

Demographics of Immigration in Portugal

SUPPORT FOR AND OPPOSITION TO IMMIGRATION
IN PORTUGAL IN A COMPARATIVE PERSPECTIVE

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1. Introduction

Portugal used to be characterised as a country of emigration, but that phenomenon shifted in the 1960s. This report provides an overview of the demographic evolution of the immigrant population in Portugal over the past 25 years. First, there is an analysis concerning the collection of data and the sources that are available on the topic of immigration in Portugal. This is followed by a brief historical reflection on the main migratory flows in Portugal, the global trends of immigration and the fluctuations in the numbers, origins and sex of the foreign population in Portugal. This population's living conditions will also be analysed, specifically with regard to residence permits, unemployment and benefits in the form of social subsidies.

a. Difficulties in the collection of data

The main difficulties that were felt in the collection of data relate to: a) the existence of a wide variety of definitions of migrants; b) irregular migrants not being covered by the data, making it less representative of Portugal's existing reality; c) the fact that the sources of information use different concepts and criteria when collecting data, varying according to the goals of each institution. At the same time, the information provided by administrative sources (SEF, IEFP, Social Security) was not collected for statistical purposes, hence its limitations with regards to the disaggregation of data. Therefore, it is important to note that the data from the various sources does not entirely coincide, making direct comparisons impossible.

For the purposes of this report, the concept of immigration is defined as the population of *foreign nationality* and *foreign place of birth*. Given this definition, the Portuguese data is highly limited, as the statistics from most sources do not contain information on the residents' place of birth, a fact which makes it impossible to show data on individuals born abroad in most indicators.

In drafting this document, the following sources were used:

- The censuses of population and housing (*Recenseamentos da População e Habitação*) provided by Statistics Portugal (INE). In Portugal, censuses are carried out every 10 years and are the only source that breaks the population residing in Portugal down by birthplace. It is also the only source with data on the educational qualification levels of the residents, although the population with foreign nationality is only disaggregated in the 2011 census.

- Demographic statistics (*Estatísticas demográficas*) provided by Statistics Portugal (INE). This record includes the analysis of the main demographic developments in Portugal, namely, the acquisition of Portuguese nationality by naturalisation, but only for the period between 2009 and 2014.

- Eurostat statistics. This source provides statistics on the total number of residents based on place of birth, but only for the period between 2009 and 2015, and statistics on the unemployment rate disaggregated by age (younger than 25 and aged 25 to 74). However, data for Portugal only exists from 1997 to 2015, and there is no breakdown by nationality and/or place of birth.

- Statistics from the Portuguese Immigration and Borders Service (SEF). The SEF is the security service tasked with controlling the movements of people across the border, as well as foreigners' stays and their activities whilst in national territory. This entity also publishes statistical information on the foreign population in Portugal, although it does not account for the population born abroad. Through its reports on Immigration, Borders and Asylum, the SEF provides information on: the size of the foreign population in Portugal, the total number of asylum requests, the total number of refugees by nationality, the total number of legal foreigners according to the type of legal authorisation they hold, and the rate of naturalisation. This data is released annually, but only since the year 2000.

- Statistics from the UN Refugee Agency (UNHCR). National statistics from the SEF concerning refugees refer to the total number of individuals who have obtained refugee status each year. Therefore, UNHCR statistics were used on the number of residents with refugee status.

2. Evolution of the demographics of immigration in Portugal

a. Immigration in Portugal before 1990

Portugal was essentially a country of emigration until the 1960s, recording a negative migratory balance as a result of citizens leaving for Europe and the Portuguese colonies. With the revolution of 25 April 1974 and with the colonies gaining independence, this situation was profoundly altered. Portugal saw a massive inflow of citizens from the overseas territories, both citizens born in continental Portugal and citizens born in the territories which, nowadays, make up the community of Portuguese-speaking African countries (PALOP). In the early 1980s, there was an exceptional increase in the number of foreigners residing in Portugal, although many of these “foreigners” had been Portuguese citizens (Rifa 2009). This change in the pattern of migration brought with it significant changes to Portuguese society, which became socially and ethnically more diverse. These changes fuelled new debates when, during the 1990s, migration became a political, social, legal and academic concern.

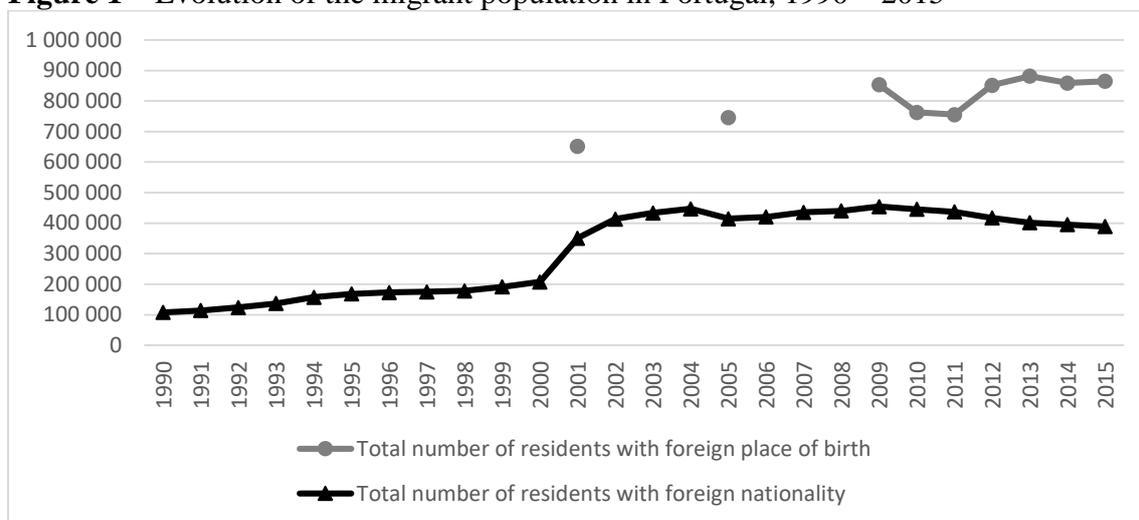
b. Immigration in Portugal from 1990 to 2015

With regards to the evolution of immigration, figure 1 shows the evolution of the population with foreign nationality and foreign place of birth. The data shows that, during the 1990s, Portugal was not a country with strong immigration, considering that the population with foreign nationality represented a mere 1.08% of the total population in 1990 and 1.86% in 1999. It is possible, however, to verify a growth and stabilisation of immigration during that decade, resulting from international factors (membership of the European Economic Community, the fall of the Berlin Wall, the Schengen Agreement, and the favourable situation of the Portuguese economy at the time) (Fonseca, 2008).

In the beginning of the 21st century, a distinct change was observed, as the total number of residents with foreign nationality rose to 2.01% of the total population in 2000 and 3.94% in 2005. 2001 was marked by the implementation of a new system of authorisations to stay in the country, which spurred the growth of migratory flows in Portugal and encouraged immigration of Eastern European nationals (Peixoto, 2007; Carvalho, 2009). This new flow significantly altered the configuration and characteristics of the national migratory landscape. Starting in 2004, the evolution of migratory flows stagnated, amidst a context of economic recession, the conclusion of major public works, and a greater effectiveness in the control of irregular migration flows.

In the late 2000s, residents with foreign nationality represented 4.3% of the total resident population. Despite the total number of immigrants not being very high compared to other European countries, its significant increase over the last 25 years should be highlighted. From 1990 to 2000, the number of immigrants with foreign nationality doubled from 107,767 to 207,587; doubling again in the 9 years that followed, such that in 2009 there were 454,191 immigrants in Portugal. Since then, the immigrant community in Portugal has continuously declined, reflecting the impact of the economic crisis.

Figure 1 – Evolution of the migrant population in Portugal, 1990 – 2015



Source: SEF (foreign nationality); Censuses and Eurostat (foreign place of birth).

