosa Foundation** that has been working since 2014 to create non-formal **participation** contexts, enabling **young people, migrants and refugees** to contribute to the **design and improvement of services, programs, and policies** that affect them.

PARTICIPATORY SOLUTIONS IN SERVICES AND PUBLIC POLICIES BASED ON THE EXPERIENCES AND RECOMMENDATIONS OF BENEFICIARIES

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INTRODUCTION

The European Migration Forum is an annual conference that promotes dialogue between civil society and European Union policymakers in the fields of migration, asylum, and integration. Its purpose is to improve European policies by ensuring that the voices of people and organizations working directly with migrants are heard and valued.

The **9th Migration Forum, in 2024**, aimed primarily to strengthen the role of civil society in shaping and implementing policies related to migration. During this meeting, Abdourahamane Diaby presented his candidacy to join the Forum's organizing bureau and was elected.



Fig. 1: Image from the 9th European Migration Forum, in 2024



Fig. 2: Abdourahamane Diaby at the 9th Migration Forum in Brussels.

Following his election, he proposed **holding National Pre-Forums in each participating country**, with the aim of gathering local recommendations and contributions to be later presented at the **10th European Migration Forum in Brussels**.

Given its mission and the work it has carried out, the ComParte team was invited to lead the organisation of the Migration Pre-Forum | Portugal, which was structured in two stages to ensure broad and representative participation:

1..Survey consultation - An online questionnaire was created and disseminated, aimed at migrants, refugees, asylum seekers, civil society organisations led by these groups, as well as civil society organisations working directly with them. The objective was to collect information on how to make use of the skills of migrants and refugees in the professional sphere.

2..Conference - A moment of debate and collective reflection on good practices and existing challenges in Portugal on the topic “How can the skills of migrants and refugees be leveraged in the EU?”, as well as on the three round tables that will be the focus of discussion at the Forum in Brussels.



Fig.3: One of the slides from the presentation at the conference on 30 October 2025.

Although participation in the Forum could take place individually, we believe that the true value of this process lies in collective building, bringing together contributions from those working on the ground, those who benefit from good practices, and also those who face the limitations of a system that does not always respond in a fair and effective way.

Because we also believe in the importance of working as a network, and encouraged by the European Commission, we extended invitations to AIMA and to representatives of the Commission itself to participate in this meeting, acknowledging the shared responsibility surrounding these issues. However, due to the unavailability of these entities, it was not possible to count on their presence in structuring this consultation process nor in the Conference. Even so, we decided to maintain the organization of this Pre-Forum, convinced that the joint participation of civil society can indeed enrich the European debate, even without the governmental support that would be expected.

- The **10th European Migration Forum** will take place on **27 and 28 November 2025** in **Brussels**, under the theme **“Harnessing the Skills of Migrants in the European Union.”**

The debate will focus on ways to promote the qualifications of third-country nationals, explore how migration can respond to the needs of the European labour market, ensure the protection of migrant workers' rights, and combat illegal work and labour exploitation.

The sessions will also address the EU Pact on Migration and Asylum, the fight against human trafficking, the protection of migrant workers, and the European funds that support labour-market integration.



Fig.4: Promotional poster for the 10th European Migration Forum.

QUESTIONNAIRE DISSEMINATION

With the aim of beginning to gather different contributions on the barriers and opportunities related to identifying, validating, and integrating the skills of migrants into the Portuguese labour market and society, an online survey was conducted from 4 to 30 September 2025 among three main target groups:

- migrants, refugees, and asylum seekers, responding in a personal capacity;
- organizations and associations led by migrants, refugees, or asylum seekers in Portugal;
- civil society organizations that work with migrants, refugees, and asylum seekers in Portugal.

The questions throughout this survey focused on the theme **“Harnessing the Skills of Migrants in the EU,”** and the responses are presented throughout this document.

A total of 13 responses were collected, offering proposals for good practices as well as concrete and enriching solutions. Most of the responses were provided by organizations led by migrants, refugees, or asylum seekers, and by other civil society organizations working with migrants, refugees, and asylum seekers in Portugal.

