

MERIDIUM Project

Country Report – Portugal

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COUNTRY REPORT – PORTUGAL

1. LINGUISTIC PROFILE

Due to the historical circumstances of its formation the Portuguese political space has always presented a sharp ethno-cultural homogeneity and a strong linguistic unity, broken only by the diminutive territory of *Mirandês* and of a few border villages where local dialects are spoken. The diverse populations which have lived in the territory throughout Portuguese history gave birth to a language presenting such weak variation that Paiva Boléo notes: “A person [...] who has travelled from the North to the South [...] cannot but be impressed by the exceptional linguistic homogeneity of the country and its scanty dialectal differentiation”.

This “scanty dialectal differentiation” manifests itself especially at the phonetic level and through a small number of phonologic, morphologic, syntactic and lexical traits. According to Lindley Cintra, there are in the continental territory two major dialect groups: “the Northern Portuguese dialects” (spoken in the provinces of Trás-os-Montes, Minho, Douro and Beiras) and the “Central-Southern Portuguese dialects” (spoken in the Central provinces and in the South of Portugal. This categorization draws mainly on phonetic parameters and a few lexical ones. Included in the Central-Southern group are the dialects spoken in the Atlantic Archipelagos of Madera and Azores, exhibiting some distinctive phonetic features.

The scarcity of differentiation features among these nonstandard varieties of Portuguese warrants that, in broad terms, there has always been mutual comprehension and easy communication among speakers of different varieties, even in the absence of explicit learning. The standard, the variety spoken by the more educated sectors of the population of the Lisbon area, was adopted from among these dialects.

Portuguese was the only official language until 1999, when official status was granted to a language spoken, in a bilingual environment, by about 7 000 people in the area known as “Land of Miranda”, in the Trás-os-Montes province, and by near 8 000 emigrants from the area. *Mirandês* is thus the only linguistic minority originated in the Portuguese territory which enjoys the status of official language.

2. MIGRATORY PROFILE

2.1. Migratory flows - data and trends

Estimated in 50 000 people in 1980, the foreign population with legal residence in Portugal exceeded, in 2007, 435 000 people. In 2006, foreigners and people born abroad already constituted 6,1% of the total population (up from 1,3% in 1992). These figures illustrate a major change in the migratory flows observed in the country - from a traditionally emigrant country, Portugal became an immigration country.

Table 1. Evolution of the Legal Foreign Resident Population in Portugal (1980-2007)

Year	1980	1985	1990	1995	2000	2005	2007*
Foreign Resident Population in Portugal	50 750	79 594	107 767	168 316	207 607	414 659	435 736

Source: Serviço de Estrangeiros e Fronteiras (SEF) / *Relatório de actividades 2007*: 11 / *- Provisional data

The road marks of these trends, with consequences felt at different times, are: the end of the dictatorship in 1974, the end of colonialism, with a massive return of Portuguese settlers from Africa, the normalization of relations with the former colonies, the integration in the EEC in 1986, the access to EC funds which would sustain a policy of development based on major public works (the highway system, for instance), the organization of international events capable of attracting substantial investments (Expo'98, European Football Championship 2004). Converging with this dynamics, we find events leading to a reduction of the socioeconomic disparities (within the EC frame): the increase in the number of universities, the entrance of women into the labour force, with the consequent increase in family incomes, the fall of the Berlin Wall and the progressive inclusion of Central and Eastern countries in the EC, free movement and residence of EU citizens within the Community.

After decades of very negative net migration values (minus 1 298 760 during the 1960-1970 Census period), the net flow becomes persistently positive in the 1990's and reaches a high from 2000 to 2003 (more than 50 000 persons/year), confirming Portugal's inclusion in the category of immigration country, although the differential has been decreasing since 2002. The number of Residence Permit applications in 2007 (60 117) points indeed to a reinforcement of the immigration flows.

This trend has led the State to legislate about the entry, permanence, exit and expulsion of foreigners, in order to fit immigration flows to the needs of the country and of the national labour market. The policy of extraordinary immigrant regularisations, initiated in the 1990s (1992 and 1996), allowed tens of thousands to enter the immigration statistics, with a 69% increase between 2000 and 2001 (Decree Law 4/2001), increase that highlights the importance of irregular immigrants in the country.

