
THE IMPACT OF IMMIGRATION ON EUROPE'S SOCIETIES

– The case of Portugal –

A Study for the European Migration Network

Coordinator

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Serviço de Estrangeiros e Fronteiras
Ministério da Administração Interna

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National Contact Point in Portugal

Serviço de Estrangeiros e Fronteiras do Ministério da Administração Interna

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Table of Contents

1. Executive Summary.....	3
2. Introduction	3
2.1 Type of material collected and analysed	3
2.2 Research gaps	4
3. Overview of immigration history and development.....	6
3.1 Immigration history: development from the 1950s onwards	6
3.1.1 Migration flows and foreign populations	6
3.1.2 Invisible situations: irregular immigrants and Portuguese nationality by acquisition.....	7
3.1.2.1 Extra-periods for regularisation.....	7
3.1.2.2 Acquisition of citizenship.....	8
3.2 Immigration history: development in detail 2000 onwards.....	8
3.2.1 Demographic characteristics.....	8
3.2.1.1 Sex and age.....	8
3.2.1.2 Births and fertility.....	9
3.2.1.3 Regional distribution	9
3.2.2 Main impacts in demographic trends: from the present to the future.....	10
3.2.2.1 Nowadays	10
3.2.2.2 Future.....	10
4. The impact of immigration on Europe´s societies.....	11
4.1 The Economy.....	11
4.1.1 Impact of immigration on the state budget.....	11
4.1.2 Immigrants' money transfers to their country of origin and their relationship with consumption	13
4.1.3 Immigrants and the labour market.....	15
4.1.3.1 Active immigrant population, employed/unemployed	15
4.1.3.2 Geographical representation of active population	15
4.1.3.3 Distribution of employed population by activity sector	16
4.1.3.4 Immigrant population groups by profession.....	16
4.1.3.5 Immigrants' contribution towards the national economy in terms of VAB	17
4.1.3.6 Calculating differences in productivity	17
4.1.4 Contribution of immigrants' companies to economic development	18
4.2 Civil society and the cultural context	19
4.2.1 Acceptance and social integration	19
4.2.2 Life style and community organisation	21
4.2.2.1 Territorial distribution and urban settlement.....	21
4.2.2.2 Community Associations.....	22
4.2.2.3 Religion	23
4.2.3 Access to social services.....	23
4.2.3.1 Education	24
4.2.3.2 Health	26
4.2.3.3 Social Security	27
4.2.3.4 Housing.....	29
4.2.4 Safety and criminality.....	30
4.2.5 The cultural context	32
4.2.5.1 Evolution of the ethnic food and beverage (F&B)	32

4.2.5.2 Consumption of ethnic products.....	33
4.2.6 Cultural diversity (“cultural milieus”).....	34
4.2.6.1 Institutions’ role in the stimulation of inter-culture	34
4.2.6.2 Debates on intercultural opportunities.....	34
4.2.6.3 Education for the cultural diversity	35
4.2.7 Culture and integration	35
4.2.7.1 The importance of the popular cultural areas as a way of integrating immigrants.....	35
4.2.7.2 Impact of immigrants on classical music	36
4.2.7.3 Awareness of immigrants’ communities and their values.....	36
4.2.7.4 Attitudes towards the successful immigrants in music and sports	37
4.3 The political context.....	37
4.3.1 Framework.....	37
4.3.2 Historical background of immigration politics in Portugal	38
4.3.3 Legislative background of the right to vote for nationals from third countries	40
4.3.4 The national debate on the political participation of nationals of third countries: the political parties, the trade unions and immigrants’ associations.....	42
4.3.4.1 Political Parties	42
4.3.4.2 Trade Unions	43
4.3.4.3 Immigrants’ Associations.....	43
5. Factors affecting the impact of immigrants: provision of support and restrictions....	44
5.1 Provision of support	44
5.2 Restrictions	45
6. Conclusion.....	46
Appendices	48
Figures	48
Tables	52
Research Team	60
Bibliography	61

1. Executive Summary

In March 2000, The European Council of Lisbon established a new strategic goal and a Global strategy for the European Union – The Lisbon Strategy – aiming toward:

- i) an economy and society based on knowledge through applying better policies in the domain of the information society and R&D;
- ii) modernising the European social model, investing in people and combating social exclusion;
- iii) sustaining healthy economic perspectives and favourable predictions for growth, applying a suitable combination of macro-economic policies.

With this strategy in view, an "open method of coordination" was developed in this Council with a goal of spreading the best practices and favouring a greater convergence with regard to the main objectives of the EU. In essence, it is a way of organising a learning process at the European level with a view of helping Member States improving their national policies, encouraging a real convergence in the EU, and reassessing policies of economic and social cohesion.

Therefore, this document constitutes the Portuguese contribution to benchmarking (as quantitative as possible) of the impact of immigration on society, with special emphasis on demographic, social, economic, cultural and political areas.

2. Introduction

2.1 Type of material collected and analysed

The principal types of statistical information used in this study and which run through all the chapters are:

- i) Data from Foreigners and Borders Service (SEF), a subordinate organisation of the Ministry of Internal Administration: Statistical Reports (annual) on foreigners in a legal situation - Residence or stay (permanence) permits.
- ii) Data from National Institute of Statistics (INE), an organisation patronised by the Council of Ministers: Population Census (every 10 years) of the number of

foreigners who, at the time of the Census, have been residing in Portugal for at least a year, and Demographic Statistics (annual) on births by nationality of the parents.

iii) Data from several other public institutions, as mentioned along the text, with reference to the respective website if available.

iv) Data from political parties, trade unions and associations and the experiences they lived as a way of inclusion.

v) Data from national bibliography, as mentioned in the end of the study.

vi) Surveys and personal interviews to members of political parties, trade unions, associations, town halls and parishes.

2.2 Research gaps

Different data about the same topic along the study is the result of methodological differences of sources. The research option was to bring to this study the main national sources of information regardless its own methodologies. Reality should be somewhere in between.

In Portugal there is no coherent and permanently updated data on foreign immigrants and their descendents, regardless of whether they are in a legal situation or not, with the main gaps in information related to the following points:

1. Criterion: as a basic criterion, official data use nationality.

Principal limitations

1.a) the information about foreigners includes some who were never immigrants (i.e. children of foreigners who were born and have always resided in Portugal);

1.b) the information about foreigners hides a part of the population with immigrant backgrounds, since some individuals (who were initially foreigners) have acquired Portuguese citizenship.

2. Type of information: transversal, not crossed with the year of entry.

Principal limitation:

2.a) the information makes it impossible to know the eventual effects of the host society on the behaviour of immigrants and their descendents.

3. Type of record: the only data published annually on the number of resident foreigners in Portugal (stocks) is based on administrative procedures and refers to individuals who have applied for a residence permit.

Principal limitations:

3.a) the information prevents the evaluation of irregular situations, whose importance (overall) acquires statistic evidence only in particular periods of exceptional regularisation.

3.b) the information excludes other legal situations in Portugal, namely foreigners having valid study or work visas.

The elaboration of this study encountered other problems in collecting information, given that the majority of data regarding the participation of immigrants in various political contexts does not exist or is not treated according to nationality.

On the other hand, the non-existence of specific studies on the topic of political participation of immigrants in Portugal in a way reflects the innovative character of this group of themes in Portugal, particularly if we keep in mind that significant flows of immigrants into Portugal began in the 90s, and that the law which allows foreigners to participate in local elections dates from 1996. Until now, academic studies about immigration in Portugal have reflected demographic, sociological and legislative factors more than actual political rights and the consequent participation of immigrants in Portuguese political life.

The non-existence of publications dedicated specifically to the theme of Political Participation of Immigrants in Portugal has to be emphasised. However, we can find some indirect references to the topic in books about immigration in Portugal.

There is no organised information about different initiatives in the area of culture. Even on the High Commission for Immigration and Ethnic Minorities (ACIME) website¹, this particular category does not exist *per se*, with initiatives and a collection of data. Even at immigrant associations, we have noticed the continuing lack of compiled data. Information has been only in the form of perceptions and examples of cases.

The lack of evolving information (past vs. present): many times there is mention of certain data, but these are not available in any quantitative format to help us to compare them with the present, much of this information resulting from experience accumulated from specialists in the area.

The lack of more precise information about the motives of groups that carry out publicity campaigns and an understanding of the phenomenon of Immigration.

Knowing that the existence of statistical data is a function of the wealth and economic complexity of this country, Portugal must be considered as "disjointed" since it possesses a quality of information inferior to its level of wealth. On the other hand, administrative reasons make it difficult to use existing data, for instance in the case of INE demanding payment for certain information in amounts detrimental to the investigation.

3. Overview of immigration history and development

3.1 Immigration history: development from the 1950s onwards

3.1.1 Migration flows and foreign populations

Traditionally Portugal was an emigration country, situation expressed by a persistent negative net migration values through the time: since 1950 until the last decade ('90), there was only one period (from 1974 to 1982) with positive values of net migration².

It is only in 1993 that Portugal becomes an immigration country³. After that year until nowadays, the net flow becomes persistently positive, with the migration surplus in the recent years (2000, 2001 and 2002) presenting higher levels than in the 90's: more than 50.000 persons per/year (figure 1). Also, as the natural increase is declining (tends to zero), the net migration became the main component of the total population increase in Portugal (table 1). In this sense Portugal, joining the European Economic Community in 1986, is less and less a case-exception among the country members of the EU: 15 about migration and demographic dynamics matters.

On the other hand, the number of foreign citizens is growing since mid 1970's, although their presence in Portugal is not a recent phenomenon (table 2). In fact, the portion of foreigners among the total Portugal population, never more than 0,3% until the mid 70's, is actually (2003) 5%.

The increase of the foreign populations is not a linear one and had covered three different immigration phases. Initially (mid 70's), the increase was connected with the immigration from Portuguese Speaking African Countries (PALOPs: Angola, Cape

Verde, Guinea-Bissau, S. Tome and Principe and Mozambique), flows that boomed with the de-colonisation⁴. After, other nationalities joined their importance: in the 80's, mainly from Brazil and Asia (particularly Chinese, Indians and Pakistanis); in the latest years (since 2000), from Eastern European countries (especially from Ukraine, Moldova, Russia and Romania).

Nowadays, Portugal has a much more variety of origins of immigrants than in the past⁵, and the mix of those three phases of cycle immigration becomes very clear, with the most representative groups of foreign citizens belonging (2003) to East Europe (especially from Ukraine, 15%), Brazil (15%), and Africa, mainly from Cape Verde (14%), Angola, (8%) and Guinea Bissau (6%)⁶.

3.1.2 Invisible situations: irregular immigrants and Portuguese nationality by acquisition

Together with the observed increase of the official number of foreigners since mid 1970's there is still an important portion of immigration reality that is unknown in Portugal, either due to irregular situations or due to the inclusion of some individual foreigners in the Portuguese population.

3.1.2.1 Extra-periods for regularisation

The effects of these regularisation processes that occurred in Portugal allow us to see the importance of irregular foreigners in Portugal. In fact, the increase of the official number of foreigners, observed since mid 1970's, has been stronger in two particular periods (figure 2).

The first, in the 1990's, expressing the effects of two regularisations, occurred in 1992⁷ and in 1996⁸. The number of applications was very expressive: ca 39.000 (first regularisation) and ca 35.000 (second regularisation), mainly from Angola, Cape Verde, Guinea-Bissau and Brazil⁹.

The second, after 2000 (between 2000 and 2001 the increase was 69%), as a result of a significant legislative change occurred in 2001 (Decree Law 4/2001 of 10 January¹⁰). The DL 4/2001 creates a new legal status – “stay (permanence) permit” – giving the possibility of regularisation to all immigrants not having their situation legalized in Portugal but having a valid work contract¹¹. The results of this process are very suggestive. The numbers of foreigners registered with that legal status were ca

127.000 in 2001, 47.000 in 2002 and 9000 in 2003, mainly from Ukraine (35%), Brazil (21%), Moldova (7%), Romania (6%) and Russia (4%)¹².

3.1.2.2 Acquisition of citizenship

The Portuguese nationality is possible by birth or by acquisition, through marriage, adoption or naturalisation, under some conditions. The period (years) of legal residence in Portugal and the fact of being fluent in Portuguese language are important and decisive factors for the naturalisation. Although the rates of naturalisations observed in Portugal are low, it is understandable that the majority of the applications are coming from PALOPs and Brazilians. In fact, since 1999 e 2003 (according to SEF data), ca 7.200 persons applied for naturalisation, 30% from Cape Verde, 12% from Guinea Bissau, 11% from Angola, 9% from Brazil, 6% from Mozambique and 5% from S. Tome and Principe.

3.2 Immigration history: development in detail 2000 onwards

3.2.1 Demographic characteristics

3.2.1.1 Sex and age

The foreign populations in Portugal are composed mainly by males, in the age-bracket 15-64 (mostly in the age group 15-34), having low portions of younger or older individuals and they have a very high support potential ratio¹³ (table 3). This allows us to conclude that the economic reason is a strong motive for the immigration in Portugal¹⁴, being the Third Countries' foreigners mostly concentrated in low-skilled jobs, like "construction, industrial and domestic cleaning, shops, and, more recently, agriculture, hotels, restaurants, cafes, and some branches of labour intensive industry" (ESTEVEES et al).

However, that demographic profile (sex and age) is different among the nationalities, expressing the different phases of migratory flows. In fact, those features are much more salient in the populations belonging to very recent migration flows (Eastern Europeans), for whom the economic reason for immigration is, among the reasons known, the most important. In contrast, there are the Africans and Brazilians for whom, among the reasons known, the family reunification is one of the most important motive for requesting residence in Portugal.

3.2.1.2 Births and fertility

The total number of births from parents that one or both are not Portuguese, which represents 10% of the total of births in 2002, is increasing in Portugal (figure 3). The Africans (mainly from Cape Verde) are in the top of the contributions to that portion.

The importance of the births from parents that one or both are not Portuguese have to do, not only with the strong concentration of women in reproductive ages (15-49 years), but also with the high levels of fertility among the foreigners (table 4). In fact, the fertility levels among the foreigners are generically higher than 2,1 children per woman, and much higher than the one observed among the Portuguese. However, among the mentioned nationalities there are some differences: the higher fertility levels were found in African nationalities (especially Cape Verde and Guinea Bissau) in the Asiatic and in Romanian population, and the lower in American nationalities (namely Brazil) and Moldova.

3.2.1.3 Regional distribution

The majority of foreigners are, in 2001 (Census), concentrated in a small part (roughly 3%) of the Portuguese territory: 44% in Great Lisbon and 12% in Setúbal (table 5). Thus, the levels of population concentration are much higher among the foreigners than it is among the Portuguese ones. Nevertheless, by nationalities, the patterns of settlement are relatively different. The excessive territory concentration is stronger in the case of the Africans: 79% of them are in those two areas (figure 4). By contrast, the Eastern Europeans have a level of regional distribution more disperse (especially the Ukrainians). In this case, the Algarve, Ribatejo, Alentejo and certain micro-zones in the central region, are also important areas of residence (table 5).

According to the General Population Census of that year, the foreign population was 2,2% of the total population residing in Portugal and the same settlement pattern applied¹⁵. Therefore, in terms of NUTS III¹⁶ (figure 5), 44% of the total number of foreigners resided in the area of Greater Lisbon, 12% in the area of the Setúbal Peninsula and 10% in the Algarve. The foreign population represented, respectively, 5%, 4% and 6% of the population residing in those areas. On the whole, Greater Lisbon and the Setúbal Peninsula, representing the Metropolitan Area of Lisbon, had 56% of foreign residents in Portugal. The results by nationalities were: 91% of immigrants from São Tomé, 86% of immigrants from Cape Verde and 85% of immigrants from Guinea Bissau, 55% of immigrants from Romania, 52% of immigrants from Brazil and 51% of

Chinese. Algarve is the second most popular area for settlement, namely for Europeans, with 56% of English, 32% German and 21% of Eastern Europeans (almost as many as in the Metropolitan Area of Lisbon, where 27% of Eastern Europeans live). Other favourite areas for settlement are Greater Porto (with significant European Union, Brazilian and Chinese communities) and the West (with significant numbers from the Ukraine).