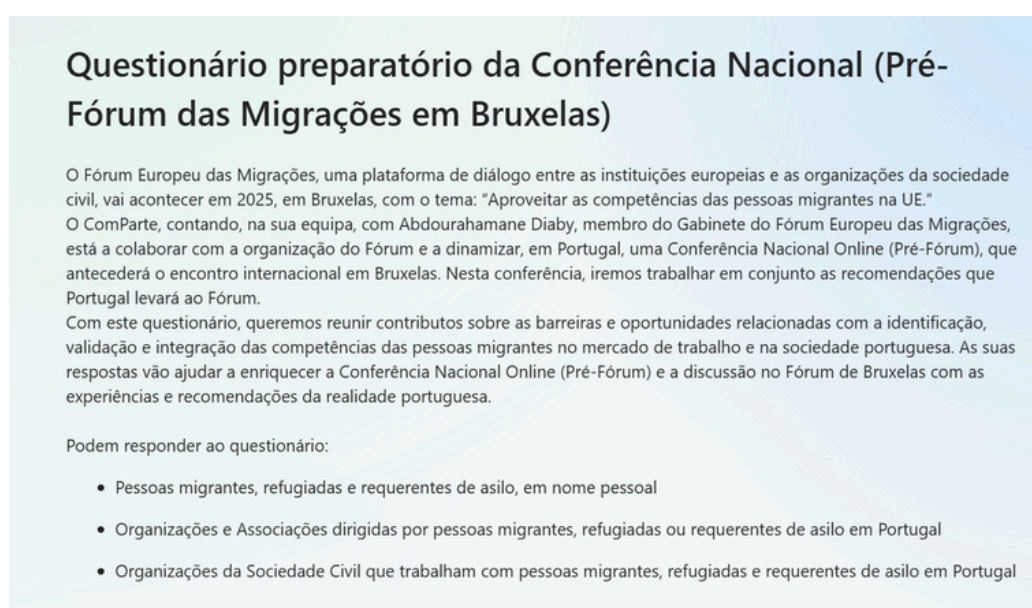


Fig.5: Image of the questionnaire distributed to the target audience.

ONLINE CONFERENCE

The conference took place on 30 October 2025, from 4:00 p.m. to 7:00 p.m., in an online format.

It received 82 registrations, with 27 participants attending.

This conference was structured around several key moments:

- Conversation: **“How does the integration of refugees and migrants into the professional environment in Portugal actually happen in practice?”**, featuring first-hand testimonies from Abdourahmane Diaby and Ziauddin Samadi – a refugee in Portugal and Vice-President of ACAP: Afghan Community Association in Portugal;
- Presentation of selected results on **“Portugal’s Recommendations to Harness Migrants’ Skills in Professional Contexts”**, based on the survey responses;
- Conversation on **“Practices, Challenges, and Lessons Learned in Working with Refugees and Migrants”**, with contributions from Francisca Gorjão Henriques – journalist and founder of the association Pão a Pão; Pedro Amaro Santos – co-founder and CEO of MEERU | Abrir Caminho and CEO of the social enterprise AMAL SOAP; and Ernesto Machado – Coordinator of the Social Network Office of the Municipality of Guimarães;
- **Group activity** to gather recommendations to be presented at the Migration Forum in Brussels, on the following topics:
- European Funds for Professional Integration: Lessons Learned and Future Perspectives;
- Protection of Migrant Workers in the Fight Against Illegal Employment;
- Combating Human Trafficking for Labour Exploitation.



Fig. 6: Conference agenda

CHALLENGES AND OBSTACLES

The following presents the challenges and obstacles that were mentioned in response to the survey and during the conversation “How does the integration of refugees and migrants into the professional environment in Portugal actually happen in practice?”:

1. Language barriers and communication

- Limited knowledge of Portuguese, which makes access to training and employment difficult;
- Even after attending Portuguese language courses, professional communication – especially in technical or service sectors – remains a challenge;
- Some employers require a higher level of language proficiency than necessary, which limits early entry into the labor market;
- The language barrier is one of the main obstacles to full integration, also hindering access to information and public services;
- Information is not centralized in an accessible portal and translated into different languages, which worsens communicational exclusion. It is essential for information to be standardized, clear, and accessible for everyone.

2. Recognition of qualifications and professional skills

- A significant number of migrants and refugees have qualifications obtained in their countries of origin that are not officially recognized in Portugal;
- The process of equivalence and validation is highly bureaucratic, slow, and discouraging;
- As a consequence, many highly qualified individuals end up employed in low-skilled or informal sectors, leading to the devaluation of their competencies;
- The recognition system is strongly oriented toward highly qualified and “strategic” professions (such as medicine, research, and technology), leaving out other professional areas;
- There are also delays in processes and few equivalency approvals, which discourages professional continuity.