Successive legislative measures led to a simplification of administrative procedures. The number of legal titles fell recently from 9 to 2: the Permanence Permit and the Residence Permit. The decrease in Permanence Permit applications and the significant increase of Naturalization and Residence Permits point to a growing trend of settlement and integration among immigrants.

The nature of the immigration flows in Portugal has entered a transition process in the last few years: a predominantly labour motivated immigrant flow is now joined by a family immigration (which constitutes more than 60% of the immigration flows in the 2006 data).

2.2. Geographical distribution and concentration

The data from the 2001 General Population Census shows that the majority of foreigners is concentrated in a small part (roughly 3%) of the territory: the Greater Lisbon area (44%), the Setubal Peninsula (12%) and the Algarve (10%). The foreign population represented, respectively, 5%, 4% and 6% of the population residing in those areas. This high concentration rate is even more striking when we compare the active non immigrant population of the Lisbon and Tagus Valley Region (29%) with the immigrant population in the same area (60, 5%). Algarve is the second most popular area for settlement, namely for Europeans, (with 56% of the British nationals, 32% of the German nationals and 21% of the Eastern Europeans).

By nationalities, the patterns of concentration are different: 79% of the African immigrants are found in those two areas. The more recent wave of immigration, namely the Eastern Europeans (especially the Ukrainians) and the Brazilians, however, show a more disperse regional distribution, with the Algarve, Ribatejo and Alentejo as important areas of settlement. The high concentration in the Faro District of Community

Europeans (42,8% of the Dutch, 55,3% of the British and 31,7% of the Germans) may be explained by the nature of these particular immigration flows: a no longer active population, in a comparatively high average age bracket, who chose to have a retirement home in a sunny beach region, with all the advantages and typical values of a tourist economy.

German, French and Italian nationals exhibit significant geographical dispersal, accounted for, most likely, by their managerial positions in the European investment in Portugal.

Considered globally, the geographical distribution and concentration of foreigners (according to the 2007 INE provisional data) correlates with the *per capita* GNP of the administrative regions of the country: the foreign population is concentrated in the area with the highest *per capita* GNP, the Metropolitan Lisbon Area, which includes Greater Lisbon (45% of the immigrant population) and the Setúbal area (9,4%). The Algarve showed, in 2007, the highest growth rate in immigration settlement (13,3%) in the country, explained by the region's tourist economy and the huge increase in construction experienced in recent years.

2.3. Nationalities and socio-demographic profiles

The foreign populations in Portugal are composed mainly of males (55% males and 45% females), mostly in the age group 15-34, with small portions of younger or older individuals, features which denote the fact that immigration in Portugal is still mainly labour-motivated, with the vast majority of third country nationals working in low-skilled jobs (construction, domestic cleaning and more recently in agriculture, hotels and restaurants and cafes).

The age profile, however, varies among nationalities, explained by their inclusion in different migratory waves. In 2001, foreign nationals from EU countries presented the highest age average (closer to the Portuguese national age average) - differences related to the respective migration motivations: retirement, managerial positions in international firms, etc.. The more recent flows from third countries show an increasing labour motivation. The Ukrainian and Moldavian populations are typical of this trend, with economic reasons as the strong motivation for immigration, whereas, for Africans

and Brazilians, family reunification is increasingly becoming a major reason for applying for residence status and thus balancing the sex differential.

Table 2. Age Average of Foreign Residents by Nationality (2001)

Nationality	Age Average
France	26,8
Angola	28,5
São Tomé e Príncipe	29,6
Guinea-Bissau	29,8
Romania	30,3
China	30,5
Brazil	31,2
Moldave Republic	32,9
Russia	33,8
Ukraine	34,2
Cape-Verde	34,4
Germany	38,4
Spain	41
United Kingdom	45,3

Source: ACIME – Rosa, Seabra & Santos, 2003: 43 / INE

2.3.1. Age structure and fertility

At present, Portuguese society exhibits a high rate of ageing, threatening generational reproduction and, in the medium term, the country's economic and financial sustainability (relation between active and non-active populations).