The data from the Census combined with data from the 2nd extra-period for regularisation mentioned in the section 3.1.2.1 seem to indicate that the last wave of immigration, namely from Eastern Europe and Brazil, does not tend to settle with as much territorial concentration as the previous ones¹⁷.

3.2.2 Main impacts in demographic trends: from the present to the future

3.2.2.1 Nowadays

In spite of the demographic differences among the foreign populations, their impact in the recent demography of Portugal is very important, namely:

- in the global population growth (1/5 of the growth of Portugal population observed from 1991 to 2001 was due to the non Portuguese citizens);
- in the live births evolution (2/3 of live births increase observed in Portugal between 1995 and 2002 was due to parents that one at least is not Portuguese);
- in the evolution of age structure (without foreigners, the age group 15-34 years would decline from 1991 to 2001, instead of growing; the portion of the age group 65 years or older would be higher and the support potential ratio would be lower);
- in the evolution of sex ratio (without foreigners, the ratio “males-females” would decline from 1991 to 2001, instead of growing).

3.2.2.2 Future¹⁸

The importance of the international migration can be questioned, namely by the eventual relationship between positive migration flows and population ageing.

The results of a scenario (scenario A) supported in mortality and fertility hypotheses (table 6) suggest (table 7) that Portugal will be (without considering migration flows), in 2021, much more aged than in 2001. However, if we suppose that the net migration will be +50.000 persons/year (value observed in the year 2000, but less high than the observed in the years 2001 and 2002) during the whole perspective

period (Scenario B), the results are quite different (table 8). Although the population of Portugal will be less aged with a positive net migration (table 7/table 8), the population ageing persists. In this sense, we can conclude that migration cannot be a solution to the population ageing of Portugal. In fact, the net flow required to maintain, in 2021, the ageing level (number of persons with 65 years or older per 100 persons with 14 years or less), observed in Portugal in 2001 (which was 102,2), is + 161.000 persons per year. And to maintain, in 2021, the potential support ratio (number of persons with 15 to 64 years per person with 65 years or older) observed in Portugal in 2001 (which was 4,1) the net flow required much more higher: +188.000 persons per year (table 9).

Even if the positive migratory balance is not a solution to the Portugal ageing population in the short and medium term, the effects in the age structure evolution exist. The symptoms of that process are stronger without them.

4. The impact of immigration on Europe's societies

4.1 The Economy

4.1.1 Impact of immigration on the state budget

The net payments to the State by immigrants have a transfer effect. When you analyse these effects in relative terms you can see that they are positive when there remains a positive contribution after the deduction of State transfers and the costs of direct State instalments.

Therefore, in order to verify whether there are positive or negative effects, we have to analyse the difference between State revenue and spending according to the State's Budget.

Such a study needs sufficiently detailed primary data on immigration and the main sources of data, the Bank of Portugal and INE, have very scarce information on this specific area. Secondary bibliography is even more difficult to obtain. To our knowledge there is only one study made (ALMEIDA). Therefore, this bibliography is the only source of information we have in order to study the effects of immigration on two main areas: Social Security and Taxes, for the year 2001.

Immigrants' contribution towards Social Security is calculated based on the sum of immigrants with "stay (permanence) permit" and "residence permit", as well as the

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ones currently applying for it, with a total number of 232.370. Based on these numbers and using the results of a survey done on salaries (LAGES) we obtained the amount of €141.265.719 (11%) for the immigrants contribution and the corresponding employers' contribution of €299.777.242 (24,5%) as against €58.580, being the State's spending with Social Security. The most important areas of spending are unemployment benefits, sickness benefits and family allowances.

Regarding the unemployment benefit, because it is based on the salary earned in the last twelve months, we may conclude that it is less than the average benefit of Portuguese workers. However, for this study we considered it to be the same for immigrants. Since the figure obtained is 4.950, corresponding to 1,47% of the total number of beneficiaries, we conclude that it corresponds to 1,47% of the total State spending, equalling €12.903.433.

Regarding sickness benefit, we also considered a similar proportion arriving at the result of €10.306.262. This result is also an over-estimation since the average age of immigrants (32,5 years) is much less than the average for Portuguese workers (39,5 years) and, therefore, they do not require as much health care services.

Regarding family allowances we used the same criteria and arrived at the result of €8.649.634. This is probably also an over-estimation because the immigrant population is mainly male and therefore does not receive child's family allowance.

Regarding the sub-group "Taxes", the most important taxes are Income Tax and VAT. When we analyse the main one, the Income Tax, we consider the total amount of tax paid by single tax-payers (€26.588.427) and by married tax-payers (€54.440.144). For this last we have only considered 50% if one partner is Portuguese or from a EU country, resulting in a total State revenue of €81.028.571.

VAT paid by self-employed people increased to €11.360.666.

The calculation of consumer goods VAT was based on the total number of employees and their remuneration, just as we did for Social Security revenue, arriving at a total of €64.777.342.

These three taxes amount to €323.108.000, corresponding to 24,8% of Revenue against 1,0% of the State's spending.

The final result obtained for State's spending with immigrants and the State's revenue from immigrants shows us that they are net contributors, the difference being €323.605.900. The comment made by one of the most well known Portuguese economist, Professor César das Neves, on the result is quite interesting: "The study

shows that immigrants are net contributors – highly so – towards the Budget. This is not surprising and for a very simple reason: the Portuguese Budget is a redistribution machine, it takes from the workers to give to politicians, public servants, doctors, teachers, etc, etc. Therefore, since immigrants are all workers and are not public servants, doctors, teachers, etc, it follows that they pay and do not receive.” (ALMEIDA).

4.1.2 Immigrants’ money transfers to their country of origin and their relationship with consumption

The issue of immigrants’ money transfers, remittances - to their country of origin has been studied, both in research and in literature, from the perspective of the effect that those transfers have on the immigrant’s country of origin. In Portugal’s case, almost all the existing studies deal with the effects of those transfers on our country as the country of origin for Portuguese emigrants and, therefore, the country receiving those transfers. Studies from the point of view of a receiving country are almost non-existent and, so, primary data and bibliography are very scarce. Concern with the study of this issue is very recent and, at the moment, people are starting to pay attention to the effect of immigration on consumption and savings.

The immigrant shows an above average propensity to save and a below average propensity to consume, when compared with the Portuguese population. On a medium term this means an increase of per-capita wealth for the country. However, the issue of money transfers to the country of origin of the immigrant changes the picture.

Wanting to send money back to their country of origin is part of that reason for migration. The decision to migrate does not contemplate a wish to permanently live in the destination country, but rather the wish to improve living conditions for family members staying behind (micro-economic effects) and, later on, to return to the country of origin in better economic conditions, with possible macro-economic effects.

The strong propensity to save is based on that aim and does not necessarily lead to better living standards in our country because it implies outward capital flow. However, the plan for migration does not always correspond to reality. The most obvious example is family re-union, the first step often leading to an extension of the period of residence in Portugal and, at times, becoming a permanent resident. These stages change the above mentioned behaviour. The immigrant no longer has such a strong propensity to save, for various reasons. On one hand, family re-union decreases the need and the

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possibility to send money to the country of origin. The immigrant also feels the need to acquire more durable goods, not necessary in the case of a temporary stay, but essential for a longer or permanent stay. Consumption increases, savings decrease and, therefore, the capacity to send money to the country of origin also decreases.

Eliminado: , as well as the making the process more difficult

We only have data for the first semester of 2003 so we have to use annual data for 2002; on the other hand, there were big changes in 2001 so that it becomes important to study 2001 and 2002 (table 10).

Immigrants' money transfers to their country of origin, represent, in 2001, a variation rate above 100% when compared with the previous year, as shown by Current Transfers from the Balance of Payments. They become 0,3% of GDP, quite high in absolute terms but diminutive when compared with the remittances of Portuguese emigrants sent to our country and representing 3,0% of GDP. This means that the "loss of capital" caused by immigrants' remittances is almost insignificant when compared with the capital coming into the country from Portuguese emigrants. In general, you have to take into consideration that immigrants are active participants in our country's production and that stays in Portugal. Immigrants spending are also done in Portugal. When seen is this light, the outgoing capital represented by immigrants' remittances has very little weight compared to their contribution to the Portuguese economy.

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In general, the increase in immigrants' remittances of these years is directly related to migrants coming from Central and Eastern Europe, namely Ukraine, as can be seen in table 10.

The period of higher rates of growth of remittances coincides with the first waves of immigration from East, certainly linked to a period of higher levels of uncertainty of their permanence in Portugal. From 2001 to 2002 one can see a decrease in this rate of growth. With the progressively integration of immigrants, individual level of uncertainty regarding his permanence diminishes and with that the amount sent to their families, furthermore, because at a certain point in time the idea will be to bring the family from their home country.

The highest decrease in the amount of remittances occurred from 2002 to 2003, namely in the case of Ukrainians where it fell from 169.886 to 91.345 thousands of euros, might be an indicator of long-term establishment decisions in this community. Decision to stay implies, on one hand, to bring along their families, with no need of remittances anymore, and, on the other hand, establishment expenses (house, car, education, etc), not allowing savings for remittances.

4.1.3 Immigrants and the labour market

The only secondary bibliography dealing with this issue is the study “Ulysses Voyages”, The Effects of Immigration in the Portuguese Economics” (FERREIRA) based on data from INE - Census 2001, the Institute of Development and Inspection of Working Conditions (IDICT) – 2001/2003 Regularisation Process, and from SEF¹⁹.

4.1.3.1 Active immigrant population, employed/unemployed²⁰

In 2001, the total immigrant population was 302.027 individuals, 233.508 of them of active and corresponding to 6% of the total number of the active population of Portugal. The majority of those immigrants are working (77%), representing a rate of unemployment of 4% (table 11) compared to a total unemployment rate of 6,8%. The immigrant groups that contribute the most to this high rate of employment come from Central and Eastern Europe countries, as well as Brazil (figure 6). However, some data shows that this situation has changed slightly in 2003.

According to IIEFP²¹ there was an increase of 56% (16.363 unemployed immigrants) compared to 2001. This increase is still below the one experienced by the total active population.

4.1.3.2 Geographical representation of active population²²

Immigrants’ contribution in terms of NUTS II (representing 6% of the active population) is more relevant in the Region of Lisboa and Vale do Tejo (11,4%) and in the region of Algarve (17,5%). In the North is 2,1%, in the Centre 3,5%, in the Alentejo 4,5%, in the Açores 2,5%, and in Madeira 1,6%.

Regarding the geographical representation we can verify that “there is a high concentration of active immigrant population in the region of Lisboa e Vale do Tejo (60,5%), when compared to a much less concentration rate in the rest of active population (29,6%)” (FERREIRA).

This important contribution of immigrants to the economy of the region of Lisboa and Vale do Tejo can be explained by the fact that this region benefited the most from Community Funds (including Cohesion Funds) and in the case of the Algarve it can be explained by the fact that it is a region where tourism is the main economic sector as well as having experienced a high increase in building activity in the last few years.

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According to the Census 2001, the Civil Construction sector was the most important activity in the Algarve region (FERREIRA).

Eliminado: 2001

4.1.3.3 Distribution of employed population by activity sector²³

Immigrant workers have an important participation in all sectors; mainly Civil Construction (14,8%), Catering (11,7%) and Services in the private sector (15%).

Eliminado: Hospitality

The immigrant population represents 5% of the total number of employed works in Portugal. This percentage is compatible with the percentage of 5,9% representing the immigrant population compared with the total active population.

Eliminado: working age

In terms of the representation of immigrants in the economic sectors, 36,1% work in Civil Construction, 15% in Services in the private sector and 12,9% in Catering.

Eliminado: Hospitality

4.1.3.4 Immigrant population groups by profession²⁴

In 2001, immigrant workers were concentrated in three big professional groups: unskilled labour (37%), factory workers, skilled workers and similar (31%) and service and sales staff (12%). The total of these three groups corresponds to 80% of all immigrant workers. We can conclude that the immigrant labour force is mainly unskilled and, therefore, receives low salaries.

However, when you take into account the geographical distribution in terms of NUTS II, we can see considerable differences. In the North region, even though professional and scientific experts, as well as medium level professionals, have a significant importance (10% and 11% each) the percentage of unskilled workers (16%) represents less than half of the percentage found in the other NUTS II.

When we analyse the relative difference in the unskilled workers group and if we compare the distribution of the immigrant population and the employed population, we can see that we have 5% in the North region, while we get 23% for the region Lisboa and Vale do Tejo and 27% for the Central region.

These differences show that in the North there are enough Portuguese unskilled workers and there is a low need for immigrant workers. Therefore, the rate of replacement of Portuguese unskilled workers by immigrants is very low (as opposed to what happens in the other regions).

Eliminado: no

This study of the distribution of the immigrant population and the distribution of the total population (both employed) by professional groups and NUTS II corroborates the theory that “immigrants have been occupying labour posts where there is a *deficit* of

Portuguese workers. This also explains the fact that in Alentejo we see the highest percentage of immigrants working in agriculture” (FERREIRA), where there is almost a total lack of Portuguese labour-force.

4.1.3.5 Immigrants’ contribution towards the national economy in terms of VAB²⁵

The conclusions of the study “Ulysses Voyages” show that immigrants contribute with 5% of the national VAB. It must be noted that in the region of Lisboa e Vale do Tejo the percentage is 11% and in the region of Algarve 17%.

Eliminado: (Ulysses Travels)

In economic sectors terms, they contribute 15% in Civil Construction, 12% in Catering and 10% in Services in the private sector.

Eliminado: Hospitality

We must note, however, that these numbers are under-estimated for two reasons: there is a number of illegal immigrants that is not accounted for and there may be a difference between salaries paid to immigrants and to Portuguese workers.

4.1.3.6 Calculating differences in productivity

From 1998 onwards we see a different pattern in the traditional composition of immigration, as well as an increase in the numbers of immigrants. This is due to the greater number of immigrants from Central and Eastern Europe and Brazil, in general with higher academic and professional qualifications when compared with the traditional immigration from PALOPs. It is therefore relevant to see whether the changes in migration patterns influence productivity.

With that objective in mind the authors of the “Ulysses Voyages” went back to the period 1992-2001, dividing it in two, 1992-97 and 1998-2001, analysed the changes in migration flows and applied the results to the sectors where immigrants are represented the most – Civil Construction and Commerce, Catering. For the sector of Civil Construction, during the period 1992-1997, we saw an average productivity of 0,19; during the period 1992-2001, 13,47, the difference in productivity between the period 1998-2001 and the period 1992-1997 being 3,28. For the sectors of Commerce and Catering the difference in productivity is 7,18.

Eliminado: Viagens de Ulisses

Eliminado: study

Eliminado: Hospitality

Eliminado: Hospitality

The recent increase in immigration is filling the gap left by the lack of Portuguese labour force in sectors with predominantly secondary segments of the labour market and where the lack of immigrant workers would mean the under-utilisation of already installed production capacity.

4.1.4 Contribution of immigrants' companies to economic development

Bibliography dealing with the issue of the contribution of immigrants' companies in Portugal is scarce, existing solely two studies (OLIVEIRA).

Portugal, as all other South European countries, faces high levels of self-employment (all with rates above 20% of their active population). In 2002, 15,2% of foreigners was self-employed.

In Portugal there are 3 main entrepreneur communities: Capeverdean, Indian, and Chinese, each one with its own distinctive business strategy, either in terms of economic sectors, labour force origin, or funding sources.

The Capeverdean entrepreneur focuses on civil and public construction, the Chinese in ethnic food and beverage, and the Indians in commerce. These last two with no business rivalry with Portuguese.

The Asian business initiatives are the more representatives, with a self-employment level very close to those of the Portuguese population and with the highest results among all foreigners requesting residence permit for business purpose.

On average the business structure of an immigrant entrepreneur is very similar to those of nationals, either in terms of economic size, number of employees, entrepreneur qualifications, use of non-paid members of family, informality, funding sources.

In terms of geographical distribution, there is a clear concentration in Lisboa and Vale do Tejo. The Chinese are the more disperse, looking after density of population²⁶.

In spite of the business structure in Portugal being based on small and medium companies they only represent 25,7% of the total employment. Regarding business of immigrants they represent 81,8%; having less than 5 workers, around 34% Capeverdeans, 30% Chinese and 68% Indians.