With regards to residents with a foreign place of birth, the data requires careful interpretation. On the one hand, this is because the earliest available data is from 2001 (censuses), and continuous data is only available from 2009 onwards (Eurostat). On the other hand, it is important to take into account that these numbers include citizens with Portuguese nationality who were born abroad yet resided in Portugal. Portuguese emigration numbers are high (in 2015, there were 2,306,321 Portuguese emigrants in the world)¹, so a high tendency for residents with a foreign place of birth would be expected.

i. Country of origin

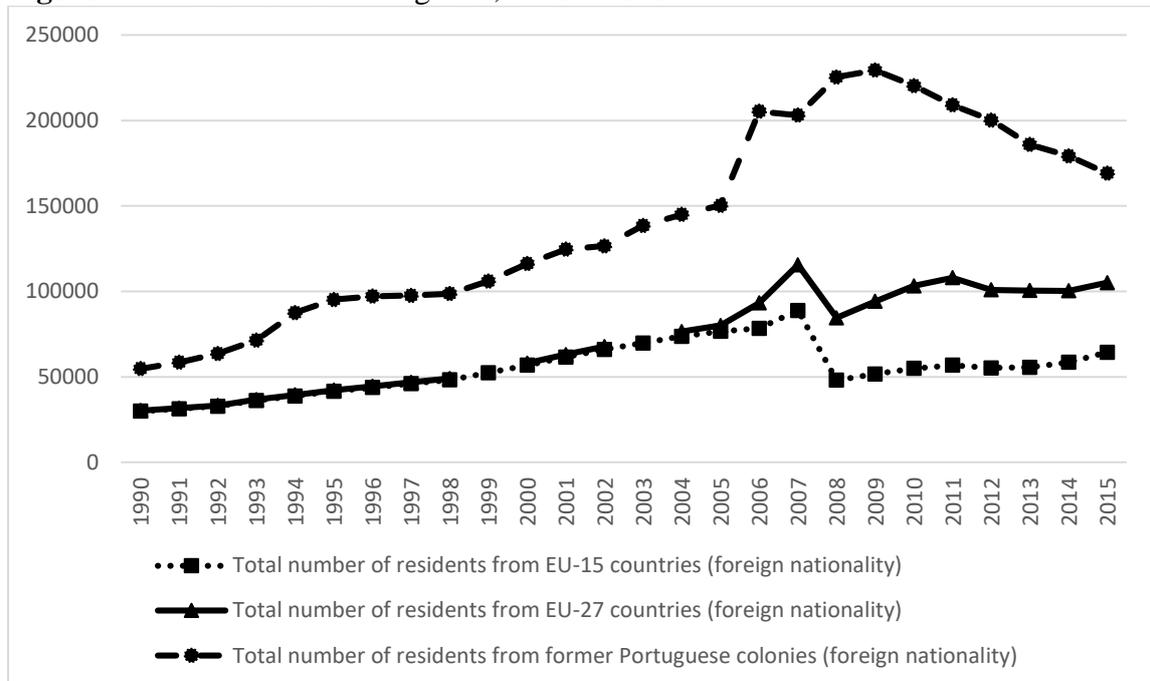
Most of the immigrants residing in Portugal are labour migrants from former Portuguese colonies, namely, from the PALOP (mostly Cape Verde) and Brazil. An analysis of figure 2 reveals that immigrants settled in Portugal in different waves. The

¹ Portuguese Emigration Factbook 2015 (<http://observatorioemigracao.pt/np4/4924.html>).

first immigration wave occurred between 1994 and 2000 and was marked by an increase in the number of immigrants from PALOP. In the first half of the 2000s, there was a second wave of immigration from Eastern European countries, notably Ukraine, which quickly became a significant community of foreigners in Portugal. In the second half of the 2000s, there was a third wave, with the significant increase in the number of immigrants of Brazilian origin, which grew from 31,546 individuals to 116,220 in 2009.

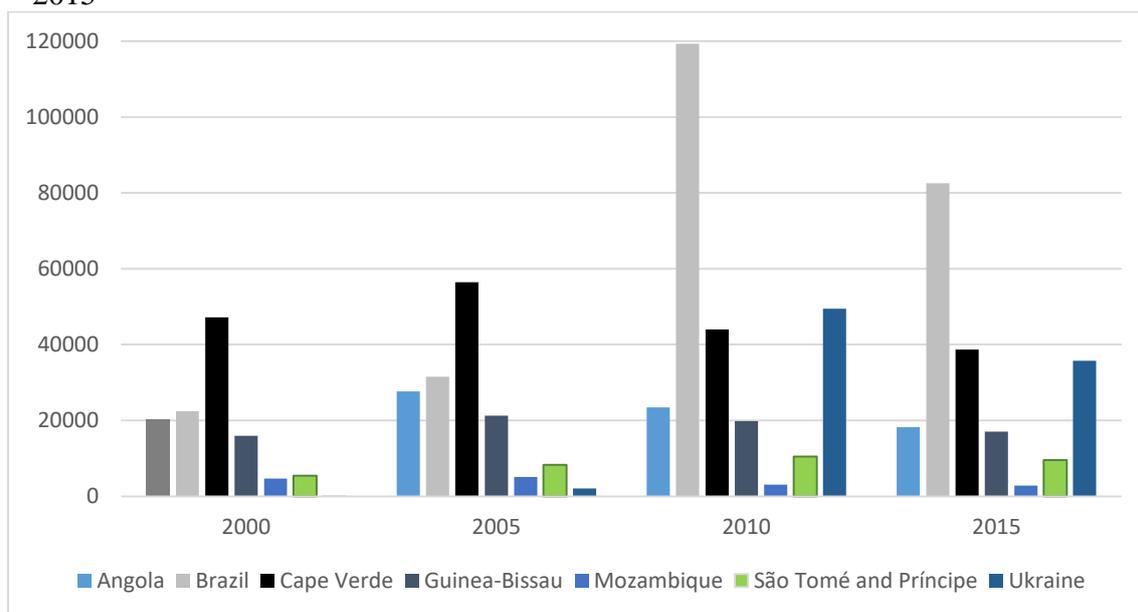
Between 2007 and 2009, there is an observable reduction in the number of immigrants from European Union (EU) countries, and, from 2010 onwards, there is a decrease in the number of immigrants from former Portuguese colonies. Despite the reduction in the number of Brazilians in Portugal, these continue to be the largest foreign community residing in Portuguese territory.

Figure 2 – Breakdown of immigrants, 1990 – 2015



Source: SEF.

Figure 3 – Evolution in the number of immigrants with predominant nationalities, 2000 – 2015



Source: SEF.

As figure 3 shows, the largest communities of immigrants in Portugal come from the Community of Portuguese Language Countries (CPLP), mainly Brazil and Cape Verde; Ukrainians are the third largest group; followed by Angolans and Bissau-Guineans. In 2015, the foreign communities residing in Portugal numbering between 9.000 and 40.000 individuals originated in countries like Ukraine, Angola, Guinea-Bissau and São Tomé and Príncipe².

ii. Language

Given the high number of immigrants from former Portuguese colonies, it would be expected that the Portuguese language be over-represented among immigrants in Portugal. In the year 2000, Portuguese was the mother tongue 56% of the total number of immigrants. This percentage dropped substantially between 2001 and 2004 (to around 32%), coinciding with the increase in immigration from Eastern Europe. This percentage increased again, starting in 2005, with the wave of immigration from Brazil, reaching a peak in 2008 and 2009. In the last 5 years, there has been a gradual decline in these values due to the shrinking Brazilian community in Portugal and the increase in foreign nationals from Eastern Europe and Asia.