3. Legal and Administrative Delays

- Delays in issuing residence permits, tax identification numbers (NIF), and Social Security numbers are frequent, preventing access to formal employment;
- Some employers lack knowledge about hiring procedures for people with international protection status, resulting in missed opportunities;
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- This waiting period creates economic dependence and social vulnerability;
- The processes for obtaining and renewing legal residence remain slow, and there is insufficient institutional sensitivity to resolve bureaucratic obstacles;
- The absence of clear informational support worsens the situation.

4. Mismatch Between Skills and Labour Market Demand

- The professional skills and experience of participants do not always align with the needs of the local labour market;
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- There is a shortage of transitional training that would allow previous experience to be adapted to Portuguese requirements, as well as limited access to digital tools and technological training;
- This reduces the chances of entering growing sectors and hinders integration into the labour market, financial independence, and access to housing;
- The lack of institutional coordination and a structured support network also hampers sustainable integration.

5. Prejudice, Stereotypes, Racism, and Discrimination

- Refugees and migrants, especially those of African or Middle Eastern origin, report discrimination and stigmatization during recruitment processes;
- Some employers express doubts about “cultural adaptation” or “productivity,” reflecting prejudice rather than facts;
- Women who wear a veil or traditional clothing face additional barriers in public-facing roles;
- These attitudes reveal a lack of intercultural awareness and training within companies and institutions.

6. Housing and Transportation Difficulties

- Many migrants and refugees live in temporary accommodations or far from urban centers, making access to work and training difficult;
- The shortage of affordable housing and limited public transport in peripheral areas (outside Lisbon and Porto) restricts employment opportunities;
- Frequent changes of residence interrupt already initiated professional paths.

7. Low Employer Engagement and Awareness

- Many companies are unaware of the legal mechanisms for hiring refugees and migrants with international protection;
- Few companies have inclusive recruitment policies or internal diversity training;
- The absence of mentorship and workplace support hinders the retention of integrated workers;
- There is also a lack of centralized and accessible information to guide both employers and candidates on existing programs, internships, and support measures.

8. Economic and Psychological Vulnerability

- Prolonged unemployment, the trauma of forced displacement, and financial insecurity affect participants' motivation and self-confidence;
- Some require psychosocial support before they are ready to enter the labour market;
- The need to balance job searching with basic survival needs (housing, food, family support) adds additional pressure;
- Financial and legal barriers compound the difficulties in employment integration and document regularization.
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9. Gender-Specific Barriers

- Migrant and refugee women, especially single mothers, face additional challenges:
 - Lack of access to childcare and early education;
 - Inflexible working hours;
 - Gender discrimination in recruitment.
- Many end up confined to domestic or care work, with low pay and no social protection;
- Lack of professional experience in Portugal, absence of contact networks, and initial employer mistrust regarding refugees' legal status exacerbate the situation;
- Information about job vacancies, support programs, and internships is often inaccessible or poorly publicized, limiting integration opportunities.

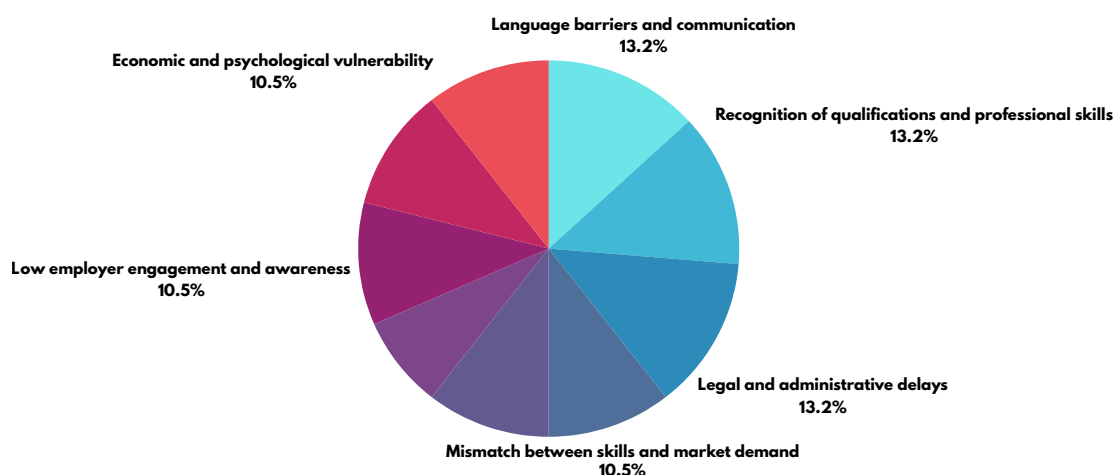


Fig.7: Chart illustrating the percentage corresponding to each of the challenges presented.