“Each group of immigrants defines its strategy of economic settlement in Portugal according to their origin. Chinese have more problems settling in Portugal (they cannot speak the language and they do not know the legislation). Therefore, they tend to define their business strategies according to existing ethnic opportunities (workers, benign contracts, financial resources, etc.)” (OLIVEIRA). On the other hand, the Indians tend to define their integration in the Portuguese labour market using personal resources, namely the family. The family becomes an essential resource in order to obtain financial and human capital for the business due to difficulties in obtaining credit from banks.

“Therefore, the main difference between business strategies of immigrant communities is clearly due to the difference in personal resources of investors and the ethnic opportunities existing in their communities” (OLIVEIRA).

Due to their entrepreneurial initiatives they contribute to the creation of new employment – combating unemployment and playing an important role in attracting more immigrants willing to work – at the same time as increasing the number of goods and service on offer, at competitive prices, therefore contributing to Portugal’s socio-economic development. Apart from that they also contribute to GDP since the majority uses Portuguese suppliers.

4.2 Civil society and the cultural context

4.2.1 Acceptance and social integration

The acceptance and social integration of immigrants in a host community should go well beyond the simple acceptance of their presence in the country, when the issue is dealt with thoroughly. Their presence is often accepted only because of economic reasons, namely at the level of the labour market. The degree and type of relationship and interaction between the host community and the immigrant community, as well as the family stability of the latter, may give an indication as to the state of that acceptance and social integration, however difficult it may be to measure it accurately.

In a study done at the end of the 90s and published in SILVA, 37% of Portuguese citizens declared they had relationships with foreigners residing in Portugal and the other 63% stated they did not. As to the type of relationship, the results were very interesting: under the item “friendship or affectionate relationship” the number of positive answers (39,8%) is much higher than the other types of relationships – “neighbours” (11,6%), “work colleagues” (20,2%), “other” (10,5%)²⁷.

In terms of evaluation of experiences, 38,5% of the Portuguese states that the relationship has been “enriching experience”, 24,1% states that the “experience is just like any other”, 4,7% states that the “experience is problematic” and 1,8% states “don’t know”. It must be noted that the rate of no answers to this question is high (30,9%).

In the LAGES and POLICARPO study, the answer to the question “do you have a Portuguese friend” around 90% of immigrants’ answers are in the affirmative. The percentage is slightly higher for Brazilians and others and lower for Africans and Eastern Europeans. When the Portuguese population is inquired, this study confirms the trend shown in SILVA. The friendship relationships are significantly more than

neighbourhood ones, namely in African communities (respectively 20,2% and 9,2%) and Brazilian (respectively 22,4% and 6,4%); in respect of Eastern Europeans there is much less difference between friendship and neighbourhood relationships (respectively 7,3% and 6,9%).

Regarding family relationships, the Brazilians are the most mixed group with the Portuguese since 13,1% of the Portuguese surveyed by LAGES and POLICARPO state that they have Brazilian immigrants as family members. The percentage for African immigrants is 8,1% and only 1,4% for Eastern Europeans²⁸.

This feeling of close proximity with the Brazilian community can also be verified with the answer to the question: “how would you feel if your son/daughter married an immigrant”. Only 12,1% of the valid answers stated that they would feel “uncomfortable or very uncomfortable” with respect to Brazilian immigrants and that percentage rises to 22,9% for Eastern European immigrants and 24,2% for African immigrants.

The acceptance and social integration of immigrants can also be ascertained, beyond the *status quo*, - in a more dynamic way – by analysing the wishes or intentions regarding future changes of the situation. The answers to the question: “do you agree with the settlement of more immigrants in our country”, (LAGES and POLICARPO) more than two-thirds of Portuguese citizens declare that they do not agree. The percentages are 74,4% for African immigrants, 73,7% for Eastern Europeans and 71,7% for Brazilian immigrants.

When immigrants²⁹ are asked if they “intend to return to their country of origin” (LAGES and POLICARPO), almost 80% answers yes and the percentage is even higher for African immigrants (82%) and lower for other immigrants (68,9%). Brazilian immigrants show a slightly higher wish to return than Eastern Europeans (77%)³⁰.

When we compare these results with the ones obtained with the question: “do you intend to send for family members” (LAGES and POLICARPO)³¹, we see that other immigrants have much more desire for family reunion (44,4%). Naturally, Brazilians and Eastern Europeans, who wish to return to their countries of origin in the short term, show very different intentions regarding family reunion: 34,8% of Eastern Europeans wish to send for family members and only 23,2% of Brazilians intends to do so³². The relative older age of the Eastern European Immigrants³³ when compared with the younger age of the Brazilians must be one of the main reasons for this difference. When we consider the case of the African immigrants, there is an apparent contradiction

between a high level of intended return as well as a high level of desire for family reunion (38,6%). This may be explained by the traditional strong family links of African society³⁴.

4.2.2 Life style and community organisation

Besides the organisation of immigrants personal life, mainly in professional and economic terms, an important factor for the acceptance and social integration of immigrants is how they structure their lives in the host community, both in terms of social integration and cultural identity and political recognition.

4.2.2.1 Territorial distribution and urban settlement

In terms of territorial distribution, the immigrant population in Portugal is highly concentrated in the Metropolitan Area of Lisbon. In 1991, 5% of the resident population was already present in the area. During the 90s, 64% of the immigrant population resided there and the immigrants from Guinea Bissau represented higher concentration (72,9%) and, even higher, immigrants from São Tomé (90%). In the case of European immigrants, before the great intake of Eastern European immigrants, almost 49% settled in this area, even though the most important settlement area was the Algarve. 45% of Brazilian immigrants also settled in the Metropolitan Area of Lisbon despite showing a much more diffuse pattern of settlement³⁵. A more recent situation was already described in the sub-section 3.2.1.3 of this study.

In terms of urban settlement, the high concentration of, namely, PALOPs³⁶, led to the development, in urban terms, of many illegal housing areas. These shanty-towns provided housing with very poor sanitary standards and they are still in existence today. Around Lisbon³⁷ there are very well known examples such as 'Bairro 6 de Maio', 'Estrela d'África', 'Fontainhas', 'Cova da Moura', 'Quinta do Mocho', 'Pedreira dos Húngaros', among many others.

At times of significant size, these shanty-towns become true islands, for the most part, existing as social ghettos, closed to the surrounding population.

Until the 90s, both local and national authorities have neglected to pay timely attention, in almost all cases, to this environment, where housing conditions are appalling, poverty is rampant and social outcasts abound. This has become the ideal breeding ground for a second generation of immigrants, for whom school has not played an adequate role in their socialisation and social integration and. Therefore, have

significant degrees of delinquency and criminality, giving birth to ‘gangs’ that awakened the Portuguese society.

These shanty-towns, then, created or, at least, increased delinquency. However, due to their specificity, they were also the birthplace of local and community organisations that sprouted everywhere because of the gregarious nature of their population. They represent a collective will to search for better living conditions and the self-esteem of the community.

4.2.2.2 *Community Associations*

The creation and development of immigrants associations, a process that clearly demonstrates the maturity of the immigrant community, appears as an element of the development of structure in that immigrant community and as an interface between that community and the political and social context of the host community. The objectives of those associations are the protection and promotion of rights, the development of support mechanisms aiming at an improvement of living conditions, social and cultural promotion and prevention or cessation of racist attitudes.

According to ALBUQUERQUE *et al.*, we can define three stages in the development of immigrant associations in Portugal: i) “an emergency type of intervention” as the first stage, taking place during the second half of the 70s and all the 80s. During this stage, associations started to appear in an informal manner throughout the Metropolitan Area of Lisbon, with the objective of helping the settlement and integration of immigrants from the PALOPs; ii) a second stage, characterised by the “beginning of an intervention type of action of associations as agents for social and economic integration of immigrants”, taking place during the first half of the 90s. This stage witnessed a proliferation of associations and their first steps in political intervention aiming at claiming citizenship rights for immigrants and developing more integrated and long term projects; iii) the last stage is defined by a “maturation of the associative movement”, starting in the second half of the 90s. During this period we see the formal recognition of immigrants associations with the ensuing legal framework applied to them³⁸, their consolidation and achievement of political representation.

The legal framework applied to immigrants’ associations, enshrined with the Law n. 115/99, 3 of August, defines them as privileged partners of the state in terms of defining and implementing immigration policies and policies for the social and economic integration of immigrants. We must note that the post of ACIME was only set

up in 1996. Only then did the immigrant communities have a State political representative to communicate with, apart from the border control service. The office of the ACIME is responsible for the legal recognition of the associations, provides technical support, mainly in legal matters, and also provides financial support, either annually or only when required by the associations³⁹.

4.2.2.3 Religion

The recent immigration wave will have increased religious diversity, namely due to the growth of Moslem communities (African and Hindustani immigrants), Hindu communities (Hindustani immigrants), Buddhist (immigrants from the Far East) and Orthodox (immigrants from Eastern Europe) apart from other Christian cults (mainly represented by Brazilian immigrants). The survey of LAGES and POLICARPO showed that 42,9% of immigrants considered themselves Catholic, 23,4% Orthodox, 10,3% of another Christian religion (not Protestant), 5,7% indifferent/agnostic/atheist, 4,9% non-Christian and 4,7% Protestant. The Catholic Church has also registered a greater cultural diversity among its followers. For example, the Patriarchate of Lisbon provides Chaplains for the Brazilian, Polish, Catholic Greek, Ukrainian and African communities, besides the traditional and historical provisions for the German, Spanish, French, English and Italian communities. For the Eastern European communities, the Patriarchate of Lisbon requested that priests from the dioceses of origin be sent to Portugal, under the care of the Patriarchate of Lisbon, in order to assist, spiritually, the new and growing Slav communities. In a gesture of true ecumenical spirit, the Patriarchate provided a Church for the Romanian Orthodox community⁴⁰. Other examples of welcoming the different immigrant communities can be found in the 20 dioceses of the country, namely where there is more settlement of immigrants. The Catholic Church has contributed enormously to the settlement process in the fields of Portuguese language teaching, protection of rights and providing social support.

4.2.3 Access to social services

The access to social services such as education, health, social security, social welfare and housing is a fundamental indicator for the study of immigrants' integration and social inclusion. This indicator permits us evaluate their use of these services, today generally considered as basic and fundamental aspects of citizenship, as well as evaluate

how the attention and focus of public policies, namely social, address the specificity of the immigrant population.

4.2.3.1 Education

School integration is extremely important, due to the dual role of the school as both socialisation through the acquisition of norms and values predominant in the host community and as an element for integration in the labour market⁴¹. School integration is crucial for the social integration of immigrant populations, namely regarding their offspring, but also impacting on the parents. In Portugal, access to education – pre-school and school – for the children of immigrants is the same as for Portuguese citizens, even when their parents are illegal migrants⁴².

Because, in some cases, immigrants' children arrive in the country with some degree of formal education, it becomes extremely important to formally recognise their studies for the purpose of properly integrate them in the new schools. The Regional Board of Education is responsible for the formal recognition of the first period of basic education, in the area of residence. The second and third periods of basic education as well as secondary education are dealt with by the public education institution for the area of residence or by the private or co-operative institution.

For the school year 1999/2000, there were 59.363 students of other nationalities or cultural groups in the basic and secondary education system⁴³, representing around 3,6% of the school population attending those levels. This percentage is higher for the basic level (4%) than for the secondary level (2,3%). Among other reasons, this is due to this group of students' high degree of failure and tendency to quit school before time. As to the background of students in that school year, 59,7% of students from other countries and/or other cultural groups came from PALOPs⁴⁴, European Union, except Portugal represents 18%, other countries, including Eastern European countries, 14,4% and Brazil 5,2%⁴⁵. This distribution reflects, on the one hand the composition of the immigrant population, at the time⁴⁶, and on the other the different family structure of immigrants living in Portugal, both because of the different birth rates and family reunion practices.

The command of the Portuguese language is a key factor for school success and social integration and its absence is both the cause and the symptom of collective situations of exclusion and development of urban ghettos. In the year 2000 there were 19.435 students in the Portuguese school system that declared, or their teachers did,

they did not have Portuguese as their mother tongue (some were of gypsy ethnicity). The data showed a mosaic of 93 different first languages, regardless of nationality. In terms of the command of Portuguese language, 1,5% of these students had none, 28,4% had an insufficient command of the language for the purpose of continuing studies or study other subjects and 70,1%, in general coming from communities with PALOPs origin, had satisfactory knowledge of the language⁴⁷.

In order to solve this problem of multiplicity of languages and lack of command of the Portuguese language, the school system presents several options. The possibility of choosing alternative curricula, adult learning, as well as flexibility at school level of organising the curricula so that the teaching of Portuguese has a higher priority for these cases are some of these options. However, according to ALVES, this depends very much on how aware the teachers and school administrations are of this problem and there is a need to regulate the system as well as provide more training for teachers of Portuguese as a second language and develop adequate teaching material.

When we analyse school performance⁴⁸, we see that the rate of success for students with foreign parents⁴⁹, except Brazilians, were significantly lower than students with Portuguese parents and the rate was even lower for students with Cape Verde parents. Together with students from São Tomé, they show the worst results in terms of completing compulsory education, having the highest rate of quitting school⁵⁰. However, these students reach the national average or have an even higher rate of success, representing a situation of creaming⁵¹. The rates of school drop out and discontinuance⁵² are significantly high for foreign communities in general but are even higher for the communities from the PALOPs, especially in secondary school, where a third of students with foreign parents give up mid year. A special programme for “Intercultural Education” developed during the 90s concluded, at an early stage, that these results were often caused by very difficult living conditions, where malnutrition was quite frequent⁵³. Therefore, ensuring adequate nutrition is a *sine qua non* condition in order to the minimum conditions for successful school integration programmes.

Adult education also has an important role in the integration of the immigrant population. Two aspects are particularly important: Portuguese language teaching and recognition of qualifications and professional skills.

Regarding Portuguese language teaching, the immigrant community has been having access, throughout the country, to courses of Portuguese for foreigners, taught by state institutions (IEFP⁵⁴, ACIME, etc.) and, much more prevalent, by civil society⁵⁵

(Catholic Church, IPSS, several associations and organisations, schools⁵⁶, etc.). Nevertheless, these courses have not been in sufficient number, especially if we take into consideration the fact that the language difficulty is highlighted⁵⁷ as one of the main problems encountered by the recent and significant immigrant community from Eastern European countries⁵⁸.

The recognition of qualifications and professional skills was already enshrined in the Portuguese law. In this context, ACIME has an office for the Support in the Recognition of Qualifications and Professional Skills, operating in its Lisbon Immigrant Support National Centre (CNAI Lisboa). This service provides counselling, guidance and support to immigrants wishing to have their school qualifications recognised (by the school institutions aforementioned) and academic qualifications (by higher education public institutions or the Catholic University of Portugal). The same service is also given to immigrants wishing to have their professional qualifications, obtained in a third country, mainly their country of origin, accredited (by the National Professional Accreditation System). It is worthwhile mentioning a project called Support to the Professional Integration of Immigrant Doctors, developed in partnership by the Jesuit Service for Refugees and the Calouste Gulbenkin Foundation. The aim of this project is to support immigrant doctors, so often over qualified for the jobs they do, in their quest to return to their profession by having qualifications recognised and accredited⁵⁹. There was a pilot project for 10 doctors and, now, a programme for 120 doctors is underway with 114 enrolments from the Ukraine, Moldavia, Russia, Albania, Angola, Bielorrussia, Cuba, Guinea-Bissau, Romania, Western Sahara and Senegal.

4.2.3.2 Health

In Portugal, Health Care services are provided by the National Health Service (SNS)⁶⁰, according to the Law n. 48/90, 24 of August, to all Portuguese citizens, citizens of European Union member States, as applicable by European legislation, foreign citizens residing in Portugal under reciprocity agreements and stateless persons. However, in 2001 “the foreign citizens with legal residence in Portugal⁶¹ (...) are entitled to health care and financial assistance for medication, provided by the services and institutions that form the SNS”⁶². Therefore, access to health care provided by the SNS is widely provided and does not discriminate according to nationality, as long as they are legal residents. In the case of illegal residents, they may have access to health care provided they present a certificate from their Junta de Freguesia (Parish Office)

proving that they have resided in Portugal for more than 90 days. “Medical expenses may be charged to them, except in situations that are considered a danger for public health, according to legislation in force and once social services have taken into consideration the economic and social situation of the person concerned”⁶³. In the case of a minor who is an illegal resident, the Portuguese state guarantees the same access to the SNS as any other minor legally residing in the country⁶⁴.