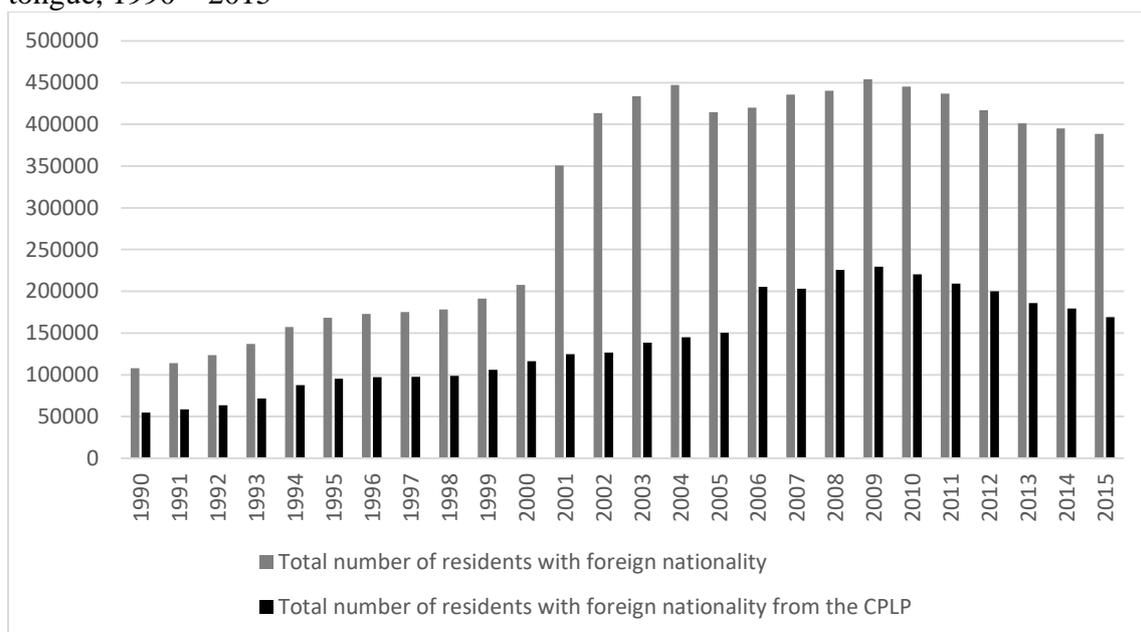
² SEF – RIFA 2015.

Table 1 – Percentage of residents with foreign nationality from CPLP countries

1990	1992	1994	1996	1998	2000	2002	2004	2006	2008	2010	2012	2014	2015
51%	51%	57%	56%	55%	56%	31%	32%	49%	51%	50%	48%	45%	44%

Source: SEF.

Figure 4 – Evolution of the proportion of immigrants with Portuguese as their mother tongue, 1990 – 2015



Source: SEF.

iii. Religion

It should be pointed out that the figures regarding the Muslim communities in Portugal consist of estimates, due to the lack of data on the nationality or religion of the foreign nationals. The Islamic community estimates that there were approximately 15,000 Muslims residing in Portugal in the late 1990s, increasing to approximately 50,000 individuals in the 2000s, although these numbers do not refer to “active” members who attend mosques regularly (Tiesler, 2005). It is estimated that only 10% of them are, in fact, active members in the community (Tiesler, 2005). On the other hand, for this report, data was collected in accordance with the guidelines of the SOM project, and, as such,

the statistics on Muslim immigrants in Portugal are based in countries where Muslims form more than 50% of the population³.

The Islamic presence in Portugal received little attention from Portuguese academics and politicians over the years, as well as in comparative studies of Muslims in Europe (Tiesler, 2000). The proportion of Muslims in Portugal is one of the lowest rates in Europe, despite it being the largest non-Christian religious community in the country and characterised as socially and culturally active (Tiesler, 2005). However, the presence of Muslim communities in Portugal seems not to have generated any great tensions nor attracted special attention.

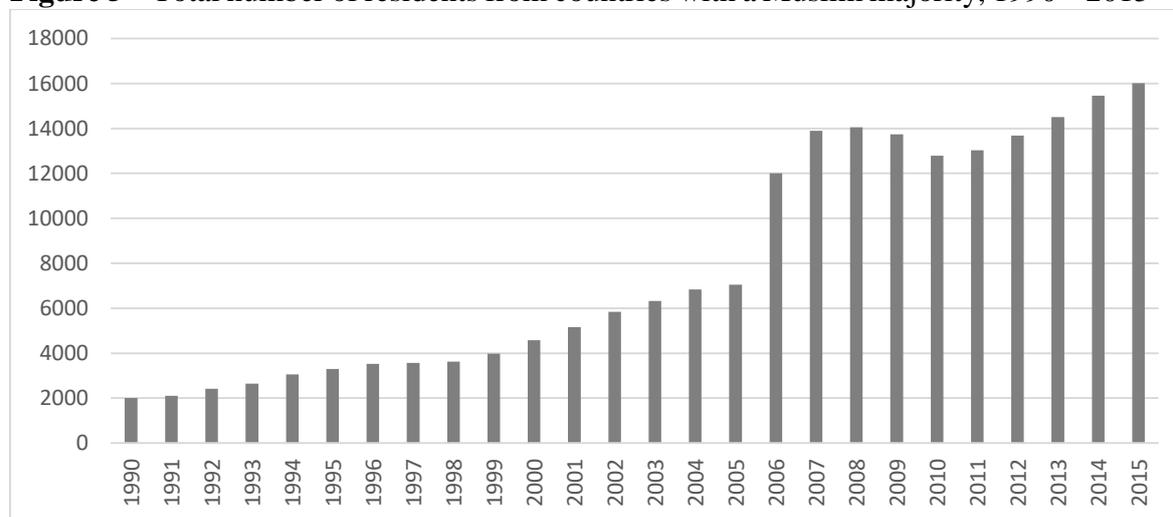
One of the main reasons for this phenomenon is the fact that the number of Muslim immigrants and citizens is, in fact, very low, compared to that of other Muslim communities. In France, Muslims represent almost 7% of the total population, about 3% of the German population, and approximately 2.6% in the United Kingdom. According to Kettani (1996), “even countries that have a smaller Muslim population, such as Ireland, which has 20,000, or Luxembourg, which has 10,000, have a higher percentage of Muslims relative to the total population (for comparison: Ireland 0.6%; Luxembourg 2.6%; and Portugal, at most, 0.3%) (Kettani, 1996 in Tiesler, 2000). Another factor that helps understand the lack of relevance of Muslim migration in Portugal is that this community has high levels of integration in the country (Tiesler, 2000). Given their origin in countries with past colonial ties to Portugal, the vast majority of Muslim immigrants are familiar with the Portuguese language, and this promotes their integration in this host country.

Figure 5 shows that, starting in 2006, there was an increase in the number of immigrants from countries with a Muslim majority, which resulted from new migratory patterns that lead to the diversification of the Muslim community in Portugal. The new countries, which do not have any colonial connection to Portugal, are mainly India, Pakistan and Bangladesh (Tiesler, 2005). Despite the observed increase, the number of immigrants originating in countries where Muslims form more than 50% of the

³ CIA WORLD FACTBOOK (countries where Muslims form more than 50% of the population) Afghanistan, Algeria, Azerbaijan, Bahrain, Bangladesh, Brunei, Burkina Faso, Chad, Comoros, Djibouti, Eritrea, Egypt, Gambia, Guinea, Indonesia, Iran, Iraq, Ivory Coast, Jordan, Kazakhstan, Kuwait, Kyrgyzstan, Lebanon, Libya, Malaysia, Mali, Mauritania, Morocco, Niger, Nigeria, Oman, Pakistan, Palestine, Qatar, Saudi Arabia, Senegal, Sierra Leone, Somalia, Sudan, Syria, Tajikistan, Tunisia, Turkey, Turkmenistan, United Arab Emirates, Uzbekistan, Yemen.

population represents 0.15% of the total population residing in Portugal and 4.12% of the total immigrant population in 2015.

Figure 5 – Total number of residents from countries with a Muslim majority, 1990 – 2015



Source: SEF.

Table 2 - Percentage of residents from countries with a Muslim majority

	1990	1992	1994	1996	1998	2000	2002	2004	2006	2008	2010	2012	2014	2015
Percentage of Muslims relative to the total resident population	0,02%	0,02%	0,03%	0,03%	0,04%	0,04%	0,06%	0,07%	0,11%	0,13%	0,12%	0,13%	0,15%	0,15%
Percentage of Muslims among the foreign resident population	1,86%	1,95%	1,95%	2,04%	2,04%	2,20%	1,41%	1,53%	2,86%	3,19%	2,87%	3,28%	3,91%	4,12%

Source: SEF.

