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ACCESS TO CITIZENSHIP AND ITS IMPACT ON IMMIGRANT INTEGRATION

HANDBOOK FOR PORTUGAL



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HANDBOOK FOR PORTUGAL

Prepared by the Migration Policy Group and Universidade de Lisboa

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INTRODUCTION

The project ‘Access to Citizenship and its Impact on Immigrant Integration (ACIT)’ funded by the European Fund for the Integration of Non-EU Immigrants provides a new evidence base for comparing different elements of citizenship in Europe.

The five consortium partners (the European University Institute, the Migration Policy Group, University College Dublin, University of Edinburgh and Maastricht University) have developed **four sets of citizenship indicators** on citizenship laws, their implementation, shares of citizenship acquisition and its impact on integration for all 27 EU Member States, accession candidates (Croatia, Iceland, Former Yugoslav Republic of Macedonia, Turkey) and European Economic Area countries (Norway, Switzerland).

The outcomes of this research were presented to politicians, civil servants, members of civil society and academics in ten EU Member States (Austria, Estonia, France, Germany, Hungary, Ireland, Italy, Portugal, Spain, and the United Kingdom) in order to **use this information to improve their policies and practices**. Citizenship stakeholders were asked to share their insights about which factors influence naturalisation rates, on the impact of citizenship on integration, on past and future policy changes and on the political environment for citizenship reform. These ‘**national roundtables**’ were a key element of this research as the national stakeholders had the opportunity to interpret the results and give meaning to the numbers.

The Migration Policy Group produced this **handbook** based on the results from the citizenship indicators and the responses of national stakeholders at the national roundtable. It provides a snapshot of how the vast amount of data of this project can be used for national policy debates. All citizenship stakeholders, be they policymakers, academics, non-governmental organisations or others, can go online and create their own graphs, dig into the data and use this information for presentations, debates or publications. All the results are accessible through an **interactive online tool and comparative reports** at <http://eudo-citizenship.eu/indicators>.¹

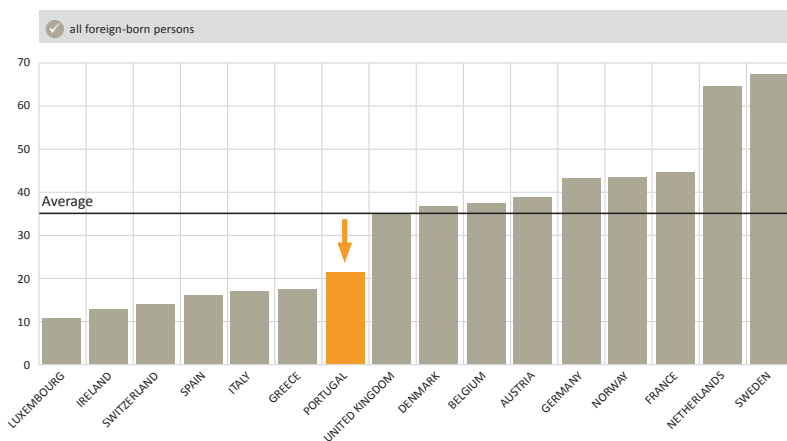
1 For more information on the background and methodology see appendix and visit <http://eudo-citizenship.eu/indicators>. For more detailed information on national citizenship laws and procedures see EUDO country profiles available at <http://eudo-citizenship.eu/country-profiles/?country=Portugal>.

1. CITIZENSHIP ACQUISITION INDICATORS: WHO BECOMES A CITIZEN?

How likely are foreign-born immigrants to become citizens in Europe and how long does it take them? Citizenship Acquisition Indicators measure the share of foreign-born immigrants (aged 16-74) in 2008 who have acquired citizenship as well as the number of years between arrival in the country of residence and the acquisition of citizenship.²

Overall, 21% of foreign-born immigrants have become citizens in Portugal. This share is below the EU-15 average of 34%. The acquisition of citizenship varies considerably across the EU. Between 60% and 70% of foreign-born immigrants are citizens in Sweden and the Netherlands compared to below 15% in Switzerland, Ireland and Luxembourg.

Share of naturalised persons among first generation in EU-15, Switzerland and Norway in 2008



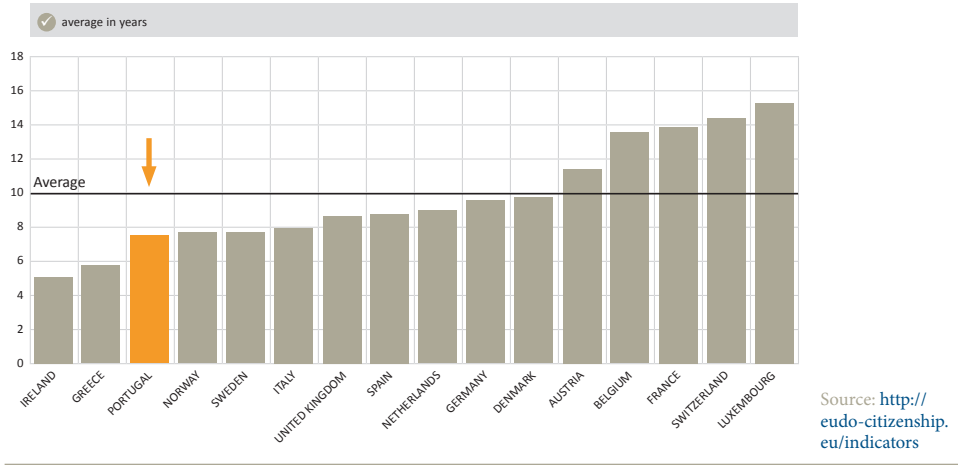
Source: <http://eudo-citizenship.eu/indicators>

It takes foreign-born immigrants on average seven and a half years to become citizens in Portugal, which is faster than the average duration of 10 years in EU-15 countries.³ Foreign-born immigrants in Belgium, France, Switzerland, and Luxembourg take around 14 years to acquire citizenship, compared to less than six years in Greece and Ireland.

