

PROMINSTAT

National Data Collection Systems and Practices

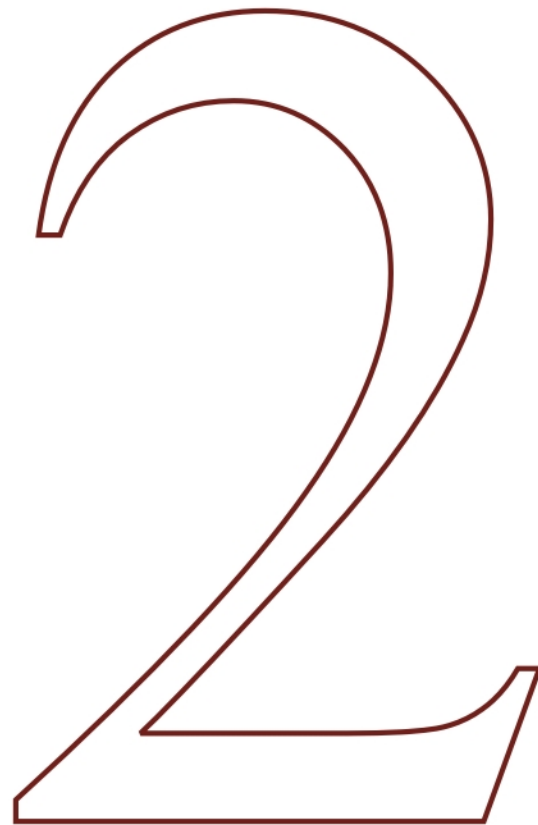
COUNTRY REPORT PORTUGAL

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Systems and Practices



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by

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Introduction

PROMINSTAT is a research project funded under the 6th Framework Program. It compiles meta-information on statistical datasets on migration, integration and discrimination in 27 European Countries (EU25 plus Norway and Switzerland).

PROMINSTAT consortium includes 18 research institutions working in the domains of international migration and statistics in European countries. The project is coordinated by the International Centre for Migration Policy Development (ICMPD), being Albert Kraler the scientific coordinator. All the information on the project is available at <http://www.prominstat.eu/drupal/?q=node/64>.

In Portugal, the Project was developed by a team of researchers from the Centro de Estudos Geográficos of the Institute of Geography and Spatial Planning of the Lisbon University, coordinated by Maria Lucinda Fonseca and Alina Esteves.

Through country reports and a series of comparative studies on particular topics of data collection, PROMINSTAT provides in-depth analyses of the scope, quality and comparability of statistical data collection on migration in a wide range of thematic fields, including population stocks and general demographic characteristics, migration flows, residence permits, acquisition and loss of citizenship, asylum seekers and refugees, irregular migration, employment, income, transfers and social benefits, housing and residential patterns, health and access to healthcare, education, family and household, political participation and crime and justice. The goals of PROMINSTAT are to promote comparative quantitative research on migration, integration and discrimination in Europe and to enhance the knowledge base on statistical data collection in this field, thus contributing to the improvement of statistics on migration, integration and discrimination.

The present document aims to describe the Portuguese data collection system for statistical data related to migration and integration, and to contextualise and complement the on-line database. It provides an overview of the type of information available, how the data is collected and the strengths and weaknesses of the way in which these particular statistics are gathered. Furthermore, it provides insight into the recent changes in data collection systems and analyses, and evaluates these changes, highlighting planned changes and evaluating their impact. Finally, it analyses data on international migration and integration in specific thematic domains, presenting a preliminary evaluation of data collection systems, and some recommendations on how these systems may be improved.

A. Key data sources and responsible institutions

Statistics Portugal (INE) is the main agency responsible for the production of official statistics in Portugal (Law nº6/89, 15th of April). They are the central institution producing statistics on the foreign population. They conduct the population and housing censuses, labour market surveys, household surveys (EU-SILC/ICOR) and “Demographic Statistics”, described in more detail below:

1. The **Housing and Population Census**, is a statistical data collection conducted every 10 years, provides demographic and socio-economic information on the foreign population who have been resident in national territory for at least one year, independent of their legal status. Data is available for the total population, individuals, families and households, buildings and dwellings.
2. The **Labour Force Survey** is a trimester sample survey assessing the relation of the population with the labour market. It covers the population who has been resident in the country for three months or more, or less than three months if they do not occupy another permanent residence abroad. The sample is composed of approximately 22,500 dwellings, randomly extracted from Statistics Portugal’s Master Sample, with a total number of 50,000 individuals. A dwelling is maintained in the sample for 6 consecutive trimesters. Every trimester one of the 6 rotations from the previous trimester is dropped and a new one added. The number of respondents may vary in every rotation due to the slowly growing non-response rate and also because the survey does not have second best option. Moreover, the sample is not calibrated by nationality. Therefore it is not possible to present a figure for the number of foreigners involved. The questionnaire includes a set of variables for every member residing in the dwelling (social and demographic features), another for those aged 5 or older (schooling) and a third one on labour status for those aged 15 or older, without upper age limit. This last set of variables range from principal activity, amount of hours worked, earnings, work conditions to contracts, education and training, and job search. At the national level, the representativeness of the sample is guaranteed, however, caution has to be taken when analysing the data for the foreign population included in the sample due to its small size.
3. The **Household Survey (EU-SILC/ICOR)** was a conducted for the first time in 2004. Just like the Labour Force Survey, the sample of dwellings is randomly extracted from Statistics Portugal’s Master Sample. The sample is composed of approximately 5,500 dwellings and divided in 4 independent subsamples or rotations. Every year one of the 4 rotations from the previous year is dropped and a new one is added. Every dwelling is maintained in the sample for 4 consecutive years. It is not possible to give the number of foreigners involved because in every rotation the composition of the surveyed population by nationality is different. The exhaustive questionnaire, conducted at the national level, annually, collects information on the living conditions and income of households and individuals aged 15 or older using a longitudinal approach. Although the variable nationality is collected, the sample is not calibrated by nationality and thus caution must be exercised because the sample size of the foreign population is small.
4. Besides the census, data on foreign stocks has been published since the 1980s. However, since 1999, Statistics Portugal (INE) began working in conjunction with the Aliens and Borders Service (SEF) to produce more coherent data on the foreign population in Portugal which is published in “**Demographic Statistics**”, on an annual basis. This publication also includes data on live and still births, deaths, marriages and divorces by nationality, obtained through the civil registry. The Aliens and Borders Service (SEF) provides Statistics Portugal (INE) with data on the foreign population who

have requested, acquired and ceased to have resident status, those with stay permits¹ (requests and extensions) and holding long term visa extensions. The aforementioned information is only available in its entirety since 2005.

The **Aliens and Borders Service (SEF)** constitutes one of the main information sources on stocks. The data that it provides are determined by administrative procedures and are actualised or updated when there is a relevant change in the legal situation of a foreign resident or new contact with an individual. The data has been available for several decades.

Besides the data sent to Statistics Portugal (INE), they also possess more detailed information on foreign citizens who ask for or receive extensions to their legal titles, as well as information on requests for naturalisation, asylum and deportations. This information constitutes a database (Integrated Information System) which has been in operation since 1992. It is not accessible in full to the general public but is published in part in annual reports available on-line.

The remaining statistical sources on foreigners/immigrants can be distinguished from the aforementioned sources as in general they provide information on specific segments of this population, for example, foreign workers or foreign students.

