

**Comparative Analysis of Portuguese Consular Services:
The Cases of Brazil, Ireland and the United Kingdom**

The Consular Services of the United Kingdom

Veronika Croy – 53495 IDPP

**Work project carried out under the supervision of:
Advisor: Luís Brites Pereira (NOVA SBE)
Co-Advisor: Joana Lino Gaspar (MNE)**

04-10-2023

Abstract

This study represents a specific component within a broader research endeavour. Specifically, it focuses on the UK as a benchmark case within a comprehensive comparative analysis of Portuguese consular services, which also encompasses Brazil and Ireland as comparative reference points. The focus is on four key consular services: Passport Issuance Abroad (PIA), Consular Presence Provision (CPP), Voting Abroad System (VAS), and Repatriation (REP). This research aims to provide a comprehensive understanding of these services through an analysis of the front and back-office. The former holding the primary focus, while the latter functions as a complimentary reference point, due to data limitations. The ultimate outcome is a set of recommendations guiding policymakers in optimizing Portuguese consular services.

Keywords: Public Policy, Consular Diplomacy, Portuguese Consular Services, Comparative Analysis, Front-Office, Back-Office, Passport Issuance, Consular Presence, Voting System, Repatriation, Brazil, Ireland, United Kingdom

This work used infrastructure and resources funded by Fundação para a Ciência e a Tecnologia (UID/ECO/00124/2013, UID/ECO/00124/2019 and Social Sciences DataLab, Project 22209), POR Lisboa (LISBOA-01-0145-FEDER-007722 and Social Sciences DataLab, Project 22209) and POR Norte (Social Sciences DataLab, Project 22209)

Index

1. Introduction

2. Research Context

2.1. Conceptual Framework

2.2. Methodology

3. Passport Issuance Abroad (PIA): Front- Office

3.1. The British PIA System

4. Voting Abroad System (VAS): Front-Office

4.1. The British VAS System

5. Repatriation (REP): Front-Office

6.4. The British REP System

6. Back-Office

7.1. General Structural- United Kingdom

7.2. Passport Issuance Abroad- United Kingdom

7. Comparative Analysis and Recommendations

8. Conclusion

9. Annex

10. References

1. Introduction (Group Part)

As global interconnectivity expands, the importance of foreign affairs and the consular services they encompass intensifies. Such services are pivotal for the citizens' well-being and for shaping a nation's international reputation. In response, many nations are examining ways to modernize and optimize their consular systems. Therefore, this paper is a contribution to the literature on consular affairs. More specifically, it tries to fill the existing void on a comparative analysis of Portuguese consular services, by looking at Brazil, Ireland and the United Kingdom as benchmark studies. The choice of those countries will be further justified later on.

Consular services refer to the broad range of assistance and support that a country provides for its citizens abroad, via its Embassies and Consulates. This mainly encompasses the issuance of passports and visa, legalization of documents, registration of birth, death, and marriage, repatriation, provision of travel advice, and promotion and fostering of economic and political relationships. This provides a link, for the citizen, between the host- and country of origin – and is in essence an essential part in promoting the welfare and safety of citizens – and the safeguarding of their rights abroad.

Due to time and space constraints, this study has scoped down its focus to the following services: Passport Issuance Abroad (PIA), Consular Presence Provision (CPP), Voting System Abroad (VSA) and Repatriation (REP). To gain a comprehensive understanding of the above defined services, an analysis of the front- office, namely the services directly delivered to the citizens, as well as the back-office, which entails resources and operational processes within the Consulate, is required. This study adopts such a dual approach, since both components of the consular network are heavily interconnected, with issues in the back-office, having an

immediate impact on the quality of the front-office and vice versa. Such an approach allows to pinpoint opportunities for improving service quality aiming to produce guidelines for effective policy implementation. It is however of utter significance to note, that the key focus of this study will be on the front-office of the above outlined services. This is the case, since due to a lack of resources and available data, there are limitations to the back-office analysis, mostly on the side of the international benchmark analyses. Thus, the back-office perspective, mainly focuses on the case of Portugal will serve as a complement to the study, whilst providing relevant insights to back up the proposed recommendations. This should pave the way for the ultimate outcome of the study, namely the outline of recommendations that should serve as strategic guidance and point policymakers into the right direction, when it comes to optimizing consular services in Portugal.

2. Conceptual Framework of Consular Affairs (Group Part)

Okano-Heijmans (2011, 21) defines consular diplomacy as “assistance to a state’s own citizens in distress abroad and, when necessary, their family or other designated contacts at home”. Consular services operate in a constantly changing environment, where the definition of “assistance”, “citizen” and “distress” evolves. This is a dominant theme in the respective body of literature, amplified by globalization. This evolving landscape was triggered with the key migratory waves in the 60s and 70s, where consular trends transitioned from a historical focus primarily on economic interests, meaning consular services were focused on fewer countries with significant economic ties (Okano-Heijmans 2011). This also becomes evident in the new and increasingly serious challenges faced by Consulates worldwide. When looking

at Portugal in this context, it is predicted, that even though it has “Programa Regressar”¹, migratory trends will stay high (Moita et al. 2019).

A surge in demand, which became evident in the past decade, can be attributed to several interconnected factors. Firstly, there is a notable increase in mobility, resulting in a rise of travelers and expatriates, serving as an indicative metric of this transformation. Moreover, the profile of "citizens in distress" is undergoing change, primarily due to a growing number of individuals finding themselves in hazardous overseas environments. Factors such as adventurous tourism, business operations in high-risk zones, as well as the global reach of natural disasters and terrorism contribute to the complexity of consular cases (Wilks et al. 2006). These contemporary developments have fundamentally altered the nature of services demanded of Consulates. Lastly, the rising expectations of citizens regarding consular services have added to the growing demand. The media and innovative technology, play a significant role in shaping these expectations, with consular functions receiving positive coverage when successfully rescuing citizens but facing criticism when perceived as failing in their duty to assist citizens abroad. Further, these new technologies and the media put information on such services at the fingertips of citizens abroad (Tindall 2012; Moita et al. 2019).

When it comes to addressing the above outlined surge in demand and the perceived responsibilities of the Consulates, literature discusses numerous strategies. Namely, expanding consular services (number of consular posts, HR, finance etc.), managing expectations to influence demand, and innovative service delivery.

A commonly agreed concept in the literature, entails that merely increasing supply is insufficient to meet the overwhelming demand and increased expectations. Recognizing this,

¹ The key aim of this programme is to incentivize the return of emigrants, as well as their descendants and other family members, by providing better conditions to return to Portugal and take advantage of the opportunities that exist in the country today.

proactive strategies were adapted aiming at managing expectations to influence demand and informing their citizens on what Consulates can do, additionally emphasizing the significance of insurance. When it comes to innovating consular service delivery, there are three predominant topics, namely communication, technology, and partnerships (Haynal et al. 2013).

Effective communication and technology are closely intertwined and hold a pivotal role in consular research and development. There is an increasingly recognized inadequacy of traditional methods, such as travel advisories alone, in effectively communicating risks to travelers, necessitating a reevaluation of communication strategies (Briggs 2002). Although consular websites are a common tool for communication, their quality varies widely in terms of design, accessibility, accuracy, and overall effectiveness. Some Consulates have adopted social media channels, and the use of mobile phones, both in response to specific cases and as part of proactive efforts. These social media platforms, including those used within consular services, serve not only for disseminating information but also for actively engaging, organizing, and managing crises (Hanson 2012). Additionally, endeavors encompass significant advertising campaigns, brochures and websites aimed at informing citizens on such matters. Questions about the benefits, costs, and digital transformation of consular services persist, including issues related to identity verification, fraud risk, privacy, and cybersecurity (Haynal et al. 2013).

The third dimension of innovation pertains to partnerships that expand the scope of responsibility beyond the state. These partnerships can be categorized into three dimensions. Namely, upward partnerships (supranational institutions), outward partnerships (state-to-state cooperation) and downward cooperation (private sector and NGOs) (Haynal et al. 2013). Countries are exploring the outsourcing of consular functions to enhance resource efficiency (Okano-Hejiman 2011). The challenges associated with privacy, liability, efficiency, and the

legitimacy of the state's role necessitate careful consideration as these partnerships continue to develop (Haynal et al. 2013).

In conclusion, consular affairs are witnessing a range of innovations in communications, technologies and partnerships, all aimed at addressing the needs and expectations in an ever-changing consular landscape. These innovations hold significant implications for the future of consular services and require in-depth analysis. Thus, the aim of this study is to fill the pertaining gap in the literature on how such challenges can be addressed within the Portuguese consular system.

2.1. Methodology

Research Design

The research design applied in this study is a comparative analysis. This comparative analysis will mainly focus on four consular services, that were prioritized in correspondence with the MNE. The first consular services under examination commence with the issuance of passports to citizens residing abroad. This service has been accorded priority due to its resonance with a salient issue in Portugal – namely, the inefficiencies in issuance of civil documentation. Given limitations in both time and space, passports were selected as a representative focal point. Furthermore, the study directs its focus to consular presences. This choice is substantiated by the unique conceptual framework they embody within the Portuguese consular structure. Another significant component of analysis is the voting system for citizens abroad. This service was chosen due to its alignment with the fundamental human right to engage in democratic processes, constituting a pivotal driver of democratic inclusivity and representation. The final consular service under investigation in this study is repatriation. This selection is underpinned by its recognition as a right in Portugal, further accentuated by its

increased prominence within the media, particularly in the context of the global pandemic (Home Affairs, 2023).

This analysis is based on an examination of the consular services provided by the Portuguese state. Furthermore, those services will be compared and contrasted with consular services provided by Brazil, Ireland and the United Kingdom. Given the considerable variability in consular service provisions across nations, this thesis has opted to concentrate on consular services focused on the countries with the biggest diaspora of the benchmark cases, where applicable. For Brazil, this pertains to the U.S with 502.000 people in 2019 (Bloomberg Linea 2023) constituting 0.23% of 216 million being the total population (Macrotrends 2023); for Ireland, the UK inhabits 370.000 Irish citizens in 2021 (Statista 2023), which makes up 7.4% of its 5 million citizens (Worldometer 2023); and for the UK, it is Australia with a diaspora the size of 1.200.000 people in 2021 (Home Affairs 2023), a relative population of 1.8% out of its 67 million inhabitants (Worldometer 2023). Notably, it is imperative to acknowledge that consular services within the UK exhibit a higher degree of universality, rendering this approach less extensively employed in the context of the UK. In the case of Portugal, the focus was on countries with a high ratio of consular presences to the size of the diaspora, as well as a country on almost every continent to represent geographical diversity. The countries chosen are Venezuela, France and South Africa.

Moreover, a dual analytical framework encompassing both the front-office and back-office components was established. Due to constraints in time and publicly available information, a direct comparative analysis of the latter is unfeasible. Nevertheless, it will serve as a valuable complement to the recommendations, bearing significant importance.

Firstly, the efficiency of back-office operations exerts a direct influence on the provision of Consular services. An optimized back-office ensures the prompt and accurate handling of paperwork and administrative tasks, resulting in an enhanced delivery of services. Additionally, through a comprehensive evaluation of the back-office, one can understand its resource allocation. This insight is pivotal in comprehending resource utilization, encompassing factors such as staffing levels, budget distribution, and investments in software and technology. These optimizations collectively contribute to the improvement of consular services. Lastly, bottlenecks in the back-office have the potential to hinder the provision of consular services. By identifying these obstacles, it facilitates targeted enhancements, diminishing delays and improving the overall experience for workers and citizens.

Choice of benchmark studies

The selection of benchmark studies was initially decided upon language considerations. Specifically, the authors of the paper possess fluency in English and Portuguese. Moreover, a set of criteria was defined, which was used as indicators to identify appropriate case studies, as will be elaborated in the following.

The first country chosen was **Brazil**, which is firstly considered an interesting case, due to its membership to the CPLP² community, which ensures and promotes the interconnectivity between all member states. Brazil and Portugal both belong to the Lusophone community, have strong historical links, great diplomatic relations and cooperation agreements, and have sizable diasporas abroad – Portugal with two million people (UN 2023) and Brazil with 4.5 million people (Instituto Diáspora Brasileira 2022). Interestingly, the second host country of Brazilians

² The Community of Portuguese Language Countries - an international organization and political association of Lusophone nations across four continents, where Portuguese is an official language.

abroad is Portugal, with 360.000 Brazilians, corresponding to 8% of the total Brazilian population overseas (Instituto Diáspora Brasil 2022).

In this regard, Brazil constitutes an interesting comparison for this study in terms of contrasting the procedures of a country that has a larger diaspora than Portugal, and so examining how they meet the demand of their population abroad. Moreover, when looking at the profile of the current Brazilian emigrant population, we find it heterogeneous and closely related to the social and economic conditions experienced by Brazil today and to the characteristics of the destination country. The issue of work and the search for better living conditions are the predominant factors motivating emigration. However, in general, there is a higher level of education among Brazilian emigrants, a departure from large cities and capitals and a less explicit desire to return, and greater planning of the migration initiative when the destination country is farther away, as in the case of Japan and Australia (International Organization for Migration 2020).

Continuing with the case of **Ireland**, which was chosen due to an amalgamation of several factors. The nation ranks high in the public services index (from 2007-2023), placing 160 out of 177 nations included in the dataset (The Global Economy 2023). This indicates that the country offers high quality public services for its citizens, which allows an interesting analysis and comparison. The Department of Foreign Affairs and Trade (DFA) is responsible for its citizens abroad, but unlike the Portuguese approach to consular services, even though focused on citizen engagement, Ireland expects its citizens to protect themselves via insurance in case of emergency, and to use the available commercial solutions at hand to solve the situation – which differs from the Portuguese way of conducting consular assistance.

Both countries share membership in the EU and OECD, as well as a significant diaspora base abroad, which according to The Irish Abroad Unit, concluded it to be 3.601.000 people (The Department of Foreign Affairs 2023). For scale and comparison, the population of Ireland as of 2023 is 5.057.000 (Macrotrends 2023), which shows the importance of Ireland's consular services for its citizens, considering the number of citizens residing abroad, of which approximately 370.000, or 7.3%, live in the United Kingdom (Statista 2023). Considering both the area and population, both Portugal and Ireland scored the same, being classified as medium size states, according to (Brito 2015). Ireland is known for its emigration waves throughout history, and the diaspora abroad is described as a skilled and mobile global workforce, with the most international experience in work and education according to a study including 200.000 participants spanning 70 countries- with 2.000 being Irish, out of which 91% had prior international work experience (Irish Jobs 2014).

Finally, this study suggests that the **United Kingdom** serve as an interesting benchmark for the comparative aspect of this project, despite it being a particular case due to its departure from the EU in 2020. The UK is also ranked quite high in the public services index, being on place 149 out of 177, where place 177 has the best score (The Global Economy 2023). Additionally, the country is comparable to Portugal, due to its membership with NATO and the OECD as well as the UK's history as a colonial power. Although there is a significant difference in population between Portugal (10.3 million) and the UK (67.3 million), the UK has the 8th largest diaspora in the world, which makes it an interesting comparison (World Bank 2011; Murray et al. 2012, 19). The number of UK-born emigrants residing abroad is hard to quantify. However, it ranges from approximately 4.5 to 5.6 million, which is approximately 7.44% of the population (Finch et al. 2010).

Furthermore, the UK is a particularly interesting case for this study, due to structural differences, since the Foreign, Commonwealth and Development Office (FCDO) is the key departmental body addressing issues regarding British citizens living abroad. No other advisory entity for diaspora questions was identified in the British consular network.

This in combination, with the fact that the UK adopts quite a passive approach, when it comes to consular services for its citizens abroad, makes it a compelling comparative case. Ragazzi (2014, 80) assigns this approach, to the fact, that the UK is an “expatriate state”. This refers to a situation where British emigrants are usually considered highly skilled and financially successful, as the key driving force behind British migration is “lifestyle-migration”. Thus, it is commonly assumed that British citizens do not require constant engagement with their home country, which limits the state’s responsibilities to predominantly disseminating information and online support, complementary to a few Consulates addressing economic ventures (Ragazzi 2014, 80). In this case, it is important to note that Britons abroad do not have a legal right to consular assistance.

Data Collection

The comprehensive data collection process for this study employed a balanced combination of secondary and primary data sources. This was done to validate the key findings of this study. However, information obtained from secondary sources constitutes the main source of information for this research. Secondary data was acquired from publicly available sources such as official governmental websites, guidelines, and procedural frameworks related to consular services. In addition, a wide range of literature was consulted, starting with but not limited to reports/journal, academic papers and archival data. This facilitated a comprehensive

exploration of the current workings of consular services, historical contexts of such, and trends shaping consular services on a global scale.

The acquisition of primary data, essential for gaining first-hand insights, was accomplished through email correspondence, in-person meeting, communication via phone calls as well as information request forms on websites. A list of institutions and entities contacted is outlined in Annex 1. When acquiring first-hand information, the authors encountered certain limitations. Notably, a considerable portion of the potential participants (public workers) were on holiday during the study period (June - September). This, in combination with the temporal constraints inherent to the research process contributed to a reduced rate of response.

3. Passport Issuance Abroad (PIA): Front-Office

3.1. The British PIA System (Veronika Croy – 53495)

The UK is an interesting case since the issuance of passports is solely operated on a national level by His Majesty's Passport Office (HMPO), which is part of the Home Office. Insights into this system are of particular interest to this study, since non-fee bearing consular services are funded by a consular premium derived from passport issuance. Additionally, some money derived from passport issuance flows into the Emergency Disaster Relief Fund (EDRF).

It is important to note that diplomatic missions such as British Embassies, High Commissions, and Consulates explicitly state on their respective websites that they are unable to assist with regular passport inquiries. The exception here is the issuance of ETDs. A British citizen abroad can apply for, renew, replace, or update their passport in two ways with HMPO. The first option is to apply online or via a paper form. In this case, the HMPO advises applicants to allow up to ten weeks for processing from the time the full application is received on a national level.

When applying from abroad, this framework can be prolonged since there are no formal service level agreements, stating a minimum of 13 weeks. HMPO provides advice on how application times may vary depending on the country and type of application. The alternative option involves visiting the UK and using express services, which allows flexibility in terms of processing times.