² See methodological appendix for more information.

³ This includes all foreign born immigrants regardless of their country of origin.

Speed of naturalisation in EU-15 countries, Norway and Switzerland

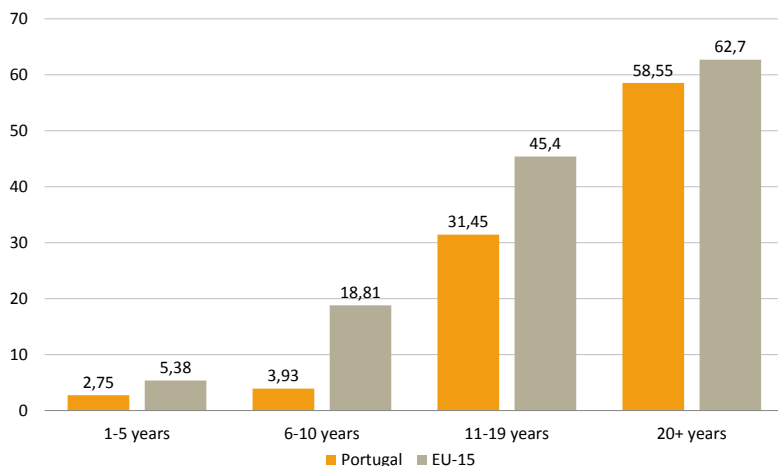


What explains why immigrants become citizens in Europe and how much time it takes? The analysis concludes that residence, immigrants' country of origin, gender, background (education, employment and family status among others), and policies are determining factors to apply for citizenship.

Firstly, **residence matters**: One reason for the below-average share of naturalised persons in Portugal in 2008 is the country's status as a recent country of immigration. Immigrants in Spain are more often 'recent' arrivals than immigrants in longer established countries of immigration in Europe. Our multivariate analysis⁴ shows that **the longer immigrants have settled in a country, the more likely they are to become citizens**. Portugal fits the general trend as the number of naturalisations is more than twice as high after 20 years of residence compared to five years of residence in the country.

4 See Vink, M./ Prokic-Breuer, T./ Dronkers, J. (2013): Immigrant naturalization in the context of institutional diversity: policy matters, but to whom? [International Migration](#) [forthcoming]. The sample includes EU-15 countries (minus Italy), Norway and Switzerland. Unfortunately, Italy was not part of the analysis due to insufficient data availability.

Shares of citizenship acquisition by residence in Portugal, 2008 (%)



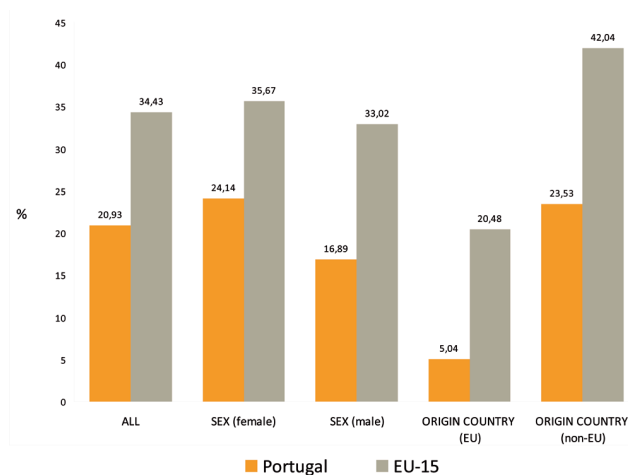
Source: <http://eudo-citizenship.eu/indicators>

Secondly, **immigrants' background plays a major role**. Foreign-born immigrants from less economically developed countries tend to naturalise more often in Europe than immigrants from more developed countries. Immigrants coming from medium and under-developed countries are on average 2.5 times more likely to be citizens than those coming from highly developed countries. Immigrants from EU countries and other developed countries may have less incentive to naturalise than these immigrants.

Across EU countries, the role of immigrants' nationality of origin is reflected in the different results for EU and non-EU citizens: Immigrants from outside the EU (on average from less developed countries) are commonly much more likely to be citizens. This is also the case in Portugal where non-EU born immigrants are approximately five times more likely to be citizens of Portugal. Immigrants from non-EU developing countries make up an important part of the immigrant population in Portugal.

Thirdly, **gender matters: Foreign-born women in the EU are usually more likely to be citizens than their male counterparts**. This trend clearly applies to Portugal where fewer foreign-born men have acquired citizenship compared to women. Women are a more important part of the foreign-born population in Portugal (nearly equal numbers of men and women) than they are in most EU countries, where men often predominate.

Shares of citizenship acquisition by gender and country of origin, 2008



Source: <http://eudo-citizenship.eu/indicators>

Fourthly, **education, employment, family status and the use of language are additional factors that influence the acquisition of citizenship.** Across most EU-15 countries, immigrants from less developed countries who have at least secondary education are about 42% more likely to naturalise than those with only primary education. Immigrants from both developing and developed countries are more likely to be citizens if they speak the country of residence's language at home, if they are married, and if they are employed. Some of these factors are significant in Portugal where the majority of foreign-born immigrants are employed and from countries of origin where Portuguese is one of the official languages.