Four official statistical sources, all under the jurisdiction of the Ministry of Labour and Social Security, provide data on foreign workers:

1. **Strategy and Planning Office** – with the main function of providing technical support to the strategic and operational planning and to the formulation of internal and international policies of the Ministry of Labour and Social Solidarity, the Office collects data, annually obtained through administrative procedures, on the personnel board of enterprises. The register has been in operation since 1982 and includes information on the nationality of employees since 2000. In the current form, the register has been in operation since 2002, gathering information both on enterprises (main activity, legal nature, number of workers, business amount, number of local units, etc.) and employees (sex, age, level of schooling, nationality, profession, earnings, type of labour contract, among others).
2. **The Authority for Work Conditions** - collects data, for administrative purposes, on the regularisation process of foreigners, including employment contracts, contractual agreements, professional activity and characteristics of workers and workplace fatalities by sector of activity. In 2001, in response to legislative changes in immigration law, (D.L. n.º 4/2001) they implemented a “National System of Information” to organise data on foreign workers.
3. **The Institute of Employment and Professional Training** – collects data for administrative purposes from Job Centres on foreigners with permission to work in Portugal, who are looking for a subordinated job, professional training or internship. The register has been in operation since 1979 and contains complete information on target persons since 1985. It has been working in the current form since 2001 collecting a wide range of variables on the individual candidates according to nationality (schooling levels, wages, vocational training, etc.).

1 The stay permit was created under the Decree-Law n.º 4/2001, 10th of January, which introduced changes in the Decree Law n.º 244/98. The stay permit allowed the foreign workers that were irregularly in Portugal to stay in the country for one year, if they could make evidence of a valid work contract registered in the General-Inspection of Labour. This system was suspended in November 2001 and removed from the revised law on entry, stay and exit of non-EU foreigners from Portuguese territory (D.L. n.34/2003 of 25 February). Around 185,000 foreigners obtained this kind of permit and thousands of these still use it as the document that allows them to legally stay and work in Portugal. In fact, stay permits can be renewed up to four times and several thousands of those who applied for them have done so along the last years. This matter is addressed further in section E.

4. **The Institute of Statistical Information on Social Security** publishes “Social Security Statistics” biannually. The data is a result of administrative procedures, among which one can find data on the economically active enrolled in the Social Security system or on those who have had contact with Social Security. The dataset includes information on social welfare beneficiaries, family and children related allowances, survivor’s and widows benefits and unemployment subsidies according to nationality. In the current form, the register has been in operation since 2000.

In the domain of education there are two principal official statistical sources:

1. **The Office of Educational Statistics and Planning** (Ministry of Education) – has implemented an exhaustive questionnaire since 1999/2000 covering the total matriculated population, in both public and private primary and secondary schools. The data includes information on the enrolment of students and results obtained at the end of the school year, according to nationality and place of birth of both students and the person who enrolled them in the system (normally parents or guardians). In 2006/2007 the former aggregated statistical count was replaced by individual data enabling a longitudinal approach. Schools have to input data on-line four times per school year and the resultant database (MISI base) includes detailed information on the performance of the student in each subject, social background and studying conditions at home.
2. **The Office of Planning, Strategy, Evaluation and International Relations** (Ministry of Science, Technology and Higher Education) has collected data annually since 1994/95, on the matriculated population in Higher Education (public and non-public institutions). Data is available nationally on foreign students who are matriculated in/have graduated from higher education institutions and is published on the last day of every academic year.

In the domain of health, the most relevant source is the **National Health Interview Survey** conducted by the **Dr. Ricardo Jorge National Institute of Health**. This sample survey has been conducted four times (1987, 1995/96, 1998/1999 and 2005/2006). However nationality was only included in the last survey, which was conducted in partnership with Statistics Portugal (INE). This statistical data collection provides data on the state (real or perceived) of the population’s health, as well as data on access to health care and preventative practises, among other issues, according to the nationality of the interviewee. The information gathered through this questionnaire is used in European comparative studies.

The Institute of Registries and Notaries (Ministry of Justice) collects data for administrative purposes, on births, deaths, marriages and divorces by nationality. These data have been published by Statistics Portugal (INE), since 1995, in “Demographic Statistics”. **The Conservatory of Central Registries** also registers all acquisitions of Portuguese nationality (note that the data from the Aliens and Borders Service on the acquisition of nationality is only in respect to requests for naturalisation).

The General Directorate of Prison Services (Ministry of Justice) produces statistical information on prisoners by nationality. It is based on the individual based registers held in the Prison Information System and is updated whenever an event considered relevant by the services occurs. The dataset allows for a longitudinal approach but the statistical information released is aggregated counts. A report of activities with some statistical information disaggregated by nationality is published annually and available on-line.

The General Directorate of Internal Affairs – Electoral Administration is the official entity responsible for the electoral register and the publication of the respective statistics. They produce data, similar to that for national citizens (with the exception of place of birth), on citizens of the EU and citizens of countries with which Portugal established reciprocal agreements regarding political rights².

The General Directorate of Consular Matters and Portuguese Communities (Ministry of Foreign Affairs) deals with the emission of visas. They have data on visas requested in Portuguese Consulates and on Schengen Visas. Data on working visas granted for long stays (up to one year), student visas and temporary visas is available from Statistics Portugal (INE), and has been included in “Demographic Statistics” since 2005.

It remains for us to add some information on research surveys. Among the studies, funded and published by ACIDI, it is worth mentioning some, due to their national coverage, namely the following: “Attitudes and values towards immigration”, 2006; “Family Reunification and Immigration in Portugal”, 2005; and “Immigrants and the Portuguese population: Reciprocal Images”, 2003.

B. Historical evolution of the national data collection system/data collection practices and policies on data collection

In line with the fact that Portugal was a country associated with emigration, the collection of statistical data on immigration was of little importance until the late 1980's. The first publication including data on immigration was “Demographic Statistics” published by Statistics Portugal (INE). Since 1980s this publication has included information provided by the Aliens and Borders Service (SEF) on legal foreign stock and contained a very limited number of variables. The Portuguese Census also collects information on nationality and place of birth since 1890.

In 1990 was created the first instrument to collect data on the foreign population: a “Form of Immigration”. This form was developed, under the leadership of Statistics Portugal (INE), by an inter-ministerial group – the “Working Group of International Migration Statistics”, comprised of representatives from Statistics Portugal, the Institute of Support for Emigrants and Portuguese Communities, the Ministry of Internal Affairs/General Secretariat and the Fiscal Guard.

This form, for non-administrative purposes, aimed at counting and characterising foreigners, who had requested authorisation to reside in Portugal for a period of one year. It was a self-completion form collected at regional offices of the Aliens and Borders Service (SEF) when the foreign citizen applied for a residence permit. Later on it was sent to Statistics Portugal for coding, analysis and publication.

At same time, another questionnaire was also created, for non-administrative purposes, by the same group, to record foreigners whose residence permits had ceased. This form was addressed at the foreign citizens with a residence permit, who left the country or obtained Portuguese nationality. As the previous one, this form was completed at the regional offices of SEF. This data were processed and published by Statistics Portugal.

In 1999, the two aforementioned forms were substituted by a digital system to collect harmonised information on requests, concessions and cessations of residence permits - the Statistics

² These are citizens of Brazil, Cape Verde, Norway, Iceland, Chile, Argentina, Uruguay and Venezuela, holding a valid residence title and resident in Portugal for more than 3 years (2 years in the case of Brazilian and Cape Verdean citizens).

Portugal (INE)/Aliens and Borders Service (SEF) database. For this purpose, a protocol was established between both institutions (Grupo de Trabalho sobre Estatísticas da Demografia, 2006).

The EU citizens are supposed to be covered by this data collection through their registration in municipalities but there may be some under coverage.

The database also includes data on other legal titles (permanent residence permit, extensions of long-stays visas), other requests for naturalisation and requests for asylum.

Due to legislative changes in 2001, which led to the creation of the **stay permit** (*autorização de permanência*) (see footnote 1 and Section E), data on non-EU citizens, who had been granted this authorisation, were also included by Statistics Portugal (INE) in the “Demographic Statistics”.