4.2.3.3 Social Security

In terms of access to Social Security “it is important to mention that Portugal has a high level of social protection”⁶⁵, providing immigrants with similar access conditions to the ones of Portuguese citizens.

Therefore, according to Social Security legislation (Law n. 32/2002, 20 of December) which, like the previous Law n. 17/2000, dated 8 of August, regulates the public social security system according to three protection subsystems with separate financing sources, the access of immigrants to Social Security abides by the following criteria.

In the providential subsystem – where access is determined by registration and compliance with obligatory contributions of beneficiaries, be it employees or self-employed – registration is compulsory for all workers in general⁶⁶. Therefore, all citizens working in Portugal, independent of nationality, are covered by social protection awarded by the general social security system. This protection depends on the compliance with compulsory registration and contributions and the benefits awarded under this subsystem are equally accessible for Portuguese citizens and others, *ceteriis paribus*, under the same circumstances. Delayed benefits – pensions – will be paid regardless of where the pensioner resides. Immediate benefits – namely unemployment and sickness benefits – are not paid in pre-defined cases of absence from the country and this applies to beneficiaries of all nationalities.

In the solidarity subsystem, legal residence in the country is a general condition for access. However, the regime requiring no contributions incorporated in this subsystem does not, in fact, cover foreigners and stateless persons. It covers only Portuguese citizens and others considered to be in equal circumstances under the law, namely community law, because the legislation requiring legal residency⁶⁷ and, therefore, extending this entitlement to foreigners and stateless persons residing in Portugal for a period of time in excess of six months, has never been regulated. The

access to this subsystem can only exist for the immigrant population if an international agreement binding the Portuguese social security system is in place.

Finally, as for the social service system, there is no legislation regulating or specifying the access of foreigners to the protection it offers. Thus, due to the discretionary nature of this system, as a general rule the reality is that social services are activated according to a principle of non-discrimination.

Looking at the reality, at the end of the first half of 2004, we calculate that around 360 thousand active foreign beneficiaries were registered for Social Security⁶⁸. By nationalities, the Eastern European countries represent the principal immigrant community with around 30.8% of the total of active foreign beneficiaries⁶⁹. Beyond the jurisdiction of Eastern Europe, the largest immigrant communities are in the jurisdictions of the PALOPs and Brazil, representing respectively 27,7% and 19,2% of the total. However, of these registered beneficiaries, only around 220 thousand (61,1%) presented records of payments, representing nevertheless around 6,1% of the total of active beneficiaries with a record of payments⁷⁰.

In terms of unemployment benefits, at the end of the first half of 2004 there were 20.896 foreign beneficiaries receiving this type of benefit⁷¹, a 233% increase over those of 2000 (6.276). By nationalities, almost half – 9.429 – were from the PALOPs (45,1%), with 21% from Angola. There were 3.617 from Eastern Europe (17,3%), of which 2.111 (11,1%) were Ukrainians. The rest, 3.321 (15,9%), were Brazilians and 1.678 (8%) French⁷² – possibly descendents of Portuguese immigrants.

As for family benefits, at the end of the first half of 2004, 61.865 foreign beneficiaries received family subsidies [family allowance]⁷³, an amount 91,7% above what was reported in 2000 (32.270). Among these, 31.804 (51,4%) came from the PALOPs, 11.682 (18,9%) from Eastern Europe and 7.664 (12,4%) from Brazil. Notice that in comparing these figures with those of the number of beneficiaries registered by nationalities, we calculate that around 32% of the beneficiaries from the PALOPs received family subsidies, a percentage that is almost 10-11% in the case of beneficiaries from Eastern Europe or Brazil⁷⁴. Such a disparity shows the difference between the family structures of immigrants of different origins, as previously mentioned. The recent regulations of these benefits⁷⁵, imposing residential conditions for descendents associated with different family regrouping trends, will contribute to an increase in this disparity.

In the case of Social Insertion Income (Minimum Guaranteed *ex*-Income), between 2000 and the end of the first half of 2004 a decrease in the number of foreign beneficiaries receiving these benefits was observed, from 11.505 to 9.122 (-20,7%), a decrease that was verified generally among all nationalities. Of these 9.122 beneficiaries⁷⁶, 6.844 were from the PALOPs (75%), 440 (4.8%) from France (possibly descendents of Portuguese emigrants), 427 (4,7%) from Brazil and only 136 (1,5%) from Eastern Europe⁷⁷. The different socio-economic and cultural characteristics among the various immigrant communities, as previously clarified, explain the preponderance of PALOPs. A greater spirit of enterprise, such as higher expectations for one's level of living may also explain the reduced level of recipients of Social Insertion Income from Eastern Europe⁷⁸.

4.2.3.4 Housing

With regard to housing, the high concentration of immigrants already mentioned – especially Africans⁷⁹ – in neighbourhoods of clandestine origin, namely unconventional dwellings, crude shanty-towns with high levels of crowding, leads us to imagine that this population, on the average, has living conditions significantly inferior to those of the general Portuguese population in terms of the habitability of their respective locations of residence.

According to the 1991 Census (XIV General Population Census / IV General Habitation Census), in that year 0,6% of the population residing in Portugal lived in shanty-towns, and 6,4% in the case of the foreign population. In the Guinean community this percentage was 24,2%, in the Capeverdian community 22,3% and in the São Tomé community 20,8%. The Angolan and Mozambican communities present significantly smaller percentages, but still above average – 5,5% and 2,1%, respectively⁸⁰. In addition to the precariousness of the dwellings, the fact must be added that many of them have no electricity⁸¹, running water or basic sanitation. Still, data from inquiries carried out at the end of the 1980s and in the 1990s reveal a worrisome resignation with regard to the housing situation, with 65% of the respondents from one of the inquiries claiming they liked the area where they lived; such a fact can be explained in the reply to an inquiry about the Capeverdian community, in which 54% of the respondents claimed to have better dwelling conditions than they had had in Cape Verde⁸². This attitude, the result of extremely low expectations within a scope of perception of a proven betterment in life conditions, an adverse real estate market and

backward housing policy in terms of a just response to the problem, if it was – and perhaps will be – of resignation in the first generation of immigrants, namely the PALOPs, will potentially be a revolt in the second and third generations.

Starting from the first half of the 1990s, housing policy programs were created - Special Re-accommodation Programme (PER) and PER-Famílias⁸³ – specifically directed at relocating individuals and families living in unconventional housing, which have no discrimination with regard to nationality.

According to the inquiry⁸⁴ which preceded and served as a basis for PER, in the metropolitan area of Lisbon, 113.701 individuals were considered eligible for this program, living in 29.223 dwellings or the equivalent of 4,5% of the habitants and 2,7% of the dwellings in that region. Of the dwellings counted in the census, nearly $\frac{3}{4}$ were located in only 4 of the 18 municipalities constituting the metropolitan area: Lisbon, Amadora, Loures and Oerias. Observing the nationality of those counted in the census, we calculated that 79,3% were Portuguese, 20,2% from one of the PALOPs⁸⁵, and 5% other nationalities. However, an ethnic-cultural analysis which was never carried out could have shown more revealing data, data that many of the individuals shown here has having Portuguese nationality were actually from the PALOPs, some first generation, but mostly second and third generation.

As a result of the consolidated efforts of these programs, between 1991 and 2001 the number of shanty-towns in the Lisbon metropolitan area decreased by 44,2%⁸⁶. According to the National Housing Institute, almost 93 million euros were spent on 4.652 residences in 2001, of which 16,5% were destined for foreign citizens and families.

4.2.4 Safety and criminality

Safety and criminality are often day-to-day issues, and a target of controversy when speaking in terms of immigration. According to BAGANHA and MARQUES, in Portugal, contrary to the tendency in other European countries, it seems that there are no sure indications of a social image of immigrants linked to delinquency and criminality. In the previously cited study of LAGES and POLICARPO concerning the issue “immigrants commit more crimes than the Portuguese”, the answers of respondents are quite divided, with 39,5% disagreeing and 30% agreeing⁸⁷. However, the perception of Portuguese society with regard to unsafety or criminality associated with immigration is far from uniform. According to the type of crime and the nationality group, Africans

above all are associated with violence (62,5%) and drug trafficking (47,9%), Brazilians with prostitution (56,8%) and immigrants from the East to organised crime (52,4%), but also to violence (43,7%) and prostitution (38,7%).

On the other hand, in analysing foreign convicts in Portuguese criminal institutions, we estimate that at the end of 2002 there were 2.095 foreign prisoners, 1.892 men and 203 women, representing about 15,2% of the total number of prisoners⁸⁸, in contrast to 10,8% in 1999 and 8% in 1991. In this same year, 2002, the legal foreign population in Portugal represented about 4% of the total population. SEABRA points out, as an explanation for this disproportion, the fact that these foreign prisoners are integrated into the lowest strata of Portuguese society where the proportion of detention on the part of the authorities for the practice of criminal activities is greater, and once detained, a larger proportion of convictions⁸⁹ for crimes – as a general rule – that are more severely punished by penal law.

However, this is one of the disparities between the relative weight of the foreign population and the national population, between the prison population and the total population, less pronounced, a fourth lower than the European Union⁹⁰. Notice, however, that not all of these prisoners are immigrants, since many of them had been arrested and had committed crimes in transit to Portugal and were not actually living in the country⁹¹.

In terms of the legal-penal system, in 2001, 39,8% of foreign prisoners found themselves in a situation of preventive detention, as opposed to 2,5% of prisoners of Portuguese nationality, denoting a greater predisposition of the judicial system to apply this measure of constraint in the case of defendants of foreign nationality, which is particularly associated with a fear of escape to their state of origin, a factor as important as the fact that a significant part of the defendants, as mentioned before, do not have permanent homes in Portugal. As for prisoners doing actual gaol time, in 2001 foreigners represented 7,8% of this population, a number that increased to 9% in 2002.

By nationality, in 2002, of the foreign prisoners in Portuguese penal institutions, 57,7% were originally from Africa (with 93,1% from PALOPs), 26,1% from Europe (with 23,8% Ukrainians and 22,3% Spanish), 12,4% from Latin America (with 60% from Brazil) and 3,8% from elsewhere. Looking at 1999, there was a notable decrease in the proportion of Africans (64% in 1999) and an increase in the proportion of Europeans (17,2% in 1999), where those originating from countries like the Ukraine,

Russia and Romania (42,7% of European prisoners in 2002, 29,7% in the previous year) stood out.

From the facts about this prisoner group in 2002, it is important to point out certain characteristics: 9,7% were females (7,8% among Portuguese prisoners), 63,1% between the ages of 25 and 39, presenting a lower level of illiteracy and a larger incidence of prisoners with a secondary education, university attendance and higher education. As to the type of criminality, in 2001, 53% of the crimes committed by convicted foreign prisoners were related to narcotics.

As a general rule, when speaking of immigrants and safety or criminality, one should be especially attentive to the actions in which the transgression occurred on the part of the immigrant, which in itself only denotes a certain social preconception regarding the issue; nevertheless, immigrants are frequently the victims of criminal acts. Among the people who turned to the services of the Portuguese Victim Support Association in 2002, 6,5% were foreigners, a number which rose to 9,6% in 2003; of these, more than half were of African origin.

Regardless of the immigrants-unsafety association, the opinion of most Portuguese is that living with immigrants facilitates mutual understanding, mostly expressed in the specific case of Brazilian immigrants⁹².

Formally anti-racist, Portuguese society also presents, as occidental societies generally do, traces of a subtle racism, especially in the private sector; to the question “have you even been in a situation when you were made to feel bad for being black / Brazilian / from the East”, 62,9% of the respondents in the LAGES and POLICARPO inquiry replied “never” and 18,2% “only a few [one to three] times”. Nevertheless, manifestations of militant racism are so much less than in other European societies that one could say they are actually very infrequent and with no social basis of support⁹³.

4.2.5 The cultural context

4.2.5.1 Evolution of the ethnic food and beverage (F&B)

The Ethnic F&B appeared in Portugal due to the entry of shopping centres and the risk that some brands took related to the concepts of “franchising”. This really worked and then new food styles were introduced and adapted to the Portuguese’s taste and habits, in a flexible way.

Despite the lack of statistic data about this reality in Portugal, it is possible to observe the increasing number of these restaurants, especially near the major

metropolis. Globally, and considering the whole country, the Ethnic Restaurants ratio in terms of the Portuguese F&B is not more than 10%⁹⁴.

Lisbon, the capital, is the city that owns the major amount of this type of restaurants. This is easily explained by the fact that its inhabitants have enough curiosity about new tastes to accept the immigrants' habits better, and because there are many co-ethnic minorities.

Nowadays we can observe three great influential areas in Ethnic F&B: America, the East and Europe. Brazil's influence is undeniable because of its "Picanha" and "Rodízio". Moreover, the great flux of Brazilian immigrants stimulated even more the consumption of these products. This kind of meat was so well accepted that it became part of many Brazilian and even Portuguese menus.

The ethnic restaurants belonging to East cultures (Poland, Ukraine, ex-Soviet Union) are not so common, being noticed just in small units.

As far as the Eastern influence is concerned, it is important to distinguish a culture from other completely different: the Japanese and Chinese cultures. The first one is known by its quality and price and aims to reach an elite. By contrast, the Chinese restaurants are spread all over the country and the relation quality/price is low. These restaurants are completely integrated in the national F&B, and we don't perceive them as of ethnic origin anymore.

4.2.5.2 Consumption of ethnic products

The Ethnic F&B balances between the primitive and healthy concepts, and this leads to the wish to 'try the concept' due to its appeal and the worries about healthy food habits. These new concepts are more salient and better accepted in the major cities, not only because there are more immigrants and ethnic restaurants, but also because people go out to have lunch or dinner more often.

Another situation is the appearance of immigrant supermarkets and grocer's shops that sell typical products. The attempt to do these recipes is usual, but only the immigrants themselves have the high know-how required. The consumption of certain products such as the 'basmati' rice or caviar/salmon shows that Portuguese people are adopting these 'foreign' habits.

A recent phenomenon that shows this influence as well is the appearance of the Ethnic Supermarkets⁹⁵.

4.2.6 Cultural diversity (“cultural milieus”)

4.2.6.1 Institutions’ role in the stimulation of inter-culture

As the phenomenon of immigration is increasing in the Portuguese society, the communications, agendas and actions of the leading personalities and entities of different national areas have the duty to support the theme of ‘Immigration’.

Some people are worried about the study of the phenomenon *per se*, its impact and social consequences. Other people are concerned about the integration and acceptance of the immigrants. Other are still worried about the consciousness of the phenomenon itself. However, all of them try to support a theme that needs elucidation, knowledge and solidarity.

There are different entities that have an important role in the Integration and Inter-culture, such as:

- Governmental entities;
- Municipal entities;
- Religious entities;
- Immigrants associations: ‘Casa do Brasil’⁹⁶, ‘Africanidade’⁹⁷, ‘Interculturalidade’⁹⁸, ‘SOLIM - Solidariedade Imigrante’⁹⁹, among others.

Above all, the major motivation for these institutions have to do with the improvement of the relationship between folks and cultures, enabling the tolerance and allowing a deeper knowledge about the immigrants in Portugal and their difficulties.

4.2.6.2 Debates on intercultural opportunities

For different reasons and with different aims, this topic ‘Immigration’ has become object of various conferences, workshops and debates.

The most important debates sponsors are the ACIME and Immigration Observatory (OI)¹⁰⁰. These organisations have the task of promoting areas of debate where this phenomenon is explained, so that Portuguese people can have a new perspective on its implications, impacts and characteristics, as well as promoting the immigrants’ good integration regarding legal, health, work and educational issues.

This is so because these organisations are those with the most diversified and recent information on immigration, are the State departments for immigration policies,

and because they are the main promoters of academic debate, conferences and research, either at national and international level.