Required Documents

Documents required for passport issuance from abroad vary depending on the type of application made (Annex 2). The most commonly required documents are two recent identical photos (original or digital), the applicant's old British passport (in the case of renewal), identity documents, full birth or adoption certification and parents' documents (in the case of a first-time application). Finally, a full-colour copy of any other uncanceled passport relating to the applicant is required. If applicable, the e-mail address and personal details of a person who can confirm the applicant's identity, a so-called countersignatory are required in section ten of the application (HMPO 2022a). Additionally, if a British citizen applies for their first British passport from overseas or if there are any concerns regarding identity fraud, the applicant might have to attend an identity interview at a dedicated Visa Application Centre (VAC). There are exceptions considered on a case-by-case basis, where the HMPO might offer the possibility of a telephone interview. This is however only possible for British citizens applying from Australia, the U.S. or Canada ("Interviews: Overview of the... "2022).

It is stipulated that all documents must be original or certified copies, an exception being the full-colour copy of any uncanceled foreign passport. The supporting documents must be sent by post if the applicant chooses the online application or the application via paper form. The supporting documents and the new passport will be returned by DHL Delivery Services or Royal Mail on behalf of HMPO. The cost of returning the new passport and any other

supporting documentation will be covered by a courier fee that the applicant must pay. When a passport application is completed and printed, the passport will be sent in a separate delivery against the supporting documents. There is a waiting time of approximately two weeks for supporting documents to be sent back once an application has been completed (HMPO 2022a).

Apply online

When a British citizen abroad uses the online platform, which is recommended, the platform will guide the applicant through the process step by step. The first step is to fill out the online application form, carefully following the guidelines. The second step involves making a payment of £94 (≈€110), which requires a credit or debit card ("Passport fees-accessible" 2023). Furthermore, all required supporting documents, as outlined above, must be submitted to the HMPO by post. If the documentation is incomplete, there is an opportunity to resubmit the required documents within six weeks ("Withdrawing Passport Applications" 2022). Failure to comply with these requirements will result in the withdrawal of the application, and no refund will be issued. The progress of the application can be tracked using the online tool and the application reference, which will be sent to the applicant by e-mail ("Track your passport application..." n.d).

Apply via Paper Form

If a British citizen residing abroad prefers to apply for a passport using a paper form (Annex 3), they can obtain the necessary form from the passport advice line, which can be contacted online. It can also be downloaded online (HMPO 2022b). Besides the submission of the completed paper form with the supporting documents, the application process is identical to the online process. The only significant difference is the fact that this method of application might entail a longer waiting time and cost an additional £10.50 (≈€12.30), bringing the total

cost to £104.5 (≈€122.5) ("Passport fees- accessible" 2023). This fee can be paid with a debit or credit card or a mandate authorization form but should not be paid by cash. If the application was made through a paper form, it is possible to get in touch with the HMPO to track the application using the ten-digit barcode from the paper form; however, it is advised to let at least four weeks pass before contacting them ("Track your passport application..." n.d).

Apply when visiting the UK

I. Online Premium Service

British citizens requiring a passport urgently can opt for the Online Premium Service, which expedites the process. This service applies to renewing adult passports issued after 2001 and enables online application, payment, and appointment booking ("Get a passport urgently" n.d). Appointments are available within two days of application, up to three weeks in advance. During the appointment, the new passport is issued, typically taking around 30 minutes. The cost is £193.50 (≈€226.5) ("Get a passport urgently" n.d). Regular applications have higher fees due to in-person processing. To use this service, applicants should bring their old passport to the appointment or authorize someone else with their old passport, a signed letter of permission, and their own ID ("Get a passport urgently" n.d).

II. 1-week Fast Track Service

The 1-week Fast Track Service can be used to renew an expired or expiring adult or child passport, make changes to personal details, replace a lost or damaged passport, or apply for a first child passport. To apply, a paper application form must be obtained from a Post Office, as online applications are not available. The appointment can be scheduled online, this can be done three weeks in advance. The payment can be made by credit or debit card, with costs amounting to £155 (≈€181.5), the increased fee is justified by the same reasons as in

“Online Premium Service” (“Get a passport urgently” n.d). During the appointment, two identical printed passport photos, the completed application form, and supporting documents as specified on the paper form need to be brought along (“Get a passport urgently” n.d). Following the appointment, the passport will be delivered within a week, it can only be delivered to a UK address.

Passport application for minors in the United Kingdom

To apply for a child's first passport in the UK, a person with parental responsibility must make the application and provide details of both parents. Evidence must be provided that the child is eligible for British citizenship. The application can be made online or by post, although the online application is cheaper and quicker. The person with parental responsibility must sign the form, and if the child is 12-15 years old, both the child and the adult must sign. A counter signatory who meets certain criteria must verify the child's identity and confirm the accuracy of the application. The child's passport is valid for five years from birth (“Get a passport for...” n.d). This is a measure taken to prevent child trafficking.

Emergency Travel Documents (ETD)

29.706 ETDs were issued in 2022 alone. As mentioned above, contrary to regular passport issuance, the responsibility of handing out ETDs lies with the respective High Commission, Embassy or Consulate (Anderson 2022), they could however also be sent by DHL, if agreed upon. The issuance per se, is however conducted by the three Emergency Travel Document Centres (ETDC), which are part of the FCDO. Those are located in Singapore, Mexico and Madrid. In the case of ETDs, the British Identity Document Generation Equipment (BRIDGE) system is used (Home Office 2022). Emergency Passports on the other hand are manually produced and only issued when the FCDO issuing system is unavailable or when

using it would be impossible due to a mass evacuation (Home Office 2022). Such documents can be applied for online and will allow you to travel to a maximum of five countries and return to the country you are residing in.

To be eligible to apply, the applicant should have a lost, stolen or damaged passport. Additionally, an ETD can be applied for if the UK passport is full, recently expired or expires soon and you do not have enough time to renew or replace it before your intended travel. It is required that the applicant can provide evidence of travel plans (e.g booking confirmations), proof of identity and a valid digital passport photo ("Travel urgently from..." n.d).

The cost of the issuance amounts to £100 (\approx €117), and this fee is non-refundable ("Travel urgently from..." n.d). Payment options include online payment during the application procedure or, alternatively, the possibility of making a payment over the phone. Depending on the individual's circumstances, attending an appointment at the nearest High Commission, Embassy or Consulate may be required after submitting the online application ("Travel urgently from..." n.d). The processing time for an ETD typically spans two working days from the submission of the application. Communication regarding updates or required appointments will be facilitated via email. Once the application is approved, an email will be sent containing instructions on how and when to collect the ETD ("Travel urgently from..." n.d). To optimize the service, a broad range of courier services is being introduced to facilitate the delivery of ETDs directly to individuals (Anderson 2022).

4. Voting Abroad System (VAS): Front-Office

4.1. The British VAS (Veronika Croy – 53495)

This section will elucidate the front-office of the British voting system, regulations and procedures for overseas voters. Such regulations may vary for crown servants, British Council employees and servants of the armed forces. It is important to consider that the British Electoral Commission is the single operating body for elections and an independent authority. As noted by Consterdine (2020), an examination undertaken by the Election Commission in 2016 illuminated several limitations hindering overseas voting. Such obstacles include inaccuracies in eligibility requirement information, limited awareness of the necessity for annual renewal of overseas voter registration, and a general lack of understanding regarding the registration and voting processes.

Additionally, it is acknowledged that a comprehensive analysis of the back-office and front-office of the British Electoral Commission would be required for an in-depth comparison between the Portuguese and the British voting system³. Nevertheless, since British citizens are not allowed to vote in diplomatic missions abroad, it is worth considering that the only expenses associated with overseas voting are the costs of mailing overseas ballots. An illustrative example for this is the Brexit referendum 2016. In this case the costs of the posting of overseas voters' ballots amounted to £63.000 (≈€73.200)⁴.

³ However, due to limitations in time and space, this study suggests the back-office of the British Electoral Commission as a suggested avenue for future research. This is the case, since examining the entire electoral process in the UK and its diverging aspects in Northern Ireland, would go beyond the scope of this study.

⁴ The authors of this paper attempted to obtain further data on this by reaching out to various entities, but were not successful in doing so, since there is no information on this.

Eligibility Criteria to Register as an “Overseas Voter”

The Representation of the People Act of 1985 gave British citizens the opportunity to register as "overseas voters". However, overseas voters can only vote in parliamentary elections or referenda using the UK parliamentary franchise, but not in local elections. The electoral register recorded a peak of 285.198 registrations from overseas electors in December 2017; these numbers have since decreased to 233.000 in 2019 and 105.000 in 2021 since overseas voter registrations tend to decline between elections (Johnston&Uberoi 2023a). This study recognizes the fact, that turnout rates of British citizens registered abroad, would have been a strong indicator/ metric for the comparative analysis. However, the study faced limitations in accessing such data⁵.

Beyond the eligibility criteria of being a British citizen entitled to enter or stay in the UK and fulfilling the age requirements (18 years old on election day), an overseas voter must have been on a register to vote before their departure from the UK and the entry on the aforementioned register was no longer than 15 years ago (“Voting if you move or live abroad” 2023). It is the only exception if a person departed the UK before they were old enough to register. Since the introduction of “individual electoral registration” (IER) in 2014, registration can be done online. This requires providing the applicant’s name, national insurance (NI) number, and date of birth (Johnston&Urberoi 2023a). If the overseas voter does not have an NI, the electoral registration office (ERO) will request an attestation from the applicant. This attestation is a signed statement confirming the applicant’s identity from an already registered overseas citizen in the same country, who cannot be closely related nor the spouse of the applicant. To be eligible to vote, the registration must be done by midnight, 12 working days before the poll (Johnston&Urberoi 2023a). The registration must be renewed annually, the ERO will send a

⁵ The authors of this paper, attempted to reach out to the Statistics Team of The Electoral Commission, was however not successful in doing so. Furthermore, local electoral councils were contacted, which did not possess this data.

reminder, making the overseas voter aware of this timeframe. Different renewal cycles apply for crown servants, British Council employees, and servants of the British armed forces (“Register to vote -Crown servants...” n.d).

Voting

The vote from overseas can be casted by post, proxy, or in person at the nearest polling station if the citizen is in the UK on election day. If the latter is the case, the applicant can attend the polling station on the day of the election, they can vote in person as long as they have not yet applied for a postal vote from overseas, and the proxy has not yet voted or applied to vote by post on their behalf (“Proxy voting application forms” 2022).

I. Postal Vote

To be eligible for a postal vote, the individual must already be registered as an overseas voter as explained above. The deadline to apply for a postal vote is 5 pm, 11 working days before the scheduled poll. To apply, the applicant must download, print and complete the application paper form from the official government website, ensuring that all sections are filled out accurately (“Apply for a postal vote” 2023). It is important to provide the date of birth and signature on the application form and the postal vote. Once the form is completed, it should be returned to the local ERO (“Elections in your area” n.d.). The ballot paper will also be posted upon the upcoming election or referendum. A free-post envelope is included in the postal ballot pack; however, additional postage costs may apply if it is sent from overseas (“Apply for a postal vote” 2022). If you are registered in Northern Ireland, you cannot vote by post from abroad.

II. Voting by proxy

Voting by proxy allows for casting a vote on behalf of someone who cannot vote in person (“Proxy voting application forms” 2022). Both the applicant and the proxy must be registered and eligible to vote. Similar to the application process for a postal vote, the proxy vote application form should be downloaded, printed and completed in its entirety, including the provision of the applicant's date of birth and signature. The deadline for applications, excluding emergency proxy applications, is 5pm, six working day before polling day. A voter may only appoint an emergency proxy for a specific cause, which must have come to their attention after the regular proxy voting deadline. This can involve a medical emergency or work, and in most circumstances, the application requires accompanying documentation (Johnston&Uberoi 2021). The completed form should be returned to the elections team at the respective council. Once the form has been submitted, the assigned proxy must visit the designated polling station to cast the vote (“Proxy voting application forms” 2022). The proxy will receive a proxy poll card indicating when and where to vote on behalf of the applicant, where the proxy has to bring a photo ID⁶. If the proxy cannot attend the polling station, they can apply to vote by post on behalf of the applicant. The proxy should make this request by 5 pm, 11 working days before the poll (Johnston&Uberoi 2021).

Elections Act 2022

The Elections Act 2022 includes several provisions to strengthen the integrity of the electoral process of citizens abroad. In the coming months secondary legislation will be brought forward so the bill can come into effect.

⁶ The United Kingdom allows a broad range of accepted photo IDs, which can be found under the following link: <https://www.gov.uk/how-to-vote/photo-id-youll-need>. If none of the outlined documents are available, the voter can apply for a Voter Authority Certificate.

Firstly, the Elections Act 2022 will eliminate the previous restriction of a 15-year time limit on overseas registration. This means that any British citizen living abroad who previously resided in the UK and was not necessarily registered in the electoral register will now be entitled to register as an overseas voter. It will be sufficient if they can provide former proof of residence in the UK (Elections Act 2022). It is expected that once the bill is passed, 3.5 million more overseas electoral registrations will be gained (Johnston&Uberoi 2021).

Additionally, it introduced that in the future, voters who do not possess a NI number can use documentary evidence such as passports to verify their identity in the registration process. Specific types of acceptable documentary evidence will be further specified in secondary legislation. Furthermore, certified copies of such documentary evidence will be permitted to alleviate the bureaucratic burden overseas voters face (Elections Act 2022). In cases where overseas voters cannot provide an NI number or other documentary evidence, they will still have the option to provide an attestation. This attestation can now also be provided by UK-based registered electors instead of registered overseas electors only. Regarding the annual renewal of the overseas registration, the bill will prolong the renewal period and introduce a renewal framework of three years (Johnston&Uberoi 2021). This fixed three-year renewal cycle aligns with the new requirements, which mandate that postal voters (both domestic and overseas) renew their application for a postal or proxy vote every three years (Elections Act 2022). EROs will be allowed to electronically send reminders for the renewal, in combination with the reminder about the absent vote arrangements six months before their registration expires. The introduction of a new online system for absent voting arrangements is planned, which will align with the IER introduced in 2014 (Johnston&Uberoi 2021).

5. Repatriation (REP): Front-Office

5.1. The British REP System (Veronika Croy – 53495)

The UK adopts a passive approach, mainly focusing on extensive information dissemination, ensuring that Britons take responsibility for themselves. The ongoing Travel Aware campaign by the FCDO in collaboration with airports and travel companies focuses on proactively promoting the FCDO's Travel Advice and the significance of appropriate travel insurance. FCDO's Travel Advice can be found online and is specifically tailored to each country so that British citizens going abroad can make well-informed decisions ensuring their safety. To facilitate this even further, the official government website offers a service for British citizens to subscribe to email alerts and follow their official social media channels to receive timely updates on their intended destinations. The acceptance of this mechanism by Britons abroad is exemplified by 44 million page views in pre-pandemic times in 2019 and 111 million page views during the pandemic in 2020 (Anderson 2022).

Furthermore, this large-scale campaign promotes the careful evaluation of insurance policies purchased by British citizens when going abroad, ensuring that all anticipated activities are adequately covered ("If you are affected by a crisis..." 2022). The Association of British Insurers (ABI) offers a detailed FAQ service outlining various insurance types, including those tailored for travel. This step aims at safeguarding individuals from potential financial liabilities arising from unforeseen circumstances and associated costs, such as emergency medical costs and emergency travel plans in times of crisis. Some insurance providers, promote additional policy add-ons for extra protection in the event of a terrorist attack at the intended destination, including coverage for trip cancellation in the event the incident takes place before the

departure (“If you are affected by a crisis...” 2022). This is important since most policies only offer minimal coverage for terrorist acts.

However, under exceptional circumstances, the FCDO might initiate a special response if many Britons may have suffered harm, died, or are still at risk, including terrorist attacks, pandemics, and natural disasters. Furthermore, civil or political instability and a scenario where numerous Britons experience widespread hardship, such as airport closures, might instantiate such a special response (“If you are affected by a crisis...” 2022). Such special responses can be funded through the EDRF and may include the following: Establishing a dedicated hotline and online forms for British citizens in need, sharing relevant data with organizations like the travel industry, NGOs and local authorities to provide additional support, deploying extra FCDO staff to assist on-site if necessary and safe and collaborating with airlines, airports, and travel companies to emphasize their guidance and services. In exceptional cases where commercial flights are unavailable, the FCDO might arrange or lobby for alternative transportation such as charter flights, this measure is subject to appropriate fees (“If you are affected by a crisis...” 2022). If payment in advance is not feasible, short-term loans are provided as will be elaborated in section “Emergency Loans”. In extreme circumstances, such as the escalation of war zones (e.g Sudan, Afghanistan), military aircrafts or vessels may be dispatched to evacuate eligible individuals (Anderson 2022).

Medical Repatriation.

In a situation, where specialized healthcare is required by a British citizen abroad, it is expected that they have appropriate travel insurance in place to cover unforeseen medical expenses (“Medical emergencies...” 2022). Consular services can be contacted for assistance; however, their role is limited to facilitating communication with family or friends and

providing a list of hospitals, lawyers and translators if required. In certain situations, consular services may be able to offer informal translation services to aid communication with hospital staff (“Medical emergencies...” 2022). Additionally, information and contact details for organizations and NGOs that specialize in medical repatriation can be provided by consular staff to explore potential alternatives for assistance⁷. It is important to note that diplomatic missions explicitly state their inability to pay for medical bills or other related expenses. They are unable to provide formal translations of medical documents or arrange and finance medical repatriation. Under the Exceptional Assistance Measures (EAM)⁸ medical repatriation could be considered if a terrorist attack has occurred. This exception is made, as such circumstances are usually explicitly excluded from insurance coverage, and a terrorist attack is considered an attack on society (“Exceptional Assistance Measures” 2016).

FCDO Emergency Financial Assistance

I. Transferring Money via the FCDO

Individuals may have the option to arrange for funds to be deposited with the FCDO through the involvement of their family or friends. This alternative is only considered when no other means of commercial money transfer is accessible. However, it is important to note that this process typically takes more time compared to other available options and bears costs. Thus, if the FCDO approves the transfer of funds on behalf of the individual, a fee will be applied, and the money must be picked up at the nearest Embassy, High Commission or Consulate.