The Inter-cultures Secretariat (*Secretariado Entreculturas*) began to collect data by nationality, twice every academic year for mainland Portugal in all public and private schools (except higher education establishments) between 1991/2 and 1997/98, constituting a new database.

From 1999/00 the Office of Educational Statistics and Planning took over this database and launched a survey and adopted changes in the concepts and definitions utilised, as a means to clarify the information requested. Since 2006/07 schools have been able to complete the survey online (MISI base), which greatly improves the efficiency of the data collection process.

Finally, it is important to underline that there have been increasing requests from Eurostat and other international organisations to harmonise international statistics and make more information available in this area. Diverse projects, such as “Estimates by age groups according to nationality and sex” and “Population Estimates by Region of Residence (NUTSII) according to nationality and sex” or the project entitled “Foreign Workers” were created by Statistics Portugal, with the intention of responding to these needs.

C. Coordination and linking

Official statistics are regulated by the National Statistical System, which is under the jurisdiction of the High Council of Statistics and by Statistics Portugal (INE).

Statistics Portugal is a public institution whose mission is to produce and disseminate official statistical information and to promote the coordination, development and dissemination of national statistical activity.

The second institution responsible for data collection, resulting from administrative procedures, is the Aliens and Borders Service (SEF) (Ministry of Internal Affairs). In practice, SEF’s goal is to control the circulation of people across borders as well as the permanence and activities of foreign citizens in national territory. Thus, the publication of statistical information has not been of primordial importance. However, considering the growing presence of foreign citizens in Portugal and the constant demand of statistics by researchers and the media, SEF publishes its annual reports on-line together with some basic data on foreigners holding legal documents according to nationality, age, sex and district of residence. In order to avoid incoherent statistical information from different sources, SEF and Statistics Portugal (INE) celebrated a cooperation protocol that includes the setting up of a common database.

Cooperation and linking of databases among institutions producing statistical data is rather recent in Portugal. There is an entrenched tradition of each institution functioning on its own, following its procedures and working methods. However, the directives coming from the EU have been essential in

stimulating not only the cooperation among institutions but also the harmonization of methodologies, variables, processes and coherence of datasets.

Physical linking of datasets from different institutions seldom happens. The most frequent kind of linking is possible through statistical information flows between institutions. Here, the agreements celebrated between Statistics Portugal (INE) on the one hand, and three institutions, on the other hand (the Institute of Registries and Notary, the Aliens and Borders Service and the General Directorate of Consular Matters and Portuguese Communities) ensure a continuous supply of coherent information/data to be made available in the Demographic Statistics, an annual publication edited by Statistics Portugal and also available on its website. There is no linking between the administrative datasets of the three institutions and the scientific datasets of Statistics Portugal.

In order to guarantee high quality survey samples, a cooperation agreement has been signed between Statistics Portugal (INE) and the National Institute of Health in which the Statistics Portugal's master sample is used to define the sample of the national health survey. Another major flow of information occurs between the Aliens and Borders Service, on the one hand, and the Institute of Registries and Notary, the Ministry of Justice and the Portuguese Refugee Council, on the other. These flows are essentially due to administrative procedures in order to update the Aliens and Borders Service registries. For security reasons and to check relevant information, the Aliens and Borders Service can ask permission to consult the databases of the General Inspectorate of Employment, of the Institute of Statistical Information on Social Security and the General Directorate of Consular Matters and Portuguese Communities.

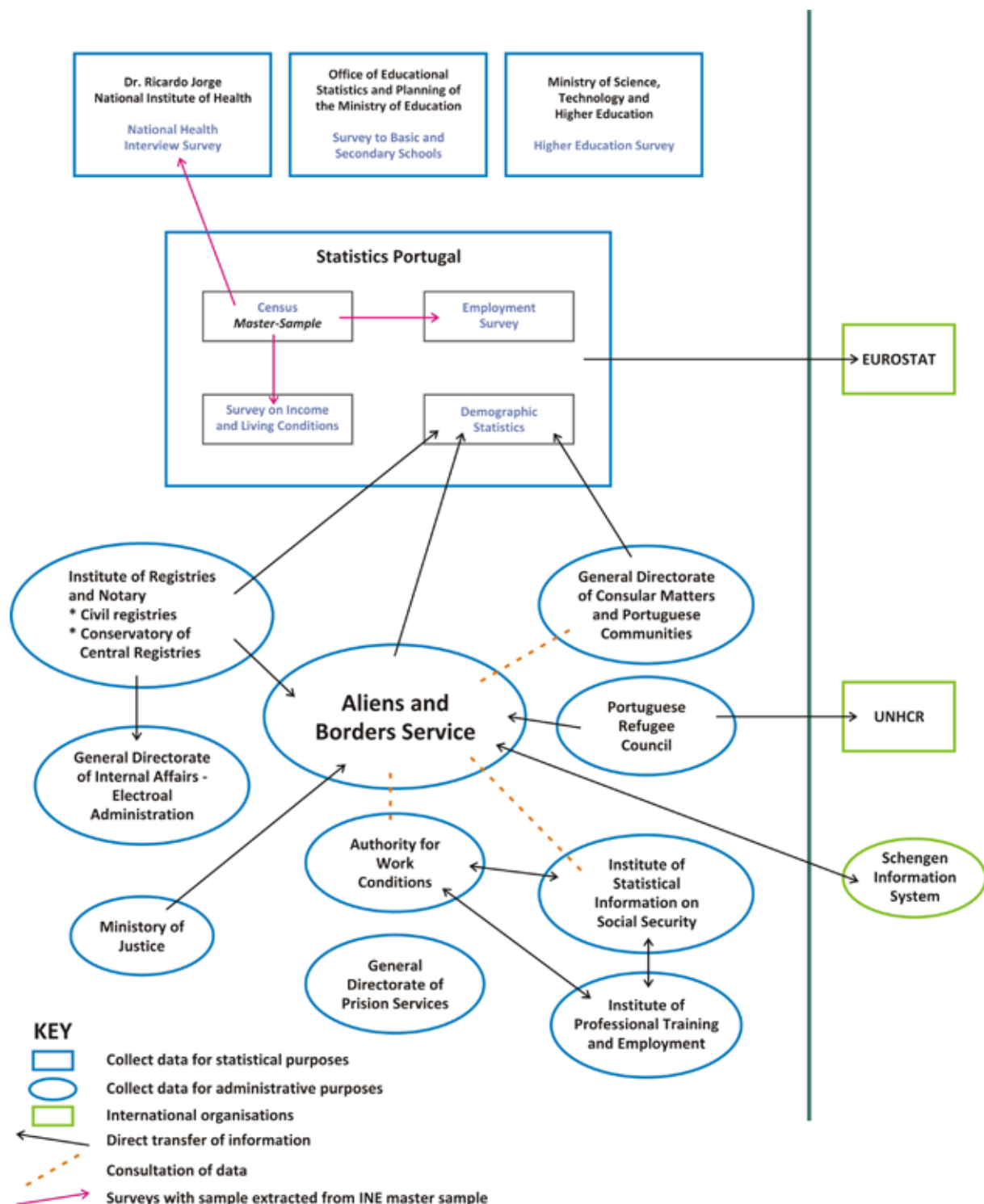
The Authority of Work Conditions, the Institute of Professional Training and Employment and the Institute of Statistical Information on Social Security can physically link their databases. This is facilitated by the fact that the three institutions belong to the Ministry of Labour and Social Solidarity. This linking is done using the citizen's social security number. The database on the personnel board of enterprises managed by the Strategy and Planning Office of the same ministry is not linked to other databases, although this is possible due to the existence of common information on employees such as the social security and the tax payer numbers. A link between the databases of the Institute of Statistical Information on Social Security and the Fiscal Administration is foreseen in the near future in order to provide updated information on tax payers and beneficiaries. This process is also one step forward in the creation of the citizen's card, a document that will bring together the contents/information of five different cards.