Schools and universities in the social and culture researching area are important as far as these projects are concerned.

Being a phenomenon that has always been evident in the national reality, firstly as a country of emigrants and more recently as a “receiving” one, it would be expected to have it studied both in its social and cultural aspects, as well as the human relationship between different folks.

Complex studies or simple debates and workshops are more often part of these institutions’ agenda, like the requested studies to Catholic University of Portugal by ACIME, the Center for Social Studies at the Faculty of Economics of University of Coimbra, SOCINOVA, SEF, INE, Foundations, Associations, etc.

4.2.6.3 Education for the cultural diversity

When confronted with the reality of the immigrants living in Portugal and due to worries about poverty, safety, education and health, autarchies/town halls and respective local social associations feel the need to promote the understanding and receptivity of its population towards the immigrants, enabling the harmony and tolerance.

As an example of this kind of initiatives, we can mention the early Eastern Countries Cultural Week in April/May, in Santa Maria da Feira, sponsored by Feira’s Town Hall, ‘Associação pelo Prazer de Viver’, ‘Associação Melhor Viver’¹⁰¹ and ‘Centro Tecnológico do Calçado’¹⁰². The goals of this event were to encourage the East immigrants to participate more actively in the Portuguese community and also to show several East cultural areas: music, gastronomy, painting, dancing, and traditional games. During this Week there was also a congress whose theme was ‘The Eastern Immigration: Challenges for Integration and Cooperation’.

4.2.7 Culture and integration

4.2.7.1 The importance of the popular cultural areas as a way of integrating immigrants

It is a fact that immigrants have an increasing role among Portuguese populations and this happens due to their number, the notoriety that the media concedes to them and also because of the variety of studies about them.

In the Portuguese society, there are immigrants that stand out in several areas of cultural activity. They are the inspiration for many other immigrants as well as the Portuguese people recognize them by giving a good image of their home country.

Among the various areas in which they are recognized, Sports and Music are the most notorious ones and that attract more fans. Sports join immigrants of various nationalities: Brazilian, Russian, Angolan, Capeverdean, American, Bulgarian, Hungarian, Nigerian, Argentinean, etc. As it is known, soccer is the national sport in Portugal but other sports arise and attract numerous fans.

Concerning popular music, Portuguese people, confirmed by the many shows, and the many places with Brazilian bands, have very well accepted the Brazilian style.

Concerning classical music, there are also some recognized immigrants but less known due to its own restrictive nature. However, it's an area with behavioural particularities, where adaptation is easy and simple.

4.2.7.2 Impact of immigrants on classical music

The pressure of immigrants in this area is already usual in Portugal and so the knowledge and experience interchange is stimulated.

In fact, there are more foreign people in the orchestras (eg. "Metropolitana", Gulbenkian, "Sinfonia Portuguesa") than Portuguese. Nevertheless, some Portuguese schools have encouraged the training of Portuguese musicians for the last decades, resulting, nowadays, in more national people in the orchestras.

Well recognised by their working skills, discipline and organisation, it is known that there's a migratory flux of the Eastern immigrants to the countryside, so it happens with musicians in search of opportunities left by nationals moving to the main cities.

Globally, the immigrants in this area are seen as good professionals and well trained people. In experts' opinion, the contribution of these professionals lays essentially in the training of musicians, the introduction of new working methods and rhythms, and this way the technical quality increases.

4.2.7.3 Awareness of immigrants' communities and their values

In general, immigrants living in Portugal have favourable conditions as a result of the Immigrants and Family Rights protected by law, which promotes both their integration in the community and their cultural identity and values. Furthermore, the

relationship with immigrants allows Portuguese people to come closer to them without feeling prejudice, both in work and social life¹⁰³.

It is important to notice that there are some kinds of stereotypes and bad associations made by the population. The African community is associated to violence, drug dealing and AIDS; the Brazilian community is connected to prostitution and the Eastern immigrants to mafia and violence¹⁰⁴. Figure 7 shows a summary of the information about some attitudes and visions of Portuguese people towards immigration (generally) and different communities (specifically).

Besides the mentioned communities, there's a deeper awareness of the Chinese and Indian immigrants, being characterised as hard-workers, heterogeneous in terms of customs and habits. These still are a minority, but there's a growing tendency for this group to develop in our country. Figure 8 shows the areas where the immigrants live, according to the survey "Easiness of Interpretation and Attitude through Work".

4.2.7.4 Attitudes towards the successful immigrants in music and sports

The recognised immigrants in the areas of music and sports in Portugal have a crucial role in the development of these areas and the country itself. There are different views on the successful immigrants and the immigrant, once the population:

- has different opinions on different immigrant communities;
- distinguishes between the successful individuals and the community of immigrants having the same origin – immigrants and foreign.
- the public fame of the successful immigrants doesn't lead to different opinions towards the community they belong. There will always be the isolation of the individual. He will be appreciated as a person – with specific qualities – and not as a member of a community.

However, it's important to refer that when the immigrants' community knows about the success of one of them, they get proud and feel a sense of equality of rights.

4.3 The political context

4.3.1 Framework

The topic about the political participation of immigrants is intimately related to the nationality and the immigrants' integration politics issues. The first measure taken by

Portugal in terms of immigration has to do with the law that establishes the juridical system of nationality. This emerged in 1981 and was later changed in 1994.¹⁰⁵

In 1981, the law allowed all foreigners the right to have the Portuguese nationality, if they have had the residence permit for at least 6 years (article 1°c). In 1994, the changed law only conceded this right to citizens of Portuguese speaking countries with residence permit for the same period of time. Citizens belonging to any other country should have the permit for 10 years (article 6°c). Alternatively, a foreigner married to a Portuguese citizen for over 3 years can acquire Portuguese citizenship.

The Portuguese Constitution (1976) provides the Portuguese citizens' rights to the foreigners and stateless people who live in Portugal, except the political rights, non-technical public functions and the exclusive rights of the Portuguese people.¹⁰⁶

The Portuguese Civil Code highlights the fact that foreigners are compared to national people in terms of civil rights, unless there are legal statements that refute it. However, the rights given by the State to its locals are not attributed to foreigners if they are not granted to Portuguese in equal circumstances.¹⁰⁷

Portugal has legislation that allows the foreigners living in national territory to vote in local elections, after certain number of years (according to EU rules¹⁰⁸) and if their home country has signed a reciprocity agreement.

4.3.2 Historical background of immigration politics in Portugal

Due to the admission of Portugal in the EEC, the symbolic representation of Portugal as a country isolated from the rest of the world becomes part of a communitarian area, which goes beyond its direct relation with the Portuguese communities. This leads to a change in the official speech. Consequently, from the 90s on there is a turning point in the political debate and the fact that Portugal has changed from being an emigration country to be, simultaneously, a 'receiving' one, is highlighted.

This increasing immigration fluxes into our country lead to a political reaction in terms of immigration control and social affairs, non-existent until 1992. After signing the 'Schengen Treaty' in 1991, the Government and the Parliament had to change their policies, justifying then the restrictions made to the opening of borders, which controls the entry, the permanence, the exit and the expulsion of foreigners.

It should be emphasized that the implementation of the ‘Schengen Treaty’, the ‘Treaty of Amsterdam’ and the ‘Tampere Summit’ launched Portugal in the European political agenda on immigration.

In the early 90s, the major concern was about the immigrants’ regularisation, being the first extraordinary regularisation made in 1992 (Decree-law 212/92), in which the associations took part by the Coordinator Office of Legalization Actions (SCAL), the state and the trade unions. From this moment on, the dialogue between associations and the parties is reinforced and there is an election for the Parliament of a spokesperson for the immigrants’ communities in the Socialist Party’s lists (PS).

By this time, the only institution entrusted with the theme of immigrants was the SEF, depending on the Home Office. However, the immigrant’s integration politics was almost null and disconnected.

The ACIME emerged in 1996, due to the initiative of the Socialist Government, with the aim of filling in this gap. The Government started to promote the dialogue with the immigrants by cooperation, almost inexistent until that moment.

In 1998, the Consultant Council for Immigration Affairs (COCAI)¹⁰⁹ appeared, following the ACIME’s competences, so that it could guarantee the participation of the immigrants’ associations, social partners, institution of social solidarity, in order to outline the politics of social integration.

In the same year, a new regulation about the conditions of entry, permanence, exit and withdrawal of foreigners from Portuguese territory was published. Consequently, in January 2001, a new certificate came into force, to control the entry, exit, permanence and expulsion of foreigners¹¹⁰.

In 2000 Portugal confirmed the ‘European Convention on Nationality’, in order to unify the nationality and citizenship at the European Union level. Only Austria, Denmark, Holland and Sweden signed this agreement¹¹¹.

A new way of immigrant participation was set-up in 2001 with the creation of the ‘Commission for Equality and Against Racial Discrimination’, lead by a High Commissioner having, among others, two representatives from Immigrant Associations.

In November 2002, ACIME replaced the former High Commissioner, broadening the scope of its mission with a larger number of services and initiatives in terms of the immigrants’ integration politics. The last legislative measure on the entry, permanence, exit and withdrawal of foreigners, Regulatory Decree 6/2004, 26th April, regularizes the

Decree-law 244/98, with the basis that was given to it by the Decree-law 34/2003, 25th February 2003.

The Portuguese Government has been strengthening the political debate on immigration, although there is a deficit regarding the political participation of immigrants. Many institutions have been playing an important role on this matter, for example, the trade unions, immigrants associations, non-governmental organizations, and even the Catholic Church, through the mission Catholic Work of Migrations.

4.3.3 Legislative background of the right to vote for nationals from third countries

Portugal is a representative democracy, in which the sovereign power belongs to the people, being delegated in citizens that respect and take decisions according to national concerns. The governors are chosen through elections. According to the Portuguese Constitution, people over 18 have the right to vote, except for, the specific inaptness, foreseen by the law.

The Portuguese electoral system considers the vote of two sovereignty organs: the President of the Republic and the Assembly of Republic. The national legislative assemblies of Madeira and Azores, the organs of local Autarchies and the deputies to the European Parliament are also elective.

The foreigners living in Portugal are not entitled to be elected or have the right to vote regarding the presidential elections. In the elections for the European Parliament, only the Brazilian citizens can vote and be elected, according to the ‘Treaty Amizade’, ‘Cooperação e Consulta’ between Portugal and Brazil.¹¹²

The Portuguese Constitution concedes special rights to citizens from Portuguese Speaking Countries, with permanent residence in Portugal, in the terms of the law and reciprocity conditions. However, they cannot have the functions of President of the Republic, Prime-Minister, President of the Supreme Court and functions in Army and diplomatic career (Article 15º, no. 3). The Portuguese law also concedes to foreigners living in national territory, and in reciprocity conditions, the active electoral power and the passive power for the election of title holders of local autarchies organs (no 4).

As far as the elections for the Assembly of the Republic are concerned, only the Portuguese citizens at the age of 18 (minimum) and the Brazilian living in national territory and owning equality of political rights statute can vote.

The right to vote in local elections is valid for all resident emigrants – according to the article 8º b). ‘Maastrich Treaty’ and article 19º - ‘Treaty of Amsterdam’ – whenever

the origin country has a reciprocity agreement. The “foreign” participation in local election took place, for the first time, in 1997. The law 50/96, 4th September concedes the right to vote in local elections to citizens of PALOPs and nationals from EU that have lived in Portugal for at least 2 years, and to foreigners with legal residence for over 3 years, whenever their origin countries grant the same rights to Portuguese citizens (reciprocity agreement). This way, the Portuguese law follows the EU rule COM (2001) 127, 13th March, article 12, regarding the ‘equality of behaviour’.

The electoral register of foreign citizens living in Portugal is voluntary. The registration is promoted by the foreign voter, who is identified by the residence title emitted by SEF (or by the passport in the case of the EU locals). Only the citizens that come from EU, Argentina, Brazil, Cape Verde, Chile, Estonia, Israel, Norway, Peru, Uruguay and Venezuela can register to have the right to vote (active electoral power). Only the resident citizens that come from EU, Brazil, Cape Verde, Peru and Uruguay can be candidates to the representative organs of the local power (passive electoral power)¹¹³. The citizens from Peru and Uruguay, living here for over 5 years, can be elected for the local autarchies, and for over 4 years in the case of Brazil and Cape Verde.¹¹⁴

Consequently, whenever the origin country establishes a reciprocity agreement with Portugal, the Portuguese law can concede to Portuguese speaking citizens living in Portugal, almost all the rights recognized to Portuguese people – except for, for example, the power to elect the President of the Republic.

The last available data on electoral register of foreigners from third countries living in Portugal, by nationality, is shown in table 17. In this context, the highest number of registered citizens belongs to Cape Verde (41,43%), then Argentina (10,1%) and Norway (5,34%) and finally, Brazil (4,5%).

Brazil is the country that maintains the most favourable conditions to vote, as it is the only country whose citizens can vote for the legislative elections and for the European Parliament¹¹⁵. Table 18 shows the total number of registered foreigners from third countries, from 1997 to 2004.

Out of the total population from other countries living in Portugal (March 1994) 82.661 are immigrants with active electoral power, however only 21,68% exerted its right to vote, proving that there is not a significant political participation of the immigrants in Portugal.

4.3.4 The national debate on the political participation of nationals of third countries: the political parties, the trade unions and immigrants' associations

The scientific data on the political and syndicate affiliation of citizens from other countries is almost non-existent. The National Commission of Municipal and Community Council, the National Commission for Elections, the Technical Office for Electoral Census Subjects (STAPE), the National Commission of Statistics, and SEF were asked about this issue.

4.3.4.1 Political Parties

Out of the 24 political parties, only 10 were not reachable, 3 of them with any contact number at all. Out of those contacted only one did not answer the questionnaire.

According to most political parties, there is no specific information on the number or nationality of the affiliated immigrants.

The right party, 'Partido Popular' (CDS/PP) informed about the non-existence of affiliated immigrants, as well as the 'Movimento pelo Doente' (MD), 'Frente Socialista Popular' (FSP), 'Partido Humanista' (PH), 'Partido da Terra' (MPT), 'Partido Nacional Renovador' (PNR) and 'União Democrática Popular' (UDP).

The left party, 'Bloco de Esquerda' (BE), mentioned less than 10 immigrants, but most with Portuguese nationality: Portuguese/Angolan, Portuguese/Brazilian, and Portuguese/Capeverdean. Two of them belong to the party's National Board and come from the area of Lisbon. Their participation started when the party 'Bloco de Esquerda' was created; therefore it's difficult to distinguish their impact on the party. Their participation is positive, but it has not influenced the change in the political speech, since the defence of the immigrants' right is evident in the genesis of the speech and the party's political programme.

'Partido Socialista Revolucionário – Revolutionary Socialists' (PSR) states that the number of immigrants affiliated is lower than 5%, but no concrete figures were provided.

Both the 'Partido Comunista Português - Portuguese Communist Party' (PCP) and 'Os Verdes - The Ecologist Party, The Green' (PEV), 'Partido Social Democrata - Social Democrats' (PSD), and 'Socialists' (PS) don't have systematic information on the number of affiliated immigrants, as they don't distinguish the nationality during the affiliation. The 'CDS/PP' states that there are no affiliated immigrants in its party. The

Socialist Party has the tradition of integrating the immigrants in its organisation, and it was the first to admit affiliated immigrants.

The 'Social Democratic Workers' (TSD), a structure of PSD, the leading Party in power, has a secretariat for immigration, with 98 members from Cape Verde, 41 from Guinea Bissau, 47 from Angola, 72 from Brazil, 7 from São Tomé e Príncipe, and 31 from Mozambique.

4.3.4.2 Trade Unions

The immigrants' participation in trade unions is much more significant than in political parties. In a survey by the Association 'SOS Racism' (2002), out of 209 structures of CGTP 46 (22%) answered, and from UGT, only 8 out of 57 (1%) did it to a questionnaire. Out of this sum of 54 structures, 19 have immigrant members, only 4 with some of them in a leading position, and 6 of them with immigrants as Delegates. Complementarily, 24 trade unions state that immigration is a core issue in their main working sessions. The main national structures, namely UGT, CGTP and 'União dos Sindicatos de Lisboa', have been playing an important role in promoting debates, studies, and regular campaigns towards the phenomena of immigration.