REGARDING SUPPORT

In the survey, the question “**What type of support would increase the capacity of organizations to help migrants and refugees better utilize their skills?**” was asked. The responses are shown in the following chart::

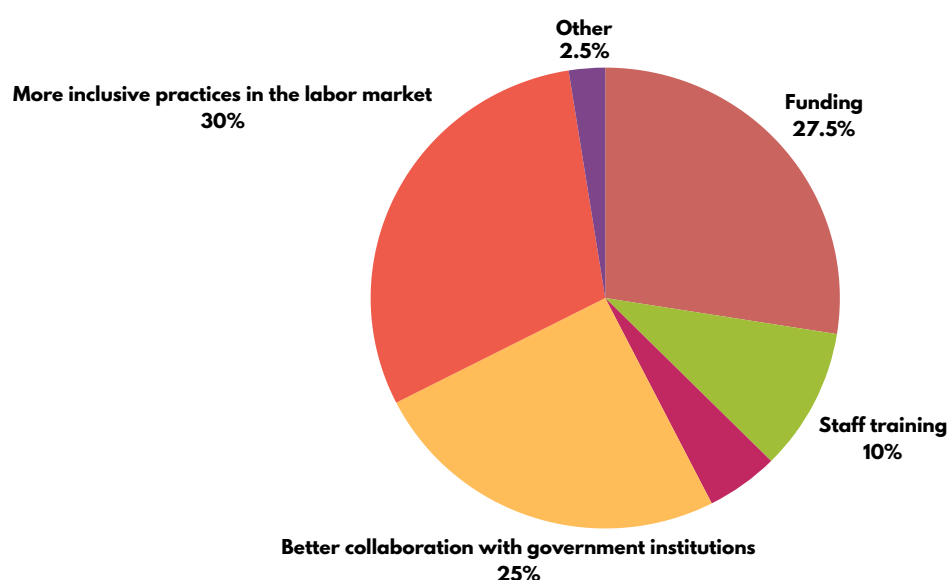


Fig. 8: Chart illustrating the percentage of types of support that would increase organizations' capacity

For the question “**What type of support would increase the ability of migrants and refugees themselves to use their skills more effectively?**” asked in the survey, the following responses were received:

1. Training and Language Support.

- Create public portals, service centers, and guides available in multiple languages, with cultural mediation (translators, specialized advisors);
- Greater access to reliable and easily understandable information for everyone;
- Access to information and support throughout the process.

2. Recognition of Qualifications and Professional Skills

- A system to recognize informal skills acquired in other contexts, validating knowledge and competencies;
- Support for professional training;
- Capacity building and training in soft skills;
- Training and language support;
- Financial support or loans/grants, reimbursable or not, to allow stability while undergoing training or obtaining equivalencies.

3. Easier legal and administrative processes

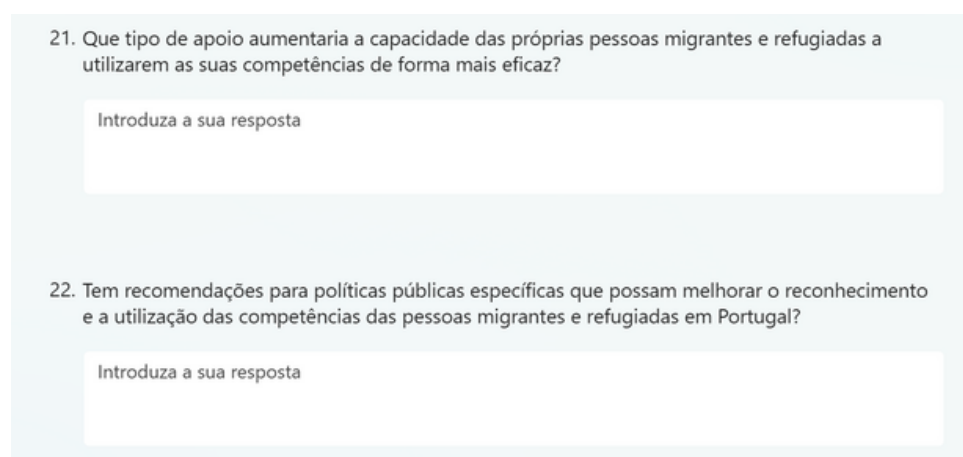
- Facilitation of the legalization of migrants and refugees;
- Support in the documentation and regularization process (with access to clear and simplified information).