The recently approved law³ on the Electoral Census has already contemplated the use of modern technological means which will link the Electoral Census database to the Civil Registry database.

The linking of datasets at the international level is rare but several Portuguese entities are compelled to send statistical data or information to international institutions. Statistics Portugal (INE) regularly sends data to Eurostat, whereas the Aliens and Borders Service (SEF) send data to the Schengen Information System. The Portuguese Refugee Council also sends data to the United Nations High Commissioner for Refugees (UNHCR).

3 Law no. 47/2008, 28th August.

Figure 1 – Main institutions and statistical data flows on foreign population in Portugal



D. Concepts and definitions

Statistics about immigrants living in Portugal refer to those citizens as foreigners or aliens. In the information published by the two main statistical sources on this issue – The Aliens and Borders Service (SEF) and Statistics Portugal (INE) – there are no references to immigrants, but rather to foreign nationals, the foreign population or simply foreigners. This status is associated with nationality as a foreign citizen in Portugal is defined as every person who does not have Portuguese nationality. The Portuguese Nationality Law underwent substantial changes in 2006 (Law no. 2/2006, 17th April) reflecting the evolution of the nation as a country of immigration and the need to integrate the descents of immigrants. It is now, once again, based on “*ius soli*” (right of territory), the Nationality Law of 1981 instated the principal of “*ius sanguinis*” (right of blood), due to fears related with the higher number of migrants from the Portuguese colonies after decolonisation. Now Portuguese nationality can be accessed by way of attribution of nationality (nationality of origin) to 2nd generation immigrants (if both the parents are foreign citizens but have legal residence for at least five years), also to 3rd generations (as long as one of the parents was born in Portugal and has legal residence) and to minors in general who have concluded the first cycle of basic education in Portugal. Obtaining Portuguese nationality by way of acquisition (derived nationality) can result from three situations: by the effect of will (marriage to a Portuguese citizen, for example), by adoption or by naturalisation.

The 2006 law stipulates that foreigners legally residing in Portugal for six years independent of their nationality can be granted nationality by naturalisation. It diminishes the requirements that are necessary for naturalisation by introducing a new concept of legal residence whereby residence is proved by any type of valid residence title (residence permit, stay permit, working visa, student visa, temporary stay visa, and extension of stay permit) rather than just by a residence permit. The new law also equalised common-law marriage to marriage for the purpose of obtaining nationality.

In all of these situations it is necessary that individuals have a sufficient knowledge of the Portuguese language and that they have not been convicted under Portuguese Law to three years or more in prison.

Portugal recognises multiple citizenships and the acquisition of Portuguese nationality only implies the loss of the nationality of origin, if the law of the country of origin determines it.

There have also been profound changes in the law on the entrance, stay, exit and withdrawal of foreign citizens from national territory (Law no. 23/2007, 4th July) that have had impacts in the statistical collection of data. This new law defines five types of visas issued by Portuguese embassies and consular posts across the world - stopover visa, transit, short stay, temporary stay and residence. The residence visa is the only one that gives the foreign citizen access to resident status and permits entry into Portugal with the objective of soliciting a residence permit. These motives range from performing a subordinate professional activity, an independent professional activity, a highly skilled activity, professional or voluntary apprenticeships, continuing higher educational studies or family reunification. This residence permit can be temporary (valid for one year and renewable for periods of two years) or permanent (for those having a temporary permit for at least 5 years; it has no validity limit but should be renewed every 5 years).

The Aliens and Borders Service (SEF) database is an integrated historical individual database resulting from administrative data collection. It only discloses information on legal foreign citizens holding a valid residence document (in the most recent statistical tables it comes under the designation of “residence titles”), with nationality being the key variable.

Although SEF has more detailed information on foreigners, such as country of birth, the data are not disclosed in that way. However, due to legal procedures inherited from a previous law (Decree-Law no. 4/2001, 10th January) the available information on stocks still discriminates between “residence titles”, “stay permits” and “prorogations of long-term visas”⁴. This allows for a more accurate picture of the foreign population with regular permanence in the country (Relatório de Actividades do SEF, 2006). In the near future, SEF’s data will no longer include “stay permits” and “prorogations of long-term visas” because the first title was nullified by Decree-Law no. 34/2003, 25th February, whereas the others no longer exist under the Law no. 23/2007, 4th July.

According to the previous law of a similar nature (Decree-Law no. 244/98, 8th August), there were seven types of visas⁵ but the residence visa was separated from the others. Thus SEF statistics on foreign residents only included those having a residence document. Moreover, another legal change in 2001 is also worth mentioning. In response to the growing demand of the Portuguese labour market and to the presence of numerous foreign workers in the country, Decree-Law 4/2001, 10th January established the stay permit. This did not give the foreign citizen a residence document but authorized him/her to stay in the country for periods of one year as long as a valid labour contract existed and for a maximum length of five years. Therefore, since 2001 SEF’s statistics included foreigners with a residence permit and foreigners with a stay permit.

Due to the protocol signed in 1999 between the Aliens and Borders Service and Statistics Portugal (INE) the shared database is updated with data from the former registries and published by INE in the annual publication “Demographic Statistics”.

Statistics Portugal (INE) also has information on the foreign population from the decennial census. The last census (2001) does not consider legal status but introduces the criterion of “time of permanence” in the country in order to identify the country of usual residence of the person. It considers all foreign individuals⁶ who have been in the country for one year or more, independently of their legal status. The concept of a foreign citizen with a resident status used by the Aliens and Borders Service is a legal concept (those who have a residence permit), while the concept of resident used by Statistics Portugal for censuses is a concept which is based on a minimum length of residence defined as a statistical criterion. Moreover, Statistics Portugal also publishes information on population according to their country of birth which cross-tabulated with variables such as nationality, allows for the identification of people with an immigrant background.

Despite an ancient presence of a national ethnic minority in Portugal– the Roma population – concepts such as ethnic nationality or race can not be used in official statistics or national registries. It is interdicted by the Constitution to collect official administrative or statistical data according to these criteria.

The definition of Asylum Seekers and Refugees was delineated in 2006 under Law nº 20/2006, 23rd June. It responded directly to the internal judicial order of Directive nº 2003/9/CE, 27th January, which established the minimum norms on the matter of reception of asylum seekers in European Member States. In broad terms the concept of asylum consecrated in the Portuguese law is based on the Geneva Convention of 1951, however it has been widened somewhat and is based on a more ample concept, which encompasses refugees and humanitarian protection. The following statutes exist:

4 Long term visas include three types of visas: work, temporary stay and study.

5 Stopover, transit, short stay, temporary stay, study, residence and work visas.

6 With exception of diplomatic staff and foreign armed forces (and their families) on official mission in Portugal; of foreign tourists in Portugal; of foreigners who enter the country on a daily basis to work and are here at the census moment; and passengers on ships anchored in ports at the moment of the census.

1. Refugee
2. Subsidiary protection – covering those who do not qualify for refugee status as consistent with the Geneva Convention⁷. This permit is valid for five years at the end of which a re-evaluation of the situation in their country of origin is made.
3. Temporary protection - used in more exceptional situations and normally reserved for fluxes of people on a large scale, who need international protection from extraordinary situations that might be resolved in a short period of time (i.e. Guinea-Bissau, 1998, and Kosovo, 1999). It is issued for a maximum period of two years.

The concepts and definitions used have evolved and adapted to the changes in migration flows. For example, in the 2001 Census, the criteria that the respondents should live in the country for at least one year, excluded important flows, particularly those from Eastern European countries, which were quite recent. Thus, one of the most important nationalities (Ukrainians) in 2001, according to the data from the Aliens and Borders Service, was undercounted in the Census of the same year.