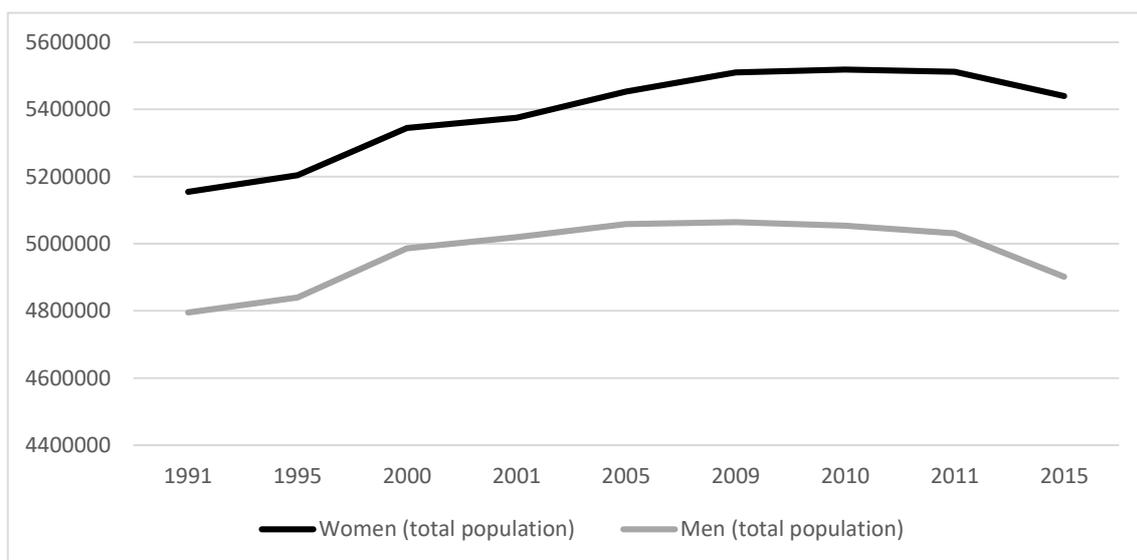
iv. Feminisation of the immigrant population

For many years, it was considered that immigrants would mostly be men, and that women would merely be dependents such as wives, mothers or daughters of male immigrants. Consequently, the study of female migration was neglected over the years (Miranda, 2009).

Looking at the population in general, there are more women than men living in Portugal, although the same does not occur for the foreign population (figures 6 & 7).

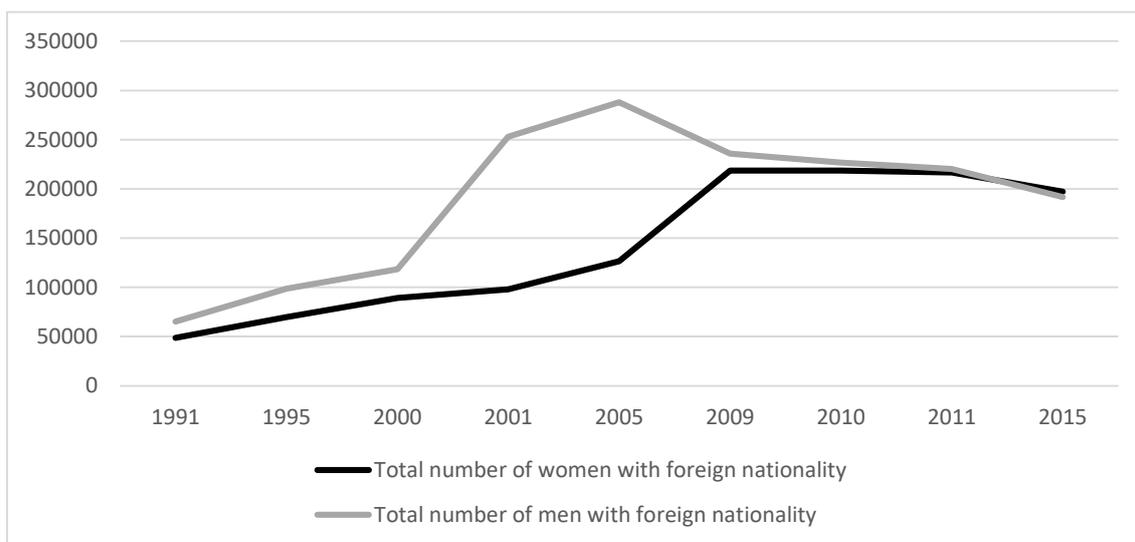
With regards to the comparison between male and female migrants, between 1991 and 2000, the number of men and women increased proportionately. However, between 2000 and 2005, there was a more marked growth in the number of men than in the number of women (figures 6 and 7, and table 3). One of the factors that help explain this situation is the expansion, starting in 2000, of some economic sectors which required male labourers, such as construction. 2005 saw the start of a significant increase in female immigration. According to Ribas-Mateos (2002), this increase was due to the expansion of a service economy (mainly household services) in southern Europe, in recent years (Ribas-Mateos, 2002 in Miranda, 2009). On the other hand, the greater empowerment of women also translated into more independence, the seeking of better wages and living conditions, and, consequently, the decision to immigrate, sometimes unaccompanied. According to Rui Pena Pires (2002), female immigrants are the ones who most contribute to their household income and to the economy of the host country (Miranda, 2009).

Figure 6 – Evolution of the female population in the total population, 1991 – 2015



Source: INE, SEF.

Figure 7 - Evolution of the female population in the total foreign population, 1991 - 2015



Source: INE, SEF.

Table 3 – Percentage distribution of immigrant population by gender 1991 - 2015

		1991	1995	2000	2005	2010	2015
Total Population	Female	52	52	52	52	52	53
	Male	48	48	48	48	48	47
Foreign Nationals	Female	43	42	43	31	49	51
	Male	57	58	57	69	51	49

Source: INE, SEF.

3. Living conditions of immigrants in Portugal

a. Legal status

This section examines the living conditions of immigrants in Portugal through the analysis of the statistics on asylum seekers and refugees, the number of granted residence authorisations, and the rate of naturalisation of immigrants.

i. Asylum seekers and refugees

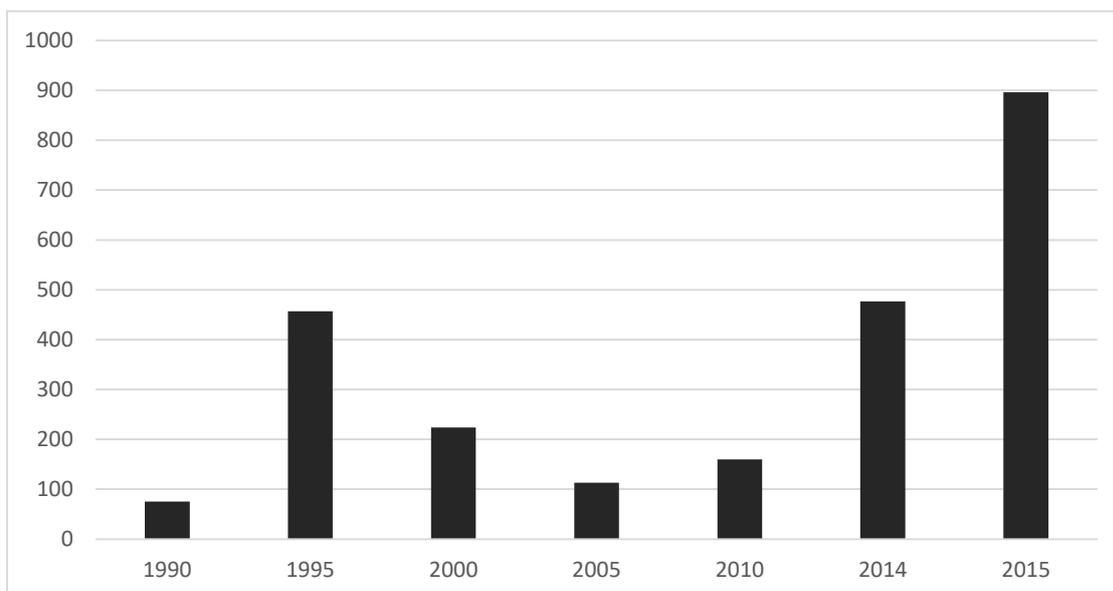
In Portugal, there is no national source that aggregates and distributes all the data concerning asylum seekers and refugees. Thus, the available statistics on asylum seekers were gathered from SEF reports and refer to all asylum applications submitted annually. Statistics on the refugees were obtained through the UNHCR and refer to the total number of refugees living in Portugal each year.