Policies matter: While these individual factors do play a role, **citizenship laws significantly influence how many immigrants become citizens because they determine the conditions under which immigrants can choose to naturalise.**

One example is the acceptance of multiple nationality: Immigrants from less developed countries that reside in EU countries that accept dual citizenship are 40% more likely to be citizens of the country of residence.⁵

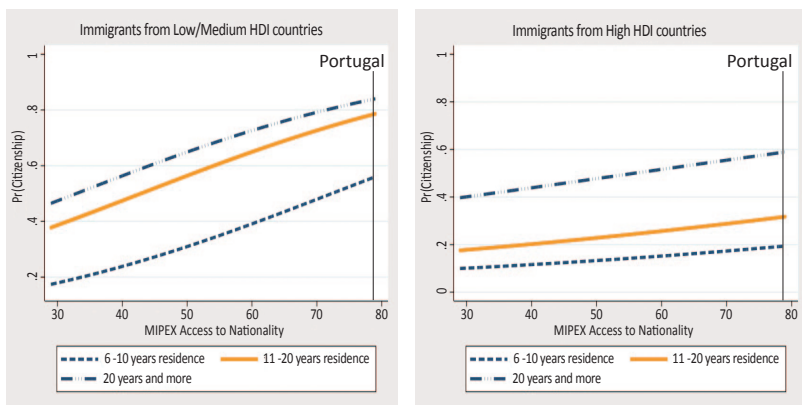
More importantly, inclusive citizenship laws in the country of residence have a major effect on whether or not immigrants naturalise:⁶

⁵ Multiple nationality must be tolerated by both the country of origin and the country of residence.

⁶ Policies are measured by an adjusted score of the Migrant Integration Policy Index, see www.mipex.eu/

Probability of citizenship acquisition in EU-15 countries⁷

Source: Vink, M./
Prokic-Breuer, T./
Dronkers, J. (2013),
also see [http://
eudo-citizenship.eu/
indicators](http://eudo-citizenship.eu/indicators)



This graph above shows how policies affect immigrants' uptake of citizenship on average in EU-15 countries, Norway and Switzerland. **Citizenship policies matter more for immigrants from less developed countries, especially for newcomers** (as the three lines in on the left are steeper than the lines for immigrants from higher developed countries on the right). As for immigrants coming from highly developed countries, they are not only less likely to acquire citizenship, but whether or not they do so also seems to depend on fewer factors besides their duration of residence in the country.

Portugal's previous naturalisation laws were thus a major factor determining the low share of naturalisation among foreign-born immigrants before the new 2006 reform. Since 2006, the naturalisation rate has risen as one expect from such a reform.

⁷ The horizontal axis in the graph represents the 'openness' of citizenship laws across EU countries. The vertical axis represents the probability that foreign born immigrants are citizens. This analysis used pooled data from the European Social Survey (2002-2010) available for 16 Western European countries (EU-15, minus Italy, plus Norway and Switzerland). The graph shows that citizenship laws have a different effect for immigrants from different countries and with different length of duration in the country.

2. CITIZENSHIP LAW INDICATORS: WHAT ARE IMMIGRANTS' LEGAL OPPORTUNITIES TO BECOME A CITIZEN?

Since citizenship policies influence why more immigrants become citizens in one country and not the other, what are the legal opportunities and obstacles that they face in Europe? Citizenship Law Indicators describe and compare legal rules for birthright acquisition, naturalisation and loss of citizenship across countries and over time. Indicators measure degrees of inclusion and individual choice on a 0 to 1 scale.⁸ The provisions of citizenship laws have different target groups, such as immigrants, native born, emigrants, family members of citizens or stateless persons. A score of close to 1 indicates that the legal rules are relatively inclusive for the respective target group or allow more choice of citizenship status to its members, whereas a score close to 0 indicates more exclusion or lack of individual choice.

Overall, Portugal's citizenship regime is much more inclusive than in most EU-15 countries. There are fewer legal obstacles for birth-right citizenship, ordinary naturalisation, renunciation and loss of citizenship than in most EU-15 countries.⁹

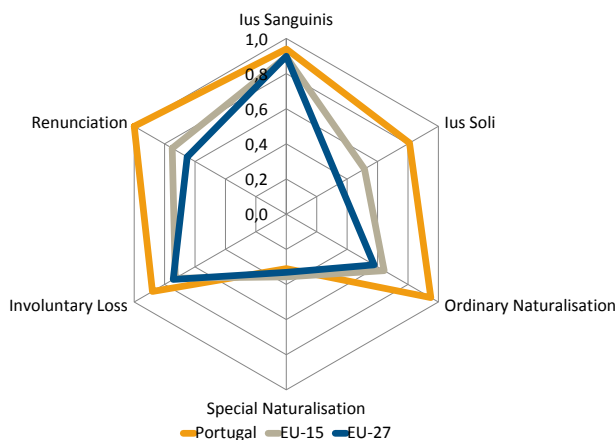
Portugal provides very inclusive access to citizenship based on birth in the territory, receiving the highest *ius soli* score of the 35 European countries evaluated in our study. A child actually acquires citizenship if he or she is born to a parent who was also born in Portugal irrespective of residence status). This provision guarantees that an undocumented status does not persist until the third generation. Concerning the second-generation, a child born in Portugal to a foreign legally resident foreigner in Portugal for at least five years acquires Portuguese citizenship at birth through a declaration process. The second-generation child of undocumented parents may naturalise after ten years' of habitual residence of the child in Portugal. A child born in Portugal who does not receive citizenship at birth is entitled to naturalisation at any time before the age of majority as long as the parent of the child has been resident in Portugal for at least five years. All foundlings and stateless persons born or found in Portugal automatically acquire citizenship (*ius soli*).