For the next census (2011) several amendments are being considered, particularly in the criterion of the effective period of residence. Foreign citizens who have been living in Portugal for more than one year are considered residents, as well as, those who have been living in the country for less than one year but intend to stay for more than one year. The introduction of two new questions about previous places of residence abroad for periods of one year or more is also envisaged, which will allow better quantification of international migration.

E. Availability of data

E.1. Core demographic data on immigrants and migration control

E.1.a Population stocks and general demographic characteristics

There are two main entities that collect and produce data on population stocks and their demographic characteristics: Statistics Portugal (INE) and the Aliens and Borders Service (SEF).

Statistics Portugal conducts a decennial population and housing census that provides us with a diverse range of variables⁸ and where nationality and country of birth can be cross tabulated with the others. Information is also available (on request) at a very fine geographical scale – the census track, which is equivalent to a block.

The last traditional census has been conducted on 12th March 2001 and covers Portuguese citizens living in Portugal for at least six months during the last year, those who are temporary absent, which means a stay abroad for less than one year, and foreigners living in Portugal since at least one year. Doing so, the census considers the usual resident population but did not include the immigrants of the

⁷ The asylum seekers are third country nationals or stateless people who submit an asylum request which has not received a definite response.

⁸ The variables available are divided in four different blocks that can be cross tabulated: individuals, families, buildings and dwellings. The variables for the individuals are: place of usual residence, presence or absence in the place of residence at the census moment, sex, date of birth, marital status, place of birth, nationality, literacy, schooling, place of residence 1 year ago and 5 years ago, activity, job, duration of working day, branch of activity of the corporation where the respondent works, socio-economic group, means of living, place of work or study, means of transportation used in the daily travel to the place of work or study, religion (optional).

last year while emigrants have not been enumerated. This brings disequilibrium and may introduce a slight under estimation of the population in the census count. As far as the EU Regulation is concerned, the relevant questions asked in the census are: country of residence 1 year and 5 years prior to the Census date (31st December 1999 and 1995). The census (12th March 2001) also contains data on the country of birth of usually resident population - (Poulain, ILMAS report).

As mentioned earlier, INE is also responsible for producing statistics on international migrations from different data sources. Statistics on international immigration are based on data on residence permit collected by the Ministry of Internal Administration and more specifically the *Serviço de Estrangeiros e Fronteiras* (SEF). The Database INE/SEF has been developed since 1999 only for statistical purposes.

The Statistics Portugal (INE)/Aliens and Borders Service (SEF) database publishes annual data on foreign stock. It is based on those who request/ceased a residence permit in any given year which is added to the population holding a valid residence permit. The EU citizens are supposed to be covered by this data collection through their registration in municipalities but there may be some under coverage.

The data on the stock of foreigners (including EU citizens) can be cross tabulated with some basic demographic variables (nationality, sex, district of residence, age).

Since 2005 Statistics Portugal has complemented this information with foreigners holding stay permits or long-term visas in the "Demographic Statistics". This data is only available at the district level.

The Aliens and Borders Service also possesses their own data base – The Integrated System of Information. This database, developed for administrative ends, contains information on foreign citizens holding valid permanency documents according to their nationality, year of entry, length of stay, and on foreign citizens who have been refused entry or who want to return voluntarily to their country of origin.

Both databases (INE/SEF and the Aliens and Border Service Integrated Information System) are developed and updated on the basis of the individual information collected in the application forms. Three different events are considered: residence permit applications, granted residence permits and withdrawals. Only foreigners and mostly non EEA citizens are considered. In practice, all foreigners being granted a first residence permit (*autorização de residência*) for a duration of at least one year are considered as long term immigrants (*imigrantes permanentes*). Accordingly, foreigners born in Portugal being granted a first residence permit are included in the immigration statistics (Poulain, ILMAS report).

The total usual resident population is updated by sex, age and municipalities by considering all births from resident mothers, all deaths of resident persons, a fixed internal net migration rate fixed by age sex and municipality as shown by the census based on the question of place of residence 1 and 5 years ago. The total number of internal migrations is corrected so that it will be null for the whole country. For international immigrations, the total by sex is estimated using long term visas, first residence permits and returning Portuguese emigrants estimated through the Labour Force Survey (based on the place of residence one year ago). This total number of immigrants is distributed by age and localities as shown in the census based on questions on 1 and 5 years ago. For international emigrations of Portuguese citizens, INE uses a special module on emigration in the Labour Force Survey in order to estimate the total of emigrants by sex. The distribution of these emigrants by age and localities is based on passport delivery. For foreigners only the reported emigration of departing foreigners is counted by sex, age and localities (Poulain, ILMAS report).

E.1.b Migration flows and characteristics of migrants at the time of migration

The registration of immigration at the moment of entry into the country does not exist, only foreigners are registered when they approach the Aliens and Borders Service (SEF) to regularise their situation. The Aliens and Borders Service Integrated Information System and the Statistics Portugal/ Aliens and Borders Service database (INE/SEF database) hold this information and are the principal sources of information on annual migration flows. SEF's database contains data on requests for stay and residence permits, whereas the INE/SEF database registers information related to residence authorisation (requests, concessions, ceased and expired titles). Both databases contain socio-economic variables at the time of migration: age, sex, marital status, place of birth, motive for entering, previous country of residence, level of education, working status, professional situation and area of activity.

European Union citizens are registered through an application of the Aliens and Borders Service (SEF) in the Local Authority Offices; this information is added to the Integrated Information System/ Aliens and Borders Service and also to the INE/SEF database.

The General Directorate of Consular Matters and Portuguese Communities (Ministry of Foreign Affairs) collects information on the various types of visa issued by the Portuguese embassies and consulates abroad (according to their type and validity). Assuming that the visas are utilised, this database gives the number of non-EU entries into the country. Since 2005, the data from the three previously mentioned institutions are brought together on an annual basis in "Demographic Statistics" published by Statistics Portugal.

Figures on long-term emigration (*emigrantes permanentes*) are estimated by INE through the Emigration Survey as an extension of the Labour Force Survey. The key question to identify people having left the country is the following one: "Is there anyone who normally lives in this dwelling on the 31st of December of the year n-1 and who left to live or work abroad during the year n?" When the dwelling is found to be unoccupied, neighbours are interviewed. Respondents are also interviewed on the intended duration of the stay abroad: temporary (less than one year) or permanently (at least one year).

Due to the length of the statistical analysis, data coming from the Emigration Survey are only available one year after the reference period. Data related to immigrations of foreigners (first application of residence permit) are also available one year later for provisional data and two years later for definitive data.

Emigration data are available only by country of next residence. Because first residence permits granted to foreigners already living in the country are included in immigration statistics, the figures include some international immigrations originating from Portugal. Figures on international migration available in various publications and international databases are not always consistent due to the time lag between provisional and final data. Discrepancies between figures on emigration result also from differences in definitions. (Poulain, ILMAS report).

E.1.c Legal status of immigrants and details of the residence permit procedure

Information relating to foreign individuals holding either one of the five types of visas, described in the section previous, is held by the General Directorate of Consular Matters and Portuguese Communities and in Statistics Portugal's (INE) annual publication "Demographic Statistics".

As previously stated, data is available from SEF on the two resident new permits implemented under the new law in 2007 (see the previous section for details), namely: the temporary residence permit, valid for one year and renewable for successive periods of two years, it may be obtained

by foreigners who have a valid residence visa; and the permanent residence permit, which may be obtained by residents who have had temporary residence permits for at least five years.

SEF also holds data on the stay permit (implemented in 2001 in response to the large number of foreigners who were working illegally in Portugal), this has since been nullified (under Decree-Law n.º 34/2003, 25th February), however SEF will continue to issue renewal until 2008. This data is available in the INE/SEF database and can be cross-tabulated with demographic variables such as age, sex, nationality, country of birth, place of residence, etc. Basic data on this is also available in SEF's annual reports and also in INE's "Demographic Statistics". Thus, since 2001 SEF's statistics included foreigners with a residence permit and foreigners with a stay permit.