The politics affecting asylum seekers and refugees in Portugal were quite favourable until 1990. However, beginning in 1993, the Portuguese State had a defensive reaction due to the increase in the number of asylum applications (Carvalho, 2009)⁴. Since then, there have been successive reforms of the national legislation (1998, 2006, 2008, 2014) aimed at harmonising it with European legislation and incorporating the principles of the Dublin Convention and the Schengen Agreement, both of which Portugal is a signatory of.

However, Portugal is not characterised as being a country with a strong tradition in receiving large numbers of requests for asylum nor in taking in refugees. According to UNHCR data, Portugal is one of the European countries with fewest asylum applications. The trend has been very variable, but it is possible to indicate that the number of asylum applications between 1995 and 2000 was greater than 200 per year. In the years that followed, there was a decrease in applications, followed by a gradual increase from 2011 to 2015 (figure 8).

⁴ There were a total of 74 requests in 1990, and 457 in 1995 (UNHCR).

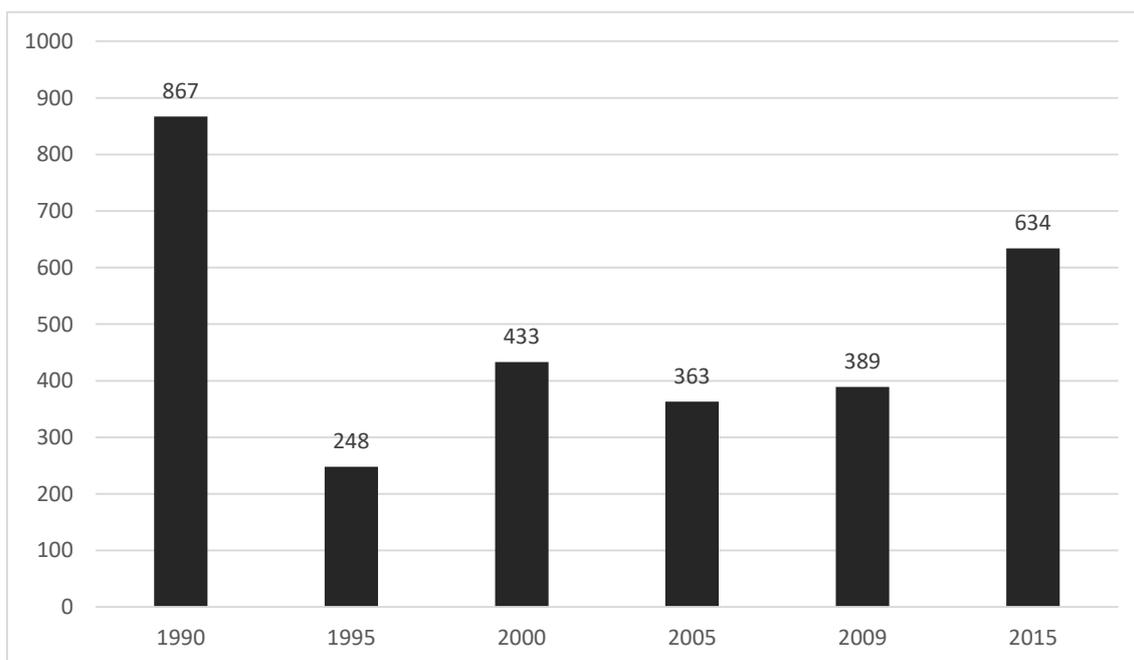
Figure 8 – Number of requests for asylum, 1990 – 2015



Source: SEF.

By examining figure 9, which shows the evolution of number of people with refugee status in Portugal, it is possible to observe the absence of any major changes in terms of dimension, since this immigration flow has a low intensity in Portugal. In 2015, the number of asylum applications almost doubled, as a result of the Middle East refugee crisis. However, comparing the numbers with those of other European countries, the scale of asylum in Portugal remains a marginal phenomenon of little significance.

Figure 9 – Evolution of the number of refugees in Portugal, 1990 – 2015



Source: UNHCR.

In the 1990s, three main regions of origin of refugees were identified. The first wave of refugees (1974) came from Latin America and from the PALOP. In the early 1990s, there was an increase in the number of asylum seekers from Eastern Europe (mostly from Romania). From 1993 onward, the diversity in the origin of asylum seekers increased, especially due to requests from Iranians, Indians and Pakistanis (Costa, 1996).

In 2015, Portugal committed to receiving a 4600 share of asylum seekers over the course of two years as part of the EU program for relocation and resettlement.

ii. Residence authorisations

In Portugal, the first law regulating the entry, stay, exit and removal of foreigners is from 1981⁵. Throughout the 1990s, the legislation on immigration control needed to be adapted in accordance with its commitments to the European Union. Consequently, in 1993, another decree-law was adopted⁶ by virtue of Portugal's accession to the European Economic Community (1986), which led to the introduction of the distinction between EU citizens and third-country nationals from outside the European Economic Community. Following the signing of the Schengen Convention agreement, the Portuguese State enacted new legislation, in 1998⁷, which remained in effect until 2007. This decree-law made the visa system more complex by establishing visas for study, work (divided into four types), and residence.

In 2001, this trend was reinforced by the creation of the legal notion of the "residence authorisation"⁸, which allowed for the regularisation of foreign citizens from non-EU countries who resided and worked in Portugal without a work visa. In 2007, Law no. 23/2007, of 4 July, simplified the system for the admission and residence of foreigners, establishing a single type of visa (residence authorisation) which had distinct purposes and provided greater access to Portuguese nationality (Oliveira, 2014).

Thus, the various legislative changes that occurred between 1981 and 2012 influenced the profile and the path to entry of immigrants in Portugal and altered the administrative authorisations required to legally stay in national territory.

⁵ Decree-law no. 264-B/81, of 3 September.

⁶ Decree-law no. 59/93, of 3 March.

⁷ Decree-law no. 244/98, of 8 August.

⁸ Decree-law no. 4/2001, of 10 January.

Over the past 20 years, with changes arising from decree-laws, different denominations and legal notions arose for the documents that legitimise the legal stay of immigrants in Portugal, namely:

Decree-law no. 264-B/81, of 3 September

Type A Residence Permit – valid for one year, renewable on a yearly basis;

Type B Residence Permit – for foreigners who have renewed their type A Residence Permit for 5 consecutive years, renewable every five years;

Type C Residence Permit – valid for life, for foreigners who have been residents for more than 20 years;

Decree-law no. 59/93, of 3 March

Annual Residence Permit – valid for one year, renewable on a yearly basis;

Temporary Residence Permit – valid for a period of five years, renewable in five year increments, may be issued to foreigners who have resided in the country for five consecutive years;

Permanent Residence Permit – valid for life and can be issued to foreigners who have resided in the country for 20 consecutive years;

Decree-law no. 244/98, of 8 August

Temporary Residence Authorisation – valid for a period of two years and renewable on a two-year basis;

Permanent Residence Authorisation – does not expire and is issued to foreigners who have legally resided in Portuguese territory for at least 10 consecutive years;

Decree-law no. 4/2001, of 10 January

Authorisation to Stay – granted and renewable for periods of up to one year, given that the total period of the stay in the country must not exceed five years, counting from the date when the first authorisation was granted.