⁷ Information on charities that assist in medical repatriation can be found under the following link:

<https://www.gov.uk/government/publications/medical-repatriation-companies-in-the-uk--2/medical-repatriation-companies-in-the-uk>

⁸ Exceptional Assistance Measures (EAM) provide additional practical support to British nationals affected by terrorist attacks overseas, and their families: <https://www.gov.uk/guidance/exceptional-assistance-measures-for-british-victims-of-terrorist-incidents-abroad#:~:text=under%20EAM%20guidelines,-.What%20Exceptional%20Assistance%20Measures%20provide.help%20we%20aim%20to%20provide.>

II. Emergency Loans

In rare situations, where repatriation occurs and cannot be paid for immediately, emergency loans to facilitate the process are provided by the FCDO. However, alternative options must be exhausted before considering this last resort. The loan is discretionary and only available to individuals who are destitute and lack assets or support from friends, family, and charities. It covers basic expenses, such as the cheapest one-way ticket to the UK (“Your finances when traveling abroad” 2022). Medical or legal bills are not covered, nor is medical repatriation. Eligible individuals must sign an “undertaking to repay” agreement (Annex 4) and surrender their passport to the FCDO, who will issue an ETD for a single journey. The cost of the ETD will be added to the loan. The FCDO will send an invoice to the provided postal and/or email address. Payments can be made using a credit or debit card, over the phone, electronic bank transfer, personal cheques, and postal orders made payable to the FCDO (“Undertaking to pay agreement” n.d). To discuss repayment plans in instalments, the FCDO’s Corporate Services Centre can be contacted. In cases where the debt remains unpaid within six months from the signatory's 18th birthday or the date specified in the document, a 10% surcharge will be applied to the remaining balance. Failure to fully repay the debt within a five-year period may lead to the initiation of legal actions aimed at recovering the outstanding amount. Additionally, access to passport facilities will be withheld until the debt is settled. It should be noted that the FCDO might share personal data with third parties such as credit reference agencies, the government debt management service or the department for work and pensions (“Undertaking to pay agreement” n.d).

6. Back-Office of the Internal Workings of Portugal, Brazil, Ireland and the UK (Group Part)

The assessment of the back-office within the domain of consular affairs assumes significant importance when analysing the overall efficiency and effectiveness of consular services provided by the front office. By providing comprehensive examination on the back-office operations, we can identify operational limitations, procedural inefficiencies and other challenges that hinder the provision of consular services. Additionally, insights from the back-office operations allows for optimization of workflow and ultimately overall customer experience. Due to data availability constraints, this analysis lacks meaningful comparisons with the benchmark countries, however deductions and inferences are still withdrawn that serve as complimentary for the further recommendations

6.1. General Structural Analysis

Structure and Workforce

United Kingdom (Veronika Croy – 53495)

In September 2020, the UK government merged the Foreign & Commonwealth Office and the Department for International Development to form the Foreign, Commonwealth and Development Office (FCDO). This merger aimed at integrating aid budget, development policy, and the global diplomatic network including diaspora related questions into one entity. FCDO, functioning as a ministerial department, comprises 11 agencies and public bodies responsible for overseeing various aspects of foreign affairs and development, with no specialized advisory body for diaspora related issues. The FCDO's diplomatic network currently consists of 282 officially designated overseas posts. Within this network, exist 161 Embassies/High Commissions, 63 Consulates, Consulate-Generals, and Deputy High Commissioners, 11 Permanent Missions, 12 posts situated in overseas territories, 4 resident Commissioners, and 31 other representations (NAO 2023). The operations of these posts are

governed by the Consular Relations Act 1968, which incorporates Article 5 of the Vienna Convention on Consular Relations, listing thirteen functions of a Consulate.

As of the 31st of March 2023, the FCDO employed 17,033 employees comprising 7,601 (45%) UK-Based staff (UKB) and 9,432 (55%) Country-Based staff, where 28% of the UKB staff were based overseas (Annual Reports & Accounts 2023). This includes approximately 650 overseas consular staff, including in the ETD centres in Singapore, Madrid and Mexico. It is observed, that overall personnel expenses increased between 2021-2022 and 2022-2023, from £836 million (≈€978.4 million) to £860 million (≈€1.6 billion). The £860 million in 2022-2023 can be further disaggregated into three components: £4.2 million (≈€4.9 million) allocated for consultancy services, £49.1 million (≈€57.5 million) designated for temporary staff, and the predominant sum of £807 million (≈€944.4 million) dedicated to permanent staff (Annual Reports & Accounts 2023).

General Budget

United Kingdom (Veronika Croy – 53495)

In the financial year 2022-2023, the FCDO's Resource Departmental Expenditure Limit (DEL) amounted to £7.6 billion (≈€8.9 billion). The Resource DEL budget is dedicated to various programmes in different departments (Supplementary Estimate Memorandum FCDO 2023). Out of this budget £1.8 billion (≈€2.1 billion) is allocated to cover administration and network costs in the realm of frontline diplomacy, and overseas networks. The Capital DEL, on the other hand, stands at £2.3 billion (≈€2.7 billion), with is invested in capital assets, capital grants, research and development and investments and assets that contribute to future growth for either the UK or partner governments (Annual Reports & Accounts 2023). In this case,

£519.8 million (≈€608.5 million) are dedicated to the realm of operating costs, frontline diplomacy, and overseas networks.

Software and Digitalization of Processes

United Kingdom (Veronika Croy – 53495)

- Digitalization of the FCDO – HERA and ECHO II

The British government is implementing a shared service programme to enhance interoperability among its departments. The project seeks to unify 17 central government departments, which currently operate separate ERP, HR, and finance systems, under a single cloud-based software as a Service (SaaS) platform, organized into five clusters (Government Shared Service 2021). As part of this initiative, the FCDO introduced the Hera programme in 2022 within the so called “overseas cluster”. This programme mainly focuses on Enterprise Resource Planning (ERP) consolidation and change by implementing a cloud-based Oracle Fusion system (Barton 2022). This specifically aims towards integrating HR and finance processes, with plans to incorporate a learning and development module as well as an Enterprise Performance Management System (EPM) in the future to increase the capabilities and facilitate greater accessibility for FCDO civil servants (FCDO Digital Transformation...” 2023). The aim at the heart of this programme is to reduce bureaucracy, optimize civil servants' time for public service, and improve the overall user experience. However, the primary emphasis presently lies on developing the reporting aspect of the system to enhance managerial visibility and cost monitoring. A comprehensive summary of the current success of this programme was given by Tim Jones, the chief executive for finance and corporate at the FCDO:

“... you can very clearly see who you have in your team and how much you are spending whereas previously across two systems, we were reliant on finance and HR partners to

produce that offline. We will be getting progressively better at this as we improve our reporting function this year.”- (Ambasna- Jones 2023)

Additionally, the FCDO is currently implementing the Echo II programme, a significant initiative aimed at procuring new service providers to replace the expiring Echo I contract. The FCDO intends to establish a Network Services Integrator and a Dynamic Purchasing System for internet connectivity provision with this project. The ECHO 2 initiative is a collaborative effort with the British Council, and its core focus lies in providing novel network, telephony, and video-conferencing services. The FCDO seeks to enhance global collaboration with its staff by deploying an advanced communications network, ensuring more efficient and cost-effective communication (Supplementary Estimate Memorandum FCDO 2023).

6.2. Passport Issuance Abroad

United Kingdom (Veronika Croy – 53495)

The HMPO received a sizable number of passport applications between January and September 2022, amounting to 7.2 million, with over 478,000 of those being overseas applications. Comparing this to the same period in 2019, there has been a 24.0% increase. From January to September 2022, simple applications from within the UK took an average of one to 2.8 weeks to process, whereas international applications took between 1.6 to 3.9 weeks. On the other hand, the average processing duration for more complex applications was between 1.9 to 6.4 weeks for those submitted within the UK, and for international applications, it was between 5.7 to 11.7 weeks. 95.0% of the applicants obtained their passports within the before specified period, despite the peaking number of applications (National Audit Office 2022).

Internal Management Process of Issuance of Passports

United Kingdom (Veronika Croy – 53495)

The HMPO serves as the central authority responsible for managing end-to-end passport processing services and oversees all regular passport applications (see Figure 1). The study faced limitations in acquiring precise insights into the back-office of the passport issuance process. This is the case since according to the Freedom of Information Team (2018), the absence of detailed disclosure regarding the guidance employed in the issuance process is due to the potential risk of equipping fraudsters with information that could compromise the safety of the passport issuance process.

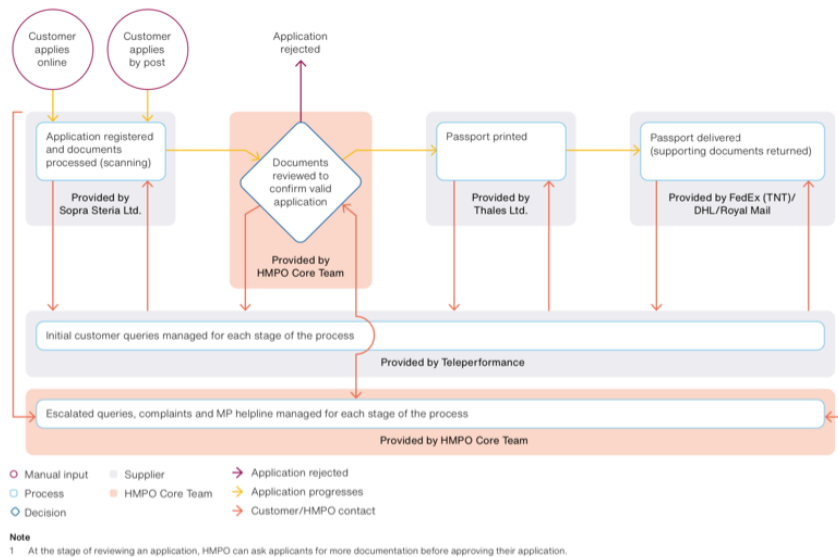


Figure 1 – The Internal British Passport Application Process

According to an investigation provided by the National Audit Office (2018), a significant portion of the process is outsourced to third-party suppliers to optimize operational efficiency. Firstly, upon submission, the application undergoes registration, and the necessary documents are processed, scanned, and stored. Sopra Steria Ltd., a contracted company, carries out this initial step. Subsequently, the HMPO core team reviews the submitted documents to verify the application's validity. Overseas applications are more expensive since the verification process can require more time. At this stage, the application can either be rejected, accepted or put on

hold since additional documents may be requested (National Audit Office 2018). If additional documents are required, the applicant has six weeks to hand such documents in, otherwise, the application will be withdrawn. Once an application is accepted, Thales Ltd., another contracted company, is responsible for printing the passport. The final printed document is then delivered by DHL or Royal Mail (National Audit Office 2018). Simultaneously, Teleperformance, a contractor, handles initial customer queries throughout the process. To enhance customer contact services, the HMPO has implemented a self-service call handling system, allowing customers to receive progress updates on their applications and recruited an additional customer contact service contractor, Serco. More complex queries or complaints are elevated from the contractor and addressed internally by the HMPO core team (National Audit Office 2018).

Charging Fees and Revenue Sharing

United Kingdom (Veronika Croy – 53495)

The HMPO's budget is derived from the budget of the Home Office department, as indicated in its Supplementary Estimates Memorandum 2022/2023. According to the Supplementary Estimates Memorandum the Resource Departmental Expenditure Limit (DEL) of the Home Office, including income, amounts to £17.1 billion (≈€20 billion). Resource DEL encompasses the day-to-day operational costs of vital front-line services. On the other hand, the Capital DEL budget amounts to £1.1 billion (≈€1.3 billion) including income, which focuses on investing in the Home Office's infrastructure, including equipment and IT systems, to facilitate and enhance its core activities. Within the overall budget, £291 million (≈€340 million) of the Resource DEL budget and £243 million (≈€284 million) of the Capital DEL budget are allocated to support the operations of the following sub-department: UK Visas and Immigration (UKVI), HMPO, Asylum Protection, Borders and Enforcement.

In the financial year 2021-22, passport fees generated by the HMPO contributed £470 million (≈€550 million) to the Home Office's income (National Audit Office 2022). These fees encompass various components, including a consular premium, which accounts for £15.5 (≈€18) per passport issued, which constitutes 21% of the passport's total cost. It is important to note that the consular premium is not retained by the Home Office but is remitted to HM Treasury as Consolidated Fund Extra Receipts (CFERs). The consular premium, is further invested into the FCDO and covers the costs of non-fee bearing consular services. One notable aspect of the British consular services is its unique reliance solely on fee revenues, without any dependence on tax-derived funding.

The FCDO adheres to a Treasury mandate that requires fees to be aligned with operational costs to ensure fiscal balance. The power to charge fees for consular work is established by the Consular Fees Act of 1980. The current version of the Act allows the FCDO to consider the expenses incurred in relation to exercising other consular functions. These fees are reviewed annually and are specified in the Consular Fees Order 2019 No. 182. The analysis of fees and charges in 2021-2022 and 2022-2023 are outlined in Annex 5 (Annual Reports & Accounts 2023). It indicates that in 2022-2023, the fee bearing services (Legalisation Office, ETDs and Notarial and Documentary Services) almost cancelled itself out, resulting in only a minimal deficit of £801.000 (≈€937.500).

Additionally, a smaller amount of the revenue generated from the premium goes towards the EDRF. The EDRF serves as a financial reservoir that the FCDO can access on a cost recovery basis to respond to major crises (Annual Reports & Accounts 2023). In the financial year 2022-2023, the total revenue generated by the consular premium amounted to £105 million (≈€123.1

million), where no amount has been utilized from the EDRF. This amount consists of a baseline of £30 million (≈€36 million), provided by the FCDO, with an additional £75.2 million (≈€88 million) generated by passport issuance. The total costs associated with consular and crisis assistance and support amount to £121.6 million (≈€142.3 million), resulting in an overall deficit of £17.2 million (≈€20 million) (Annual Reports & Accounts 2023).

Software and Digital Processes

United Kingdom (Veronika Croy – 53495)

- The HMPO Transformation Programme (HMPOTP) - “Digital by Default”

The HMPOTP was launched in 2015 with the objective of transitioning from a paper-based system to a digital infrastructure. This comprehensive transformation encompassed various elements, such as adopting a "digital by default" approach, digitalizing supporting documents, automizing application processing, upgrading outdated IT systems, and enhancing the customer experience.

Key components of the digitalization process included the implementation of the Digital Application Processing (DAP) system, which facilitates the digitalization and automatization of the entire application workflow, and the Terminal Repository (TR), a cloud-based data solution (Home Office 2023). The incorporation of risk-based approaches in DAP enabled the automatization of low-risk applications, allowing more time for the thorough examination of higher-risk cases and promoting operational streamlining. Furthermore, the programme includes the deployment of the Scanning, Validation, and Storage (SVS) system, enabling the digitalization of all paperwork associated with passport applications (Home Office 2023). In terms of cost-effectiveness, the new outsourced contract for SVS offered a more efficient per-unit solution compared to the previous Business Process Outsourcing (BPO) contract with

Sopra Steria. These advancements were aligned with the standards set by the Government Digital Service (GDS). The streamlining of processes resulted in the elimination of dual handling costs associated with applications being processed partially in DAP and completed in the legacy paper-based system (Home Office 2023)

Worker Satisfaction

United Kingdom (Veronika Croy – 53495)

According to the National Audit Office (2022) the HMPO employed around 3.446 full-time equivalent staff across its seven offices within the UK in 2022-2023. To manage the above-outlined surge in demand, the HMPO has developed plans to establish surge teams capable of managing spikes in demand by flexibly reallocating staff between roles. Furthermore, over 1.000 staff members have been trained in both systems, the digital and the legacy paper-based one, to facilitate seamless transitions as required (National Audit Office 2022). Regarding worker satisfaction, there is limited official data available on strikes within the HMPO. However, based on information found in the media and obtained from the Freedom of Information team, it is estimated that there have been three strikes by HMPO staff since 2014 due to the immense workload they face.

7. Comparative Analysis and Recommendations (Group Part)

7.1 Passport Issuance Abroad (PIA): Comparative Analysis and Recommendations

The examination of Passport Issuance Systems, as summarized in Table 10, reveals both distinctions and commonalities among them. The passport issuance process across various countries is always conducted by governmental entities, usually connected to the Ministry of Foreign Affairs or Internal Administrations. Notably, the UK stands out as an outlier, where

the HMPO exclusively manages all passport issuance within national borders and not in collaboration with Consulates.

Moreover, consular services in general are experiencing a trend towards modernization. When looking at the benchmark countries, this modernization also becomes evident in the digitalization of passport issuance systems in the front-office, as well as the back-office, where Portugal is not yet as advanced. Portugal and Brazil are unique in still requiring physical presence of the citizen at the Consulates, while the UK and Ireland have advanced digital systems in place. However, both latter mentioned countries also offer alternative application methods to address digital exclusion concerns.

Another salient difference lies in the issuance times, with significant disparities observed. Portugal has a five-day official delivery time, contrasting with the UK's longer average turnaround time of at least 13 weeks for regular passports applied for from abroad. Brazil, in contrast, lacks specified estimated delivery times, and Ireland typically averages a delivery time of 10-15 days.

Recommendation 1: Online Request for Passport Renewal

Contrasting the digitalization successes of the benchmark countries with the current passport renewal process for overseas Portuguese citizens, which mandates at least two physical visits to the Consulate, inefficiencies are revealed. When compared with the digital passport application systems in Ireland and the UK, the potential benefits for Portugal become evident. Both nations serve as case studies for the economic viability of digital platforms. As outlined by the National Audit Office (2022) in the UK, digital applications are invariably cheaper, as is reflected in the fees of such services. This cost-saving arises mainly from the reduced need for counter staff, thus potentially reducing human resource expenses in the

issuance of passports. Furthermore, it is evident that such digital transformations do not just allow financial savings but also enhance user experience across both the front- and back-office. The HMPO, for example, has only experienced three strikes since 2014, which is considered a relatively low number, and can be considered a metrics for back-office worker satisfaction. Meanwhile, the front-office effectiveness is reflected in the high acceptance rates: 80% of UK applications were digital in 2022, while Ireland saw an impressive 94% in 2021, as reported by the DFA. The efficiency of the Irish system becomes evident, as the online platform was recognized as user-friendly, with clear understandable language, shown by its collection of awards in 2019⁹. Additionally, 88% of the citizens dealing with the Passport Service through the years found their expectations met or exceeded (The CX Company, 2020). This indicates a well-run system that handles the workload sufficiently.

The examples of the UK and Ireland raise the possibility of applying a digital system for the renewal of passports in Portugal, without compromising the security and reliability of the Portuguese passport, which ranks fourth in the Henley Passport Index (2023).