SEFs Integrated Information System database also holds detailed statistical information on regularization processes that occurred in the run up to the 2001 act as well as in its wake. The first was in 1992/93 and the second in 1996. In the first process slightly more than 39 thousand citizens legalized their situation and in the second the figure reached 35 thousand, mostly of African origin. Following the 2001 act there was a special process of regularisation, called the "Lula Agreement"⁹, signed in July 2003 (Decree- Law no. 40/2003, 19th September). This agreement regularised Brazilians who entered the country between 22nd April 2000 and 11th of July of 2003, more than 16 thousand citizens were regularised. This led the way for the "CTT process"¹⁰, which regularised over 3,000 non-EU foreign workers who could prove they were economically active in Portugal before 12 March 2003 (Decree-Law no. 34/2003).

E.1.d Change of citizenship and possibility for multiple citizenships

In relation to the availability of data on these matters, two separate, non-linked, sources exist: the Institute of Registries and Notaries database, and SEF's Integrated Information System. The former includes all acquisitions of nationality, however, the latter only contains data on acquisition of nationality through naturalisation by foreigners with resident status. "Demographic Statistics", Statistics Portugal (INE) annually publishes data on the foreign population whose legal status expired owing to the acquisition of nationality (by naturalization) supplied by the INE/SEF database. This information can be cross tabulated with demographic characteristics such as previous nationality, marital status, age, sex, country of birth, schooling, etc. For more information on concepts and legislation see the previous section.

E.1.e Asylum seeking and refugees

The Aliens and Borders Service is the entity responsible for the collection and publication of information on those seeking asylum and refugee status. The data are held in SEF's Integrated Information System, which contains information regarding all phases of the asylum process. It is published in SEF's annual activity report. The entrance of asylum seekers and refugees is registered as an in-flow and only when receiving a residence document are they included in population stock statistics.

The Portuguese Refugee Council produces and publishes some statistics in their reports on asylum seekers. They possess two databases one on legal attendance and the other on social attendance. However, these databases are for internal administrative purpose and are not linked to one another.

⁹ The Agreement is named after the Brazilian President Lula da Silva, who negotiated the Agreement with the Portuguese government and came to Portugal to sign it.

¹⁰ The designation derives from the possibility immigrants had to hand in their documents at any Post Office (CTT).

The former has some limited personal information (nationality, sex, number of women and minors, protection status (when conceded), place where process was initiated and motive of request). This information is sent to UNHCR and is utilised in international statistics. It is also sent to the Aliens and Borders Service (SEF).

E.1.f Irregular migration, apprehensions and expulsions

In respect to irregular immigration, there is no direct source of official data. Estimations can be made based on deportations by the Aliens and Borders Service (SEF). Legal expulsion is under the jurisdiction of the legal authorities (courts of law). Information on legal processes is sent by the Ministry of Justice to the Aliens and Borders Service, who divulges this information annually in their activity report. The information is available by nationality according to the motive of expulsion and the border point of removal.

In addition, the Aliens and Borders Service (SEF) holds data on cases of extraordinary regularisation. There is also the possibility of calculating estimates of irregular immigrants based on surveys, which adopt large samples of the immigrant population. The figures of the regularization campaigns already promoted in Portugal have already been mentioned in the sub-chapter on Permits.

E.2. Measuring integration, discrimination and diversity

There is no direct source of data collected specifically to monitor and assess immigrant integration. However, available data enables us to describe the relative position of foreigners, to some extent, in several domains.

E.2.a Employment

At the national level one of the most frequently updated data sources on employment is the Labour Force Survey, a survey conducted by Statistics Portugal every trimester at the national level. The long questionnaire includes very detailed information on social and demographic features of all individuals residing in the dwelling allowing for a detailed characterization of household members (e.g. sex, age, nationality, country of birth), but also of those aged 5 or older (level of schooling) or aged 15 or older. This last group is the most relevant for this survey because the majority of questions focus the labour status of those economically active, collecting data on their earnings, employment experience, regime of work, type of contract, job search, etc. It is also a very useful tool for comparisons at the EU level, but caution is advised when using data for foreign citizens because the sample is not calibrated by nationality and the number of non-nationals interviewed in each rotation is quite small.

Another survey allowing for EU comparisons is the Statistics on Income and Living Conditions (EU-SILC) yearly conducted in Portugal since 2004. The questionnaire extensively covers many aspects of families' lives such as position in the labour market, employment history, taxes on employment income, social protection, expenses by type and housing amenities, among others. Again, caution has to be exercised when using data by nationality due to the small number of foreign individuals surveyed in each wave.

The Institute of Employment and Vocational Training also has a comprehensive database (Management and Information System of the Area of Employment) built on the requests handed in by individuals looking for a job or being a candidate to a vocational training course in one of their

many delegations across the country. The variables are directly related to the person's insertion in the labour market and range from the job history, previous professional experience to salary, educational attainment and self employment.

The database of the Institute of Statistical Information on Social Security is an extensive source of information on social benefits received by citizens but has also very detailed information on the job history of all individuals who made their contribution to the social security through their taxes. The main variable identifying the migrant population is the nationality.

The Strategy and Planning Office of the Ministry of Labour and Social Solidarity manages a comprehensive database on enterprises with employees allowing for longitudinal analysis of variables such as earnings, professions, sector of activity or schooling levels that can be cross tabulated with the nationality of the workers, type of contract, number of hours worked, among others.

Statistics Portugal still conducts a traditional Population Census every ten years which is a good source of information on employment of all citizens living in the country by nationality. It includes variables such as form of living, occupation, labour hours, size of employment entity or job search among unemployed. However, the decennial periodicity is a drawback for researchers who need updated statistical information.

E.2.b Income, transfers and social benefits

The main source of information in this field is the Institute of Statistical Information on Social Security's database. It has a wide array of variables of all citizens who during their life received any social benefit or paid their contributions to the Social Security. The information is extremely detailed and updated, and for each individual the amount, the period and the kind of allowance received are specified (e.g. social insertion income, family subsidy, unemployment benefit, training allowance, redundancy compensation, old age pension, work accident subsidy, death grant, orphan's benefit, sick leave subsidy). The database also includes information on job history and educational and vocational attainment. The place of birth and nationality are the two main variables to identify international migrants in this database.

The yearly EU Statistics on Income and Living Conditions (EU-SILC) are also worth mentioning in this issue due to the long list of questions on the gross and net earnings of each family member, income from capital investments, cash subsidies and benefits, and family and housing allowances received from different sources. As previously mentioned, the sample is not calibrated by nationality and caution is needed when analysing data by citizenship.

Despite not being its main goal, the Labour Force Survey also includes a few questions on monthly net income from work and receipt of unemployment benefit with the advantage of being conducted every three months. It uses a sampling method similar to the EU-SILC and thus, data disaggregated by nationality are not very reliable.

E.2.c Housing and residential patterns

The decennial Population and Housing Census is the best source of information on housing amenities and residential patterns of mobility. The Housing Census was first conducted in 1970 and presently includes a questionnaire on the features of the building (e.g. number of floors, accessibility to disabled persons, period of construction, materials used, need of repairing) and a second one on the dwelling, specifying the occupancy status, amenities available (kitchen, toilet, heating system, sewage disposal system), monthly mortgage, monthly rent, ownership. This information can be cross tabulated

with the nationality and the place of birth of the resident population. In terms of patterns of mobility, the Census includes two questions in which the respondent should state the place of residence 1 and 5 years previous.

The yearly conducted EU-SILC has quite a long list of questions on the housing conditions such as comfort indicators, tenure status, monthly rent or mortgage to be paid, occupancy rate, neighbourhood characteristics and type of dwelling.