Portugal also has rather liberal provisions on *ius sanguinis*, involuntary loss of citizenship, and renunciation of Portuguese citizenship. Children born to Portuguese citizens automatically acquire citizenship. Portuguese citizens have to register their children for citizenship if they are born outside Portugal (*ius sanguinis*). Portuguese citizenship may be revoked only in the cases of fraudulent acquisition or the establishment of a foreign citizenship (e.g. of foundlings). Portuguese citizens may renounce their citizenship by declaration if he or she provides proof of possession of another citizenship (*involuntary loss and renunciation*).

⁸ See methodological appendix for more information.

⁹ For more details on Portuguese citizenship laws, please see the EUDO country profile, accessible at <http://eudo-citizenship.eu/admin/?p=file&appl=countryProfiles&f=Portugal.pdf>.

Overall results of the Citizenship Law Indicators for Portugal



Source: <http://eudo-citizenship.eu/indicators>

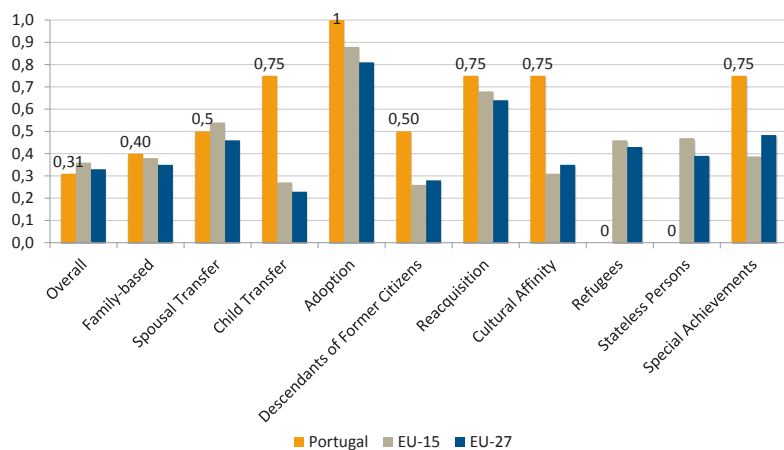
Compared to other EU-15 countries, conditions for acquisition of citizenship are less demanding in Portugal for those groups with privileged access on the basis of special ties or contributions to the country. However, fewer groups of individuals have preferential access in Portugal compared to other EU-15 countries. Generous *ius soli* and ordinary naturalisation laws reduce the need for special modes of naturalisation.

The major difference is that *refugees* and *stateless persons* residing in Portugal do not have privileged access to citizenship, in contrast to greater facilitation in the majority of EU-15 and EU-27 countries.

Family members of Portuguese citizens are entitled to citizenship if they fulfill the necessary conditions. The spouse or civil partner (heterosexual or homosexual) of a Portuguese citizen can declare Portuguese citizenship after three years of marriage or legal partnership as long as he or she has not been convicted of a crime that carries a prison sentence of three years or more (*spousal transfer*). There are no provisions for spousal extension in Portugal. The child of a parent who has acquired Portuguese citizenship can declare Portuguese citizenship before the age of 18 as long as he or she has not been convicted of a crime that carries a prison sentence of three years or more (*child transfer*).

The foreign-born grandchild of a Portuguese citizen is entitled to naturalise if he or she has sufficient knowledge of the Portuguese language and meets the criminal record requirement; residence in the country is not required (*descendants of citizens*). Persons with Portuguese ancestry who were born and live outside Portugal may apply for discretionary naturalisation if they meet the criminal record requirement (*cultural affinity*).

Provisions for 'special naturalisation'



Source: <http://eudo-citizenship.eu/indicators>

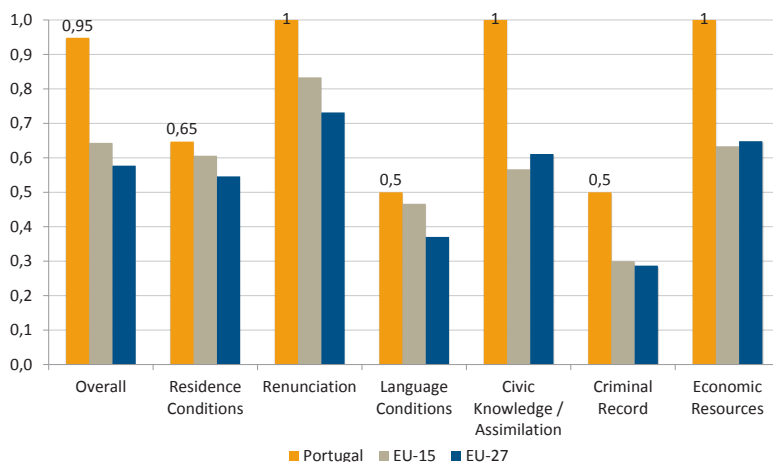
Portugal has some of the most inclusive legal provisions in Europe for ordinary residence-based naturalisation in Europe, thanks to the 2006 reform. Naturalisation is an entitlement if the applicant meets all the legal conditions, as is the case in a small number of countries (e.g. Germany, the Netherlands, Nordic countries, and Spain).

The residence and language requirements are rather inclusive and similar to many EU-15 countries. Applicants for naturalisation must have resided in Portugal for six years on any legal residence permit (*residence*). The applicant must prove knowledge of the Portuguese language at the A2 level according to the Common European Framework of Reference for Languages. The applicant may prove his or her language skills with an official certificate (issued by an approved educational institution or evaluation centre) or through a state diagnostic test.