One of the key issues identified in the Portuguese passport issuance system is the lack of human resources, especially in times of surges in demand, as was enhanced in 2021 post-pandemic. This results in long waiting times to schedule appointments, making the six-day official turnaround timeframe redundant. Thus, this paper suggests that the introduction of a digital renewal process would reduce the number of physical visits required, thus reducing the workload for on-counter personnel, whilst still upholding Article 17, which states, “*The granting of an ordinary passport shall be requested in person by its holder...*” (Diário da

⁹ The awards won in 2019: “Innovation in UX Award”, “Grand Prix Award”, and 1st place in the digital category of the Plain English Award hosted by National Adult Literacy Agency (NALA)

República 2006). This is the case, since the passport must be picked up in person to verify biometric data and the system is only eligible for renewals and not first time applications.

It is further important to consider, that this system is not entirely new to Portuguese citizens since Citizen Card renewal in Portugal can also be done online. Thus, this recommendation is based on the concept of the online renewal of the Citizen Card. In the proposed online passport renewal, the citizens could access their own platform with his/her Citizen Card number and Chave Móvel Digital (Digital Authentication Key), which is assigned to all Portuguese citizens with a valid Citizen Card. This platform would be integrated within the new eSGC and aligned with SIPEP, where all personal data from the citizens is centralized in one platform. Thus, the renewal of passports online would retrieve such information from that database. Moreover, after accessing the platform, the citizen must update his/her personal data and send the appropriate documentation. Lastly, to shorten the waiting times for an appointment in the Consulate, the platform would specify the day and time the citizen must pick up their passport, allowing for security checks to be made in person upon retrieval.

Last but certainly not least, the limitations of this recommendation should be highlighted. Digital exclusion is a challenge, as not everyone has access to the internet or digital skills, which can marginalize vulnerable groups such as the elderly. This could however be prevented, by not completely eradicating the current system, and introducing some kind of transitional phase, since this was effectively implemented in the UK. Identity fraud, was also identified as a limitation to this system. However, as mentioned before, only allowing passport renewals and not first-time passport issuance, in combination with the in- person retrieval of the passport, the risk of this can be minimized. The renewal process is further considered secure, due to the usage of the Digital Authentication Key.

Recommendation 1.1: Introducing a “Throttle” in Addition to the Online Platform

Considering the aforementioned acceptance and success of the digital passport platform in Ireland and the UK, one should anticipate that the introduction of a digital passport renewal would induce spikes in demand. Thus, emphasis should be placed on ensuring functionality and implementing pre-emptive measures if such surges occur.

In the UK, the system faced a challenge in 2021 when the Digital Application Platform (DAP) system was overwhelmed, pushing applications back to the legacy paper-based approach. This resulted in significant delays. A careful analysis reveals that, in response to this, the UK initially set a limit of 5.000 applications per day. As the UK platform evolved, adapting to its challenges, the limit was subsequently raised to accommodate 60.000 applications daily (National Audit Office 2022). This approach is comparable to adding a safety valve to a high-pressure system. The primary focus was progressively enhancing the system's capacity to accommodate spikes in demand.

Thus, what the UK adopted, which might be analytically insightful for Portugal, is the introduction of a “throttle” mechanism. Functioning as an additional storage for extra applications before their integration into the main system, this “throttle” permitted a strategic flow control. Furthermore, it facilitated the prioritization of applications based on critical parameters, examples of such being: siblings relying on identical documentation or individuals with an urgent need for passports etc. Drawing from this comparative analysis, if Portugal intends to avoid the setbacks faced by the British system, considering such an actionable measure should be considered.

Recommendation 2: Increase the Official Waiting Times

To further mitigate potential surges in demand, it would be practicable to reconsider Portugal's current 6-day timeframe, as mandated by Article 22 (Decree-Law no. 19/2018). This is one further approach, which was taken by the UK, when demand spiked in 2021, waiting times were increased from 3-6 weeks to up to 10 weeks nationally and a minimum of 13 weeks internationally. To illustrate the success of this approach, in 2022 “simple” national applications took an average of one to 2.8 weeks to process, whereas international applications took between 1.6 to 3.9 weeks. On the other hand, the average processing duration for more “complex” applications was between 1.9 to 6.4 weeks for those submitted within the UK, and for international applications, it was between 5.7 to 11.7 weeks. Demonstrating, that 95% of all applications were handled within the advised timeframes (National Audit Office 2022).

However, directly adopting the UK's timeframes might be impractical for Portugal, given their current 6-day period, therefore a shorter timeframe would be suggested. This would not only relieve human resources in times of high demand but also manage the customer’s expectation. This would however require legal modifications and hence the involvement of legal experts is necessary.

Such adjustment would require clear communication According to Haynal et. al (2013) communication and information dissemination is key for effective consular service provision. Thus, it should not just be the waiting times that should be effectively communicated, but in general, there is a need for more transparency and enhanced information provision to citizens on the procedure of acquiring a passport. This could include pamphlets and campaign etc, which provide information including but not limited to waiting times. This could further be

enhanced via social media campaigns, in times of particularly high demand, e.g before the summer.

Recommendation 3: Passport Tracker and Web Chat

This recommendation is based on tracking services implemented by Ireland and UK. It aims to tackle the problem of unnecessary points of contact with the Consulate in times of disruption. An example for disruption being the strike of the INCM in 2023, which directly affected the times of issuance. Additionally, aims to produce a more efficient consular service and relieve the burden on human resources due to the high demand for passport issuance. Along with the online renewal recommendation made above, the passport tracker can be a great tool implemented as an added benefit. This tool would also be available on the same platform, where one can access it with his/her Citizen Card and Chave Móvel Digital (Digital Authentication Key). After the initial processing of the application for the passport, the citizen would be able to track the renewal progress via the online tool, making them more aware of the different stages of the issuance.

Additionally, to further decrease unnecessary points of contact between citizens and consular staff, it is recommended to invest, alongside the online renewal platform, in a Web Chat add-on which would provide AI generated automated answers for frequently asked questions, before making contact with an officer, as to provide efficient and convenient assistance to citizens, without burdening the Consulates unnecessarily. A similar function was implemented in 2020 by the Irish DFA, partnering with the autonomous contact centre company EdgeTier, with the goal of providing efficient answers to enquiries related to the issuance of passports.

The function would have to take into account Portugal’s legal framework that prohibits third-parties from acquiring sensitive information about citizens and be implemented accordingly.

The difference between this function and an ordinary enquiry platform is the artificial intelligence acting as a go-between, providing instantaneous answers to common questions, informing the citizen on questions related to the Consulate and their processes. This function could be developed as to provide assistance by disseminating information even outside working hours, for an enhanced client experience.

Table 1 – Comparative Analysis of Passport Issuance Abroad

	Portugal	Brazil	Ireland	UK
Responsible Entity	<ul style="list-style-type: none"> SEF (Serviço de Estrangeiros e fronteiras), attached to the Ministry of Internal Affairs. Be issued by diplomatic mission - diplomatic passports 	<ul style="list-style-type: none"> Federal Police Department in Brazil 	<ul style="list-style-type: none"> Passport Service (Within the Citizen Services Division) of the Department of Foreign Affairs and Trade (DFA) Can be issued by diplomatic missions 	<ul style="list-style-type: none"> HMPO (His Majesty’s Passport Office) → part of the Home Office Cannot be issued by diplomatic missions Consular premium derived from passport issuance fees accounts for £15.5 (≈€18) per passport. <ul style="list-style-type: none"> Used to cover the costs of non-fee bearing consular services + £0.69 per passport goes into EDRF (FCDO)
Issuance Time	<ul style="list-style-type: none"> Delivery timelines: <ul style="list-style-type: none"> Standard: 5th day. Express - Post: <ul style="list-style-type: none"> EU: 2nd day. World: 4th day. <p>Express - Home: EU: 3rd day. World: 5th day. Urgent - Post: EU: 1st day. World: 3rd day. Urgent - Home: EU: 2nd day. World: 4th day.</p>	<ul style="list-style-type: none"> Not specified for passports issued abroad. 	<ul style="list-style-type: none"> Current Average Turnaround Rate: Online: 10-15 days (20 for first time applicants) Post: 8 weeks Urgent: Same day delivery, up to five days (with a hastiness premium depending on the time) 	<ul style="list-style-type: none"> Regular application on national grounds <ul style="list-style-type: none"> Used to be 3-6 weeks in 2019 and was extended to 10 weeks in 2021 Regular application from abroad: <ul style="list-style-type: none"> Have no official guidelines on issuing times but authorities advise to allow for a minimum of 13 weeks 1-week Fast Track Service <ul style="list-style-type: none"> Can be delivered within a week (requires an yaaaa and the rest is for tomorrow appointment and a British address) Online Premium Service <ul style="list-style-type: none"> Passport will be issued during the appointment (which usually lasts 30 minutes)
Ways to apply and respective fees	<ul style="list-style-type: none"> Physical presence is needed for appointment. Passport fees vary: <ul style="list-style-type: none"> Regular request (sent abroad): €105.00 Express request (consular/home): €110.00 	<ul style="list-style-type: none"> Apply online, via the Integrated Consular System, completing and submitting an application form. Require an appointment at e-Consular, to go to the Consulate in person, to be interviewed, in order for their data to be verified and 	<ul style="list-style-type: none"> Online: <ul style="list-style-type: none"> Standard 10yr Passport Adult: €75 Post: <ul style="list-style-type: none"> Standard 10yr Passport Adult: €89.50 (+ €15 if residing abroad) Urgent renewal (in person): 	<ul style="list-style-type: none"> Online application £94 (≈€110) Paper form application £104.5 (≈€ 122.5) Fast track services when visiting the UK <ul style="list-style-type: none"> Premium Track Service £193.50 (≈€226.5) 1-Week-Track Service £155 (≈€181.5)

	<ul style="list-style-type: none"> ○ Urgent request (consular/home): €120.00. 	collected, and the fingerprints captured.	<ul style="list-style-type: none"> ○ Same-day return : €95 (+ €150 fee) ○ Four day return: €95 (+€75 fee) 	
Required Documents	<ul style="list-style-type: none"> • Valid Citizen Card or Identity Card (no substitutions). • For minors under 18: Minor's attendance and representative's ID. • For interdicted/disabled persons: Person's attendance and representative's ID. 	<ul style="list-style-type: none"> • Photograph, taken less than six months ago. • Valid and original Brazilian identification document, such as: current passport valid or expired for less than two years; or ID Card; or national driving license; or a license issued by a public body, recognized as an identity document valid throughout the national territory. • Proof of Brazilian nationality and naturelness, with city and state of both included, such as: Brazilian birth certificate; or Brazilian marriage certificate; or ID Card; or a certificate of naturalization; or a consular birth certificate, for Brazilians born abroad. • Electoral discharge certificate (for citizens between 18 and 70 years old). • Original of the military document for male applicants, between 18 and 45 years old. 	<ul style="list-style-type: none"> • Documents required for first time applicants abroad: <ul style="list-style-type: none"> ○ Identity Verification Form ○ Birth certificate ○ Proof of name (e.g., bank statement) ○ Evidence of address (e.g., letters from the government) ○ Passport photograph ○ Birth certificates of parents ○ Current passport ○ Proof of entitlement for citizenship <p>When renewing the passport online, only the mothers surname, matching information from previous applications and a photograph is required.</p>	<ul style="list-style-type: none"> • Most commonly required documentation <ul style="list-style-type: none"> ○ 2 recent identical photos ○ Old Passport (in the case of renewal), ○ Full birth or adoption certification and parents' documents ○ Full colour copy of any other uncanceled passport held by the applicant ○ Identity documents+ maybe a countersignatory and/or an identity interview

7.2. Consular Presences Provision (CPP): Comparative Analysis and Recommendations

Since 2017 Portugal has been seeing a decrease of consular presence missions on a global scale. According to the STCDE, one of the main contributors to this, is the lack of human resources. The union asserts that the burden on current consular workers is a reflection on Consulate’s capacity to deploy task forces to attend these missions. Due to geographical limitations and the vulnerability of the communities, it is evident that consular presence missions are crucial to address the needs of Portuguese communities abroad. However, resource allocation should be well managed to avoid bottlenecks in other areas.

Recommendation 1: Create a Directed Task Force

The loss of personnel from Consulates to the consular presence missions is a key limitation that affects the provision of consular services. For example, the Consulate of Caracas in Venezuela is going to deploy 24 missions in the year 2023, meaning that the Consulate will suffer a loss of personnel for at least 24 days (Portal das Comunidades Portuguesas 2023). Moreover, this loss can influence a Consulate's capacity, either by delaying other offered services or by overloading workers that stays in the Consulate when these missions are being partaken.

Due to this, this recommendation suggests the creation of a designated Task Force of Public employees from the MNE or other Portuguese Ministries (such as the Internal Administration Ministry or the Justice Ministry, i.e. Loja do Cidadão). Since, consular presences are a very unique service to Portugal, this recommendation is based on the fact, that the benchmark countries outsource services to third-party contractors, which increases capacity and reduces the workload for consular personnel. This is however not possible in Portugal, since Portugal has legally binding data protection regulations, that prohibit third parties to handle citizens' data.

The implementation of a direct task force that is only deployed for the consular presence missions allows for the supply of workers to be more stable in the Consulates. It simultaneously allows for the mission's dates to be adjusted according to the demand of the communities. These task forces would then be a service complementary to the Consulate and would enable the Consulate services to be provided more efficiently as the impact of the human resources being deployed to the missions would cease to exist. Thus, workers can focus on the services that need to be attended urgently and the Consulate can be managed in an effective way.

7.3 Voting System Abroad (VSA): Comparative Analysis and Recommendations

The comparative analysis of voting systems for citizens residing abroad, visualized in Table 11, reveals significant variations and some shared characteristics. Brazil stands out with its mandatory in person voting for all citizens, showcasing the one extreme. In contrast, Ireland predominantly restricts overseas citizen voting, except for limited exceptions related to public workers. The UK and Portugal are similar in the sense, that they adopt a moderate position, allowing expatriate citizens to participate in certain elections. The United Kingdom is however different in the sense, that it does not allow voting in diplomatic missions. Instead, the UK relies on the Electoral Commission for overseas voting, which typically involves postal or proxy voting, exemplifying advanced systems. Additionally, the upcoming implementation of the Elections Act 2022 in the UK, aims at enhancing electoral integrity for citizens abroad even further. Thus, the UK's relevance as the primary comparative case for informing subsequent recommendations becomes evident.

Recommendation 1: Dual Voting System- Maintain Voting in Person and Implement Optional Postal Vote in all elections

The current system in Portugal employs voting in person without postal vote in Presidential and European elections. However, the system was mitigated for the Legislative elections of 2022, where postal vote by default with the option of voting in person upon registration was applied. This aimed to overcome barriers such as geographical limitations and the restrictions of the COVID 19 pandemic. Indeed, voting by post would allow citizens to vote comfortably from their home and that could trigger a lower rate of absenteeism.

However, this modality applied to the Legislative elections in 2022 resulted in a number of problems. Firstly, many citizens complained about the lack of information dissemination,

stating that they did not know about the requirement to register, if they wanted to vote in person. This led to a significant number of overseas voters showing up at the Consulate to exercise their right to vote, who were in the end not able to do so. Furthermore, others argued that they never got their ballot via post, either because it was sent back to Portugal, or because it was sent to the wrong address. To tackle this issue, it is recommended that Consulates maintain the previous modality of voting in person by default for all elections, to avoid confusion among voters and prevent fraud as will be elaborated later. The option to apply for a postal vote should however also be provided for all three elections.

Adopting this recommendation will release the back-office from unnecessary complexity. By allowing for the modalities of voting overseas to be universal, documents such as the Voter's ABC would remain the same for all elections. The standardization of this document ensures consistency and facilitates its dissemination aiding the effective functioning of the voting system. Furthermore, reducing complexity would foster increased levels of participation in elections, since according to Publico (2022), overseas voters did not have access to the relevant information prior to elections. The importance of simplifying such processes, is further highlighted, when looking at the implementation of the Elections Act 2022 in the UK. This law aims at enhancing electoral integrity for citizens abroad, by among other things simplifying the process, predicting increased turnout rates for overseas voters. Even though this study considers the financial burden of the implementation of such a dual modality system, it would alleviate the internal workload of ministerial bodies and increase participation of Portuguese citizens in democratic procedures.

When considering the actual act of voting by post, this paper expresses concerns about the security hazards associated with the current system of postal votes, requiring a copy of the Citizen Card in the envelope with the postal ballot. Instead, they suggest adopting a method like the one employed in the UK. Under this approach, voters would only need to provide their

date of birth and signature on the White Envelope which previously entailed the Citizen Card copy. This would allow for voter verification while avoiding the potential security hazards posed by having physical copies of identification cards sent via international post. Such a measure would preserve the integrity of the voting process, protect personal data, and eliminate unnecessary bureaucratic barriers associated with overseas voting, while upholding a functional voter verification system.

However, it is also considered, that legally a Portuguese citizen abroad, is only allowed to vote in person for Presidential elections. Thus, implementing the above-outlined recommendation would require a revision of the Portuguese Constitution, and would therefore require a legal team to fully comprehend the legal framework of it.

Recommendation 1.1: Precedency of In-Person Voting in case of Electoral Fraud and the Digitalization of the Electoral Registration Notebook

To avoid the problem of people not receiving their ballots due to postal delays, and thus not being able to vote, the following recommendations suggests in-person voting is allowed even if the citizen requested a postal vote. This is contradictory to the British System since here, once a citizen applied for a postal vote, he/she is not able to vote in person. This component of the recommendation would however lead to possible fraudulent behaviour through the duplication of votes via both means. To prevent this, it is further suggested that in-person voting would take precedency over postal vote. For instance, if someone were to attempt to submit two votes, one in-person and one postal vote, the in-person vote would be counted and the postal vote would be discarded. This would simply be observed, as upon opening the ballots and scratching the name on the Electoral Notebook, a standard procedure, if one has already voted in person, their postal vote would be discarded and thus not counted.

Furthermore, it is suggested that the above-mentioned Electoral Notebook should be digitalized. This is not a new concept, since in the upcoming European elections in 2024, this Digital electoral Registration Notebook will already be used. Thus, this approach should just be implemented for all other elections as well, which is also highly supported by NGOs representing Portuguese residents abroad, such as *Também Somos Portugueses*. This entails establishing coordination between consular services and the National Election Commission (CNE) (*Também Somos Portugueses* n.d.). Additionally, the establishment of a centralized system like the Digital Notebook enables smoother coordination between consular services and electoral authorities, streamlining processes. Furthermore, it addresses environmental concerns as this implementation aligns with sustainable practices by reducing paper usage.