E.2.d Health and access to healthcare

National Health Interview Survey conducted by the Dr. Ricardo Jorge National Institute of Health is the main source of statistical information on international migration and health. Despite being conducted 4 times since 1987, only in the most recent one was the nationality included as a variable. The quite comprehensive questionnaire includes a social and demographic characterization with education related questions, place of birth, emigration and immigration, general information on real and perceived state of health, kind of healthcare provider chosen by respondents, coverage of health insurances, constraints to daily activities due to health problems, consumption of alcohol and smoking habits, physical activity and quality of life.

The registers database of the Institute of Registries and Notary also provides some information on the cause of death by nationality, both for foetus and babies aged less than 28 days and persons aged 28 or more days.

The Authority of Work Conditions is the agency of the Ministry of Labour and Social Solidarity responsible for registering and investigating fatal work accidents and their database has detailed information on work accidents by the nationality of the victim, age, sex, activity sector, size of the corporation, place of the accident, cause of the accident and cause of death in the case of deadly accidents.

The EU-SILC also includes some health related variables in its long questionnaire such as the interviewee's perceived state of health, oral health, medical consultations and treatment and chronic illness or condition.

E.2.e Education

In term of education there are several sources being the most relevant is the database set up by the Ministry of Education (MISI database) in order to assess the performance of students by age, geographical origin, place of residence, number of teachers, but also the adoption of information technologies in schools and at home. The database is coordinated by the Office of Educational Statistics and Planning of the Ministry of Education and updated at the school level three times in each school year in order to have a follow up of the student's progress and calculate the success, failure and drop out rates for different school levels and moments in time. Other variables available are the student's nationality and place of birth, the parent's or guardian's nationality and employment of the parents or guardian. Before this register, the Office of Educational Statistics and Planning of the Ministry of Education had already implemented another kind of database - School enrolment - which counted the students according to their cultural / nationality group, or their parents'. This classification was unclear and caused incongruence in the classification of students.

There is also the Entreculturas database of the Inter-cultures secretariat which was the first attempt to establish a database for students of immigrant descent. It was replaced by the two previously described databases.

The DIMAS database is available at the Office of Planning, Strategy, Evaluation and International Relations of the Ministry of Science, Technology and Higher Education and is a good source of information on foreign students matriculated in Portuguese higher education institutions. The information is available according to school years and is updated yearly. It is possible to have data on students graduated from higher education institutions, students matriculated according to scientific areas of graduation and also on students according to the final grade of graduation.

The Population Census has the advantage of covering the entire population residing in the country, but its decennial frequency places some challenges to researchers who need updated statistical information. It includes some questions on literacy, school attendance, educational attainment, place of study and time of travel to the place of study that can be cross tabulated with variables on nationality and place of birth.

The EU-SILC also has some questions on education, such as literacy, school attendance and educational attainment but, as mentioned before caution has to be exercised due to the small number of foreign respondents in the sample.

E.1.f Family and household

The studies which have analysed patterns of integration in more depth are of particular importance and two studies on discrimination and one on family reunification, conducted at the national level, must be highlighted - "Attitudes and values towards immigration" (2006), "Immigrants and the Portuguese population: Reciprocal Images" (2003) and "Family Reunification and Immigration in Portugal" (2005), sponsored by the High Commissariat on Immigration and Intercultural Dialogue (ACIDI). The first two include an array of questions on the opinion of Portuguese citizens about the presence of immigrants in Portugal, specific nationalities and rights of foreigners, statements that try to assess subtle racist attitudes about foreigners according to their nationality, but also the opinion of foreign citizens about Portuguese people, and perceived and real discrimination lived by immigrants in different situations. The family reunification study includes extensive data on the reasons for immigrating to Portugal, immigrants' self-perception of integration, family composition in Portugal and in the home country, immigrants' plans about bringing the family to Portugal, remittances sent to the country of origin and immigrants' employment situation.

The Population Census and the EU-SILC also include questions on the household composition that can be cross tabulated with nationality and place of birth allowing for a comparison among citizens of different nationalities.

E.2.g Political participation

Despite limited to some elections, the political participation of foreign citizens in Portugal is assessed by the General Directorate of Internal Affairs – Electoral Administration through the database of the electoral register. This is permanently updated and the voting participation in elections and *referenda* by nationality and place of residence can give researchers a good idea of the involvement of nationals and non-nationals in politics.

The Eurobarometer also includes several questions aiming to analyse values and attitudes of citizens on different issues across the EU. Political participation, party identification and voting participation are some of the surveyed themes.

E.1.h Crime and justice

The database of the General Directorate of Prison Services is the most complete source of information on crime where the variable nationality and place of birth are available. The database includes detailed information on the inmates awaiting for trial or already convicted who are in prison in Portugal. Besides the identification variables, such as sex, age, nationality, place of birth, the file of each inmate also includes the kind of entrance in the prison (provisional, definite), the crimes the inmate is accused of, the crimes he/she is condemned of, the degree of security needed for the inmate, the job/occupation while in prison, attendance of schooling or vocational training while in prison, evasions from prison and recaptures.

All in all, in terms of official statistics the census is one of the sources of information with more diversified statistical data. The household survey – EU-SILC – also offers a wide variety of variables on different thematic areas that can be cross tabulated. However, this survey is not designed to collect information on the foreign population, and thus, the representativeness of foreign citizens in the sample is limited. Moreover, it is only collected at NUTs II meaning it has limited possibilities for comparison. Due to the use of a similar methodology, these constraints are also applicable to the employment survey.

Employment and labour market data is the most substantial as four entities publish statistical data on these issues: Statistics Portugal has data from the employment survey, household survey (EU-SILC) and the census, the Institute of Professional Training and Employment collects data on the unemployed, the Institute of Statistical Information on Social Security has information on the people enrolled in social security and the Authority for Work Conditions on non-self employed workers. There is also a considerable amount of data collected on education, efforts have been made to modernise and simplify data collecting procedures. Statistical data from the Office of Educational Statistics and Planning (Ministry of Education) and from the Ministry of Science, Technology and Higher Education are gathered in the format of the school census.

F. Accessibility of data

In general, accessibility to data is good and is normally granted to the entire dataset on a request basis. Despite this direct access is generally not given to researchers, rather the institutions perform analysis on request. Aggregate statistics and general information are available online free of cost in the case of Statistics Portugal, the Office of Educational Statistics and Planning and the Aliens and Borders Service. Many institutions publish hard copies of their own statistical information, which are for sale. They are also available for consultation in institutional libraries.

Non-aggregate statistics are generally not free of cost. The cost depends on the amount of information requested and/or the complexity of cross tabulations. There is a protocol between Statistics Portugal (INE) and the Foundation for Science and Technology (Ministry of Science, Technology and Higher Education) which grants researchers belonging to this institution free access to the data and a half price reduction for students. The Office of Educational Statistics and Planning also gives 50% discounts to teachers, researchers and municipalities and 30% to the regional and central government and NGOs.

G. Quality and scope of data collection

The systematic collection of data on immigration is still growing and being improved, particularly by Statistics Portugal. The goal is to expand the scope of data collection (more and better variables), to use the statistical information collected by administrative processes, and to generate data requested by international bodies such as Eurostat. Statistics Portugal adopted the Code of Conduct for European Statistics, and their statistical operations are carried out in accordance with internationally established standards. For example, in the case of the housing and population census post surveys are conducted to evaluate the accuracy of the results, in terms of their geographical coverage and the content of the responses gained. The surveys conducted at the national level, such as ICOR and the Labour Survey, follow the methodological recommendations of Eurostat. Quality is controlled by telephone interviews with a sub sample of 10%. Results which are based on a reduced number of observations or with a high proportion of no response are not divulged or are done so with cautionary warnings attached.