Contrasting with an average age of 39,5% for the Portuguese population in 2001, the average age for the foreign population was, for the same year, 32,3. In 2007, 50,2 of the total foreign population is in the age group 20-39, contrasting with the residual value shown by age group 65 and older (3, 9%). Thus the immigration flows are contributing to arrest the ageing of the country, through the entry in Portugal of younger men and women. Without foreigners, the age group 15-34 years would decline, rather than grow, from 1991 to 2001.

Compared with the Portuguese population fertility level which fell from more than 3 children in the 1960s to less than 1,5 children per woman in 2001, the fertility levels among the foreigner population are generically higher than 2,1 children per woman. The total number of births (from one or two foreign parents) is increasing in Portugal and represented 10% of the total births in 2002.

2.4. Social inclusion and exclusion features

On average, the immigrant population has significantly inferior living conditions to those of the general population, in terms of the habitability of their residence locations.

A recent study (Malheiros 2007) located, for the Lisbon Metropolitan Area, pockets of poverty revealing a double characterization: with regard to housing (old or illegal small housing units, with no water or electricity and extremely poor sanitary standards) and to social factors (low levels of instruction and salaries, high rates of unemployment). In these neighbourhoods, immigrants from the Portuguese Speaking African Countries (PALOPs), with their high concentration patterns, are over-represented. The situation, however, has improved with the policy of eradication of shanty-towns and transfer to social housing projects: PALOP residents in shanty-towns fell from 24%, in 1991, to 9,3% in 2001. The recent immigration flows show a preference for the housing market: in 2001 that was the case of 79% of Eastern Europeans and 71,1% of Brazilians. The percentage of immigrants in overcrowded housing constitutes, however, a major index of social vulnerability for some nationalities in the Lisbon Metropolitan Area: Asians (China, India e Pakistan: 65,7%), Eastern Europeans (64,9%), PALOPs (64,2%) and Brazilians (51,6%), compared to Portuguese nationals (23,2%).

When we consider professional qualifications, we find a trend which is well documented in Sociology of Migrations studies: immigrants from Eastern European countries with high levels of academic qualifications that do not translate into massive access to more qualified jobs. Construction is the main sector of employment for these immigrants, with high levels of risk and accidents.

Salary levels show a double process of discrimination (compared to the Portuguese population): positive discrimination for foreigners employed in highly qualified professional groups and negative discrimination of those employed in less qualified professions.

Similarly to other European countries, foreigners present higher unemployment rates, when compared to the Portuguese active population. Recent data show an increase of 56% (16 363 unemployed immigrants) compared to 2001. This increase is still below the one experienced by the total active population.

Studies on the correlation between immigration and criminality show social exclusion, and not foreign origin, to be the determining factor for the criminality rates of the different groups of the population residing in Portugal. There seems to be, however, a

negative discrimination of foreigners in the judicial system: for the same crimes, foreigners get heavier sentences.

3. Legislation and measures in the context of the immigration phenomenon

The profound socioeconomic changes of the second half of the 20th century led to the alteration of the status of Europe, as a whole, in the international immigration panorama. For decades the main supplier of emigrants at the global level, Europe became, in a relatively short time, a major area of reception of immigrants.

Portugal accompanied this change, though with a significant time lag, explained by its particular historical context and specific political and economic circumstances. Portuguese legislative history accompanies and reflects the changes of the last 50 years and the profound alterations in the migration flows.

Two major periods can be seen: 1. From the 1960s to the 1990s, a period during which Portugal played the role of a traditional emigrant country; 2. from the 1990s to the present, in its new role of an immigration country.

For the purpose of this report, however, we will ignore the first period and will focus on the latter.

In the 1990s, we see the beginning of immigration flows from Brazil and from the PALOPs. In the second half of that decade and up to the first years of the present one, the main immigration flows came predominantly from Eastern European countries. Simultaneously, we witness a reinforcement of immigration from Brazil and a diversification of the origins of the immigration groups, which now include significant numbers of Asian nationals.

In view of this new migration landscape and of the impositions placed on the State by the signature of the European Community treaties (Schengen, Amsterdam), the Tampere and the Seville Summits, Portuguese governments were confronted with the need of an immigration policy that would articulate the control of entry and integration of immigrants and transpose to the national legislation the successive European directives.