Temporary Residence Authorisation – valid for a period of two years from the date when the respective permit was issued, is renewable every two years;

Permanent Residence Authorisation – does not expire and is issued to foreigners who have legally resided in Portuguese territory for at least either 6 or 10 years, depending, respectively, on whether they are citizens of Portuguese-speaking countries or otherwise;

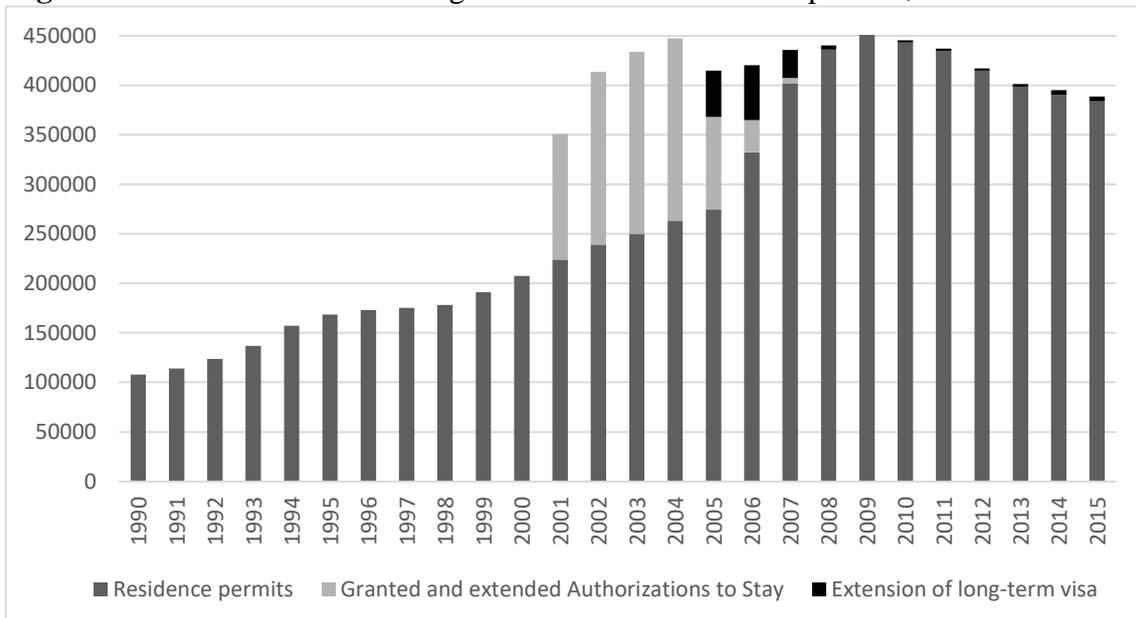
Decree-law no. 23/2007, of 4 July

Temporary Residence Authorisation – valid for a period of one year from the date when the respective permit was issued, is renewable for successive two-year periods;

Permanent Residence Authorisation – does not expire and is issued to foreigners who have been holders of temporary residence authorisations for at least five years;

These legislative changes are important for the interpretation of the figure 10. Note that the data shown is not equal to the data collected by the SOM network’s member countries. The data available in Portugal, through the SEF, concerning residence permits for foreigners, does not distinguish between short and long-term authorisations. In other words, by the law in force⁹, a (temporary) residence authorisation is valid for a period of one year from the date it is issued and is renewable for successive two-year periods. After 5 years of renewing the (temporary) residence authorisation, it is possible to obtain another (permanent) residence authorisation which does not expire. However, the data published by the SEF does not differentiate between the temporary residence authorisation and the permanent residence authorisation.

Figure 10 – Total number of foreign nationals with residence permits, 1990 – 2015



Source: SEF.

⁹ Law no. 23/2007, of 4 July.

Figure 10 shows the evolution in the number of immigrants with some form of legal residence in Portugal between 1990 and 2015. It shows a tendency for growth in the foreign population, especially at the start of the 21st century. Between 1999 and 2002, there were higher rates of growth in the number of immigrants with residence permits, and the number of granted permits doubled. This increase in foreign citizens was due, mainly, to two factors. On the one hand, and as previously noted, to the strong demand for manpower in the Portuguese labour market, particularly for construction and public works. On the other hand, to the amendments to the legal framework introduced by Decree-Law no. 4/2001, of 10 January¹⁰.

Since 2010, there has been a slight reduction in the number of legal residents in Portugal, which is a reflection of the national labour market, but also of the increase in the granting of Portuguese nationality, as shall be shown in greater detail in the next section of this report. Table 4 shows that, between 2010 and 2015, the total number of temporary residence authorisations decreased by almost 100,000, while the number of permanent residence authorisations holders increased from 34,692 to 56,989 individuals.

Table 4 – Total number of issued residence authorisations by length, 2010 e 2015

	2010	2015
Temporary RA (- 5 years)	248,240	148,871
Permanent RA (+ 5 years)	34,692	56,989

Source: SEF.

With regard to the most representative nationalities, between 2009 and 2014, immigrants from Brazil obtained the largest number of residence permits (5560), followed by citizens from China (3728), Romania (2455), Cape Verde (2185) and France (1930) (INE, 2014).

At the date of completion of this report, data on family reunion was not available. However, through other studies, it is possible to present an overview for Portugal.

According to MIPEX¹¹, Portugal scores very highly with regards to family reunion and, of the countries studied, its policy is one of the most favourable to families.

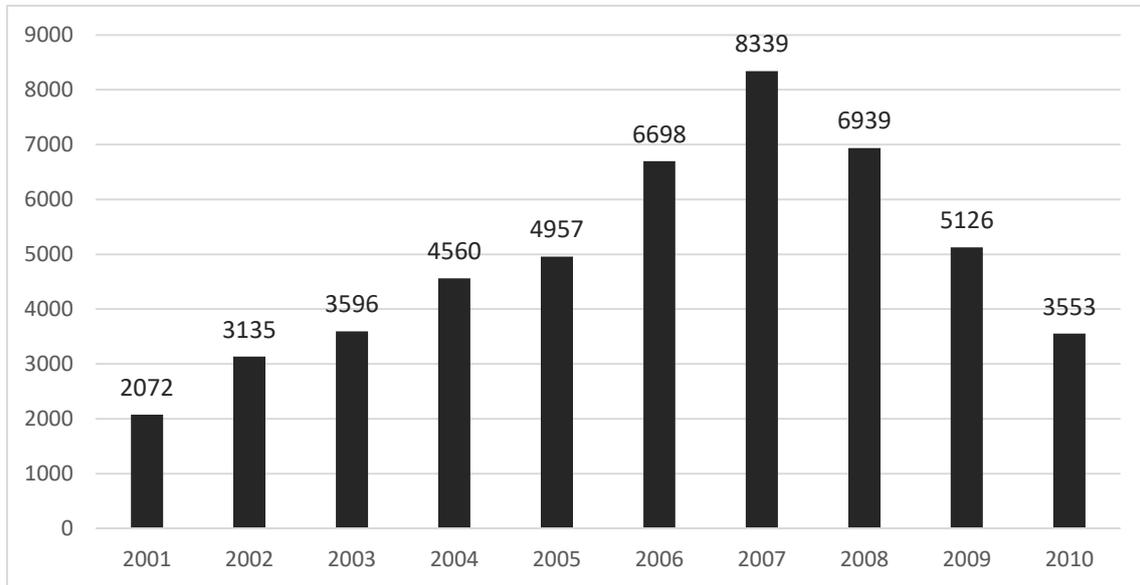
The trend in figure 11 follows the trend in the preceding figure. There is a continuous increase until 2007 and a consequent decrease until 2010. According to Marques (2014), Cape Verde is the country whose citizens, over time and in absolute

¹⁰ This amendment, through the creation of the legal notion of the permanent residence authorisation, made regularisation possible of many immigrants who already worked in Portugal, albeit illegally.

¹¹ <http://mipex.eu/portugal>.

terms, received the largest number of residence visas for family reunion. On the other hand, China, India and Ukraine also represent significant numbers of visa applications for the purpose of family reunion (Marques, 2014).