Recommendation 2: Enable Postal Voting with Online Application

The second recommendation suggests to introduce an online application process for postal voting. The recommendation is driven by several motivations, including cost reduction, increased convenience, and the necessity to maintain up-to-date data of the voter. The latter being important due to the high rate of absenteeism due to outdated addresses and not received ballots that resulted from this. The number of wrongly registered addresses would be reduced, since the application for a postal vote would allow the request for up-to-date information on such matters.

This recommendation aims to implement the convenience of applying online for postal voting using the Citizen Card and the Key Digital Authentication (Chave Móvel Digital) via an online tool linked to the Electoral Commission's website. This enhances accessibility for citizens who might face physical limitations, but also reduce the costs associated with managing physical polling stations. The online request of the postal vote would be integrated in the eSGC and

would require up-to-date information on the citizen, including their current address. The integration of the Key Digital Authentication system further guarantees a secure and user-friendly method for voters to apply for postal voting and presents a forward-thinking strategy that balances accessibility, efficiency, and cost-effectiveness in the electoral process. This approach would foster the creation of a detailed record, allowing statistics on turnout rates and voter participation.

For exceptional cases, namely military personnel, students, and individuals on diplomatic missions who face unique circumstances, such as no official proof of residency, a tailored application system within the Electoral Commission's website will facilitate their applications. To have access to this special application system, documentations to validate their exceptional circumstances would be a pre-requisite, thus need to be uploaded prior to the final stage of application.

Table 2 – Comparative Analysis of Voting Systems Abroad¹⁰

	Portugal	Brazil	UK
Eligibility	<ul style="list-style-type: none"> Eligible to vote in Presidential, Legislative and European Parliament elections. All members are elected by popular vote. 	<ul style="list-style-type: none"> Eligible to vote in Presidential elections. Vote is mandatory. Brazilians are eligible to vote if they have electoral registration valid, are free of debts to the Electoral Justice. People over 16 can vote, although it's optional until turning 18; and people with disabilities and illiterate people. 	<ul style="list-style-type: none"> Eligible to vote in national parliamentary elections or referendums using the UK parliamentary franchise If they were registered to vote before, they left the UK and if this was not longer than 15 years ago (will also change with Elections Bill 2022)
Registration	<ul style="list-style-type: none"> Every Portuguese citizen over 17 years old who resides abroad is automatically and officially registered in the electoral roll 	<ul style="list-style-type: none"> Brazilians living abroad need to request electoral registration at the Electoral Court or a domicile transfer to the country where they reside. In election years, citizens need to request electoral 	<ul style="list-style-type: none"> Currently register every year, this will be changed to a registration cycle of every 3 years (once the Elections Bill 2022 is in place in 2024)

¹⁰ Ireland does not have a voting system for citizens abroad, thus it is not included in the comparative table (Table 11).

		<p>registration, that has a deadline up to 151 days before the vote.</p> <ul style="list-style-type: none"> • Citizens must request electoral registration at Título Net portal. 	
Responsible entity	<ul style="list-style-type: none"> • National Electoral Commission, which acts as an independent body alongside the Assembly of the Republic 	<ul style="list-style-type: none"> • Superior Electoral Court 	<ul style="list-style-type: none"> • Electoral Commission- an independent entity that solely operates on a national level • Voting in diplomatic missions is not possible voting is entirely handled on national grounds
Voting	<ul style="list-style-type: none"> • Voting is practiced directly and in person by the voter. In the Portuguese Assembly of the Republic elections, Portuguese citizens can either vote in person or by postal vote. 	<ul style="list-style-type: none"> • Voting is practiced directly and in person by the voter. 	<ul style="list-style-type: none"> • The act of voting from overseas can be done by post, proxy, or in person at the nearest polling station if the citizen is in the UK on election day
Postal Vote	<ul style="list-style-type: none"> • The ballot after being marked should be folded into four and placed inside a green envelope, which will be sealed. The green envelope should be enclosed with a white envelope that contains the destination address. A copy of the Citizen Card or Identity Card must be inside the white envelope. 	-	<ul style="list-style-type: none"> • To apply for a postal vote, the individual must be registered (deadline is 5 pm, 11 working days before the scheduled poll) • Download and fill out a paper application paper form, sign it with their signature and date of birth (which will be used for identification), and send it back to the local ERO • Ballot for the upcoming election will be sent to the overseas address • No postal votes available in Northern Ireland.
Voting by Proxy	-	-	<ul style="list-style-type: none"> • Casting of a vote on behalf of someone who is unable to vote in person (deadline 5 p.m., 6 working days before the poll) • Proxy vote application form is available online, following, the completed form should be returned to the respective council. • The assigned proxy must visit the designated polling station to cast the vote. • If the proxy is unable to attend the polling station, they can apply to vote by post on behalf of the applicant (11 working days before poll)
Necessary Documentation	<ul style="list-style-type: none"> • Citizens present their identification document at the voting table. If the citizen does not carry any document containing an updated photograph they can still vote as long as their identity is unanimously recognized 	<ul style="list-style-type: none"> • With the biometric identification, the voter does not need to carry any document, since when identifying the fingerprints on the electronic ballot box, its data is verified from a unified database of the Electoral Justice. • However, this biometric identification includes a prior registration. 	<ul style="list-style-type: none"> • For registration the applicant's name, national insurance (NI) number, and date of birth are required <ul style="list-style-type: none"> ○ If NI cannot be provided an attestation of an already registered voter, confirming the applicant's identity, will be requested • Signature and date of birth for postal vote (as well as on ballot) • Own ID when you go to vote in person or on someone else's behalf (proxy) <ul style="list-style-type: none"> ○ Broad range of accepted photo IDs; if such cannot be provided a Voter Authority Certificate can be applied for

Relevant information	<ul style="list-style-type: none"> Dematerialized Electoral Rolls abroad, and the possibility of updating electoral registration through an electronic platform to be provided by AE/SGMAI. 	-	-
-----------------------------	--	---	---

7.4 Repatriation (REP) System: Comparative Analysis and Recommendations

Based on the analysis conducted on repatriation measures, their associated processes, and the qualifications they involve, it is evident that Ireland and the UK adopt a highly firm approach in determining when a crisis leads to repatriation. Consequently, repatriation measures are primarily resorted to in severe or unprecedented circumstances within these countries. In contrast, Brazil and Portugal employ more flexible criteria, ensuring easier access to repatriation for their citizens.

Portugal relies on a case-by-case evaluation of the condition of the citizen, emphasizing the importance of individual circumstance. In the case of Brazil, repatriation is granted in situations where a citizen faces immediate danger, experiences a humanitarian crisis, or encounters other critical conditions. However, Brazil restricts repatriation to a single occurrence per citizen. Furthermore, the payment process for repatriation differs among these countries, with Portugal and the UK requiring individuals to sign a declaration of commitment to cover the costs, while repatriation is provided free of charge in Brazil and upfront payment in Ireland. Notably, Portugal maintains a commitment to treating its citizens abroad equally with those residing in the country, making it challenging to withdraw improved repatriation measures by drawing comparisons with the benchmarking countries. Regarding payment measures, offering free repatriation places a significant financial burden on the state. Given these considerations, this study opts for an alternative approach aimed at preventing the occurrence of repatriation situations.

Recommendation 1: Improve the Website “Conselho aos Viajantes” and Implement a Color -Coded System

This recommendation aims to improve the quality and add important features to the website “Conselho aos Viajantes” to reduce the number of repatriations. According to Haynal et al. (2013), effective communication is a universal concern among consular services to prevent risks and manage expectations about citizen’s travel destinations. Throughout the COVID19 pandemic two instruments have proven to be of utmost significance: the traveler advice (“Conselho aos Viajantes”) provided on the "Portal das Comunidades Portuguesas", updated daily through information relayed by consular posts, and the "Registo do Viajante" application, which facilitated the registration of temporarily overseas Portuguese citizens and enabled contact through email (over 3.000 emails were sent). By proactively addressing the root causes of repatriation issues and their associated financial burdens, this approach not only breaks the cycle of repatriation-related problems but also eases the workload on Consulates.

The current Portuguese approach is however not effectively working in informing travelers about safety in different places. The "APP registo Viajante" was made to help with this, but its low customer rating of 1.8/5 shows its limitations. People have trouble making accounts, logging in, and understanding how to use it. The "Portal das Comunidades Portuguesas" website also needs to be improved. It is not intuitive to navigate the platform and is missing important updates, for example, there is no information available about Afghanistan after 2021. Keeping information up-to-date, especially for countries like Afghanistan.

The FCDO launched a successful information dissemination campaign, called “Travel Aware”, which empowered travellers with the knowledge they need to make well-informed decisions and to be prepared for any potential challenges they may encounter when going on or planning

a trip. This campaign showed positive results, which is evidenced by impressive metrics: 44 million page views in 2019 and 111 million during the pandemic in 2020 (Anderson 2022). Thus, this could be used as a best practice for improving communication channels in Portugal.

Our strategy centers around increasing the utilization of the portal to prevent repatriation by allowing citizens to make conscious decisions on travel arrangements, especially regarding security concerns. One way of doing so, would be by mimicking the UK, and employing strategic collaborations with transportation providers, for example airlines, and buses. Through partnerships with transportation companies, travelers would receive a link to the portal when they receive their booking confirmation or ticket. Additionally, the portal could integrate a color-coded system (defined by the colors green/yellow/red) to indicate countries' safety levels due to natural occurrences and other criteria set up by the Consulates. This visual scale would offer travelers a quick and intuitive understanding of the security landscape.

Gaining insights from the UK, the provision of real-time information via emails and social media platforms ensures proactive engagement and seamless access to pertinent updates, as exemplified by their well-structured information dissemination during the COVID-19 crisis. The website “Conselho aos viajantes” could draw upon this example and accrue a subscription for these types of live alerts. Considering these practices, this study recommends that the Portuguese Government updates and modifies the current structure of the “Conselho aos Viajantes” website, allowing citizens to be more aware of preventive measures and giving them some sense of self-responsibility. Furthermore, this could potentially alleviate the burden on government resources and capabilities in e.g. cases such as medical repatriation.

Table 3 – Comparative Analysis of Repatriation Systems

	Portugal	Brazil	Ireland	UK
Emergency Financial Assistance	<ul style="list-style-type: none"> The "Social Support for Deprived Migrants of the Portuguese Communities" is a programme by the Portuguese government that helps migrants facing difficulties. It provides a one-time financial aid that cannot be transferred to others. This programme assists migrants who may not have succeeded in their migration journey. To be eligible, individuals must be living legally in the host country. 	<ul style="list-style-type: none"> There is no direct emergency financial assistance. What the Brazilian government ensures is the repatriation of Brazilians abroad. 	<ul style="list-style-type: none"> The consulate may transfer money on behalf of your friends and family – this will cost the person €35 <ul style="list-style-type: none"> Used if no other commercial options for money transfer is available 	<ul style="list-style-type: none"> It is possible to deposit money with the FCDO Emergency loans <ul style="list-style-type: none"> must be paid back within 6 months or with repayment plans
What defines a crisis?	<ul style="list-style-type: none"> The way potential risk situations are identified in Portugal is by examining the local situation and considering the presence of important Portuguese communities in those areas, along with strategic interests. There are no fixed criteria for this assessment, as each situation is carefully evaluated individually. 	<ul style="list-style-type: none"> Crisis circumstances are: <ul style="list-style-type: none"> - Humanitarian crises resulting from natural disasters, civil wars or armed conflicts; - Disappearance of Brazilian nationals abroad; - Cases of human trafficking; - Any situation of violence and mistreatment against Brazilian nationals; - Identification of undocumented or disabled hospitalized patients; - Communication of death to relatives in Brazil; - Police occurrences; - Arrests and detentions; - Brazilian nationals held at airports due to migration issues; - Serious accidents involving Brazilian nationals. 	<ul style="list-style-type: none"> Exceptionally dire situations where the health or security of the citizen is at risk <ul style="list-style-type: none"> The citizen agrees in advance to pay back all expenses (including a fee) During the COVID pandemic in 2020 this took place, when no commercial options were available 	<ul style="list-style-type: none"> The following might initiate a special response <ul style="list-style-type: none"> a sizable number of Britons may have suffered harm, died, or are still at risk civil or political instability a situation, where numerous Britons experience widespread hardship
Who can be repatriated?	<ul style="list-style-type: none"> Repatriation takes place if it is proven that there is lack of means to bear the costs of the return, and for medical reasons, when it is advised the immediate return of the patient, due to the impossibility of local treatment 	<ul style="list-style-type: none"> Brazilian citizens abroad, that were never been repatriated before, and that prove, by all available evidence, the condition as Brazilians and their situation of helplessness and economic hypo sufficiency. The repatriation is granted for the first point of entry into national territory. Therefore, there is no repayment plan. 	<ul style="list-style-type: none"> Absolute last resort, where no other commercial means are necessary. Due to Irelands expectations of travel and health insurance, the case of repatriation is extremely rare (see COVID pandemic example of prior row). The policy plan is expected to cover costly expenses such as medical repatriation. 	<ul style="list-style-type: none"> Last resort, when all other means are exhausted Exceptional cases where commercial flights are unavailable, alternative transportation such as charter flights may be arranged (subject to fees) In very extreme circumstances, such as the escalation of war zones (e.g Sudan, Afghanistan), military aircraft or vessels may be dispatched for the evacuation of eligible individuals One final exception regarding repatriation is the "Exceptional Assistance Measure" which enters into force if all other alternatives have been exhausted, after a terror attack

Medical Repatriation	Yes	No	No	No
-----------------------------	-----	----	----	----

7.5. General: Comparative Analysis and Recommendations

Recommendation 1: Strengthening Consular Preparation: Pre-Departure Training for Diplomatic Staff

Based on the concerns expressed by the STCDE and with the aim of improving the effectiveness of consular operations, it is highly recommended that the MNE implements a specific training programme for consular officials. Such training modules can be seen as an extension of the goals of the 2020 Activity Plan, aiming to optimize the management of people, by qualifying and equipping them with skillsets required to be fit for purpose in overseas consular positions. Such training should be mandatory and carried out in Lisbon, prior to their assignment abroad. The curriculum of such training session should be designed by former diplomats and other public servants, who have a clear and comprehensive understanding of what skillsets are required to minimize workload and increase efficiency in such services. It should, however, be updated on an annual basis since investing in well-educated human capital is key to maintaining an effective diplomatic network that is prepared to face the constantly evolving challenges that consular missions face on the international stage.

8. Conclusion (Group part)

Through the in-depth comparative analysis of the prioritized consular services, namely Passport Issuance Abroad, Consular Presence Provision, Voting Systems Abroad and Repatriation, undertaken in this thesis, light was shed on essential aspects that could potentially contribute to the optimization of consular services in Portugal. This was further amplified by

gaining insights into such services from the benchmark countries of Brazil, Ireland and the UK. Through the dual approach analysis of front- and back-office, this research aimed at accruing comparative and complimentary comprehension of the different systems. Importantly, the benchmarking countries have proven to be strategically significant. These countries offer a variety of practices that can be adapted to the Portuguese context. By examining these cases, this study was able to extract some prospects for improvement that are feasible and applicable.

In the past few years, Portugal has undertaken efforts to revise its consular services, aiming to mitigate administrative costs, alleviate the burden of bureaucracy and undertake digital transition. These efforts are directed towards enhancing accessibility for Portuguese citizens residing overseas and increase efficiency within the internal workings of the Consulates. Indeed, the recommendations outlined in this thesis are the culmination of identified parallels and disparities between Portugal and the selected benchmark countries. Overall, it can be affirmed that this study and its resulting recommendations inherently possess the capacity for practicability in their execution, with the ultimate goal of improving consular services in Portugal by optimizing the distribution of resources.

This research project has illustrated shortcomings of a selection of Portuguese consular services and aimed at providing guidance to policymakers on how to improve them in the light of numerous challenges faced. Thus, the contribution of this analysis helps broaden the understanding of consular affairs and can be used as an avenue to assist further research in this area, considering time and data limitations of this study.

9. Annex

Country	Passport Issuance for Citizens Abroad	Consular Presence Provision	Voting System for Citizens Abroad	Repatriation and General Questions
Portugal	<ul style="list-style-type: none"> Consulate of Caracas Consulate of Paris Consulate of Johannesburg 	<ul style="list-style-type: none"> Consulate of Caracas Consulate of Paris Consulate of Johannesburg 	<ul style="list-style-type: none"> Concelho nacional das Eleições STCDE Miguel Pinto Luis 	<ul style="list-style-type: none"> SAC SAF DGACCP
Brazil	<ul style="list-style-type: none"> Division of Brazilian Communities and Consular Assistance Sinditamaraty Brazilians Abroad Portal Rio Branco Institute Brazilian Embassy in Lisbon General Coordination of Consular Administration Alexandre de Gusmão Foundation 	-	<ul style="list-style-type: none"> Secretary of Brazilian Communities and Consular and Legal Affairs Division of Brazilian Communities and Consular Assistance Brazilians Abroad Portal Superior Electoral Court Rio Branco Institute Brazilian Embassy in Lisbon General Coordination of Consular Administration Alexandre de Gusmão Foundation 	<ul style="list-style-type: none"> Secretary of Brazilian Communities and Consular and Legal Affairs Brazilians Abroad Portal Rio Branco Institute Brazilian Embassy in Lisbon General Coordination of Consular Administration Alexandre de Gusmão Foundation
Ireland	<ul style="list-style-type: none"> Irish Embassy of London Embassy of Ireland in Lisbon Irish Consulate in Edinburgh 	-	-	<ul style="list-style-type: none"> Irish Embassy of London Irish Consulate in Edinburgh Embassy of Ireland in Lisbon
UK	<ul style="list-style-type: none"> Freedom of Information Team His Majesty's Passport Office National Audit Office Home Office Public and Commercial Services Union 	-	<ul style="list-style-type: none"> Freedom of Information Team The Electoral Commission National Audit Office Electoral Service Unit Manchester Electoral Service Unit Camden Public and Commercial Services Union 	<ul style="list-style-type: none"> Freedom of Information Team Department for Business and trade Australia National Audit Office Digital Transparency Unit FCDO Foreign Common Wealth and Development Office Information Rights Team FCDO FCDO Correspondence Team Enquiries Team for Australia Statistics Team FCDO

Annex 1 Table of contacts contacted for primary data acquisition¹¹

Passport Type	2 recent identical photos	Current British Passport ①	A full colour copy of any other uncancelled passports relating to you ②	Full birth (and any other uncancelled adoption certificates) ③	Certificate of registration/ naturalisation	Parents' documents	Grandparents' documents	Change of name documents	Other requirements
Renewal	Passport a British passport (with no changes)	✓	✓	✗	✗	✗	✗	✗	Check table D
First British passport (including where you hold an "Old Blue" passport)	Born or adopted (and naturalised or registered)	✓	✗	✓	✗	✓	✗	Check table C	Check table D
Blank or adopted (and naturalised or registered)	Born or adopted (and naturalised or registered)	✓	✗	✓	✗	✓	See table D	Check table C	Check table D
Blank or adopted (and naturalised or registered)	Born or adopted (and naturalised or registered)	✓	✗	✓	✗	✓	See table D	Check table C	Check table D
When you have been naturalised or registered as British	When you have been naturalised or registered as British	✓	✗	✓	✓	✗	✗	Check table C	Check table D
Lost and stolen	Lost and stolen	✓	✗	✓	✗	✗	✗	Check table C	Check table D
Overseas	Overseas passport replacement	✓	✓	✗	✗	✗	✗	Check table C	Check table D

① Current British passport: If you are in a country where you must apply in person, you must bring your current British passport with you when you apply, and also bring a full colour photocopy of the entire passport (every page including blank pages).