Up to the early 1990s, integration policies were almost inexistent and disarticulated: reduced to professional formation and requalification programmes and a few activities

in the multiculturalism area, with programmes directed at immigrant children, with the objective of statistical monitoring of the “ethno-cultural background” of the student population toward a future intervention in order to create the conditions for intercultural education in the schools.

Only in the second half of the 1900s did we begin to see an articulation in the government approaches to immigrant integration, with the creation of structures aimed at the promotion of immigrant rights and integration: the High Commissioner for Immigration and Ethnic Minorities – ACIME (1996, restructured in 2002); the Consultation Council for Immigration Issues - COCAI (1998); the Coordinator Office for Multicultural Education Programmes (1991, replaced by the *Entreculturas* Office in 2001); the Immigrant National Support Centres – CNAI (with local Centres – CLAI, integrated in ACIME in 2001); the High Commission for Immigration and Intercultural Dialogue – ACIDI (2007, integrating some of the former structures) and the Immigrants’ Integration Plan - PII (2007).

3.2. Legislation and Measures for Linguistic Integration

3.2.1. Teaching Portuguese as a Second Language, within the school system

Up until the final years of the 20th century, the majority of immigrants came from African countries where Portuguese is the official language (though most of these immigrants have a Creole as mother tongue). Their origin and the fact that, in most cases, these immigrants entered the labour market in low skilled jobs did not justify, in the eyes of the Portuguese authorities, any special concern in developing Portuguese language teaching programmes for the immigrant population, in spite of their apparent difficulties in speaking the language, difficulties translated, at the school age level, in a high degree of failure, higher retention rates, and a very high rate of school dropout.

From 2001 on, due mainly to the increase in the migration flows from the Eastern European countries, legislation and the offer of Portuguese classes for migrant children have increased exponentially.

In the school year 1999/2000, there were 59 363 students of other nationalities or cultural groups in the basic and secondary education system representing around 3,6% of the school population attending those levels.

In 2000, there were 19 435 students in the Portuguese school system that stated (or their teachers did), that they did not have Portuguese as their mother tongue (some were of gypsy ethnicity). The data revealed a total of 93 different first languages.

The creation of a Task Group within the DGIDC, an organism of the Ministry of Education, dedicated exclusively to “Portuguese as a Second Language in the National Curriculum” highlights the growing importance of these issues. The Task Group has a particularly relevant role through the publication of Orientation Documents, teacher training courses and creation of teaching materials.

At the same time, we have seen a proliferation of research studies on these issues, both from a theoretical point of view and in a more applied perspective, concerned with the development of teaching materials and diagnosis and evaluation tools for the teaching/learning of Portuguese as Second Language.

3.2.2. The Teaching of Portuguese as a second language for adult immigrants

Since the 1990s, but in particular from 2001 on, initiatives toward the linguistic integration of adult immigrants have increased in number and scope. Schools, universities, religious institutions, non governmental organizations, state institutions (IEFP, ACIDI, etc.) immigrant associations, among others, have made Portuguese language courses available to adult immigrants. ACIDI services have centralized and divulged information about these courses. Legislative measures have also shown some concern for the recognition of qualifications and professional skills.

3.2.3. Promotion of immigrant mother tongues

Notwithstanding the fact that the promotion of the first language of immigrant children has been shown to increase their potential for academic success and to improve social integration in the new country and although the Plan for Immigrant Integration, approved in 2007, recognizes the need to work with immigrant associations and other

partners in improving learning conditions of the different mother tongues, so far very little has been done on these issues.

4. SELECTION CRITERIA FOR THE MERIDIUM PROJECT STUDY AREAS

4.1. Areas of higher immigration density

The patterns of geographical distribution of the foreign populations residing in Portugal, analysed above (*see section 2.2 of this report*), lead to the selection of three districts which, taken together, concentrate over 70% of the 435 736 foreigners registered by SEF in 2007: Lisbon (43,3% of the foreign population), Faro (17,1%) and Setúbal (10,1%).