Figure 11 – Total number of residence authorisations issued for the purpose of family reunion, 2001 – 2010



Source: Marques, 2014.

iii. Naturalisations

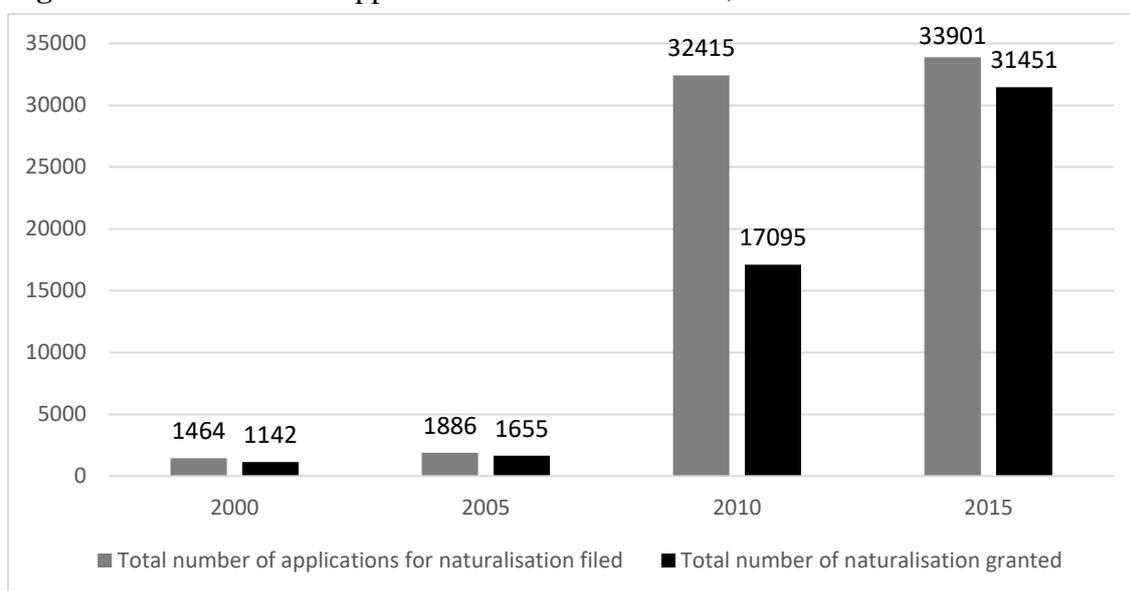
Portuguese nationality can be obtained via naturalisation through the principle of *ius domicilii*, which refers to the acquisition of a new citizenship based on legal residence in Portugal for a minimum period of 6 years (Fourth amendment to Law no. 37/81, of 3 October).

In 2006, important changes were made to the legislation (Organic Law no. 2/2006, of 17 April, supplemented by Decree-Law no. 237-A/2006, of 14 December, which approved the Regulation of Portuguese Nationality) which reflected the evolution in the access to Portuguese nationality. These changes made the legal framework regarding applications for nationality via naturalisation more flexible, making access to naturalisation easier in situations involving vulnerable children and youths who can now give proof of residence in Portugal through their years in the school system (rather than through years of accumulated residence permits). The changes also made the law more inclusive and accessible to children of immigrants who were born in Portugal and, therefore, promoted a better integration of immigrants. On the other hand, the requirement of proof of residence became less restrictive, when applying for Portuguese nationality,

with any permit (residence authorisation, authorisation to stay, valid visa) or attendance in the school system being accepted as proof. Starting in 2006, the civil registry offices (*conservatórias do registo civil*) and the Central Registry (*Conservatória dos Registos Centrais*) took over the handling of all applications for Portuguese nationality, replacing the SEF in that role (Oliveira and Gomes, 2014).

The changes to the legislation in 2006 resulted in a significant increase in the number of applications and naturalisations granted from 2010 onward, as shown in figure 12. From 2005 to 2010, the number of granted naturalisations went from 1,655 to 17,095, respectively, further increasing to 31,451 in 2015.

Figure 12 – Evolution of applications for naturalisation, 2000 – 2015



Source: SEF.

Tables 5 and 6 show that the vast majority of naturalisations fall under article 6.1, which covers the naturalisation of foreigners who have resided in Portuguese territory or in territory under Portuguese administration with a valid residence permit for at least 6 years.

Table 5 – Total number of applications for naturalisation filed in 2010 and 2015

	2010	2015
Naturalisation of minors (Article 6. 2)	2146	1259
Naturalisation of foreigners residing in Portugal (Article 6.1)	15449	16107
Naturalisation of individuals who have previously had Portuguese nationality and lost it without ever having acquired another (Article 6.3)	2	3
Naturalisation of foreigners who are grandchildren of Portuguese citizens (Article 6.4)	809	2103
Naturalisation of foreigners born in Portugal (Article 6.5)	106	114
Naturalisation of foreigners in special circumstances (Article 6.6)	232	529
Naturalisation of foreign Sephardi Jews (Article 6.7)	n.d.	466

Source: IRN, Instituto dos Registos e Notariado.

Table 6 – Total number of applications for naturalisation deferred in 2010 and 2015

	2010	2015
Naturalisation of minors (Article 6. 2)	1482	1029
Naturalisation of foreigners residing in Portugal (Article 6.1)	14717	14862
Naturalisation of individuals who have previously had Portuguese nationality and lost it without ever having acquired another (Article 6.3)	2	0
Naturalisation of foreigners who are grandchildren of Portuguese citizens (Article 6.4)	578	1261
Naturalisation of foreigners born in Portugal (Article 6.5)	63	41
Naturalisation of foreigners in special circumstances (Article 6.6)	71	136
Naturalisation of foreign Sephardi Jews (Article 6.7)	n.d.	0

Source: IRN, Instituto dos Registos e Notariado.

Compared to other Member States, Portugal is highlighted in the “Handbook on Integration for policy makers and practitioners” (European Commission, 2010) for not requiring the renunciation of the original nationality by citizens seeking naturalisation, allowing for dual nationality (Oliveira, 2014).

b. Social status

i. Educational qualification levels

Data on the educational qualification level of immigrants is only available for 2011 and was collected through the Eurostat Census Hub. Given the lack of data, it is impossible to detect any trends. The percentages shown are in reference to the total population with Portuguese nationality and the total population with foreign nationality.

With the existing data, it is possible to see that, proportionally, there are more Portuguese nationals with a primary education level than immigrants. In turn, 49% of the total number of immigrants living in Portugal completed their secondary education, which is greater than the percentage for Portuguese nationals. With regard to higher education, the numbers are very close, with a rate of 12% for the population with Portuguese nationality and 13% for those with foreign nationality.

Table 7 – Educational qualification level for the population with Portuguese nationality and the population with foreign nationality, 2011

	Portuguese nationals	Foreign nationals
No formal education	9%	6%
Primary education	35%	19%
Secondary education	30%	49%
Higher education	12%	13%

Source: Eurostat (Census Hub).

In 2011, the nationalities with the lowest levels of educational qualification (basic education) were those of immigrants from PALOP (66% for Cape Verde citizens, 44.6% for individuals from Guinea-Bissau and 41.2% for immigrants from São Tomé and Príncipe). The Chinese community also shows low levels of education (45% had a qualification of a level lower than higher education). The populations with higher qualifications were the Spanish, 44% of whom had higher education qualifications, the British, with 28%, and Ukrainians, with 23% (INE, 2011).

ii. Unemployment

In the analysis of unemployment in Portugal, we are faced with several obstacles in the identification of the foreign population in the available statistical sources, namely, the Statistics Portugal (INE) and the Institute of Employment and Vocational Training (IEFP). On the one hand, the data of the surveys on the employment of foreigners used a very small sample of foreign respondents, and, therefore, the data is of insufficient reliability. On the other hand, it is impossible to determine the unemployment rate from the IEFP data. Still, the data from Eurostat and IEFP that is presented, contextualised by scientific studies, allows for some conclusions to be reached with regards to immigrant unemployment in Portugal.