The specific case of the trade union for civil construction, the main economic sector for immigrant labour, should be emphasised. Out of 15.000 members, around 2.000 are immigrants. This led the Board to fix a quota in euros for immigrants since more than 50 % of the total circulating information is for them. There was in the past some immigrant leaders, mainly from PALOPs. This is considered the main intermediate structure of the trade union CGTP, bringing 35 trade unions of workers, teachers, offices, and services together in Great Lisbon. Regarding the Eastern immigrants, there's a large amount of registered people that don't have leading functions.

The participation of citizens from third countries in trade unions' meetings provides special emphasis to this theme, highlighting the impact on the internal speech, that is to say, claiming the same rights that are given to Portuguese emigrants to the immigrants in Portugal.

4.3.4.3 Immigrants' Associations

Registered in ACIME there are 75 immigrants associations', 50 local (100 members), 17 regional (500 members) and 9 national (1.000 members)¹¹⁶, with an annual financial support of €204.568 given to 16 of them. Out of these 75, 39 were

successfully contacted, concluding that immigrants' associations in Portugal devote themselves to three domains: social-economical, cultural and political-legal. Nevertheless, its political action is based essentially on the information on the immigrants' rights and duties as well as on the representation of their communities' interests, mainly towards the state.

5. Factors affecting the impact of immigrants: provision of support and restrictions

5.1 Provision of support

As the phenomenon of immigration is increasing in the Portuguese society, the communications, agendas and actions of the leading personalities and entities of different national areas have the duty to support the theme of 'Immigration'. It is a fact that immigrants have an increasing role among Portuguese populations and this happens due to their number, the notoriety that the media concedes to them and also because of the variety of studies about them.

Political and social forces feel the need to promote the understanding and receptivity of its population towards the immigrants, enabling the harmony and tolerance. This facilitates the emergence of several public policies attempting to solve problems as of housing, education and social welfare.

Due to the discretionary nature of the health system, as a general rule the reality is that immigrants accede social services under the principle of non-discrimination.

Adult education also has an important role in the integration of the immigrant population. Efforts are conducted all over the country, at several levels, in Portuguese language teaching and recognition of qualifications and professional skills.

In order to solve the problem of multiplicity of languages and lack of command of the Portuguese language the school system is adjusting to present several options, but still depending too much on the discretionary authority of schools.

In Portugal, where the predominant religion is Roman Catholicism, the coexistence of different religions and cults is peaceful. The interaction between people of different religions (namely between Christians and non-Christians) may not be that common. However, the reasons for that lack of interaction are probably not religious in nature and lie in ethnic, cultural and social backgrounds.

Another fact giving support to the impact of immigrants is that, regardless of the immigrants-unsafety association, the opinion of most Portuguese is that living with immigrants facilitates mutual understanding, mostly expressed in the specific case of Brazilian immigrants.

Furthermore, the formal recognition of immigrants associations with the ensuing legal framework applied to them opens new opportunities for consolidation and achievement of political representation.

At the economic level, the willingness to work, personal skills, and the entrepreneurship propensity, combined with social and demographic profiles, can have an even stronger impact in the economy if specific policies could be designed to recruit and select high skills workers.

5.2 Restrictions

The topic of political participation of immigrants still has a long way ahead of it. On one hand, participation is too low to encourage the change of structures where they are involved. On the other side, difficulty in obtaining systematic and scientific data on the number of immigrants that participate in the political life in Portugal does not encourage the development of specific research.

The almost non-existence of the debate on the political rights of citizens from third countries was detected, although these are demanded by the majority of political parties, trade unions and immigrants' associations. Nevertheless, the Government has begun to interfere dimly in this area.

However, it appears unanimous the belief that it is necessary a deep analysis of the situation in Portugal, gathering statistic data and promoting a larger political debate on this theme.

Additionally, the majority of the political parties, the immigrants' associations and the trade unions are a little reticent about the existing immigration's politics, especially about the immigrants' political rights, referring to the limited right to vote by the reciprocity agreement. The right to vote in the autarchic elections should be extended to all foreigners living in Portugal, after a certain period of time.

With regard to housing, the high concentration of immigrants in neighbourhoods of clandestine origin, namely unconventional dwellings, crude shanty-towns with high levels of crowding, leads us to imagine that this population, on the average, has living

conditions significantly inferior to those of the general Portuguese population in terms of the habitability of their respective locations of residence.

At the criminal level, since foreign prisoners are integrated into the lowest strata of Portuguese society where the proportion of detention on the part of the authorities for the practice of criminal activities is greater, it may contribute to jeopardize the image of immigrants associating them to criminality.

Differences in the perception of Portuguese towards different immigrant groups, and among themselves, may give rise to undesirable rivalry. That happens mainly in the access to labour and residential markets.

Strong legislative barriers to occupational mobility are also an important restriction to the impact of immigrants in society, because no full use of the above national average on training and education levels is possible, mainly if considered those arriving in the more recent waves of immigration.

Slow administrative processes are most probably one of the most important restrictions to a full participation in society to those with legal right to do so.

Lack of attention to family reunification and second generations should be pointed out as an important restriction, as well.

6. Conclusion

In the last three decades, Portugal has experienced a strong growth in the foreign population living in the national territory. To the post-colonisation flow coming from the PALOPs, new flows – with unexpected vigour – are originating from Brazil and Eastern Europe, as well as others in lesser quantities.

From an analysis of the various aspects characterizing the Portuguese Society and previously examined, we conclude by summarising as follows:

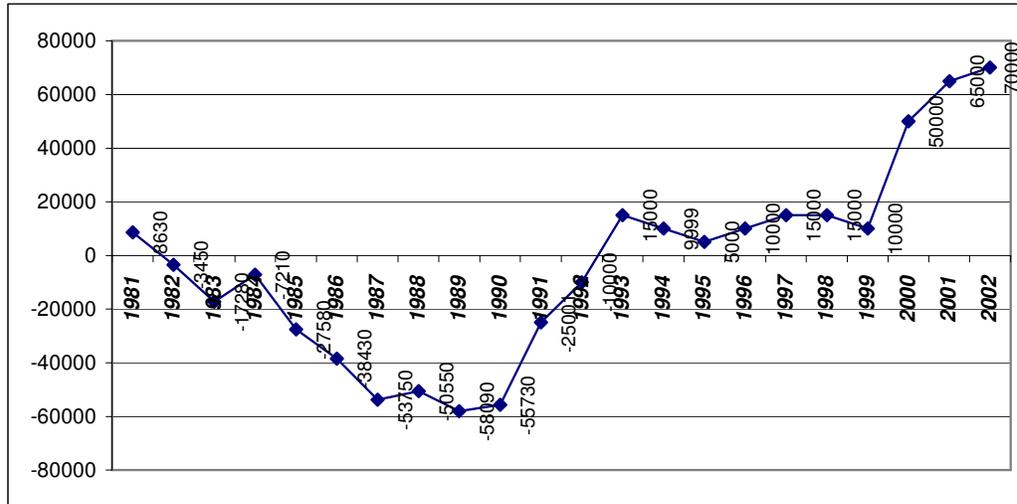
1. Portugal provides – *de jure* – access to social services for immigrant citizens almost without discrimination, however the implementation of these many times fails to be regulated by criteria of positive discrimination. For instance in the case of education, where the actuality – observed from the point of view of scholastic success – is disagreeable for immigrant communities.

2. Portugal has received a vast African community, leaving its destiny at the gates of the main cities, which were slow in waking up and responding to their problems – of housing, employment, education, etc. – with social consequences that are well-known. An ostrich policy can only contribute to the worsening of this picture.
3. Portugal has recently welcomed heavy migratory flows coming from Brazil and East Europe having a certain level of education and professional qualification, especially in the case of the East Europeans, higher, even superior to national levels. Inadequate recognition and consequently not taking advantage of this demographic and economic value will surely constitute a waste of human capital in a country that lacks so much of it.
4. Portugal is formally an anti-racist society, without distinct militant racism problems, but where the road to an inter-ethnic and inter-cultural relationship still needs to be worked out. Segregation of the foreign community persists; not being political nor legal, it is above all economic, since it is – by consequence – urban, social and cultural.
5. Today Portugal has, through immigration, an unparalleled cultural diversity in its recent history, which constitutes – we can start by affirming this – a challenge. The act of meeting challenges is called development.

Appendices

Figures

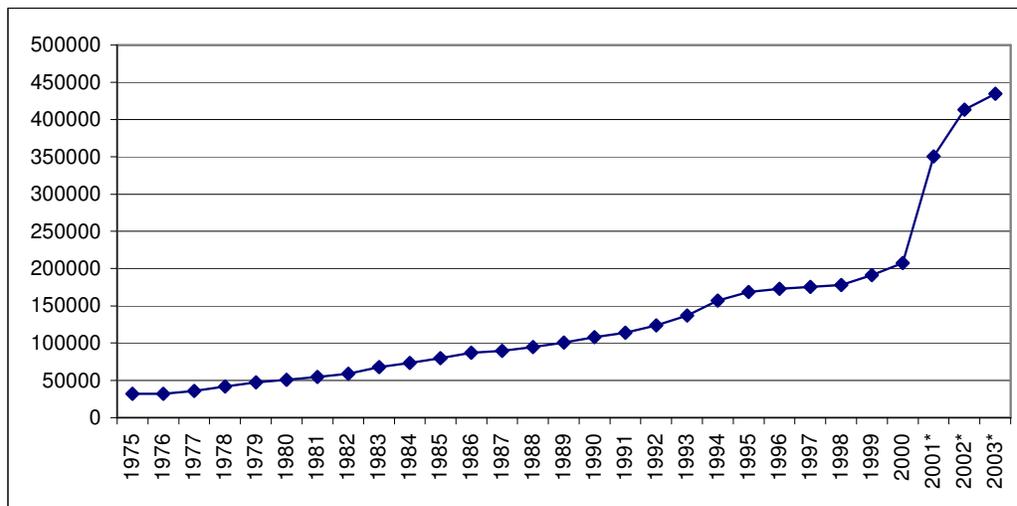
Figure 1- Annual net migration, from 1980 to 2002*



Source: www.ine.pt

Note: (*) difference between total increase and natural increase.

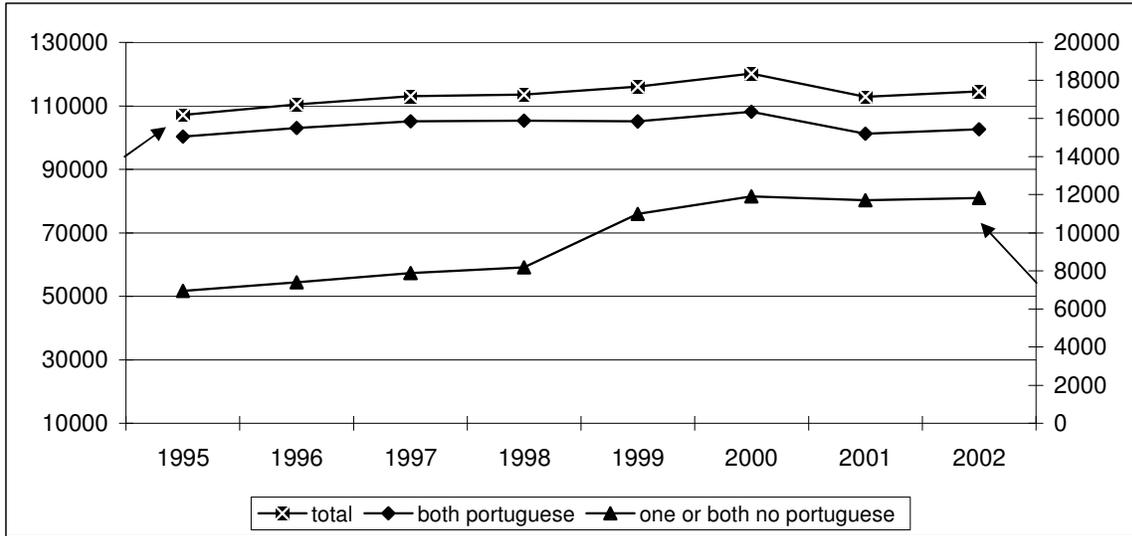
Figure 2- Foreign legal population, from 1975 to 2003



Source: SEF (Foreigners and Borders Office, www.sef.pt)

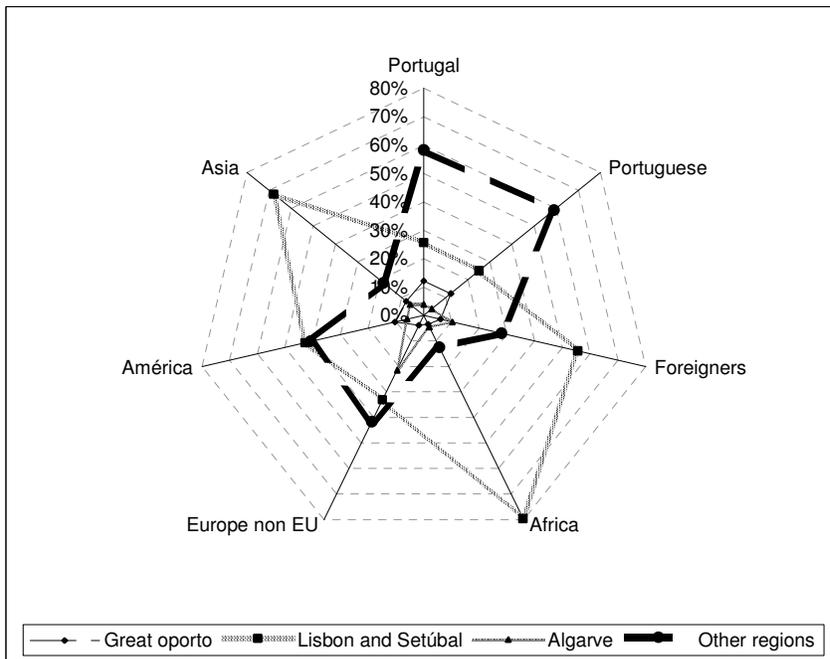
* Foreigners with "stay permit" or with "residence permit".

Figure 3- Births, total and by nationality of the Parents: both Portuguese and one or both no Portuguese (1995-2002)



Sources: **INE** (National Statistical Institute), **Demographic Statistics** (see: www.oi.acime.gov.pt/docs/pdf/estudoOIdemografia.pdf)

Figure 4- Population distribution (%) among the Portuguese territory (main origin regions) - 2001



Source: **INE** (National Statistics Institute), **Population Census 2001**.