Table 3. Foreign population residing in the areas selected - Lisbon, Faro & Setúbal, by nationality (2007*)

Nationalities	Portugal	District of Lisbon (number of foreigners / % of the foreign population in each district)	District of Faro	District of Setúbal	Total for the 3 Districts	Total in the 3 Districts - % of Foreign Population (by nationality)
Brazil	66 354	24 397 / 14,2%	8 834	6 156	39 387	59%
Cape Verde	63 925	39 953 / 23,2%	4 269	13 539	57 761	90%
Ukraine	39 480	6 857 / 4%	8 825	1 845	17 527	44%
Angola	32 728	21 249 / 12,3%	1 274	5 451	27 974	86%
Guinea-Bissau	23 733	15 714 / 9,1%	2 942	2 552	21 208	89%
United Kingdom	23 608	5 229 / 3%	13 767	399	19 395	82%
Romania	19 155	6 771 / 3,9%	5 789	1 577	14 137	74%
Spain	18 030	9 132 / 5,3%	984	831	10 947	61%
Germany	15 498	4 393 / 2,6%	5 029	816	10 238	66%
Moldava	14 053	2 996 / 1,7%	5 319	1 649	9 964	71%
São Tomé e Príncipe	10 627	6 945 / 4%	144	2 555	9 644	91%
France	10 556	4 431 / 2,6%	1 329	510	6 270	59%
China	10 448	4 304 / 2,5%	1 069	747	6 120	59%
USA	8 264	4 599 / 2,7%	626	176	5 401	65%
Netherlands	6 589	1 383 / 0,8%	2 840	293	4 516	69%
Mozambique	5 681	3 618 / 2,1%	195	932	4 745	84%
India	4 104	2 638 / 1,5%	494	197	3 329	81%
Venezuela	3 199	345 / 0,2%	310	83	738	23%
Pakistan	2 371	1 666 / 1%	154	192	2 012	85%
South Africa	2 083	1 013 / 0,6%	621	89	1 723	83%
Senegal	1 947	1 363 / 0,8%	205	98	1 666	86%
Marocco	1 871	385 / 0,2%	444	126	955	51%
Guinea	1 835	914 / 0,5%	479	107	1 500	82%
Bangladesh	1 180	628 / 0,3%	81	141	850	72%
Japan	936	653 / 0,4%	22	63	738	79%
Iran	624	446 / 0,3%	51	56	553	87%
Subtotal	388 879	172 022	66 096	41 180	279 298	72%
Total (Foreign pop.)	435 736	188 516	74 335	43 821	306 672	70%

Source: SEF / * Provisional data

The geographic concentration of immigrant residence patterns observed in table 4. follows the process of intense population concentration in the coastal areas that may be observed in the country: 28% of its surface area (coastal area districts in continental Portugal) concentrates, in 2001, 65% of the population. Moreover, 75% of the total population lives in the coastal strip (up to 50 kilometres from the coast to the interior).

This process has not prevented the existence of an urban strip integrating cities from the interior (such as Castelo Branco, Guarda, Vila Real, etc.). The process of urbanization in Portugal, however, shows a strong tendency toward bipolarization, in the form of two Metropolitan Areas, developed around the cities of Lisbon and Oporto, both located on the coast. This process is associated with a network of suburban zones, functionally dependant on the big cities in terms of services and jobs - the “dormitory” neighbourhoods, located along major transportation axes, which facilitate ample pendulous movements for the majority of their residents, who work outside their area of residence.

Three of the districts selected belong to the Metropolitan Lisbon Area: Lisbon and Setúbal. The third (Faro) is located in Portugal’s Southern shore (Algarve).

4.2. Area characterization (economic vocation, centre dimensions, etc.)

In a Geography of Development study, Ferrão (2003) identified three types of “Freguesias”¹ in Portugal which conform to what he metaphorically designates as “high pressure country”, “quiet country” and “sleepy country”: the three districts selected belong to the “high pressure country”, characterized by high results in terms of attraction, population concentration, human resources qualifications and migratory flows. With its structure of opportunities (as well as threats), this “high pressure country” presents the greatest potential for development: *“the “high pressure Portugal” includes, in 2001, 11% of the “freguesias”, 46% of the resident population and surely well over half the National Product”* (Ferrão, 2003: 22).

The concept of macrocephaly is used to characterize the weight of Lisbon (the city proper and the district) in the various sectors and strata of the country’s social life: population concentration, areas of influence and functional specialization, cross points

¹ Smallest administrative circumscription , equivalent to Parish Office

and hubs in the transportation infrastructures, decision centres, State liturgies, elites, commerce, services, GNP, major events, etc.