4. Social and community integration

- Proximity policies from municipalities and local councils toward migrant communities;
- Support from associations;
- Associativism as a tool for integration and community empowerment;
- Knowledge of citizenship rights;
- Addressing racism and xenophobia through awareness campaigns and intercultural mediation.

5. Living conditions and material support

- Access to dignified housing;
- Direct or indirect financial support (subsidies, grants, social loans).



21. Que tipo de apoio aumentaria a capacidade das próprias pessoas migrantes e refugiadas a utilizarem as suas competências de forma mais eficaz?

Introduza a sua resposta

22. Tem recomendações para políticas públicas específicas que possam melhorar o reconhecimento e a utilização das competências das pessoas migrantes e refugiadas em Portugal?

Introduza a sua resposta

Fig. 9: Image of the questions included in the distributed questionnaire

ROUNDTABLES

At the conference, participants were divided into three working rooms, each focusing on a specific topic that will be addressed in a roundtable format at the Brussels Forum.

After the conference, the documents in which participants recorded their considerations were shared with the other attendees, allowing them to add their recommendations on the topics.

Presented below are the results of this collective participation moment:

Roundtable 1 – EU Funds for Professional Integration

Requirements and Bureaucracy

- There is still much work to be done regarding accessibility to funds;
- Bureaucratic requirements for applying for and/or managing funds are not always realistic in relation to the structure of beneficiary organizations;
- Management is often difficult and overwhelming, especially for smaller entities;
- The application process is heavy and bureaucratic, requiring a disproportionate effort from small organizations;
- Funds do not cover administrative costs (such as public hiring or project management), making participation by smaller entities unfeasible.

Specific Notes on FAMI

- FAMI management is often considered absurd, with unimaginable requirements;
- FAMI requires engagement targets with minimum numbers of third-country nationals, but does not count irregular migrants in these numbers, which is contradictory since many projects aim to legalize immigrants;
- Due to delays at AIMA, it is often impossible to provide proof of regularization processes, which prevents access to funds;
- There is inconsistency between the objectives of the funds and their bureaucratic requirements;
- Even when projects exceed targets and achieve results, there is no automatic continuation of funding. Organizations must submit new applications, even when needs on the ground remain and previous results were positive;
- The fund exclusively accepts TCNs (third-country nationals), which partially has a segregating effect.

Inequity in the distribution of funds

- It is considered that there is no equitable management of the funds;
- Often, a small group of organizations repeatedly concentrates a large part of the funding, while others, even with approved projects, do not receive resources;
- Paradoxically, the greater the social need, the smaller the available funding: today there are more migrants, but AMIF has reduced its resources.

Structure of the funds

- There are initiatives and funding lines with simpler management, yet still demanding;
- It is suggested to create funds with two complementary frameworks: micro-funding (accessible, simplified, and aimed at local or emerging actions) and structural funding (based on qualitative results, not necessarily tied to specific projects and capable of covering structural costs), allowing greater flexibility and continuity of actions.

Field engagement and local knowledge

- There is not always a function dedicated to field engagement for the funds, which would be essential in involving people who know the local ecosystem and can support organizations within communities;
- Currently, it is difficult to break the cycle of organizations that repeatedly access the same funds, making it harder for other organizations to be financed;
- Networking is positive, but often networks are created only to meet funding requirements, without real impact.



Recomendações sobre o tema: “Fundos Europeus para a Integração Profissional: Lições Aprendidas e Perspectivas Futuras”

Partilhamos contigo algumas perguntas orientadoras:

- Qual tem sido o contributo dos Fundos Europeus para a integração profissional e quais os principais grupos e programas envolvidos?;
- Que desafios e boas práticas se verificam nos projetos de integração profissional financiados pela UE?;
- Que lições e resultados podem ser retirados das experiências com Fundos Europeus na promoção do emprego e inclusão social?

Fig.10: Image of the document shared with the general public, containing guiding questions for participants to share their recommendations and considerations on this topic.