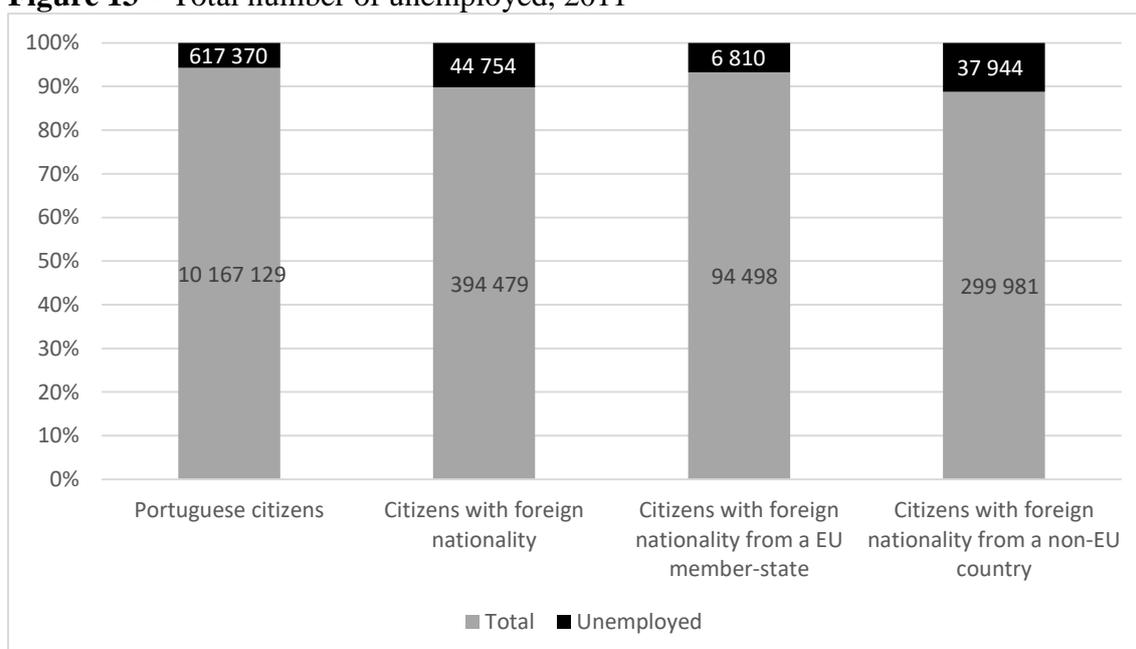
In 2012, Portugal had the third highest unemployment rate (15.9%) in the European Union, surpassed only by Greece (24.3%) and Spain (25.0%). The European

average was 10.5% (Eurostat, 2012). However, studies of unemployment refer that this phenomenon does not affect the various population groups equally (Peixoto, 2008). When analysing unemployment according to nationality, it is possible to see that it is an unequal phenomenon and that the immigrant population is affected more intensely. Despite the lack of unemployment rates for the population with foreign nationality, the data from the IEFP and Eurostat reflects the above-mentioned discrepancies.

It is possible to observe an increase in the number of unemployed starting in 2008 and the existence of subgroups within the foreign population who are more exposed to the phenomenon of unemployment, namely, foreign nationals from non-EU countries such as PALOP, Brazil and Ukraine; workers with qualifications lower than higher education; construction workers, and workers from the catering and hospitality industries (Oliveira and Gomes, 2014).

By examining figure 13, it is possible to note that, in 2011, there were 617,370 unemployed Portuguese and 44,754 unemployed immigrants (Eurostat). Although the number of unemployed Portuguese exceeds the number of unemployed foreigners, comparing these values with the total number of Portuguese citizens and the total number of immigrants living in Portugal, the proportion of unemployment was higher among the foreign community, particularly among non-EU citizens. This data confirms that foreigners are more vulnerable to the phenomenon of unemployment.

Figure 13 – Total number of unemployed, 2011

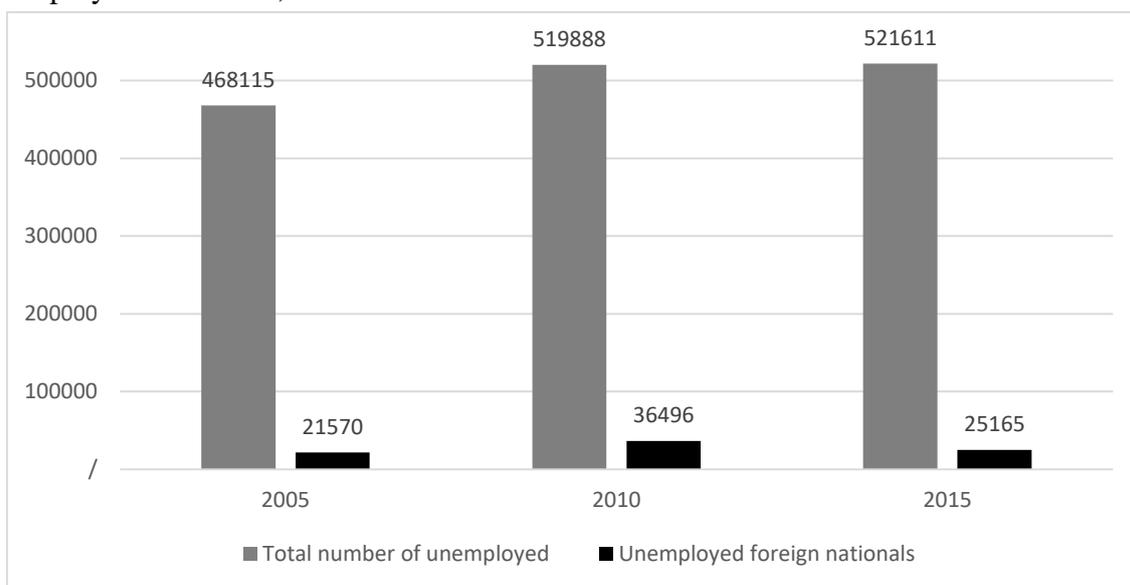


Source: Eurostat Census Hub.

Between 2005 and 2010, the IEFP's Employment Centres (*Centros de Emprego*) registered an increase in the number of registered unemployed individuals, a trend that remained through to 2015, except among the foreign community whose numbers decreased slightly. It is important to note that we are referring only to unemployed individuals registered at Employment Centres, and that, therefore, individuals who do not have access to unemployment benefits and those whose unemployment benefits have already run out are not accounted for.

The Portuguese labour market attracted many immigrants to fill positions in specific economic sectors (construction, hospitality, catering), which, with the advent of the 2008 financial crisis, suffered a decline in public investment and, consequently, a reduction in the number of jobs and an increase in layoffs. The increase in the number of unemployed among the immigrant community in Portugal is, therefore, natural (Valadas, Góis and Marques, 2014).

Figure 14 – Evolution in the number of unemployed individuals registered at IEFP Employment Centres, 2005-2015



Source: IEFP.

4. Conclusion

Summarising the main trends, it is clear that the number of citizens of foreign nationality increased in the 1990s, an increase that became sharper starting in 2000. Compared to other European countries, the numbers are not very high, although it is important to note that there was a significant increase in the foreign population over the last 25 years. Starting in 2009, and as a result of the economic crisis, there was a continuous decline in the number of foreigners residing in Portugal.

Immigrants arrived in Portugal in three successive waves originating in different countries: the first immigration wave was characterised by immigrants from the PALOP; the second wave, by citizens from Eastern European countries; and the third wave consisted mainly of Brazilian citizens.

In recent years, in Portugal, the foreign community that has prevailed originated mainly in the CPLP, especially in Brazil and Cape Verde. So, in relative terms, Portuguese is the predominant language among the foreign community residing in national territory. Despite the increase observed since 2006 in the number of immigrants from countries where Muslims form a majority of the population, Portugal has a well-integrated Muslim community with much less significant numbers than other EU countries.

Portugal is a country with no tradition in receiving asylum seekers and accommodating refugees; it is one of the European countries with the fewest asylum applications. The low intensity of this immigration flow remained constant over the years. However, with the recent migratory crisis, the number of asylum applications almost doubled in 2015, and a growing trend is expected in the coming years, taking into account the commitment Portugal made within the scope of the EU program for relocation and resettlement.

With the changes to the legal framework of the legislation regulating foreigners, which became more inclusive, and the lack of manpower in Portugal's workforce, the number of granted residence permits grew between 1999 and 2010. The subsequent decline is justified, on the one hand, by the increase in the number of requests for Portuguese nationality and, on the other, by the decline in the number of immigrants living in Portugal.

In 2006, important changes were made to the legislation regulating access to Portuguese citizenship, which made the legal framework more flexible and resulted in a

considerable increase in the number of granted naturalisation requests, which is noticeable from 2010 onwards.

With regards to unemployment, it was possible to observe that, proportionally, it affects the foreign population more than the Portuguese population, especially citizens from non-EU countries.

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