② Uncancelled non-British passports: Please send us a colour photocopy of your non-British passport (every page including blank pages). We retain the right to ask for the original passport. We will let you know by email or post if we need you to send it to us.

③ Full birth or adoption certificate: This must show both the child's and parents' details.

¹¹ This table is however no indicator on the response rate. Furthermore, most of the contacts were reached out to repeatedly. Furthermore, we have been in touch with members of the Portuguese MNE, since this project is a Thesis in Collaboration with the MNE.

Other British national to British citizen	✓	✓	✓	✓	✗	✓	✗	✗	Check table D	Check table E
Extension	Extension	✓	✓	✓	✗	✗	✗	✗	Check table D	Check table E

Table B

First British passport applicants born or adopted in the UK – parents' or adoptive parents' documents	
Born before 1 January 1983	<p>For both of your parents, please provide the following evidence:</p> <ul style="list-style-type: none"> • their passports at the time of the applicant's conception • full birth certificates (showing both the child's and parents' details) • their marriage certificate.
Born on or after 1 January 1983	<p>For both of your parents, please provide evidence under <u>either</u> 1 or 2. We need to see:</p> <ol style="list-style-type: none"> 1. <ul style="list-style-type: none"> • their passports at the time of the applicant's conception; and • full birth certificates (showing both the child's and parents' details) or certificates of registration or naturalisation; and • their marriage certificate (this does not apply for those born or adopted on or after 1 July 2006 or same-sex adoptions). 2. <ul style="list-style-type: none"> • their non-British passports showing indefinite leave to remain at the time of the applicant's conception (this can be current or expired passports); and • their marriage certificate (this does not apply for those born or adopted on or after 1 July 2006 or same-sex adoptions)

Table A

Identity, name and address and/or residency evidence	
First British Passport	<p>If you are applying for a First British Passport you must provide a minimum of 3 documents from the list below as evidence of name and address and/or residency including:</p> <ul style="list-style-type: none"> • at least one document with photo identity; and • two documents which show both your name and address and/or proof of residency <ul style="list-style-type: none"> • Non-British uncancelled passport • National identity card or equivalent (or colour photocopy) • Driving licence • Any government or local government produced document which includes a photograph as part of the document • Visa or residence permit (or colour photocopy) • Tax record (for example, a letter from a tax authority) • Educational record (for example, a school report) • Employment record (for example, an official letter from your employer) • Letter sent to you from a central, regional or local government department • Medical/health card • Voter's card • Immigration documents. <p>As well as the above, if you are applying for a Child First British Passport the following documents are also accepted. One of the documents provided should show a link to the parent applying and show that the child and parent are resident where they are applying from.</p> <p>You must also provide a selection of family photographs of the child with the parents, named and dated over a period of time from birth to current day</p> <ul style="list-style-type: none"> • Parents' identity cards • Child's school records • Medical/hospital records (birth records) • Mother's antenatal records
All Other Applications	<p>For all other passport applications, you must provide from the list below:</p> <ul style="list-style-type: none"> • at least one document with photo identity; and • one document as evidence of name and address and/or residency within the last year <ul style="list-style-type: none"> • Your British passport (if you are renewing) • Non-British uncancelled passport • National identity card or equivalent (or colour photocopy) • Visa or residence permit (or colour photocopy) • Tax record (for example, a letter from a tax authority) • Educational record (for example, a school report) • Employment record (for example, an official letter from your employer) • Letter sent to you from a central, regional or local government department • Medical/health card • Voter's card • Immigration documents

Table C

First British passport applicants born or adopted outside the UK – parents' or adoptive parents' documents	
Please provide the following:	
The passport you entered the country from which you are applying, and if different any non-British passport held as well as evidence shown in the table below:	
Born before 1 January 1983	<ul style="list-style-type: none"> • both parents' full birth certificates (showing both the child's and parents' details) or your father's naturalisation or registration certificate; and • parents' marriage certificate; and • both parents' passports at the time of the applicant's conception.
Born on or after 1 January 1983	<ul style="list-style-type: none"> • both parents' full birth certificates (showing both the child's and parents' details) or both parents' naturalisation or registration certificates; and • parents' marriage certificate (this does not apply for those born on or after 1 July 2006); and • both parents' passports at the time of the applicant's conception
Born abroad but adopted in the UK before 1 January 1983	<ul style="list-style-type: none"> • the child's full adoption certificate (showing both the child's and parents' details); and • evidence of adoptive parent's claim to British nationality by providing their UK birth or adoption, naturalisation or registration certificate; and • if the adoption is a joint adoption, we need evidence of the adoptive father's claim to British nationality.
Applicants who were adopted abroad who do not have a naturalisation or registration certificate	<ul style="list-style-type: none"> • an adoption certificate (where the Hague Convention applies the certificate should clearly state that the adoption took place under the Hague Convention under Article 17 of the Convention on Intercountry Adoption); and • one adopter's claim to British nationality by providing their birth certificates or naturalisation or registration certificate; and • evidence of an adopter's habitual residence in the UK (or both adopters in the case of joint adoption). Habitual residence is their normal home, the place where they have the strongest personal connections.

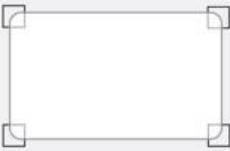
Table D

Change of name evidence	
If not already provided from the list at Table A, please provide 3 documents as evidence of your name in current use dated within the last year, and at least one of the following for each change of name that has taken place:	
<ul style="list-style-type: none"> • Marriage certificate • Civil partnership certificate • Gender recognition certificate • Enrolled deed poll • Change of name deed signed in both your old and new names • Certificate of naturalisation or registration • Statutory declaration or affidavit signed in your new name • Birth certificate (upon re-registration) • Certificate from the Court of the Lord Lyon of Scotland • Completed PD2 form for those about to marry or form a civil partnership (see www.gov.uk/changing-passport-information) 	
If you are going back to your maiden or unmarried name, we also need all of the following:	
<ul style="list-style-type: none"> • A signed statement saying that you now use your maiden name for all purposes. • Your birth certificate and either: • A decree absolute showing both names or • A marriage certificate showing both names 	
To change the name of a child on a passport, you must provide evidence that everyone who has parental responsibility for the child has given permission to change the child's name. If this cannot be supplied, you must send a court order allowing the name change.	

We may need more information for the following:		Please provide:
For First Time Applicants:	If you are applying from a country that is not the country where you were born. If your parents were born on or after 1 January 1983	<ul style="list-style-type: none"> the passport or travel document that you used to travel to your country of residence, and an explanation of why you are not applying in your country of birth
For Lost or Stolen replacement:	If you are applying for a replacement passport at the same time as reporting it lost or stolen.	<ul style="list-style-type: none"> evidence of your grandparents' claim to British nationality by providing their birth certificates and, in the case of grandfathers, the marriage certificate to your grandmother. This does not apply if your parent's British nationality is based on registration, naturalisation or their immigration status.
For children:	Where there is a court order in place <ul style="list-style-type: none"> relating to their care or that provides or removes parental responsibility and rights or that limits the movement of the child from the country of residence. The child is looked after by social services.	<ul style="list-style-type: none"> an LS01 form with your application. See the guidance at www.gov.uk/overseas-passports the court order.
	The applicant does not have parental responsibility for the child who is the subject of the application.	<ul style="list-style-type: none"> a letter from the Director of Social Services (or equivalent) confirming that social services has parental responsibility for the child and include any relevant court order(s) to support this.
For adults when applying for:	A British National (overseas) passport.	<ul style="list-style-type: none"> Either: <ul style="list-style-type: none"> a statutory declaration explaining that you are acting in the place of a parent, explaining why and whether anyone with parental responsibility exists. You should include several pieces of documentary evidence which supports this, or if you are a testamentary guardian, documentary evidence explaining that you have been appointed a testamentary guardian of the child, including a copy of the will and death certificate confirm whether any other person holds parental responsibility and/or court orders are in place affecting the child. If court orders are in place, include these.
	A British Protected Person passport.	<ul style="list-style-type: none"> a colour photocopy of both sides of your Hong Kong permanent identity card a signed letter confirming you have not become a citizen of the country of your birth at any time since your current passport was issued, nor gained any other nationality since 16th August 1978
Or when:	Your claim to British nationality is based on your parents' Crown or Community Service.	<ul style="list-style-type: none"> full details of your parent's Crown or Community Service, providing supporting documents from their employer that supports those details.
	You want to have your title shown in your passport.	<ul style="list-style-type: none"> we can add a limited number of titles to your British passport if you ask. Visit www.gov.uk/changing-passport-information for more information.
	You are changing the gender on your passport.	<ul style="list-style-type: none"> you can get more guidance at www.gov.uk/changing-passport-information
<ul style="list-style-type: none"> Unable to sign: A person who fills in the form on behalf of an applicant who cannot sign the declaration must provide a letter explaining the reason they have done so. Extension: If your passport was restricted because you were unable to provide all the documents we need, please also send in the documents that were missing from your original application. 		

Annex 2: British Passport Application and Documents Required

OS



United Kingdom passport application

05/01/01

HM Passport Office

Please check the accompanying guidance to this form carefully. Fill in this form in **CAPITAL LETTERS** and **black biro** only. Please write only within the white boxes. Your application may be delayed if you make a mistake, if you do not enclose the necessary documents or fee, or if you send photos that do not meet our guidance. We will electronically scan and store the information you provide. Your passport will have a digital image of your photo and signature. We will check the details you provide using information held by public and private sector organisations in order to determine whether to issue a passport. Those details may be used by Her Majesty's Passport Office to test our systems and to ensure the effective operation of passport services. We may also contact you to ask if you are satisfied with such services. We may pass information held on your passport and on related passport records to public and private sector organisations in the UK and outside the UK when you use your passport, obtain a service or when it is in the public interest to do so. Further information can be found on our privacy statement at www.gov.uk/hm-passport-office.

SECTION 1

GET IT RIGHT
USE BLACK BIRO ONLY.

GET IT RIGHT
This form is only for British applicants applying from outside the UK. Check www.gov.uk/overseas-passports for specific advice about how to renew or apply for your passport from the country you are in.

What type of passport are you applying for? Put a cross (X) in the relevant box.

Renewal of your passport issued after 31/12/1993 (if you are an adult, see further information on section 1 of the guidance notes.)	Adult <input type="checkbox"/>	Child (under 16) <input type="checkbox"/>
Your first British Passport (or renewal of your passport issued before 31/12/1993)	Adult <input type="checkbox"/>	Child (under 16) <input type="checkbox"/>
Replacement for a passport that is lost, damaged or stolen	Adult <input type="checkbox"/>	Child (under 16) <input type="checkbox"/>
Extension of a passport to full validity	Adult <input type="checkbox"/>	Child (under 16) <input type="checkbox"/>
Changes to your existing passport (the renewal fee applies)	New name <input type="checkbox"/>	New photo <input type="checkbox"/> Change British National status <input type="checkbox"/>

If you want to pay for a 48-page passport, put a cross (X) in this box. (This is not available for children.)

If you have eyesight difficulties and need a Braille sticker for your passport, put a cross (X) in this box.

Who is the passport for?
Cross (X) box Mr, Mrs, Miss, Ms, or write your title.

Mr Mrs Miss Ms or title

Surname

First and middle names

Maiden or all previous names (surname first)

Current address (house number, street name, town/city)

Country Postcode

Date of birth (DD/MM/YYYY) Gender Male Female

Town of birth

Country of birth (including UK)

Mobile phone number Alternative phone number

E-mail address (You do not have to fill in your e-mail address in capital letters.)

SECTION 2

GET IT RIGHT
Please include your full address, including state or province, and post code where applicable. You should include the international code in the phone number boxes.

We will contact you on your mobile phone number if we have any queries about delivery.

If there are any details that you are not able to fit in the boxes in **section 2**, use the boxes in **section 8** to provide the information in full.

SECTION 5

Certificate of registration or naturalisation

OS / 01 / 03

Has the person named in section 2 been granted a certificate of registration or naturalisation?

Cross (X) the box.

No

Yes Give the date of issue here and details below.

Date DD/MM/YYYY

Certificate number

Place of issue

SECTION 6

Children aged 12-15

If the person named in section 2 is aged 12 to 15, they must sign and date this section

GET IT RIGHT

Please read the notes on applications for children. Section 9 must be signed by a person with parental responsibility for the child.

Children's signature.

Applications will only be valid if you:

- Sign the white signature box below using black biro
- Keep within these marks
- Put date in date box to the right

Date DD/MM/YYYY

SECTION 7

GET IT RIGHT

This area is intentionally blank, please do not write in this area.

SECTION 8

More information If you need more space, please see the information on section 8 in the guidance notes at www.gov.uk

Office use only

Notes

Type of passport

R SE SN DO DE N O P C

SECTION 9

GET IT RIGHT

If a parent or guardian is signing section 9, they must have parental responsibility and should give their relationship to the child. If the parents are not married, the father will not normally have parental responsibility. Please see the guidance notes for more details.

Declaration This must be filled in by the person named in section 2. If under 16, their parent or guardian must fill this in instead. OS / 01 / 04

It is a criminal offence to make a false statement to get a passport. If you have made a false statement on this form, you could be prosecuted and could go to prison. Our work includes checking that the countersignature in section 10 is genuine.

I declare that I am 16 years or over (or will be within two weeks) and that:

- 1 I will return a lost passport to a UK passport office if it comes into my possession;
- 2 I, or the person named in section 2 of this application (if different), am a British national and have not lost or given up my national status;
- 3 I have stated if the person named in section 2 was born of a surrogacy arrangement;
- 4 I do not owe any money to the UK Government for repatriation or similar relief;
- 5 this application does not break the terms of any court order to which I, and the person named in section 2 (if different) am subject;
- 6 as far as I know all the information I have given in this application is correct;
- 7 if the application is for a child, I have parental responsibility and I have enclosed any court orders that relate to the child's residence, contact or removal from the UK/country of residence;
- 8 I, or the person named in section 2 of this application (if different), understand that by voluntarily applying for a British passport, I may lose my citizenship of another country; and
- 9 I have read both the guidance notes and the caution above and fully understand the consequences of my actions in applying for a passport.

Signature
Before signing, please read the guidance booklet
Applications are only valid if you:
- Sign the white signature box below using black biro
- Keep within these L marks

Name, if signing on behalf of a child (title, first name and surname)

Relationship to child _____ Date DD/MM/YYYY _____

SECTION 10

GET IT RIGHT

The person acting as the countersignatory must sign section 10.

Countersignatory If a countersignature is needed, they must fill in this section after the rest of the form has been filled in.

Caution It is a criminal offence to make a false statement to help someone get a passport. Check the form properly before you fill in this section. If you have made any false statements on this form, or if you know that the person applying has made any false statements on this form, you could be prosecuted and could go to prison. Our work includes checking that your details are genuine. As a result, we may need to contact you. You should not sign this form if you are a relative of the person applying.

IMPORTANT If the application is for a child, you are confirming the identity of the adult signing in section 9. You must also be able to identify the child in order to certify the photograph.

Fill in the following in CAPITAL LETTERS and black biro. (cross (X) box Mr, Mrs, Miss, Ms, or write your title)

Mr Mrs Miss Ms or title _____

First and middle names _____

Surname _____

I confirm that I have known the person named in section 2, or in the case of a child, the adult filling in section 9 (insert their name)

for (insert years) as (please say how - for example, employer, colleague, friend and so on).

As far as I know, the information on this form is correct. I hold either a full current British, Irish, other EU, US or Commonwealth passport (delete as appropriate). I have read the caution and I understand it.

Profession, professional qualifications or position in the community _____

Your employer's name and the address you work at (or your private address if this does not apply)

GET IT RIGHT

Please enclose two photos that meet the photo guidance. On the back of only one photo, the countersignatory must write "I certify that this is a true likeness of...", giving the full name and title of the person named in section 2. The countersignatory must sign and date this endorsement.

GET IT RIGHT

Please use the boxes at Section 8 to tell us which country's passport your countersignatory holds, and his or her email address.

GET IT RIGHT

To avoid unnecessary delays, please do not use a label or stamp on this form.

Postcode _____ Mobile phone number _____

Current passport number _____ Alternative phone number _____

Date DD/MM/YYYY _____

By countersigning this application, you agree to us checking passport records to confirm your countersignature.