Specific experiences and future paths

- Some organizations participating in the conference have not yet submitted projects to international funds but are seeking, for example, alignment with calls for proposals in Brazil;
- There is interest in promoting exchanges between host and origin countries, sharing information and results achieved by migrant communities.

Recognition of qualifications

- Funds have been essential for the integration of refugees into the labor market through training programs, internships, and language learning. However, the recognition of foreign qualifications must be faster, allowing refugees to work in their fields and contribute to the economy.

Roundtable 2 – Protection of Migrant Workers & Combating Illegal Employment

- Reduce the bureaucracy involved in legalization processes and in integration into the social security and tax systems;
- Increase the number of service counters, which should be specific and targeted to the migrant population;
- Work in countries of origin so that migrants can prepare themselves for living in a third country;
- Increase the consular delegations of countries of origin in terms of services and human resources;
- Access to the social protection system;
- Access to housing;
- There should be some exceptions in the selection of implementing partners, giving experienced but smaller organizations the opportunity to enter the fund, in order to diversify implementing partners and break away from the classic and continuous selection method;
- Hold orientation sessions for migrants on regular and legal job opportunities through job fairs and exhibitions;
- Strengthen coordination and collaboration between employment centers and companies to facilitate regular employment opportunities;
- Facilitate professional training and skills development for migrants, paving the way for entry into the legal and regular labor market.
- Aspects that should also be prioritized by EU funds for professional integration, as there are still gaps in these areas:

1. Sustainability of project objectives and activities

The priority should be the sustainability of project objectives and activities;

Initiatives must be results-oriented and focused;

Regular and traditional activities for migrant integration should not be repeated;

Only the lessons learned from previous projects can be evaluated through mid-term and final evaluations, which can provide room for improvements.

2. Sustainable integration and continuous support

For sustainable integration, a realistic plan for language learning (for migrants who do not speak Portuguese) and orientation sessions, as well as ongoing initiatives for employment opportunities together with social protection, should be priorities.

Cooperation between authorities, NGOs, and migrant communities can help identify situations of illegal work earlier, better protect victims, and provide clear information—in multiple languages—about labor rights.

Roundtable 3 – Combating Human Trafficking for Labour Exploitation

- Greater oversight of companies to ensure that all employees are legally employed and that all regulations are being followed;
- There are many companies and too few professionals to carry out this monitoring. Therefore, it is necessary to hire more personnel to conduct these inspections in companies. This would also create more jobs;
- Inspection measures should be the same whether the company is national or foreign; The possibility of anonymous reporting so that any citizen can report a case of human trafficking;
- With the new immigration laws, it becomes essential to speed up processes in countries of origin.



Recomendações sobre o tema: “Combate ao Tráfico de Pessoas para Fins de Exploração Laboral”

Partilhamos contigo algumas perguntas orientadoras:

- De que forma a cooperação entre instituições nacionais e internacionais pode reforçar a prevenção e o combate ao tráfico laboral?;
- Que medidas de prevenção e campanhas de sensibilização têm sido mais eficazes no combate ao tráfico para fins de exploração laboral?;
- Como é assegurada a proteção das vítimas de tráfico laboral e a sua reintegração social e profissional?;
- Que políticas futuras podem tornar mais eficaz o combate ao tráfico de pessoas para fins de exploração laboral?

Fig.11: Image of the document shared with the general public, containing guiding questions for participants to share their recommendations and considerations on this topic.

PORTUGAL'S RECOMMENDATIONS TO BENEFIT FROM MIGRANTS' SKILLS

Below are the recommendations collected through the questionnaire and during the conference:

1. Recognition and Academic/Professional Equivalencies

- Implement specific competency validation exams (including in English) when certificates are not available;
- Allow exemptions from presenting academic certificates for access to Vida Ativa – QUALIFICA+ courses (IEFP);
- Ensure automatic acceptance of diplomas and certifications from Portuguese-speaking countries in fields where public health/safety is not at risk;
- Establish mechanisms for automatic recognition of competencies;
- Simplify and facilitate equivalencies and access to the labor market;
- Strengthen the role of embassies and consulates in supporting the recognition of certificates;
- Create institutional partnerships that can certify migrants' qualifications, similar to professional internship models.