Similar to a near majority of EU countries, Portugal does not impose an economic resource requirement, renunciation requirement, or naturalisation test about civic or historical knowledge.

Applicants for naturalisation must not have been convicted of a crime that carries a prison sentence of three years or more. This provision is much more inclusive than the criminal record requirements in other EU countries where any criminal conviction or a conviction with a sentence of one or more years are grounds for refusal (*criminal record*). However, a conviction with a sentence of one to three years requires to applicant to wait a further five years before applying.

Provisions for ordinary naturalisation



Source: <http://eudo-citizenship.eu/indicators>

Results from the National Roundtable¹⁰

Overall, national roundtable participants acknowledged the achievements of the far-reaching citizenship reform of 2006. Immigrants are now entitled to naturalisation if certain limited requirements are met. The discretionary powers of authorities were severely reduced. Requirements for ordinary naturalisation were clarified, reduced or eliminated. The reform recognised the transition of Portugal from a country of emigration to a country of immigration. Confirming the positive results from citizenship indicators, many participants highlighted that the Portuguese citizenship laws and procedures are favourable in comparison to most EU countries. There is a perception that immigration and citizenship have not been divisive public issues in Portuguese society in contrast to the situation in many other European countries. The 2006 reform was supported by a broad coalition of parties. Despite the financial crisis and a change of government the citizenship law has not been challenged significantly by the public or political parties.

One of the major dramas for the acquisition of citizenship is precisely the absence of the Portuguese language test which is stopped since October 2009, 2010, and unfortunately it hasn't been resumed. I believe that is the big obstacle and I hope that the test can be resumed soon. Every time we talk about this it's always for soon, for soon, but in fact it has been almost three years and we haven't seen any progress.

(Participant of the ACIT National Dialogue in Lisbon,
28 January 2013, Politician)

¹⁰ The Portuguese national dialogue, organised by the 'Universidade de Lisboa/ Centro de Estudos Geográficos', hosted in total two academic experts, six representatives of non-governmental organisations, two politicians and six civil servants.

I think that this law is a balanced law, it is a courageous law that does not create traps and I must say to you that we, at this point, we members of the parliament who worked on various projects, with various political parties, they presented most of the governing legislation, we tried to arrive at a final law [that is] moderate, and that responded with justice and the intention for those who had been born and lived in Portugal and that principally withdrew some of the discretion of the administration.

(Participant of the ACIT National Dialogue in Lisbon,
28 January 2013, Politician)

Another interesting feature goes a little bit against our culture of self-flagellation is that we should realize that our legal framework is excellent, our administrative procedure also compares very well to the rest of Europe, I think that this is important to mention.

(Participant of the ACIT National Dialogue in Lisbon,
8 January 2013, civil servant)

Some participants claimed that there is a need to reinstall government-provided language tests, which have not been offered since 2010.

Another issue concerning the language requirements are exemptions. Several participants have voiced their concern that the exemption for illiterate persons should be enforced more clearly. Currently, if the applicant is a minor under ten years of age, or a person who does not know how to read or write, the Portuguese language test 'shall be adapted to be appropriate to his capacity to show his knowledge of the language' (art. 25(4) of the Nationality Regulation). To adapt the language requirement for the elderly (i.e. in the form of an oral exam) is subject to the discretion of the authority. Several participants claimed that elderly applicants should generally be exempt from a written text.

There's another issue: It's the people who cannot read, the illiterate people. What happens? Among the people of the older communities this is a real problem and I think that this particularly felt in the Cape Verdean community where a considerable number of people are illiterate, they do not master the Portuguese language and despite their willingness to become Portuguese citizens there is a procedural impediment that stops them to have access to the Portuguese citizenship.

(Participant of the ACIT National Dialogue in Lisbon,
8 January 2013, Politician)

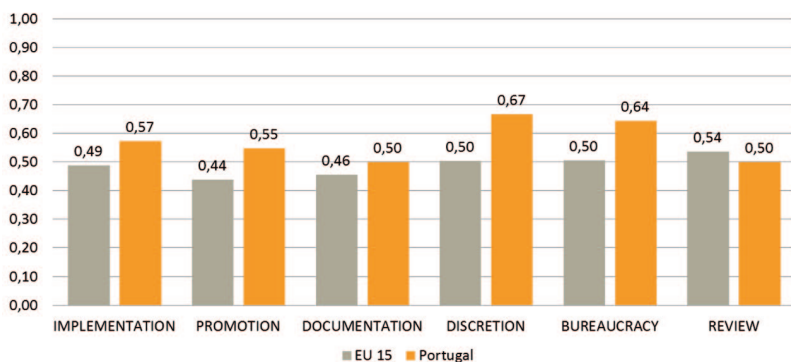
Other minor issues of debate included the requirement of uninterrupted residence of six years and the issue of tolerance of dual citizenship by the country of origin. Uninterrupted residence causes a problem for immigrants who have temporarily been outside of Portugal or, in some cases, immigrants who have failed to renew their permit in time. Many immigrants in Portugal (for example a growing number of Ukrainians) cannot naturalise because Ukraine does not accept dual citizenship. In this particular case, participants called for more international cooperation on the issue.