Countersignatures will only be valid if you:
- Sign the white signature box using black biro
- Keep within these L marks
- Put date in date box to the left

Annex 3: Paper Application form for British Passport from abroad



Foreign &
Commonwealth
Office

UNDERTAKING TO REPAY

PART 1

SURNAME	
FIRST NAMES	
CASEBOOK REFERENCE	
DATE OF BIRTH	
PLACE OF BIRTH	
HOME ADDRESS	
POST CODE	
TELEPHONE NO (inc code)	
MOBILE NO	
EMAIL	
REPATRIATED FROM	
DATE OF REPATRIATION	
UK PASSPORT NUMBER	
PASSPORT PLACE OF ISSUE	
PASSPORT DATE OF ISSUE	

POST ISSUING THE LOAN	
LOAN AMOUNT (Local currency)	
£ equivalent @ corporate rate	£

- I, the above named, acknowledge receipt of the emergency loan detailed above.
- I understand that this loan is from public funds and is granted on the understanding that I have exhausted all methods of helping myself, including contacting friends and families, my bank, travel insurer, and arranging a commercial money transfer, without a result.
- I accept the debt in its entirety, including any parts of the loan that apply to the assistance offered to others, and on whose behalf I am signing.
- I undertake and promise to repay the Foreign and Commonwealth Office the above sum in Sterling, no later than five years from the date of this agreement.
- I understand that if this sum is not repaid within six months of the date of this document, a 10% surcharge of the remaining balance will be added in lieu of interest.
- I agree to contact the Foreign and Commonwealth Office's Corporate Services Centre upon my return to the UK to discuss my repayment of the loan (details below).
- I understand and agree that passport facilities will not be available to me until my debt is paid in full, and that failure to repay may result in legal proceedings to recover monies owed.
- I consent to the Department for Work and Pensions releasing to the Foreign and Commonwealth Office such information as may be relevant in respect of any non-payment of this debt, including details of my current address and any benefits or allowances paid to me.

Only if passport is cancelled and retained by customer

- I understand and agree that if my passport has been cancelled as condition of the loan I am liable for the cost of a new passport once my debt is paid in full. Neither Her Majesty's Passport Office nor the Foreign and Commonwealth Office guarantee that my cancelled passport will be accepted as a form of personal identification.

Signed: Date

PART 2

Details of any other British nationals to be covered by the loan (children or adults who lack mental capacity to sign a UTR)

RELATIONSHIP TO SIGNATORY	FULL NAME	DATE OF BIRTH	PLACE OF BIRTH	NATIONALITY

HOW TO REPAY YOUR LOAN

The Foreign and Commonwealth Office will send an invoice to the postal address and/or email address provided on this form detailing methods of repayment.

To make a payment, or discuss repayment plans, please contact the FCO's Corporate Services centre on 01908 716697, at UTRCSC@fco.gov.uk, or at:

The Foreign and Commonwealth Office
Accounts Receivable
Corporate Services Centre
PO Box 6108
Milton Keynes
MK10 1PX

Please quote your CASEBOOK reference number in all correspondence.

For your information, we accept payment by the following methods:

1. By telephone paying with a credit or debit card (we accept most cards which are linked to a British bank)
2. Electronic bank transfer
3. Personal cheque made payable to 'Foreign and Commonwealth Office'
4. Postal Order made payable to 'Foreign and Commonwealth Office'

Please note that:

- **A 10% surcharge will be added to the remaining balance if the debt is not repaid in full within six months of the signatory's 18th birthday, or the date of this document, whichever is the latter.**
- **Failure to repay within five years may result in legal proceedings to recover monies owed.**
- **Passport facilities will not be available to you until the debt is paid in full.**

You can find advice on managing debt on the on the Money Advice Service's website at '[Taking control of your debt](https://www.moneyadviceservice.org.uk/en/categories/taking-control-of-debt)' (<https://www.moneyadviceservice.org.uk/en/categories/taking-control-of-debt>) and on the Citizens Advice Bureau's website '[Help with debt](https://www.citizensadvice.org.uk/debt-and-money/help-with-debt/)' (<https://www.citizensadvice.org.uk/debt-and-money/help-with-debt/>).

The Foreign and Commonwealth Office holds and uses data for purposes notified to the Information Commissioner under the Data Protection Act 1998 (which may be viewed at www.informationcommissioner.gov.uk). Such personal data may be disclosed to other UK Government Departments and public authorities.

Annex 4: Undertaking to repay agreement (Emergency Loan)

Analysis of Consular Fees and Charges where the full cost of providing the service exceeds £1 million (rounded to the nearest £1000)

	2022-23			2021-22		
	Income £000	Full Cost £000	Surplus/ (Deficit) £000	Income £000	Full Cost £000	Surplus/ (Deficit) £000
Legalisation Office	22,269	3,835	18,434	22,380	3,648	18,732
Emergency Travel Documents	3,508	16,381	(12,873)	1,922	22,861	(20,939)
Notarial and Documentary Services	1,379	7,741	(6,362)	1,290	10,121	(8,831)
Total for fee bearing services	27,156	27,957	(801)	25,592	36,630	(11,038)
Consular Premium ⁶² & EDRF ⁶³	105,200			79,660		
Consular and Crisis Assistance and Support		121,653	(16,453)		129,828	(50,168)
Total	132,356	149,610	(17,254)	105,252	166,458	(61,206)

Annex 5: Analysis of Fees and charges where the full cost of providing the service exceeds 1 million

10. References (Bibliography)

“A Mobilidade de Doentes na Europa”. 2014. Lisbon: SAGMD. Available at: <http://mobilidade.dgs.pt/cidadaosnacionais/Paginas/A-Mobilidade-de-Doentes-na-Europa.aspx> (Accessed 16 July 2023).

“A Rede Diplomática Em Números.” n.d. Portal Diplomático. Available at: <https://portaldiplomatico.mne.gov.pt/rede-diplomatica/a-rede-diplomatica-em-numeros>. (Accessed 02 July 2023)

“Ambasna-Jones, Marc. 2023. “FCDO Digital Transformation- one down four to go. 2023. London: ERP Today. Available at: <https://erp.today/fcdo-digital-transformation-one-down-four-to-go/> (Accessed 01 August 2023)

Anderson, Jennifer. 2022. “Consular and Crisis Strategy 2022”. London: Gov.uk. Available at: <https://www.gov.uk/government/publications/consular-and-crisis-strategy-2022/consular-and-crisis-strategy-2022> (Accessed 06 June 2023)

“Annual Reports and Accounts 2022-2023”. 2023. London: Foreign Commonwealth and Development Office. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1170838/Foreign-Commonwealth-and-Development-Office-annual-report-and-accounts-2022-to-2023.pdf (Accessed 04 June 2023)

“Apply for a postal vote”. 2023. London: GOV.UK. Available at: <https://www.gov.uk/government/publications/apply-for-a-postal-vote> (Accessed 21 July 2023)

“Apply Online for a Uk Passport.” n.d. GOV.UK. Available at: <https://www.passport.service.gov.uk/filter/how-to-apply>. (Accessed 07 July 2023)

“Apply online for a UK passport.” n.d. London: GOV.UK. Available at: <https://www.passport.service.gov.uk/filter/how-to-apply> (Accessed 07 July 2023).

“Applying for a passport from outside the UK Supporting Documents”. 2022. London: His Majesty’s passport Office. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1093072/OS_Guidance_G1_07.22.pdf (Accessed 07 July 2023)

“Applying for a passport from outside the UK”. 2022. London: His Majesty’s Passport Office. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/791959/6.4824_HMPO_Overseas_Guidance_Booklet_Applying_outside_the_uk.pdf (Accessed 07 July 2023)

Barton, Philip. 2022. “Finance and HR system (Hera) programme: accounting officer assessment”. London: GOV.UK. Available at: <https://www.gov.uk/government/publications/fcdo-major-projects-accounting-officer->

[assessments/finance-and-hr-system-hera-programme-accounting-officer-assessment-april-2022](#) (Accessed 05 June 2023)

“*Base de Dados de Emissão dos Passaportes*”. 2000. Lisbon: Procuradoria-Geral Distrital de Lisboa. Available at: https://www.pgdlisboa.pt/leis/lei_mostra_articulado.php?nid=2056&tabela=leis&so_miolo= (Accessed 31 August 2023)

“*Base de Dados Legislativa*”. 2006. Lisbon: Procuradoria-Geral Distrital de Lisboa. Available at: https://www.pgdlisboa.pt/leis/lei_main.php. (Accessed 07 July 2023)

Belchior, A. et al. 2018. “*Contextual reasons for emigrants’ electoral participation in home country elections: the Portuguese case.*”. *Journal of Contemporary European Studies*, 26:2, 197-214 Available at: <https://www.tandfonline.com/doi/full/10.1080/14782804.2017.1413641> (Accessed 11 July 2023).

“*Brazil Population 1950-2023*”. 2023. Macrotrends. Available at: <https://www.macrotrends.net/countries/BRA/brazil/population>. (Accessed 05 July 2023)

Briggs, Rachel. 2002. “*Travel Advice: Getting Information to Those Who Need It*”, The Foreign Policy Center, London. Available at: <https://fpc.org.uk/wp-content/uploads/2006/09/72.pdf> (Accessed 01 September 2023)

Cancela, João and Vicente, Marta. 2019. “*Universidade Nova de Lisboa, Abstenção e participação eleitoral em Portugal.*” *Lisbon: Portugal Talks*. Available at: https://run.unl.pt/bitstream/10362/92747/1/Estudo_Portugal_Talks_Absten_o_e_Participa_o_Eleitoral_em_Portugal_2019_1.pdf (Accessed 15 July 2023).

“*Centro de Atendimento Consular já registou mais de 150 mil atendimentos*”. 2019. E-Portugal. Available at: <https://eportugal.gov.pt/noticias/centro-de-atendimento-consular-ja-registou-mais-de-150-mil-atendimentos> (Accessed 17 July 2023)

Consterdine, Erica. 2020. “*Diaspora Policies, Consular Services and Social Protection for UK Citizens Abroad*” In *Migration and Social Protection in Europe and Beyond (Volume 2)*, edited by JM. Lafleur and D. Vintila. Cham: Springer. Available at: https://doi.org/10.1007/978-3-030-51237-8_27. (Accessed 08 July 2023)

“*Consulados Itinerantes*”. n.d. Ministério das Relações Exteriores Divisão de Assistência Consular. Available at: https://repositorio.enap.gov.br/bitstream/1/769/1/072_98%20Consulados%20Itinerantes.pdf (Accessed 03 July 2023)

“*Consulado em Caracas atende 500 a 600 pessoas por dia*” 2019 Correio da Venezuela. Available at: <https://correiodevenezuela.com/portugues/consulado-em-caracas-atende-500-600-pessoas-dia/> (Accessed 17 July 2023)

“*Covid-19 Portugueses Queixam-se de Voos de repatriamento do Brasil*”. 2021. LUSA. Available at: <https://sicnoticias.pt/especiais/coronavirus/2021-04-12-Covid-19.-Portugueses-queixam-se-de-voos-de-repatriamento-do-Brasil-a1f95be4> (Accessed 16 July 2023).

“Decreto Nº 11.357, de 1º de Janeiro de 2023”. 2023. Brasília: Presidência da República, Secretaria-Geral, Subchefia para Assuntos Jurídicos. Available at: http://www.planalto.gov.br/ccivil_03/ato2023-2026/2023/decreto/D11357.htm (Accessed 29 July 2023)

“Decreto-lei 14/2018, de 28 de Fevereiro”. 2018. Lisbon: Diário da República n.º 42/2018, Série I. Available at: <https://dre.tretas.org/dre/3258635/decreto-lei-14-2018-de-28-de-fevereiro> (Accessed 31 August 2023)

“Decreto-Lei n.º 183/72 Convenção sobre Relações Consulares, concluída em Viena em 24 de Abril de 1963”. 2004. Lisbon: Portal Diplomático. Available at: https://portaldiplomatico.mne.gov.pt/images/pdf/Protocolo-estado/Viena_Consulares.pdf (Accessed 16 July 2023).

“Decreto-Lei n.º 19/2018, de 14 de março, 2018”. 2018. Lisbon: Diário da República n.º 52/2018, Série I. Available at: <https://diariodarepublica.pt/dr/detalhe/decreto-lei/19-2018-114857711> (Accessed 31 August 2023)

“Decreto-Lei n.º 83/2000, de 11 de maio”. 2000. Lisbon: Ministério da Administração Interna. Available at: <https://diariodarepublica.pt/dr/detalhe/decreto-lei/83-2000-275430> (Accessed 31 August 2023)

“Department of Foreign Affairs Works With EdgeTier for Next Generation Live-Chat”. 2020. EdgeTier. Available at: <https://www.edgetier.com/dfa-edgetier-launch/>. (Accessed 02 August 2023)

“Decreto-Lei n.º 14/2018, de 28 de fevereiro”. 2018. Diário da República. Available at: <https://diariodarepublica.pt/dr/detalhe/decreto-lei/14-2018-114778985> (Accessed 4 July 2023)

“Diplomatic Relations and Immunities Act 1967”. 1967. Available at: <https://www.irishstatutebook.ie/eli/1967/act/8/enacted/en/html>. (Accessed 24 June 2023)

“Distância Geográfica Das mesas agrava abstenção de emigrantes”. 2019. Diário de Notícias. Available at: <https://www.dn.pt/poder/europeias-conselheiros-portugueses-lamentam-resposta-ineficaz-ao-aumento-de-eleitores-no-estrangeiro-10930713.html> (Accessed 13 July 2023).

“Documentação de Cidadãos Nacionais e Estrangeiros”. 2023. Lisbon: Serviço de Estrangeiros e Fronteiras. Available at: <https://www.sef.pt/pt/pages/conteudo-detalhe.aspx?nID=80> (Accessed 31 August 2023)

“Elections Act 2022”. 2022. London: GOV.UK. Available at: <https://www.legislation.gov.uk/ukpga/2022/37/contents/enacted> (Accessed 02 August 2023)

“Eleição do Presidente da República - Guia Prático do processo eleitoral no estrangeiro”. 2021. Lisbon: STAPE. Available at: https://www.sg.mai.gov.pt/AdministracaoEleitoral/EleicoesReferendos/PresidenciaRepublica/Documents/PR2006_Guia_Pratico_STAPE_v1.pdf (Accessed 10 July 2023).

“Eleição para a Assembleia da República 2022: Informações e números sobre o processo eleitoral votação no estrangeiro”. 2022. Lisbon: SGMAI. Available at: <https://www.sg.mai.gov.pt/AdministracaoEleitoral/EleicoesReferendos/AssembleiaRepublica/Documents/AR2022/boletins%20de%20votoAR2022/Porto.pdf> (Accessed 14 July 2023).

“Eleições à Assembleia da República 2022 o ABC do eleitor no estrangeiro”. 2021. Lisbon: Portal das Comunidades Portuguesas. Available at: <https://portaldascomunidades.mne.gov.pt/images/GADG/ABC do Eleitor no estrangeiro - folheto Postos - 19-11-2021.pdf> (Accessed 13 July 2023).

“Emigração - África do Sul”. 2023. Observatório da Emigração. Available at: <https://observatorioemigracao.pt/np4/paises.html?id=244>. (Accessed 04 July 2023)

“Emigração - Venezuela”. 2023. Observatório da Emigração. Available at: <https://observatorioemigracao.pt/np4/paises.html?id=235> (Accessed 02 July 2023)

“Emigração Portuguesa em 2020 foi a mais baixa nos últimos 20 anos”. 2021. Diário de Notícias. Available at: <https://www.dn.pt/sociedade/emigracao-portuguesa-em-2020-foi-a-mais-baixa-nos-ultimos-20-anos-14430404.html> (Accessed 14 July 2023).

“Enquadramento Legal”. 2023. Instituto Dos Registos e do Notariado. Available at: <https://irn.justica.gov.pt/Sobre-o-IRN/Quem-somos> (Accessed 31 August 2023)

“Estrutura Organica”. 2023. Lisbon: Ministério dos Negócios Estrangeiros. Available at: <https://portaldiplomatico.mne.gov.pt/sobre-nos/quem-somos/estrutura-organica#inspecao-geral-diplomatica-e-consular> (Accessed 31 August 2023)

“Europeias 2024 - Eleitores vão poder votar em qualquer lugar do país e no estrangeiro”. 2023. RTP. Available at: https://www.rtp.pt/noticias/mundo/europeias-2024-eleitores-vaopoder-votar-em-qualquer-lugar-do-pais-e-no-estrangeiro_n1494504 (Accessed 15 July 2023).

“Exceptional Assistance Measures”. 2016. London: GOV.UK. Available at: <https://www.gov.uk/guidance/exceptional-assistance-measures-for-british-victims-of-terrorist-incidents-abroad> (Accessed 01 July 2023)

Finch, Tim, Andrew Holly, and Latorre Maria. 2010. “Global Brit: Making the most of the British diaspora”. London: IPPR. Available at: https://www.ippr.org/files/publications/pdf/global-brit_2010.pdf. (Accessed 02 June 2023)

“Foreign Commonwealth and Development Office: Departmental Overview 2021-2022”. 2023. London: National Audit Office. Available at: <https://www.nao.org.uk/wp-content/uploads/2023/01/FCDO-Departmental-Overview-2021-22.pdf> (Accessed 12 July 2023)

Freedom of Information. 2018. “Freedom of Information request (our ref. 49236): internal review”. London: FOI. Available at: https://www.whatdotheyknow.com/request/494810/response/1240661/attach/3/49236%20a1%20Sharaiyra%20IR%20Final%20Response.pdf?cookie_passthrough=1 (Accessed 28 July 2023)

“Get a passport for your child”. n.d. London: GOV.UK. Available at: <https://www.gov.uk/get-a-child-passport> (Accessed 30 August 2023)

“Get a passport urgently”. n.d. London: GOV.UK Available at: <https://www.gov.uk/get-a-passport-urgently> (Accessed 02 July 2023)

Government Shared Services. 2021. “*Shared Services Strategy for Government*”. London: Cabinet Office. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/967649/Shared-Services-Strategy-for-Government-March-2021.pdf (Accessed 02 August 2023)

“*Governo Avança Com repatriamento de Portugueses no brasil ‘por razões humanitárias’*”. 2021. Público. Available at: <https://www.publico.pt/2021/02/17/economia/noticia/governo-avanca-repatriamento-portugueses-brasil-razoas-humanitarias-1951101> (Accessed 16 July 2023).

“*Greve longa vai causar o caos nos postos consulares de Portugal no mundo*” 2023. Observador. Available at: <https://observador.pt/2022/11/21/greve-longa-vai-causar-o-caos-nos-postos-consulares-de-portugal-no-mundo/> (Accessed 17 July 2023)

“*Guia Prático - Síntese das operações no Estrangeiro*”. 2019. Lisbon: SGMAI. Available at: <https://www.sg.mai.gov.pt/AdministracaoEleitoral/EleicoesReferendos/ParlamentoEuropeu/Documents/Guia%20Pr%C3%A1tico%20E2%80%9320S%C3%ADntese%20das%20opera%C3%A7%C3%B5es%20no%20estrangeiro.pdf> (Accessed 11 July 2023).