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Figure 5 – NUTs II and III

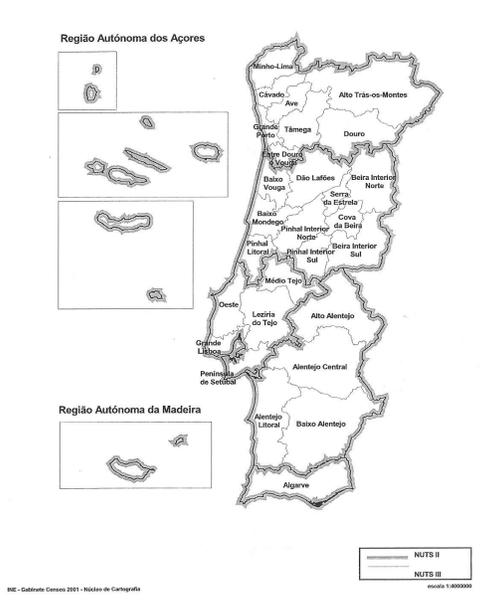
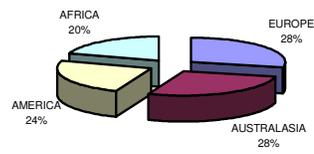


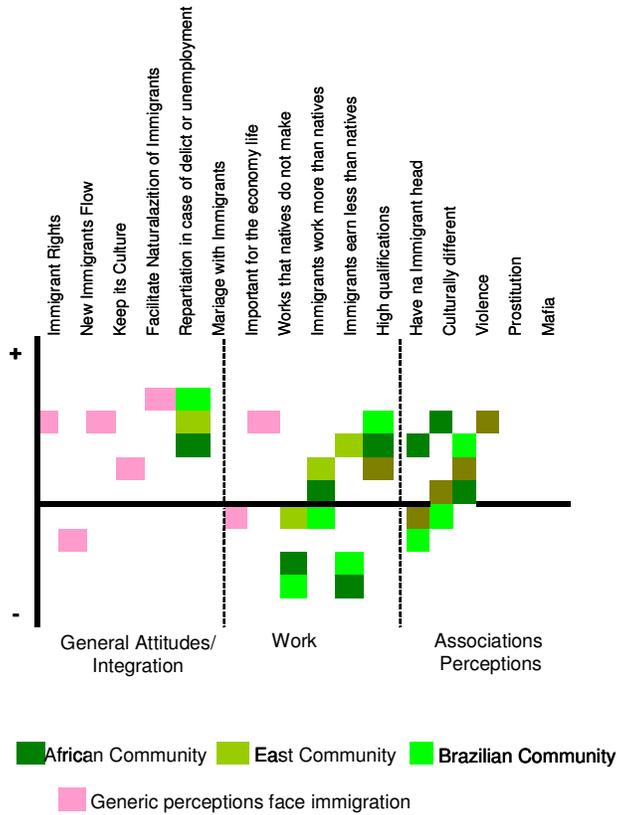
Figure 6 - Employment rate for foreigners by continent of origin in 2001



Source: **Ferreira, 2004** (Authors data, based on data from the INE, Censos 2001 and IDICT, 2001 Regularisation Process)

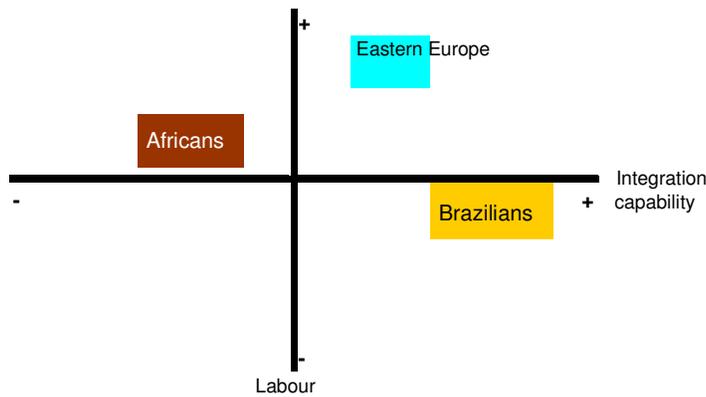
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Figure 7- Image and Perceptions face to Immigration in Portugal (a)



Source: Study about Impact of Success Immigrants in the Society

Figure 8 - Image and Perceptions face to Immigration in Portugal (b)



Tables

Table 1 - Total, natural and migration increase (absolute values), from 1950 to 2001

	Natural Increase	Net Migration	Total Increase
1950-1960	1.090.795	-711.643	379.152
1960-1970	1.072.620	-1.298.760	-226.140
1970-1981	791.925	377.837	1.169.762
1981-1991	351.279	-317.146	34.133
1991-2001	84.451	404.519	488.970

Sources: INE (National Statistical Institute, www.ine.pt), **Population Census** and **Demographic Statistics** (see: www.oi.acime.gov.pt/docs/pdf/estudoOidemografia.pdf)

Table 2- Total and Foreign population

	1950 *	1960	1970	1981	1991	2001
Foreign population	21186	29579	nd	108526	127370 **	232695**
Total population	8441312	8889392	8663252	9833014	9867147	10356117
(‰)	2,5	3,3	-	11,0	12,9	22,5

Source: INE (National Statistical Institute), **Population Censos**

Notes: (*) present population; (**) includes double nationality not Portuguese and no nationality.

Table 3- Population Structure (sex and age) for the total and foreign populations (main nationalities) – 2001

	Gender	% aged				PSR **
	Sex ratio *	0-14	15-34	35-64	65+	
Portugal	93,4	16,0	29,5	38,1	16,4	4,14
Portuguese	92,8	16,0	29,1	28,2	16,6	4,05
Foreigners	118,3	14,4	47,0	33,8	4,8	16,73
Africa	111,6	15,1	48,7	33,0	3,3	24,7
Angola	103,8	17,1	57,4	22,9	2,7	30,2
Cape Verde	105,2	13,0	38,9	43,2	4,8	17,1
Guinea Bissau	168,0	16,3	46,7	35,8	1,2	66,6
S. Tome and Principe	85,2	18,7	47,2	30,9	3,2	24,4
Europe non EU	280,2	7,9	51,6	39,2	1,4	67,0
Moldova	485,1	1,4	58,3	40,1	0,1	734,5
Romania	288,5	4,1	68,6	27,0	0,2	424,2
Russia	169,2	6,9	47,9	44,8	0,4	242,1
Ukraine	437,2	0,9	55,2	43,7	0,2	427,0
America	113,1	13,6	52,4	30,1	3,9	21,2
Brazil	113,6	11,5	53,1	32,2	3,3	25,7
Asia	170,9	8,0	50,5	37,7	3,9	22,8

Source: INE (National Statistics Institute), **Population Censos 2001** (see:

www.oi.acime.gov.pt/docs/pdf/estudoOidemografia.pdf)

Notes: (*) Sex Ratio: (M/F) x 100; (**) Potential Support Ratio: 15 to 64 years / 65 years or older

Table 4- Total fertility rate and % of females in the age group 15-49 among the total females (main nationalities) - 2001

	TFR (*)	% reproductive ages
Portugal	1,45	49
Portuguese	1,42	49
Foreigners	2,38	69
Africa	3,14	72
Angola	2,99	72
Cape Verde	3,34	72
Guinea Bissau	3,44	72
S. Tome and Principe	2,58	71
Europe non EU	2,38	77
Moldova	0,71	94
Romania	3,39	92
Russia	2,25	83
Ukraine	2,30	92
America	1,74	75
Brazil	1,81	78
Asia	4,60	73

Sources: INE (National Statistics Institute), **Population Census 2001** and **Demographic Statistics** (see: www.oi.acime.gov.pt/docs/pdf/estudoOldemografia.pdf)

Notes: * Number of children per woman

Table 5- Population distribution (%) among the Portuguese territory (main nationalities) - 2001

	North	Great Oporto	Center	Lisbon and Setúbal	West, Tagus regions	Alentejo	Algarve	Islands	Total
Portugal	23%	12%	17%	26%	8%	5%	4%	5%	100%
Portuguese	24%	12%	17%	25%	8%	5%	4%	5%	100%
Foreigners	9%	6%	9%	56%	5%	3%	10%	3%	100%
Africa	3%	4%	5%	80%	2%	2%	4%	1%	100%
Angola	5%	5%	7%	75%	3%	1%	3%	1%	100%
Cape Verde	1%	1%	2%	86%	1%	2%	6%	1%	100%
Guinea Bissau	1%	2%	4%	85%	2%	1%	5%	0%	100%
S. Tome and Principe	1%	2%	3%	91%	1%	0%	1%	0%	100%
Europe non EU	10%	4%	11%	33%	13%	5%	21%	2%	100%
Moldova	2%	1%	5%	43%	16%	6%	26%	0%	100%
Romania	6%	2%	4%	55%	5%	7%	21%	1%	100%
Russia	11%	8%	14%	35%	9%	5%	17%	3%	100%
Ukraine	9%	3%	14%	29%	18%	5%	23%	0%	100%
America	12%	10%	15%	43%	5%	2%	6%	7%	100%
Brazil	10%	11%	11%	52%	6%	2%	6%	2%	100%
Asia	5%	8%	5%	68%	4%	3%	6%	1%	100%

Source: INE (National Statistics Institute), **Population Census 2001**.

Table 6- Assumptions of life expectancy at birth (e0) and total fertility rate (2001-2021)

		01	06	11	16	21
e0	M	73,4	74,3	75,1	75,8	76,4
	F	80,4	81,3	82,1	82,8	83,4
TFR		1,45	1,55	1,64	1,70	1,70

Source: www.oi.acime.gov.pt/docs/pdf/estudoOldemografia.pdf

Table 7 – Portuguese population, Scenario A (2001-2021)

	2001	2006	2011	2016	2021	Var. 21-01 (%)
TOTAL	10356117	10366100	10368957	10337744	10262448	-0,9
-15	1656602	1643454	1673546	1677352	1613377	-2,6
15-64	7006022	6954186	6866291	6730355	6593428	-5,9
65+	1693493	1768459	1829120	1930037	2055642	21,4
-15%	16,0	15,9	16,1	16,2	15,7	-1,7
15-64%	67,7	67,1	66,2	65,1	64,2	-5,0
65+%	16,4	17,1	17,6	18,7	20,0	22,5
65+/-15(%)	102,2	107,6	109,3	115,1	127,4	24,6
15-64/65+	4,1	3,9	3,8	3,5	3,2	-22,5
Average age	39,5	40,4	41,2	42,0	42,9	8,6

Source: www.oi.acime.gov.pt/docs/pdf/estudoOIdemografia.pdf

Table 8 - Portuguese population, Scenario B (2001- 2021)

	2001	2006	2011	2016	2021	Var. 21-01 (%)
TOTAL	10356117	10626140	10905433	11166316	11265755	8,8
-15	1656602	1689448	1771306	1835864	1796461	8,4
15-64	7006022	7156156	7278538	7356796	7352690	4,9
65+	1693493	1780535	1855589	1973656	2116604	25,0
-15%	16,0	15,9	16,2	16,4	15,9	-0,3
15-64%	67,7	67,3	66,7	65,9	65,3	-3,5
65+%	16,4	16,8	17,0	17,7	18,8	14,9
65+/-15(%)	102,2	105,4	104,8	107,5	117,8	15,3
15-64/65+	4,1	4,0	3,9	3,7	3,5	-16,0
Average age	39,5	40,2	40,7	41,3	42,2	6,8

Source: www.oi.acime.gov.pt/docs/pdf/estudoOIdemografia.pdf

Table 9 - Portuguese population, C Scenarios (2001- 2021)

	Scenario A (no migration)	Scenario C.1 (constant ratio 65+/-15)	Scenario C.2 (constant ratio 15-64/65+)
Net migration (per year)			
2001 to 2021		+161000	+188000
Total population			
2001	10356117		
2021	10262448	13493096	14034882
Ratio 65+/-15 x 100			
2001	102,2		
2021	127,4	102,2	99,3
Ratio 15-64/65+			
2001	4,1		
2021	3,2	4,0	4,1

Source: www.oi.acime.gov.pt/docs/pdf/estudoOIdemografia.pdf

Table 10: Money sent by Immigrants to their country of origin, by country

Amount in thousands of euros

Countries	YEAR				
	1999	2000	2001	2002	2003
SOUTH AFRICA	2 533	3 712	2 541	1 729	2 208
ANGOLA	1 341	14 755	16 211	8 786	7 486
BRAZIL	8 061	33 792	51 610	146 499	142 033
BULGARIA	37	1 643	2 048	4 627	4 708
CAPE VERDE	866	4 800	9 254	12 565	10 079
CHINA	81	367	1 046	1 712	2 407
GUINEA-BISSAU	101	835	2 984	6 902	6 000
MARROCO	2 186	1 625	1 400	2 555	2 475
MOZAMBIQUE	1 195	7 217	6 234	4 088	3 653
MOLDAVIA	115	7 935	29 782	31 745	20 489
POLAND	119	526	1 748	650	817
ROMANIA	156	3 867	5 308	15 455	9 782
RUSSIA	122	3 672	7 381	9 250	7 016
SENEGAL	3	27	1 020	4 851	4 863
UKRAINE	29	2 132	148 211	169 886	91 345
EUROPEAN UNION	63 885	45 894	62 705	82 623	66 492
VENEZUELA	2 238	3 771	5 083	3 772	871
OTHER COUNTRIES	50 209	52 391	54 400	64 484	54 025
TOTAL	133 275	188 961	408 966	572 179	436 749

Source: Bank of Portugal, Statistics Department, www.bportugal.pt

Table 11: Active Immigrant Population by Country of Origin, in 2001

Eliminado: Working age

COUNTRIES	EMPLOYED	UNEMPLOYED	WORKING AGE	TOTAL	RATE ACTIVITY %	RATE UNEMPLOYMENT %
EUROPE	84 293	748	85 041	92 821	92	1
Moldavia	11 294	70	11 364	11 489	99	1
Romania	9 631	85	9 716	9 968	97	1
Russia	6 481	99	6 580	6 856	96	2
Ukraine	51 232	354	51 586	51 954	99	1
Others	5 655	140	5 795	9 554	61	2
AUSTRALASIA	14 118	206	14 324	16 162	89	1
China	4 580	15	4 595	5 150	89	0
India/Pakistan	7 166	118	7 284	7 880	92	2
Timor	52	12	64	137	47	19
Others	2 320	61	2 381	2 995	79	3
AMERICAS	49 404	2 226	51 630	66 939	77	4
Brazil	43 834	1 711	45 545	54 437	84	4
Canada	815	71	886	1 952	45	8
USA	1 151	94	1 245	3 343	37	8
Venezuela	2 634	224	2 858	5 242	55	8
Others	970	126	1 096	1 965	56	11
AFRICA	72 180	7049	79229	122 821	65	9
South Africa	552	53	605	1 308	46	9
Angola	25 005	3 086	28 091	42 641	66	11
Cape Verde	25 433	1 779	27 212	38 960	70	7
Guinea Bissau	12 757	1 297	14 054	19 488	72	9

Mozambique	2 738	343	3 081	4 685	66	11
S. Tomé e Príncipe	6 247	544	6 791	10 237	66	8
Others	4 652	191	4 843	19 676	25	4
OTHERS	3 284	0	3 284	3 284	100	0
TOTAL	223 279	10 229	233 508	302 027	77	4

Note: Excluding Stateless Persons and People with two Nationalities

Source: Ferreira, 2004 (Authors data based on data from INE-Censos 2001 and IDICT-2001 Legalisation Process, www.igt.idict.pt).