3. CITIZENSHIP IMPLEMENTATION INDICATORS: WHAT ARE THE PROCEDURAL OBSTACLES TO ORDINARY NATURALISATION?

Opportunities created by the law may be undermined by problems in the procedure. Creating indicators is one way to measure the major opportunities and obstacles in the procedure. Citizenship Implementation Indicators measure on a 0 to 1 scale the formal aspects of the ordinary naturalisation procedure: promotion activities, documentation requirements, administrative discretion, bureaucratic procedures, and review and appeal options. 38 indicators compare all implementation stages, from efforts by public authorities to inform applicants to the options to appeal a negative decision. A score of 1 means that the country facilitates naturalisation and involves few practical obstacles. A score of 0 reflects a procedure with little facilitation and many practical obstacles.¹¹

In the majority of countries there is a link between the policies and the way that they are implemented. In general, countries that have more legal obstacles also tend to have more practical obstacles in the procedure and vice-versa. Indeed, the Portuguese ordinary naturalisation policy creates few legal or procedural obstacles. **Portugal's procedure creates fewer obstacles than in most EU-15 countries. However the practical procedures may be more of an obstacle to citizenship in Portugal than its very inclusive laws.**

Overall results of Citizenship Implementation Indicators for Portugal



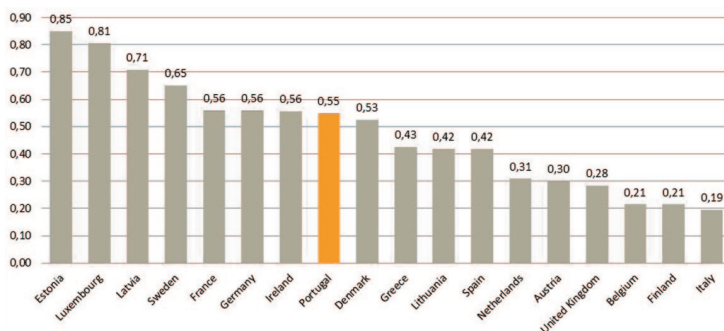
Source: <http://eudo-citizenship.eu/indicators>

11 For more information see appendix, the EUDO report on naturalisation procedures accessible at <http://eudo-citizenship.eu/admin/?p=file&appl=countryProfiles&f=CITIMP%20Italy.pdf> or visit <http://eudo-citizenship.eu/indicators>.

Promotion

While there has been no major state-run campaign to promote naturalisation in the past few years, many promotional activities emerged around the 2006 reform. Currently, the Welcoming and Support Offices of the National Immigrant Support Centres in Lisbon and Porto provide information and referral to the in-house branches of the Central Registry Office for naturalisation applicants. Several NGOs have been tasked to provide information, check applications and even to lodge the application on behalf of the applicant. In addition, any queries can be addressed to the over 30 Nationality Desks across the country at different branches of the Central Registry Office or by calling a helpline of the Government's High Commission for Immigration. Official websites provide easy-to-understand information on the procedure and all requirements. Portugal offers free language tuition and fees for language test are moderate. However, the general naturalisation fee of 150-200€ can be an obstacle for some immigrants.

Promotion in selected EU countries



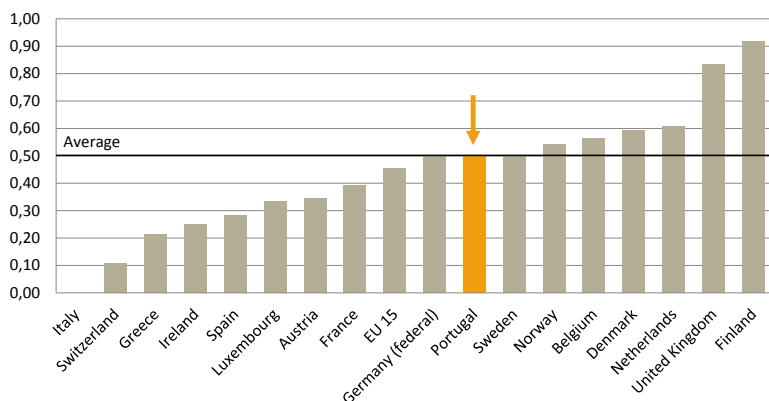
Source: <http://eudo-citizenship.eu/indicators>

Documentation

The documents are requested only once and are clearly specified both in the law and in the application form. The birth certificate (certified and translated) and the criminal record are required from the country of origin which can be an obstacle for some applicants. The identity can be proven alternatively in cases where embassies and consulates in Portugal can provide substitute documents. It can also be proven through personal acquaintance with the official dealing with the case or by the testimony of two witnesses. However, this discretionary option can lead to unequal treatment of applicants.

Documentation on residence and language is generally flexible. The authorities directly obtain confirmation about residence status from the Foreigners and Borders Service. The previous places or countries of residence must simply be listed on the application form. Regarding language requirements, applicants can either take the official test (which is currently suspended), or prove their knowledge with a certificate from any public, private or cooperative educational institution in Portugal or in any country with Portuguese as an official language or a certificate in Portuguese as a Foreign Language recognised by the Portuguese Ministry of Education.

Documentation in EU-15 countries, Norway and Switzerland



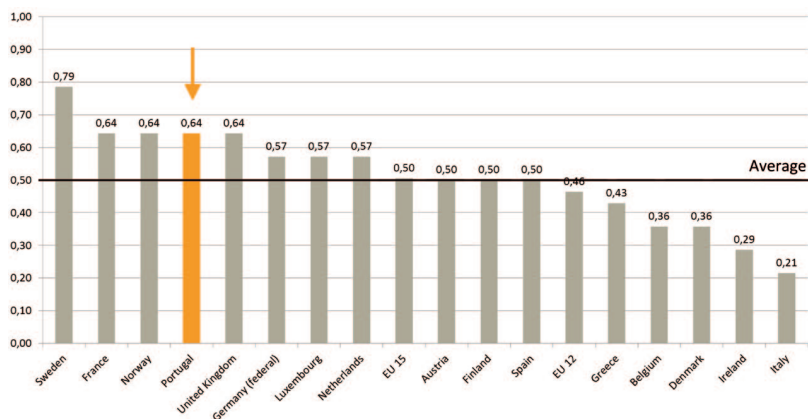
Source: <http://eudo-citizenship.eu/indicators>