2. Labor Integration and Access to the Job Market

- Promote labor and business integration with policies that validate skills and encourage diversity;
- Consider creating a quota system for hiring migrants in companies above a certain number of employees;
- Create tax incentives and contribution benefits to reward companies with good integration practices in the workplace;
- Develop local/municipal "solutions journalism" programs to publicize positive cases and best practices in labor integration;
- Strengthen labor inspections to reduce exploitation and discrimination;
- Provide financial support to programs/projects that promote rapid professional insertion in migrants' areas of expertise;
- Implement awareness campaigns targeting HR departments of hiring companies to combat stereotypes;
- Create and expand paid professional internships to validate work skills already acquired in the country of origin;
- Actively promote the elimination of prejudice and the appreciation of cultural and professional diversity, encouraging employers of migrants to provide necessary training and language adaptation during working hours;
- Create specialized departments within Employment Centers to streamline services and provide targeted support for migrants.

3. Training and Support

- Implementation of close-support programs to identify the skills, motivations, and goals of each migrant;
- Ensure access to free and certified Portuguese language courses;
- Develop professional training offerings aligned with labor market needs and existing partnerships.

4. Cultural and Social Inclusion

- Creation and support of activities, groups, and initiatives that promote cultural diversity;
- Facilitation of meeting spaces and experience-sharing between migrants and host communities to promote dialogue and intercultural exchange;
- Organization of multicultural activities (music, dance, gastronomy, literature, poetry) involving the community;
- Organization of community meals by municipalities or local associations that allow migrant communities and the host community to collaborate in menu preparation;
- Promotion of programs bringing together migrant and non-migrant workers to strengthen intercultural understanding, tolerance, and mutual respect;
- Creation of local migrant councils, supported by civil society organizations, to serve as spaces for debate, reflection, and civic participation;
- Establishment of a national network of local centers supporting migrant integration;
- Strengthening the role of local municipalities in supporting the organization and integration of migrants.

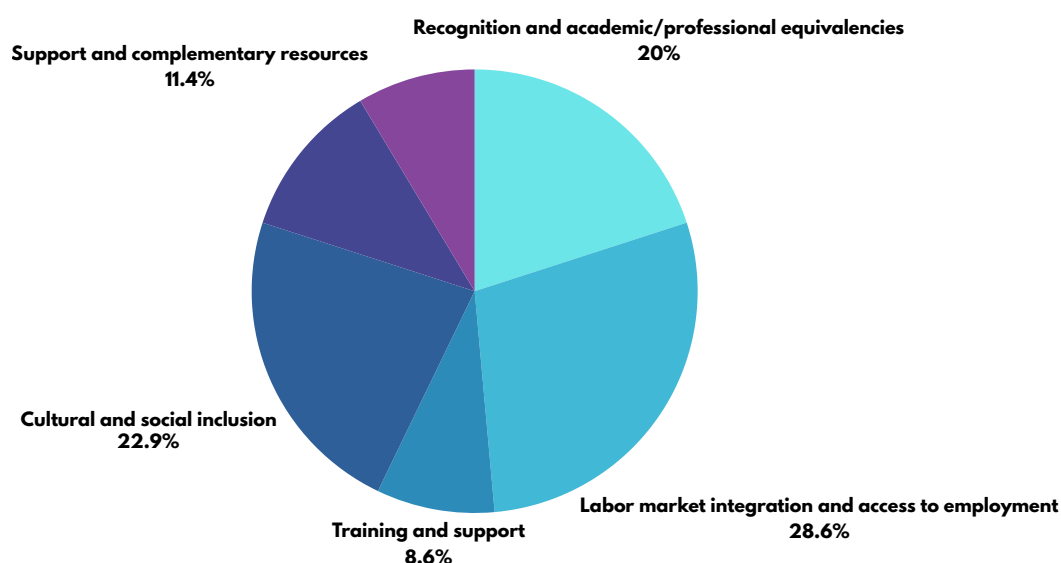


Fig.12: Chart illustrating the percentage corresponding to each of the recommendations presented.

5. Complementary Support and Resources

- Ensure linguistic support and translation/interpretation services to facilitate integration;
- Create mechanisms for rapid support in hiring migrants;
- Strengthen collaboration with government institutions;
- Strengthen and technically and financially qualify networks of associations supporting migrants/refugees, ensuring sustainability and improving local and national response capacity.

6. Participation, Representation, and Public Policy

- Promote diversity of perspectives and experiences, valuing the contribution of migrants and encouraging new visions that impact the development of projects and solutions;
- Implement effective consultation processes for migrants, promoting their active participation;
- Involve migrants as facilitators and co-creators in the development of products, services, and initiatives relevant to the society of origin.