The city of Setúbal, in turn, is located south of the Tagus estuary and stands out as an urban centre of regional dimension, with an important area of influence reaching toward the Alentejo interior (Rodrigues *et al*, 2002: 60).

The Lisbon and Tagus Valley Region (including, among others, the districts of Lisbon and Setúbal) is characterized by specialization in the tertiary sector – financial and commercial services are over-represented among a more qualified active population (secondary and university qualifications) when compared to the rest of the country with the exception of the Algarve. The professional groups with relatively higher representation here are the following: senior officials, managers and specialized professionals.

The active population of the Algarve Region, with an equally higher education level, is employed predominantly in the tourist economy sectors (hotels, restaurants and commerce).

These regional specificities in terms of jobs (Silva 2001) help explain the data described above pertaining to the geographical distribution patterns of the foreign populations. The active population in the North Region (the Metropolitan Oporto Area) comparatively less qualified, shows a higher predominance of jobs in the primary and secondary sectors, when compared to the active populations of the Lisbon and Tagus Valley Region.

The micro-geographical study of the immigration phenomenon, at the scale of each of the over 4 000 “*freguesias*” allows for the localization of places with a higher concentration of immigrants throughout the territory. These micro data reveal micro territories, with an ethnic base resulting from social and spatial segregations of two types: active and passive (Malheiros & Vala, 2004: 91).

The *active socio-spatial segregation process* is a result of the choices of highly qualified and highly paid immigrants, who choose residential areas with a high habitability index (restricted condominiums in Cascais and in certain areas of the Algarve, for example). Europeans are over-represented in this particular foreign

population whose high income levels allow for a residential choice according to their aspirations and preferences.

The *passive socio-spatial segregation process* is seen in populations suffering from social and economic exclusion, residing in areas with a low social status and a multiplicity of problems (unemployment, low instructional levels, drug dependency, conflict prone, scarce service infrastructures, low habitability conditions, stigmatized image of the area and its inhabitants among the general population). The *freguesia* of Apelação in the township of Loures (Lisbon district), where foreigners constitute over 16% of the resident population in 2001, typifies a process of this kind, resulting from a housing transfer plan of populations forcibly moved from other areas because of public works (Malheiros *et al.*, 2007: 212-251).

In the North and Centre Regions no other *freguesia* shows, in 2001, such a high concentration of resident foreign nationals.

According to the 2001 Census, in the Setúbal Peninsula Area, the *freguesia* of Vale de Amoreira (Township of Moita), with 14,66% of foreigners and the *freguesia* of Costa da Caparica (Almada Township), with 12,32%, were the ones with the highest concentration.

In the Faro Area, several *freguesias* showed a high proportion of foreign residents: Barão de São João (29,23%) and Luz (23,79%) in Lagos; Carvoeiro (21,80%) and Porches (14,77%) in Lagoa; Almancil (14,83%) in Loulé; Olhos de Água (11,61%), Guia (10,72%) and Albufeira (10,08%) in Albufeira; Bordeira (13,41%) and Aljezur (11,98%) in Aljezur; Santa Bárbara de Nexe (11,63%) in Faro; Armação de Pêra (13,21%); Santo Estêvão (11,89%) in Tavira; Barão de São Miguel (18,64%), Budens (15,51%) and Raposeira (12,24%) in Vila do Bispo.

A study of the same type will focus on the Lisbon district in order to determine, for sampling purposes, the *freguesias* with the highest concentration of foreigners.

4.3. Proposal of study areas

The pattern of greater geographical dispersion shown by more recent immigration flows does not alter the global panorama of immigrant concentration in the country, described in Section 2.2 above.

We propose, therefore, that the target areas for the MERIDIUM project, in the Portuguese territory, be selected within the territories of the LISBON, SETÚBAL and FARO districts.

The choice of specific urban centres for the study should be preceded by the identification of the schools with larger contingents of foreign students, an identification that, for the purpose of this report, was not viable as the data available at this time were scarce and not updated.

Reference and data sources

1. Statistical data

Statistical data from Government sources available online

SEF – Serviço de Estrangeiros e Fronteiras

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INE - Instituto Nacional de Estatística

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