Bureaucracy

Portugal's naturalisation procedure is on average less bureaucratic than in most EU countries. There is a specialised Nationality Office within the responsible institution (Central Registry Office). However, the agency processing the application does not take the decision to accept or reject the naturalisation claim. The Central Registry Office issues its opinion to the Minister of Justice. The Minister of Justice may make a decision to reject or accept regardless of the opinion, but this is uncommon in practice. Apart from incomplete or fraudulent applications, the Minister can refuse to grant nationality on the basis of a) the lack of an effective connection to the Portuguese community; b) the applicant having been convicted of a crime punishable by imprisonment for three years or more, according to Portuguese law; c) exercising public functions that are not predominantly technical or carrying out non-compulsory military service for a foreign State.

The naturalisation procedure is set out to last less than six months in total. Time limits do apply to identity checks by the Foreigners and Borders Service (30 days, or, by request, up to 90 days). There is no time limit applied to criminal record checks. While time limits are generally applied, they are not specified by law and there are no sanctions in case of violations.

Bureaucracy in Eu-15 countries, Norway and Switzerland



Results from the National Roundtable

In contrast to the situation in many other EU countries, the citizenship procedures are not perceived to be a major obstacle in Portugal. This confirms this project's overall positive citizenship implementation scores for Portugal.

However, high application fees were often mentioned as one practical obstacle in the naturalisation procedure. In the current context of the financial crisis, and in view of average incomes in Portugal relative to other EU-15 countries, a fee of 250€ is seen as disproportionately high for vulnerable groups even though it is not higher than in many other EU countries. In many cases, fees add up as family members commonly apply together. For some groups the cost of naturalisation increases due to translation costs of documents from the country of origin (e.g., Ukrainians). The Portuguese law already provides fee waivers for people who have insufficient economic means. However, this provision does not seem to be well known as few immigrants apply for fee waivers.

I just would like as well, they have already said, the price to obtain nationality is € 250, which, of course is the Portuguese cost, but then, for example, Ukrainians have to pay € 500 more to translate all the relevant documents, which also is important, it is an important element as well.

(Participant of the ACIT National Dialogue in Lisbon,
28 January 2013, Politician)

Apart from fees, proof of documentation is seen as an obstacle for some groups. Portugal requires some documents from the country of origin (for example, the birth certificate) which is difficult to obtain for some applicants.

We also have some cases of people, from Angola, for example, who are asked for documents which are impossible to obtain, such as the father's birth certificate. I'm doing the follow up of the case of a cousin of mine because my great grandfather's brother went to Angola and had many relatives there and thus a branch of my family is Angolan and my cousin is going through lots of trouble because his father's birth certificate burned during the war, he does not have proof. The truth is that he hasn't been able to obtain Portuguese citizenship.

(Participant of the ACIT National Dialogue in Lisbon,
28 January 2013, Politician)

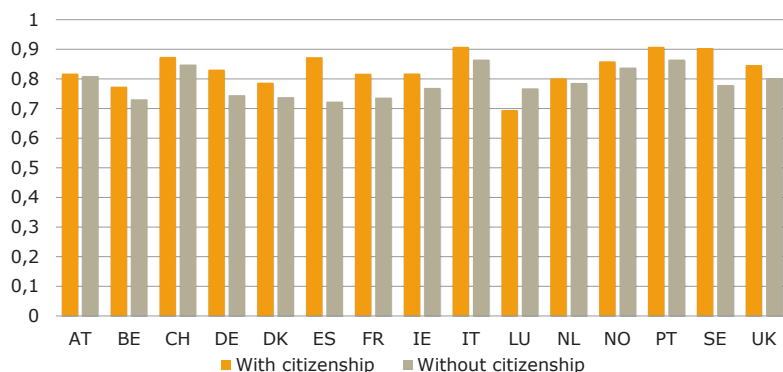
Lastly, participants claimed that more could be done to promote naturalisation. There is, however, disagreement as to whether citizenship ceremonies are one crucial instrument to do so. One participant raised the idea of involving the embassies and consulates of 'sending countries' to provide more information on the naturalisation procedure, to support the process of obtaining origin country documentation and to inform about the benefits of citizenship.

4. CITIZENSHIP INTEGRATION INDICATORS: DOES CITIZENSHIP MATTER FOR INTEGRATION?

Are naturalised immigrants better off than immigrants that have not acquired citizenship? Citizenship Integration Indicators compare labour market participation and socio-economic status of native citizens, naturalised citizens and non-citizens based on the 2008 Labour Force Survey and EU Statistics on Income and Living Conditions. Ten core indicators measure levels of integration in the EU-27 countries, Iceland, Norway and Switzerland with regards to the citizenship status of migrants. Indicators are organised into three categories: labour force participation, social exclusion, and living conditions.¹²

In most countries, immigrants who have naturalised are often better off than immigrants who have not naturalised. This is true even after taking into account the differences in age at arrival in the country, the years of residence, education, the region of origin, the region of the destination country and the reason for migration.

Employment of foreign born immigrants after statistical controls



Source: ACIT conference presentation

On average across Europe, the difference between naturalised and non-naturalised is particularly high for immigrants from non-EU countries. Overall, naturalised migrants are more often employed, less often overqualified for their jobs, have better housing conditions and have less difficulty paying household expenses.¹³ Immigrants that have become citizens of Portugal are less likely to be unemployed. They also tend to have better housing in terms of quality and the environment of the neighbourhood.