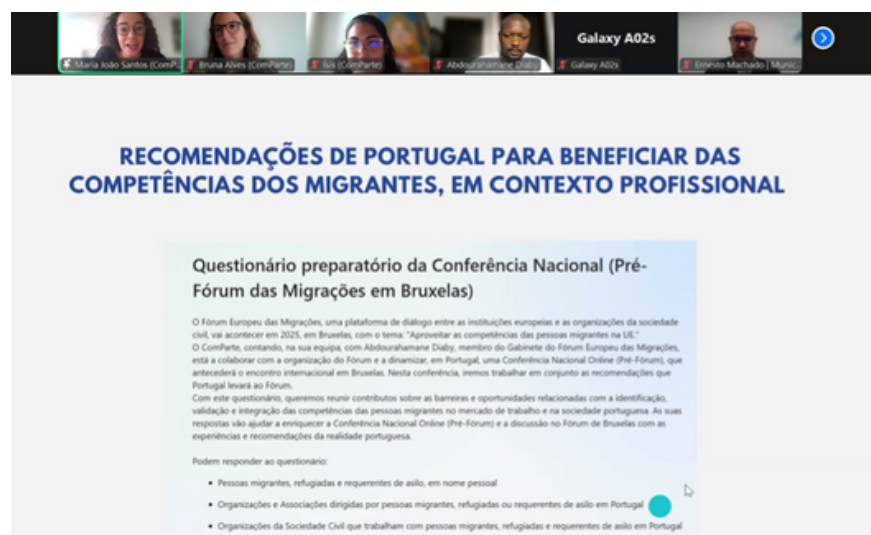


Fig.13: Slide from the presentation at the conference on 30 October 2025.



Fig.14: Image from Mentimeter, where participants recorded their recommendations during the conference.

PUBLIC POLICY RECOMMENDATIONS

Presented below are Portugal's recommendations for specific public policies that could improve the recognition and utilization of the skills of migrants and refugees.

The responses presented were mentioned by participants in the distributed questionnaire:

Public and Administrative Services

- Improve AIMA services for greater efficiency;
- Faster legalization of immigrants through quicker and more effective mechanisms;
- Reduction of bureaucracy;
- More affordable costs.

Social Integration and Support

Comprehensive integration programs, including:

- Guidance and professional training;
- Fast legalization;
- Food and housing support;
- Activities that promote social and community participation at times compatible with work.

Education, Training, and Skills Recognition

- Training and welcoming programs;
- Portuguese language courses for migrants, refugees, and asylum seekers;
- Digital skills and literacy programs;
- Guidance and professional training;
- Automatic or mutual recognition of diplomas from countries with reliable systems or international agreements;
- Facilitation of academic equivalencies;
- Awareness-raising for DGES and universities;
- Stronger links between universities and the labor market to ensure employment integration.

EVALUATION

At the end of the Conference, a form was shared so that participants could provide their feedback and evaluation of this online session. The form received 6 responses, all of which rated the organization of the session as 5 (maximum score).

It is important to highlight that feedback indicated the importance of having space and availability for everyone to share and contribute, and that sessions like this should occur more frequently.

However, some participants mentioned that they missed having this session in a face-to-face format and would have appreciated more time for sharing moments.

1. De uma forma geral, como avalias a organização desta conferência? [Mais detalhes](#)



2. Consideras que conseguimos chegar a recomendações concretas para levar ao Fórum de Bruxelas? [Mais detalhes](#)



3. Como avalias a estrutura da conferência? [Mais detalhes](#)



Fig. 9: Image of the questions included in the distributed questionnaire

CONCLUSION

This document compiles the information gathered throughout the Pre-Forum | Portugal process, which will be presented at the 10th Brussels Forum, taking place on 27-28 November 2025, by Abdourahamane Diaby.

This Pre-Forum was a pilot project organized by the ComParte team, who took on this challenge despite limited resources and a high volume of ongoing projects.

We believe in the continuity of participatory processes, and if future editions of a national Pre-Forum are held, we would like to see more resources allocated to its organization and execution, allowing for greater representativity and more in-depth consultation processes, with the goal of providing stronger knowledge and recommendations to European policy arenas. To all those who participated in this process, contributing their experiences, perspectives, and recommendations, we express our sincere thanks!

Finally, we extend a special thanks to the Maria Rosa Foundation, which funded the realization of this Pre-Forum.

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