Eliminado: u

Table 12: Geographical Distribution of Active Population and Corresponding Percentage of Immigrants, by NUTS II, in 2001

Eliminado: Working Age

NUTS II	PERCENTAGE	DISTRIBUTION	DISTRIBUTION
	OF IMMIGRANT	OF <u>ACTIVE</u> IMMIGRANT	OF THE REST OF THE
	POPULATION	POPULATION	<u>ACTIVE</u> POPULATION
	(%)	(%)	(%)
North	2,1	13,4	38,6
Centro	3,5	11,4	19,8
Lisboa e Vale do Tejo	11,4	60,5	29,6
Alentejo	4,5	3,5	4,6
Algarve	17,5	9,7	2,9
Azores	2,5	0,9	2,1
Madeira	1,6	0,6	2,5
TOTAL	5,9	100,0	100,0

Eliminado: WORKING AGE

Source: Ferreira, 2004 (Authors data, based on data from INE, Census 2001 and IDICT)

Table 13: Contribution of immigration in terms of employed population by activity sectors, in 2001

ACTIVITY SECTOR	IMMIGRANTS	SECTORAL	SECTORAL
	BY SECTOR	DISTRIBUTION	DISTRIBUTION
	(%)	IMMIGRANTS	OF REMAINING WORKERS
		(%)	(%)
Agriculture/forestry			
and fisheries	2,7	2,7	12,6
Industry	3,1	14,0	22,0
Civil construction	14,8	36,1	11,1
Hospitality	11,7	12,9	4,9
Commerce	1,9	7,8	15,5
Services in private sector	9,6	15,0	4,8
Others	2,3	11,6	29,1
TOTAL	5,0	100,0	100,0

Source: Ferreira, 2004 (Authors data, based on data from IDICT and INE - Inquérito ao emprego 2001)

Table 14: Percentage distribution of immigrant population by professional groups and NUTS II, in 2001

PROFESSIONAL GROUP (CNP)	PORTUGAL	REGIONS				
		NORTH	CENTRE	LVT	ALENTEJO	ALGARVE
0 Armed Forces	0	0	0	0	0	0
1 Senior Public Servants, Directors and Senior Officers of Private Enterprise	2	8	1	1	1	1
2 Experts in Intellectual and scientific Professions	3	10	2	3	2	1
3 Medium Level Professionals	3	11	2	2	1	1
4 Administrative and similar professionals	3	6	2	3	1	1
5 Service and Sales Professionals	12	17	7	12	5	13
6 Farmers and Agriculture and Fisheries qualified workers	2	1	2	1	11	4
7 Factory workers, Tradesmen and similar	31	24	33	31	36	32
8 Machine Operators and Assembly line Workers	3	7	5	3	2	2
9 Unskilled workers	37	16	37	38	37	41
Others	4	0	8	4	4	4
TOTAL	100	100	100	100	100	100

NOTA: Excluding two nationalities and stateless persons

Source: Ferreira, 2004 (Authors data, based on data from IDICT and INE-Census 2001)

Table 15: Percentage Distribution of Immigrant Population by Professional Groups and NUTS II, in 2001

PROFESSIONAL GROUP (CNP)	PORTUGAL ANNUAL AVERAGE IN THOUSANDS	REGIONS ANNUAL AVERAGE IN THOUSANDS			
		NORTH	CENTRE	LVT	OTHERS
2 Experts in Intellectual and scientific Professions	7	6	5	10	5
3 Medium Level Professionals	7	6	6	10	7
4 Administrative and similar professionals	10	8	7	13	9
5 Service and Sales Professionals	14	11	14	15	16
6 Farmers and Agriculture and Fisheries qualified workers	11	11	26	3	10
7 Factory workers, Tradesmen and similar	22	30	17	17	19
8 Machine Operators and Assembly line Workers					

	8	10	10	7	6
9 Machine Operators and Assembly line Workers	14	11	10	15	20
TOTAL	100	100	100	100	100

Source: Ferreira, 2004 (Authors data, based on data from INE-*Inquérito ao Emprego* 2001)

Eliminado:

Table 16: Immigrant population with residency permit in Portugal according to the District of residency, in 2000

DISTRICTS		Capeverdians	Chinese	Indians
Faro	N	3.163	275	57
	%	6,7	8,4	4,4
Lisboa	N	31.832	1.912	1.016
	%	67,4	58,3	78,4
Porto	N	863	382	62
	%	1,8	11,7	4,8
Setúbal	N	9.503	132	78
	%	20,1	4,0	6,0
Other	N	1.855	577	83
Districts	%	3,9	17,6	6,4

Source: SEF

Table 17

Nationality	Electoral Register
Cape Verde	13.732
Brazil	1.445
Argentina	44
Uruguay	16
Peru	15
Norway	14
Israel	3
Total	15.269

Source: STAPE, 31st July, 2001

Table 18

Year	Electoral Register
1997	11.427
1998	-----
1999	-----
2000	15.042
2001	15.269

2002	16.201
2003	16.934
2004	17.922

Source: STAPE

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¹ Vd. www.acime.gov.pt

² That situation relates to particular internal phenomena (namely the change to a democratic regime and the independence of the ex-colonies) and to external factors, like constraints to entries and incentives to return adopted by European countries of principal Portuguese destination (namely France and Germany).

³ This panorama does not mean that emigration has disappeared in Portugal. In the year 2002, for instance, the emigrant's number was ca 27.000, mainly to Switzerland, France and Spain.

⁴ The official number of Africans in Portugal surpassed the number of Western Europeans (group that were statistical the most significant until mid 1970's). See PEIXOTO et al (2001).

⁵ The number of different nationalities identified by SEF of foreign residents (with a "residence permit") was 102 in 1981 and 173 in 2003.

⁶ It is possible to distinguish two main legal situations among the most important groups of foreign populations in Portugal: one of them is the group of foreigners who has "residence permit" and the other foreigners with "stay permit". The Africans are mainly foreigners with "residence permit", in the case of the Brazilians, roughly a half of them have a "stay permit" and in the case of Europeans from East, the large majority regularised individuals had a "stay permit".

⁷ Decree Law 212/92.

⁸ Law 17/96.

⁹ See PEIXOTO et al. (2003).

¹⁰ The Decree Law 34/2003 cancelled the "stay permit" system.

¹¹ The validity of that status is for one year, renewed up to four times if the foreigners have a work contract registered in General Labour Inspection.

¹² Today, is in course another process of regularization (Decree 6/2004 from 26 of April) for the foreigners in irregular situation if they had entered legally in Portugal until 12 of March of 2003, are integrated in the labour market and have made discounts, namely to the Social Security.

¹³ Number of individuals with 15-64 years per individual with 65 years or older.

¹⁴ From 1999 to 2002 among the total number of requests for legal residence, the economic reason is the primary motive (known), with 25% of the total, and the second is family reunification, with 23% of this total.

¹⁵ According to ROSA *et al.*.

¹⁶ Territorial units for statistical purpose.

¹⁷ According to ROSA *et al.*; according to FONSECA.

¹⁸ The construction of prospective scenarios was based on the application of cohort component method to the population structure (age and sex) observed in Portugal in the last Census (2001).

¹⁹ This extra period of regularisation is the one concerning the stay (permanence) permits, issued from January 2001 till February 2003

²⁰ Vd. Table 11

²¹ See www.iefp.pt

²² Vd. Table 11 and 12

²³ Vd. Table 12 and 13

²⁴ Vd. Table 14 and 15

²⁵ Vd. Table 13

²⁶ Vd. Table 16

²⁷ A recent study by the Commission for Racial Equality, United Kingdom, presented in DODD, shows that, in a country with a strong and vibrant multicultural society, 94% of the white British population declares to have few friends of other ethnic groups (Black, Asian or Moslems), and 54% declares to have no friends of other ethnic groups.

²⁸ The reduced percentage of the Eastern Europeans is due to the fact that they are much more recent immigrants.

²⁹ The answers to the question: "what made you stay in Portugal" (LAGES and POLICARPO), showed that 61,4% refers to the "opportunity for work or business", compared with only 17,9% referring "they had come with a family member".

³⁰ The data of a survey mentioned in FONSECA shows that 62% of Eastern European immigrants has the intention of remaining in Portugal for less than 5 years and only 16,5% states that they want to remain for life. A more recent survey by BAGANHA *et al.*, shows similar results: 51% intending to return in the near future (however, this number is lower and that may indicate that the duration of the stay, at least for some, may be longer than what they initially predicted). 16% intends to remain in Portugal. According to the results given by SANTANA the uncertainty regarding the duration of the stay seems to be wide spread, since the number of immigrants that wish to remain 5 years or less decreases sharply (26.3%)

compared with the number of immigrants that do not know how long they believe they will be remaining in Portugal (36,7%). However, according to SANTANA, 10,7% of Eastern European immigrants lives alone and, from the 89,3% living with other people, 67,9% share their house with other Eastern European immigrants and only 26,6% of them lives with the spouse. These numbers indicated how short term is their intended stay in Portugal.

³¹ We should note that according to the results of the LAGES and POLICARPO survey, 25,3% of respondents do not have family in Portugal; on the other hand, 59,9% already had family in Portugal when they came.

³² The cultural group formed by Brazilian immigrants is the one that sends the most money to their family (according to LAGES and POLICARPO).

³³ This population is mainly married men who left their family in their country of origin (according to FONSECA). BAGANHA *et al.* indicates that around 71% are men, between 15 and 63 years of age (average 36 years old), 75% are married and 77% has at least one child. SANTANA confirms these data.

³⁴ According to LAGES and POLICARPO.

³⁵ BAGANHA and MARQUES.

³⁶ The more recent immigration waves, namely from Brazil and Eastern Europe, have been able to be integrated in the existing urban areas in a much more direct manner.

³⁷ The fact that this is an immigrant community suffering from a high degree of poverty and with a high percentage living in non classical type of housing, explains their concentration outside urban centres, as opposed to what happens in Northern European cities.

³⁸ Law n. 115/99, 3 of August.

³⁹ Annual support is given taking into consideration the whole annual plan of activities of the association and, therefore, the association is not eligible for specific one off financial support. If the associations request financial support for specific activities, they may choose up to three per civil year and apply for support. (Law Decree n. 75/2000, 9 of May).

⁴⁰ Church of São Crispim, in Lisboa.

⁴¹ According to RUGY.

⁴² According to Law-Decree n. 67/2004, 25 March and decree n. 995/2004, 9 August.

⁴³ We do not consider here the returned emigrants and children from gypsy ethnicity, normally included in the data of the Ministry of Education.

⁴⁴ The fact that it is impossible to distinguish between nationality and ethnic/cultural group, in these data, must cause an overestimation of enrolled students of foreign extraction. This happens because many of the students included in the data already have Portuguese nationality, namely ones from the PALOPs, since this community's second generation has a high number of Portuguese nationals.

⁴⁵ Source: Department for Evaluation and Planning of the Ministry of Education (DAPP).

⁴⁶ Today, the group of Eastern European countries would have a much higher percentage overall.

⁴⁷ ALVES.

⁴⁸ BAGANHA and MARQUES, source "Entreculturas", 1997.

⁴⁹ Concept used by the Working Group "Entreculturas".

⁵⁰ Students that do not return to school the following year.

⁵¹ Because few students enrol in the secondary school system, due to the high rate of dropping out of school at the lower education levels, the ones attending secondary school went through a process of selection which was much more rigorous than in other communities.

⁵² Students that drop out mid year.

⁵³ According to BAGANHA and MARQUES.

⁵⁴ The Institute for Employment and Professional Training (IEFP) has a programme called 'Acolhe' – Settlement and Social/Professional Insertion of Immigrants, aiming at promoting the knowledge of the Portuguese language and basic citizenship rights.

⁵⁵ In general, the Catholic Church and employer institutions or associations provided most of the courses to immigrants (according to SANTANA).

⁵⁶ Courses taking place in state schools but organised and taught by volunteer unpaid teachers.

⁵⁷ According to a survey by SANTANA, 76,5% of those inquired stressed this difficulty. The difficulty mentioned in the second place was lack of work, mentioned by only 14%.

⁵⁸ According to SANTANA.

⁵⁹ This support includes the financing of accreditation expenses (€300), registration in the 'Ordem dos Médicos' (Doctors Association) (€200), books necessary for the exam, a six month work experience placement (€500 per month), two months of settlement expenses in case of posting to areas outside the main cities (€500 per month) and expenses with the translation of certificates, course curriculum and fees (up to €500).

⁶⁰ Universal system for the population entitled to it – According to Law n. 48/90, 24 of August, Base XXIV.

⁶¹ “Legal residence is a permit for permanent stay or residence, or work permit for the national territory, according to the applicable situation” – Order n. 25.360/2001 published in Diário da República nº286, II Series, 12 December, Item 2...

⁶² Order n. 25.360/2001 (Diário da República nº286, II Series, 12 December, Item 1)

⁶³ Order n. 25.360/2001 (Diário da República nº286, II Series, 12 December, Item 5)

⁶⁴ According to Law-Decree n. 67/2004, 25 of March and decree n. 995/2004, 9 of August.

⁶⁵ SILVA

⁶⁶ Workers posted to Portugal for a maximum period of one year (longer in special cases) are exempt as long as they can prove that they are registered and pay their contributions in the state of origin. This one year period may be extended. – According to SILVA.

⁶⁷ According to Law Decree n. 160/80, 27 of May.

⁶⁸ This number represents an increase of more than 300% over the amount from 2000, a fact that is inseparable from the periods of extraordinary legalization verified at that time and which led to massive registrations in the system.

⁶⁹ In 2000, they represented only 3,8% of the total.

⁷⁰ Source: Statistics Unit for Social Security (IIES).

⁷¹ Representing 5,4% of the total beneficiaries of unemployment benefits.

⁷² Source: IIES.

⁷³ Representing 5,8% of the total beneficiaries for family subsidies [family allowance].

⁷⁴ Source: IIES.

⁷⁵ Decree-Law n. 176/2003, 2 of August.

⁷⁶ Representing 3,3% of the total beneficiaries of Social Insertion Income.

⁷⁷ Source: IIES.

⁷⁸ Also a record of the fact that a great majority of these beneficiaries - 69% – come from Romania and other countries (having smaller immigrant communities), and not, for example, Ukrainians [60,2% of the beneficiaries from Eastern Europe registered for Social Security], which shows the dissimilarity in immigration coming from different countries in Eastern Europe.

⁷⁹ On the contrary, immigrants from the most recent wave, particularly from the East, mostly live in rented apartments/houses [43,6%], in collective dwellings [23,5%] or in rented rooms [17,6%]; only 6,2% live in shanty-towns [SANTANA].

⁸⁰ 1991 Census, unpublished data [BAGANHA and MARQUES].

⁸¹ Perhaps the less absent infrastructure, result of the exercise of multiple illegal electric connections, which raise significant safety issues.

⁸² BAGANHA and MARQUES.

⁸³ Programmes created for the purpose of eliminating shanty-towns in the metropolitan areas of Lisbon and Porto, which create the possibility for each municipality to promote the relocation of needy families through the construction of needed residences, whether for renting or buying, or with recourse to the real estate market within legally established amounts.

⁸⁴ FONSECA *et al.*

⁸⁵ Highlighting the Capeverdian community which represented 12% of the total of those counted in the census.

⁸⁶ FONSECA *et al.*

⁸⁷ The rate of non-responses was, in this case, significantly high: close 30,5%.

⁸⁸ In this same year, the legal foreign population in Portugal represented about 4% of the total population. However, this is one of the disparities between the relative weight of the foreign population and the national population, between the prison population and the total population, less pronounced, a fourth lower than the European Union.

⁸⁹ Owing to either the type of crime committed or – many times – the problems of the linguistic jurisdiction or because of dependency on less efficient unofficial defenses. [*cf.* SEABRA].

⁹⁰ SEABRA.

⁹¹ The detailed study of the foreign prison population, distinguishing the immigration population from the foreign population in transit seems fundamental to a better understanding of the actual profile of criminality associated with immigration.

⁹² LAGES and POLICARPO.

⁹³ BAGANHA and MARQUES.

⁹⁴ Source: qualitative interview with Dr. Paulo Amado, “E-Gosto” Magazine Director .

⁹⁵ Source: Magazine “E-Gosto”, based on several articles between 2002 and 2004.

⁹⁶ Vd. www.casadobrasildelisboa.pt/

⁹⁷ Vd. www.africanidade.com/

⁹⁸ Vd. www.intercultural-asf.pt/pro-afsfamilia.html

⁹⁹ Vd. www.solim.org/

¹⁰⁰ Vd. www.oi.acime.gov.pt

¹⁰¹ Vd. <http://assmelhorviver.no.sapo.pt/>

¹⁰² Vd. www.ctcalcado.pt/

¹⁰³ LAGES.

¹⁰⁴ LAGES.

¹⁰⁵ Law 37/81 of 3rd October, modified by the Law 25/94 of 19th August.

¹⁰⁶ Portuguese Constitution, Part I “Direitos e Deveres Fundamentais”, Article 15º “Estrangeiros, apátridas, cidadãos europeus”, no. 2.

¹⁰⁷ Civil Code, Article 14º “Condição Jurídica dos estrangeiros”, n. 1 and 2.

¹⁰⁸ Recommendation 1500 (2001), “Participation of immigrants and foreign residents in political life in the council of Europe member states”, Council of Europe.

¹⁰⁹ Decree Law 39/98, 27th February. This law was changed in 2002, by the time of a new elected Government (Decree Law 251/2002, of 22nd November).

¹¹⁰ Law n 4/2001, 10 of January, replacing Law Decree n 244/98, 8 of August, which rules conditions for entering, staying, and withdrawal of foreigners from the national territory.

¹¹¹ Presidential Promulgation, no. 7/2000 of 6th March.

¹¹² Article 17, concerning political wrights of Portuguese in [Brazil and of Brazilians in Portugal](#).

¹¹³ These countries have signed a reciprocity agreement with Portugal, conceiving the right to vote to Portuguese Citizens living there, according to Declaration no 10/2001, 13 of September 2001.

¹¹⁴ Electoral Registration Law, Law n. 13/99, 22 of March.

¹¹⁵ The Brazilian citizens, resident and registered in the census of Portugal, and in possession of the status of equality of political rights, have the right to active electoral capacity.

¹¹⁶ Decree-Law n. 75/2000 regulating Law n. 115/99, 3 of August.