In relation to data collected for administrative purpose, the quality of the data largely depends on the capacity of the entities to validate the information they collect. Some software programmes used to input or extract statistical information permit the detection of inconsistencies and coding errors. It is common practise for entities to follow quality controls, in response to the increasing demands placed on them from above.

One of the most significant advances to improve quality and consistency of data in this field was the protocol signed between Statistics Portugal and the Aliens and Borders Service in 1999.

One of the main weaknesses is the completeness of the data collected, as none of the official statistical sources collect data that comprehensively covers the migration phenomenon. In the case of the Aliens and Borders Service, the data includes foreigners who apply for a residence or stay permit or for an extension of long term visas. These data are published by Statistics Portugal along with data on the concessions of long term visas issued by the Ministry of Foreign Affairs. Temporary migrants are excluded from these publications, specifically foreign citizens with short-term visas and those benefiting from an exemption from short-terms visas. Due to inherent characteristics of irregular migration, undocumented migrants are not counted in official statistics.

Furthermore, the range of variables collected by certain entities needs to be improved. For example, the number of variables available publicly on the foreign population by the Aliens and Borders Service is still relatively scarce.

As previously mentioned, the fact that most of the data series are organized by nationality poses two more limitations: a) individuals who have never been immigrants are here included (eg. children of foreign citizens who were born in Portugal and have their parents' nationality); b) we cannot distinguish the share of the population with immigrant background that have acquired Portuguese nationality.

It is also important to stress that the diversity of concepts, criteria of data collection used and geographic disaggregation of data may, from the perspective of researchers, present challenges in comparing information from different sources.

The legislative changes (in immigration law and in the law of nationality, for example) can lead to some discrepancy in data collection, particularly over time. For example, due to changes in the immigration law new variables have been introduced to the Integrated Information System/Aliens and Borders Service database but not all the information has been recoded for each of the amendments.

H. Conclusions – Recommendation

Migration data collection in Portugal is essentially based on the census and administrative databases that record the legal statuses of foreigners residing in Portugal. As has already been mentioned, the information collected by many official data sources is very selective according to their particular areas of intervention and is not specifically migration focussed. The main entities that collect data in this field, namely Statistics Portugal (INE) and the Aliens and Borders Service (SEF) have made efforts to follow international recommendations. However, other entities that collect data for administrative purposes unsurprisingly do not follow international recommendations.

The protocol established by Statistics Portugal and the Aliens and Borders Service is an example of an effective partnership to produce up to date statistics on foreigners in Portugal. In light of the success of this partnership, an important recommendation is that INE continues to establish protocols with other entities with the objective of harmonising data and increasing coherency and responsiveness. Another important advantage of such a protocol is the utilisation of Statistics Portugal's (INE) system of dissemination and publication and furthermore of their practises with regards to international standards. Such comprehensive partnerships would enable the development of a system of monitoring migration and integration in Portugal, to utilise better data that is collected for purely administrative purposes. In this sense Statistics Portugal, by way of receiving and treating data from administrative entities and making it available, could fill the need for a central authority responsible for the production of relevant information in this domain.

Despite the positive aspects highlighted above regarding the protocol between Statistics Portugal (INE) and the Aliens and Borders Service (SEF), there is one main drawback as both institutions publish information at different geographical scales (NUTS and districts, respectively). The uniformisation of this would constitute an important aspect in the improvement of the comparability of data.

With regards to the data collected for administrative purposes, the researcher should be sensitive to legislative changes that have occurred which have changed applied definitions. This of course in turn has implications for comparisons over time and indeed the analysis of immigration trends.

A further recommendation beneficial to researchers would be the availability of more detailed data on-line, which would save time and institutional resources.

Another hindrance for both researchers and policy makers in the study of the integration of immigrants is the fact that once Portuguese nationality is obtained it is impossible to follow paths of integration as the subject in question is classed as Portuguese. SEF and the Registry and Notaries Offices hold information on those who have obtained nationality annually, but it is not possible to cross tabulate this information with any other variables. It is possible to some extent to follow paths of integration using country of birth as a proxy, however, many white Portuguese born in ex-colonies are included here which greatly muddies the picture. The introduction of the country of birth of parents in the census could improve the situation.

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Acronyms

- ACIDI – High Commissariat on Immigration and Intercultural Dialogue / Alto Comissariado para a Imigração e o Diálogo Intercultural
- ACT – Authority for Work Conditions / Autoridade para as Condições do Trabalho
- CPR – Portuguese Refugee Council / Conselho Português para os Refugiados
- DGACCM - General Directorate of Consular Matters and Portuguese Communities / Direcção Geral dos Assuntos Consulares e das Comunidades Portuguesas
- DGAI-AE - General Directorate of Internal Affairs: Electoral Administration / Direcção Geral da Administração Interna: Administração Eleitoral
- DGSP - General Directorate of Prison Services / Direcção Geral dos Serviços Prisionais
- GEPE - Office of Educational Statistics and Planning / Gabinete de Estudos e Planeamento do Ministério da Educação
- GPEARI - Office of Planning, Strategy, Evaluation and International Relations / Gabinete de Planeamento, Estratégia, Avaliação e Relações Internacionais
- IEFPP – Institute of Employment and Professional Training / Instituto do Emprego e Formação Profissional
- IIESS – Institute of Statistical Information on Social Security / Instituto de Informática e Estatística da Segurança Social
- INE – Statistics Portugal / Instituto Nacional de Estatística
- INE/SEF database – Common database shared by Statistics Portugal and the Aliens and Borders Service
- INSA - Dr. Ricardo Jorge National Institute of Health / Instituto Nacional de Saúde Dr. Ricardo Jorge
- IRN - Institute of Registries and Notaries / Instituto de Registos e Notariado
- SEF – Aliens and Borders Service / Serviço de Estrangeiros e Fronteiras
- UNHCR – United Nations High Commissioner for Refugees / Alto Comissário das Nações Unidas para os Refugiados

Annex 1 - Synthesis of official statistics available for each thematic area

Thematic Area	Authority responsible for collecting the data	Designation of dataset	Type of dataset	Frequency of collection	Nature of collection procedure
Population stocks and general demographic characteristics	Aliens and Borders Service	Integrated Information System	Register	Annual	Administrative
	Statistics Portugal	Population and Housing Census	Census	Decennial	Statistical
	General Directorate of Consular Matters and Portuguese Communities	Network of Visa Requests	Register	Annual	Administrative
Migration flows and characteristics of migrants at the time of migration	Aliens and Borders Service	Integrated Information System	Register	Annual	Administrative
	General Directorate of Consular Matters and Portuguese Communities	Network of Visa Requests	Register	Annual	Administrative
	Aliens and Borders Service / Statistics Portugal	Statistics Portugal/ Aliens and Borders Service database	Register/Count	Annual	Administrative / Statistical
Legal status of immigrants and details of the residence permit procedure	Aliens and Borders Service	Integrated Information System	Register	Annual	Administrative
	General Directorate of Consular Matters and Portuguese Communities	Network of Visa Requests	Register	Annual	Administrative
	Aliens and Borders Service / Statistics Portugal	Statistics Portugal/ Aliens and Borders Service database	Register	Annual	Administrative / Statistical

Change of citizenship and possibility for multiple_citizenship	Aliens and Borders Service	Integrated Information System	Register	Annual	Administrative
	Statistics Portugal	Population and Housing Census	Census	Decennial	Statistical
	Institute of Registries and Notary	IRN database	Register	Annual	Administrative
Asylum seeking and refugees	Aliens and Borders Service	Integrated Information System	Register	Annual	Administrative
	Portuguese Refugee Council	Portuguese Refugee Council database	Register	Annual	Administrative
	Aliens and Borders Service	Integrated Information System	Register	Annual	Administrative
Irregular migration, apprehensions and expulsions	Ministry of Justice	Ministry of Justice database	Register	Annual	Administrative

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