“*Guidance: Withdrawing Passport Applications*”. 2022. London: GOV.UK. Available at: <https://www.gov.uk/government/publications/withdrawing-passport-applications-caseworker-guidance/withdrawing-passport-applications> (Accessed 03 June 2023)

“*Há portugueses a residir em Espanha impedidos de votar e que alegam não ter recebido boletim para voto postal. MAI garante envio*”. 2022. Lisbon: Observador. Available at: <https://observador.pt/2022/01/29/ha-portugueses-a-residir-em-espanha-impedidos-de-votar-porque-nao-recebera> (Accessed 03 July 2023)

Hammerton, James. 2017. “*Migrants of the British diaspora since the 1960S: Stories from modern nomads*”. Manchester: Manchester University Press. Available at: <https://manchesteruniversitypress.co.uk/9781526116574/> (Accessed 20 August 2023)

Haynal, George; Welsh Michael; Centur Louis & Sean Tyler. 2013. “*The Consular Function in the 21st Century*”; Toronto: Munk School of global affairs (Accessed 02 September 2023)

Hirst, Monica & Spektor, Matias. 2009. “*Brasil - Estados Unidos: desencontros e afinidades*”. Editora FGV. Available at: https://books.google.pt/books?id=34IIDwAAQBAJ&pg=PA16&dq=rede+consular+do+brasil+nos+estados+unidos&hl=pt-PT&newbks=1&newbks_redir=1&sa=X&ved=2ahUKEwjB_enPyJ-AAxU6TaQEhdahBFYQ6AF6BAgLEAI (Accessed 03 July 2023)

HMPO 2022. “*Guidance for paper passport applications (accessible)*” London: Home Office. Available at: <https://www.gov.uk/government/publications/applying-for-a-passport/guidance-for-paper-passport-applications-accessible> (Accessed 20 August 2023)

“*HMPO Transformation Programme: SRO appointment letter (accessible version)*”. 2023. London: Home Office. Available at: <https://www.gov.uk/government/publications/home-office-major-projects-appointment-letters-for-senior-responsible-owners/hmpo-transformation-programme-sro-appointment-letter-accessible-version#:~:text=The%20HMPO%20Transformation%20Programme%20supports,thereby%20reducing%20HMPO%20running%20costs> (Accessed 01 August 2023)

“*How Large Is the Brazilian Diaspora In the US?*”. 2023. Bloomberg Linea. Available at: <https://www.bloomberglinea.com/english/how-large-is-the-brazilian-diaspora-in-the-us/>. (Accessed 11 July 2023)

“*Track your passport application*” n.d. London: GOV.UK Available at: <https://www.gov.uk/track-passport-application> (Accessed 01 July 2023)

“*Travel urgently from abroad without your UK passport*” n.d. London: GOV.UK Available at: <https://www.gov.uk/travel-urgently-from-abroad-without-uk-passport> (Accessed 22 June 2023)

“*If you are affected by a crisis abroad*”. 2022. London: GOV.UK Available at: <https://www.gov.uk/guidance/how-to-deal-with-a-crisis-overseas> (Accessed 20 June 2023)

“*Importância dos emigrantes vai muito além do envio de remessas*”. 2020. Público. Available at: <https://www.publico.pt/2020/08/01/politica/noticia/importancia-emigrantes-vai-alem-envio-remessas-defende-secretaria-estado-comunidades-1926713> (Accessed 16 July 2023).

“*INCM Relatório e Contas 2022*”. 2022. Imprensa Nacional da Casa da Moeda. Available at: <https://incm.pt/site/wp-content/uploads/2023/04/relatoriocontas2022.pdf> (Accessed 31 August 2023)

“*Inscrição consular única já está disponível em toda a rede consular*”. 2021. Lisbon: Governo República Portuguesa. Available at: <https://www.portugal.gov.pt/pt/gc22/comunicacao/comunicado?i=inscricao-consular-unica-ja-esta-disponivel-em-toda-a-rede-consular> (Accessed 31 August 2023)

“*Interviews: Overview of the interview*”. 2022. London: GOV.UK Available at: <https://www.gov.uk/government/publications/interviews-overview-of-the-interview-process/interviews-overview-of-the-interview-process-accessible-version> (Accessed 02 September 2023)

“*Investigation into the performance of HM Passport Office*”. 2022. London: National Audit Office. Available at: <https://www.nao.org.uk/wp-content/uploads/2022/12/Investigation-into-the-performance-of-HM-Passport-Office.pdf> (Accessed 02 June 2023)

“Ireland Customer Experience Report 2020”. 2021. The CX Company. Available at: https://thecxcompany.com/wp-content/uploads/2021/08/26201-TCXC-2020-CX-Report_Digital-PDF-Version-FA.pdf. (Accessed 15 July 2023)

“Ireland Population”. 2023. Worldometer. Available at: <https://www.worldometers.info/world-population/ireland-population/>. (Accessed 10 July 2023)

Jeff Wilks, Donna Pendergast, and Peter Leggat. 2006. “*Tourism in Turbulent Times: Towards Safe Experiences for Visitors*”. Amsterdam: Elsevier. (Accessed 02 September 2023)

Johnston, Neil; Uberoi, Elise. 2021. “*Elections Bill 2021-2022*”. London: House of Commons Library. Available at: <https://researchbriefings.files.parliament.uk/documents/CBP-9304/CBP-9304.pdf> (Accessed 02 July 2023)

Johnston, Neil; Uberoi, Elise. 2023. “*Overseas Voters*”. London: House of Commons Library. Available at: <https://researchbriefings.files.parliament.uk/documents/SN05923/SN05923.pdf> (Accessed 20 June 2023)

Lafleur, Jean-Michel, and Daniela ed. Vintila. *Migration and Social Protection in Europe and Beyond (Volume 2)*. Springer, 2020.

“*Lei eleitoral para o parlamento Europeu Lei no 14/87, de 29 de abril*”. 2014. Lisbon: CNE. Available at: https://www.cne.pt/sites/default/files/dl/legis_lege_2014.pdf (Accessed 11 July 2023).

“*Lei n.o 146/2015, de 09 de Setembro*”. 2015. Lisbon: Procuraria-Geral Distrital de Lisboa - Ministério Público. Available at: https://pgdlisboa.pt/leis/lei_mostra_articulado.php?nid=2461&tabela=leis&ficha=1 (Accessed 15 July 2023).

“*Listas de espera a chegarem a novembro obriga consulado de Paris a reforçar pessoal*” 2021. Observador. Available at: <https://observador.pt/2021/05/27/listas-de-espera-a-chegarem-a-novembro-obriga-consulado-de-paris-a-reforcar-pessoal/> (Accessed 30 July 2023)

“*Maior-Comunidade-Portuguesa-Da-America-Latina-Esperancada-Numa-Nova-Venezuela*”. 2021. Jornal de Notícias. Available at: <https://www.jn.pt/mundo/maior-comunidade-portuguesa-da-america-latina-esperancada-numa-nova-venezuela-3163750.html>. (Accessed 04 July 2023)

“*Mais que duplicaram os emigrantes que regressaram a Portugal com a ajuda do Estado*”. 2020. LUSA. Available at: <https://www.publico.pt/2020/11/01/sociedade/noticia/duplicaram-emigrantes-regressaram-portugal-ajuda-estado-1937511> (Accessed 16 July 2023).

“*Medical emergencies and hospitalisation abroad*”. 2022. London: GOV.UK Available at: <https://www.gov.uk/guidance/in-hospital-abroad>. (Accessed 26 June 2023)

“*Metadata Glossary - Net migration*”. n.d. Databank. Available at: <https://databank.worldbank.org/metadataglossary/population-estimates-and-projections/series/SM.POP.NETM> (Accessed 09 July 2023).

“*Migration and Remittances Factbook*”. 2011. Washington: The World Bank. Available at: <https://openknowledge.worldbank.org/entities/publication/fbb41de4-a64a-5cb4-a0e8-a6c286f6371d> (Accessed 23 July 2023)

“*Miguel Iglésias enaltece modernização e aumento dos serviços consulares em prol das comunidades*”. 2023. Lisbon: Partido Socialista. Available at: <https://ps.pt/miguel-iglesias-enaltece-modernizacao-e-aumento-dos-servicos-consulares-em-prol-das-comunidades/> (Accessed 31 August 2023)

Ministry of Foreign Affairs. “Questions and requests for data – NOVA SBE Thesis” Email, 2023.

“*Minutes - September to December.*” 2020. Dublin: Department of Foreign Affairs and Trade. Available at: <https://www.dfa.ie/media/dfa/aboutus/foipublicationscheme/MB-Minutes-September-to-December-2020-.pdf>. (Accessed 15 July 2023)

Murray, Rosemary; Harding David; and Angus Timothy. Gillespie Rebeca, and Arora Harsimran. 2012. “*Emigration from the UK- Research Report 68*”. London: Home Office Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/116025/horr68-report.pdf. (Accessed 12 July 2023)

National Audit Office. 2023a “*Departmental Overview 2021-22: Foreign, Commonwealth & Development Office*” London: National Audit Office. Available at: <https://www.nao.org.uk/overviews/departmental-overview-2021-22-foreign-commonwealth-development-office/> (Accessed 04 June 2023)

“*Number of Irish nationals resident in the United Kingdom from 2008 to 2021.*” 2023. Statista. Available at: <https://www.statista.com/statistics/1061817/irish-population-in-united-kingdom/>. (Accessed 08 May 2023)

“*Orçamento de Estado para 2023*”. 2022. Diário da Republica. Available at: <https://diariodarepublica.pt/dr/legislacao-consolidada/lei/2022-205695052> (Accessed 20 July 2023)

“*Passaporte e Documentos de Emergência - Perguntas Frequentes.*” n.d. Passaporte Eletronico Portugues. Available at: <https://www.pep.pt/perguntas-frequentes/#:~:text=No%20caso%20de%20Passaporte%20para,uma%20taxa%20de%20150%20euros>. (Accessed 31 August 2023)

“*Passaporte Eletrónico*”. 2023. Secretaria-Geral do Ministério da Justiça. Available at: https://justica.gov.pt/Registos/Identificacao/Passaporte-eletronicopk_vid=41b098319f5764fa1692377035fc1d11#Comopedir (Accessed 31 August 2023)

“*Passport Interviews.*” n.d. GOV.UK. Available at: <https://www.passport.service.gov.uk/help/identity-interviews>. (Accessed 07 July 2023).

“*Perguntas Frequentes.*” n.d. Passaporte Eletronico Portugues. Serviço de Estrangeiros e Fronteiras. Available at: <https://www.pep.pt/perguntas-frequentes/>. (Accessed 31 August 2023)

Pires, Rui. et al. 2022. “Emigração Portuguesa 2022 - ISCTE, Emigração Portuguesa 2022 Relatório Estatístico.” Lisbon: Observatório da Emigração. Available at: https://repositorio.iscte-iul.pt/bitstream/10071/27896/6/report_hdl27896.pdf (Accessed 14 July 2023).

“*Plano de Prevenção dos riscos de gestão, Incluindo os riscos de corrupção e infrações conexas.*” 2021. Lisbon: Portal Diplomático. Available at: https://portaldiplomatico.mne.gov.pt/images/I_Plano_de_Preven%C3%A7%C3%A3o_dos_Riscos_de_Gest%C3%A3o_da_DGACCP.pdf. (Accessed 31 August 2023)

“*Portugal No Top 5 Dos Passaportes Mais Poderosos Do Mundo.*” 2023. PÚBLICO. Available at: <https://www.publico.pt/2023/07/20/fugas/noticia/portugal-top-5-passaportes-poderosos-mundo-2057444#>. (Accessed 20 July 2023)

“*Portugueses Querem Um Futuro Na África Do Sul Com Segurança.*” 2023. Visão. <https://visao.pt/actualidade/sociedade/2023-06-06-portugueses-querem-um-futuro-na-afrika-do-sul-com-seguranca-marcelo/>. (Accessed 31 August 2023)

“*Presenças Consulares*” n.d. Portal das Comunidades das Portuguesas. Available at: <https://portaldascomunidades.mne.gov.pt/pt/permanencias-consulares> (Accessed 17 August 2023)

“*Presidência do Conselho de Ministros Decreto-Lei n.o 51/2021 de 15 de junho*”. 2021. Lisbon: *Diário da República, 1.a série*. Available at: <https://portaldascomunidades.mne.gov.pt/images/GADG/Decreto Lie n%C2%BA 51 2021 de 15 de junho - novo RC.pdf> (Accessed 05 August 2023).

“*Presidenciais. CNE recebe queixas de eleitores impedidos no voto antecipado por confinamento*”. 2021. Observador. Available at: <https://observador.pt/2021/01/17/presidenciais-cne-recebe-queixas-de-eleitores-impedidos-no-voto-antecipado-por-confinamento/> (Accessed 31 August 2023)

“*Programa Simplex*”. 2018. Simplex. Available at: <https://simplex.gov.pt/simplexmais/app/files/c2beb3fe80370629c55c3f859a522eea.pdf>. (Accessed 31 August 2023)

“*Proxy Voting Application Forms.*” 2017. London: GOV.UK. Available at: <https://www.gov.uk/government/collections/proxy-voting-application-forms> (Accessed 22 June 2023)

“*Proxy Voting Application Forms.*” 2022. London: GOV.UK. Available at: <https://www.gov.uk/government/collections/proxy-voting-application-forms> (Accessed 12 July 2023).

“Public services index - Country rankings”. 2023. The Global Economy. Available at: https://www.theglobaleconomy.com/rankings/public_services_index/ (Accessed 08 June 2023)

“QUAR 2018”. 2018. DGACCP. Available at: https://portaldiplomatico.mne.gov.pt/images/pdf/Instrumentos_de_gestao/quarc_dgaccp_2018.pdf (Accessed 11 July 2023)

STCDE .2023. Information Obtained by a meeting with STCDE with Confidential information

Ragazzi, Francesco. 2014. “A comparative analysis of diaspora policies”. Political Geography 41: 74–89. Available at: <https://www.sciencedirect.com/science/article/abs/pii/S0962629814000043> (Accessed 02 June 2023)

“Recenseamento automático faz disparar total de emigrantes eleitores em 480%, para 1,4 milhões”. 2019. Eco Sapo. Available at: <https://eco.sapo.pt/2019/05/21/recenseamento-automatgico-faz-disparar-total-de-emigrantes-eleitores-em-480-para-14-milhoes/> (Accessed 07 July 2023)

“Recenseamento Eleitoral” 2023. Lisbon: Ministério da Administração Interna. Available at: <https://www.sg.mai.gov.pt/AdministracaoEleitoral/FAQs/RecenseamentoEleitoral/Paginas/default.aspx> (Accessed 31 August 2023)

“Recenseamento eleitoral”. n.d. Lisbon: Portal das Comunidades Portuguesas. Available at: <https://portaldascomunidades.mne.gov.pt/pt/atendimento/no-estrangeiro/recenseamento-eleitoral> (Accessed 05 July 2023).

Service, Government Digital. “Renew or Replace Your Adult Passport.” GOV.UK, January 12, 2015. Available at: <https://www.gov.uk/renew-adult-passport/renew>(Accessed 31 August 2023)

“Supplementary Estimate Memorandum FCDO”. 2023. London: GOV.UK. Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1140652/FCDO-Supplementary-Estimate-Memorandum-2022-to-2023.pdf (Accessed 02 August 2023)

”Supplementary Estimates Memorandum Home Office”. 2023. London: PARLIAMENT.UK Available at: <https://committees.parliament.uk/publications/34100/documents/187646/default/> (Accessed 07 July 2023)

Tindall, Karen 2012. “Governments' Ability to Assist Nationals in Disasters Abroad: What Do We Know about Consular Emergency Management?” *Journal of Contingencies and Crisis Management* 20.2 106-107. (Accessed 29 August 2023)

“Título de viagem única”. 2023. Lisbon: Portal das Comunidades Portuguesas. Available at: <https://portaldascomunidades.mne.gov.pt/pt/atendimento/no-estrangeiro/outros-documentos-de-viagem/titulo-de-viajem-unica> (Accessed 05 August 2023).

“Trabalhadores da INCM rejeitam proposta salarial da administração e ameaçam com lutas”. n.d. Observador. Available at: <https://observador.pt/2023/06/22/trabalhadores-da-incm-rejeitam-proposta-salarial-da-administracao-e-ameacam-com-lutas/> (Accessed 15 August 2023)

“Track your passport application”. n.d. London: GOV.UK Available at: <https://www.gov.uk/track-passport-application> (Accessed 02 June 2023)

“Travel documents issued by UK government offices”. 2022. London: Home Office. Available at: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1119852/Travel documents issued by UK government offices V7 .pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1119852/Travel_documents_issued_by_UK_government_offices_V7.pdf) (Accessed 09 July 2023)

“Travel urgently from abroad without UK passport”. n.d. London: GOV.UK. Available at: <https://www.gov.uk/travel-urgently-from-abroad-without-uk-passport> (Accessed 20 June 2023)

“U.K. Population”. 2023. Worldometer. Available at: <https://www.worldometers.info/world-population/uk-population/>. (Accessed 05 August 2023).

“Undertaking to Pay Agreement”. n.d. London: GOV.UK. Available at: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/642089/FOI_0698-17 - Material.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/642089/FOI_0698-17_-_Material.pdf) (Accessed 20 June 2023)

“Votar”. n.d. Lisbon: Governo de Portugal. Available at: <https://eportugal.gov.pt/guias/votar> (Accessed 10 July 2023).

“Voting if you move or live abroad”. 2023. London: GOV.UK. Available at: <https://www.gov.uk/voting-when-abroad> (Accessed 27 July 2023)

“Votos de Residentes no estrangeiro nas eleições para a Assembleia da República”. 2022. Lisbon: Pordata. Available at: <https://www.pordata.pt/portugal/votos+de+residentes+no+estrangeiro+nas+eleicoes+para+a+assembleia+da+republica+total++validos++brancos+e+nulos-2186> (Accessed 13 July 2023).

“Votos válidos de residentes no estrangeiro nas eleições para a Presidência da República”. 2021. Lisbon: Pordata. Available at: <https://www.pordata.pt/Portugal/Votos+validos+de+residentes+no+estrangeiro+nas+eleicoes+para+a+Presidencia+da+Republica+total+e+por+candidato+Presidencial-2180> (Accessed 13 July 2023).

“Your finances when traveling abroad”. 2022. London: GOV.UK. Available at: <https://www.gov.uk/guidance/your-finances-when-travelling-abroad> (Accessed 08 June 2023)