¹² The handbook features a selection of Citizenship Integration indicators. For more information see appendix and <http://eudo-citizenship.eu/indicators>.

¹³ For more information see OECD (2011) 'A passport for the better integration of immigrants' and Citizenship Integration Indicators at <http://eudo-citizenship.eu/indicators>.

Figure 14. Unemployment Rates, 2008 (%)

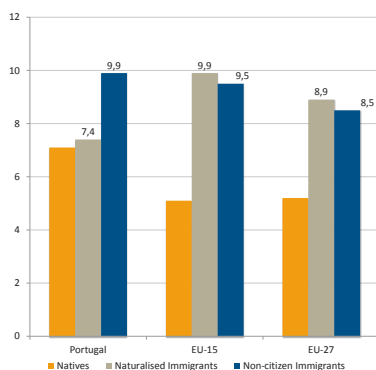
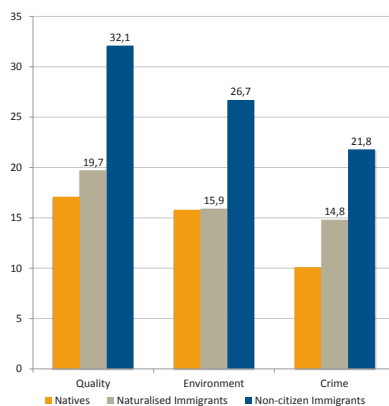


Figure 15. Dwelling Quality Indicators, Portugal, 2008 (%)¹⁴



Source: <http://eudo-citizenship.eu/indicators>

In most of Europe, better outcomes for naturalised immigrants seem to be a sign that ‘better integrated’ immigrants are more likely to acquire citizenship irrespective of how inclusive or restrictive a country’s citizenship policy is. While immigrants from less developed countries are more likely to apply, among them, the ‘better integrated’ do. Thus, the most integrated immigrants become citizens regardless of how demanding the naturalisation requirements are.

But does the acquisition of citizenship itself actually improve integration outcomes? Does the policy select the best ‘integrated’ immigrants or do only the best ‘integrated’ immigrants apply regardless of the policy? Do naturalised immigrants usually have better living conditions because they have acquired citizenship or is it more common for people with better living conditions to apply for citizenship?

More national and international research is needed to clarify the effects of citizenship and better address why naturalised immigrants often have better integration outcomes. Researchers need panel data to answer this question about causality. Several studies that have used panel data analysis have found a positive effect of citizenship on labour market participation in Germany, France and the United States.¹⁵ This project found also that, although political participation increases mainly with length of residence, citizenship status makes it more likely that first generation immigrants will also engage in less conventional forms of participation, such as wearing a campaign sticker, signing a petition, taking part in a demonstration or boycotting certain products.

¹⁴ Percentage of respondents indicating that the dwelling in which they live has a problem with a leaking roof and/or damp ceilings, dampness in the walls, floors or foundation and/or rot in window frames and doors, by citizenship status and region of birth, 2008 (%). Environment: Percentage of respondents indicating that pollution, crime, or other environmental problems in the area is a problem for the household, by citizenship status and region of birth, 2008 (%). Crime: Percentage of respondents indicating that crime, violence, or vandalism in the area is a problem for the household, by citizenship status and region of birth, 2008 (%).

¹⁵ For more detail, see the OECD publication ‘A passport for the better integration of immigrants?’ (2011).

KEY RESULTS:

1. Overall, Portugal's citizenship regime is much more inclusive than in most EU-15 countries. There are fewer legal obstacles for birth-right citizenship, ordinary naturalisation, renunciation and loss of citizenship than in most EU-15 countries
2. Although there is facilitated access to citizenship for family members and descendants of citizens and persons with cultural links to Portugal, there are currently no legal provisions to facilitate access to citizenship for refugees and stateless people.
3. The implementation of the naturalisation procedures is a greater obstacle than the laws. However, there are still fewer practical obstacles in the procedure in Portugal than in most other EU-15 countries.
4. Providing a certified and translated birth certificate and a criminal record from the country of origin can be major obstacles for some applicants, in particular refugees.

METHODOLOGICAL APPENDIX

CITIZENSHIP ACQUISITION INDICATORS

Citizenship Acquisition Indicators have been developed by Maarten Vink (Maastricht University/ European University Institute) and Tijana Prokic-Breuer (Maastricht University). Acquisition indicators have been calculated for 25 European states. The data source for the indicators is the Labour Force Survey Ad Hoc Module 2008 on the labour market situation of migrants and their descendants (Eurostat). The target population includes all persons aged between 15 and 74 (or 16 to 74 in countries where the target group for the core Labour Force Survey is from 16 years old). All numbers presented are based on at least 100 respondents.

Data is presented for the following European countries: Austria, Belgium, Cyprus, Czech Republic, Denmark, Estonia, France, Germany, Greece, Hungary, Italy, Ireland, Latvia, Lithuania, Luxembourg, Netherlands, Norway, Poland, Portugal, Slovakia, Slovenia, Spain, Sweden, Switzerland, and the United Kingdom. In Germany, information on country of birth is missing for all respondents. To determine the region of origin (EU or non-EU), the study uses the country of birth of the father and/or mother of the respondent. There was no data provided by Eurostat for Finland. Data was excluded for Bulgaria, Malta and Romania due to small sample sizes.

Acquisition indicators analyse several factors, including

- **sex** (the percentage of foreign-born females and males who have acquired citizenship of the respective country of residence),
- **origin** (the percentage of foreign-born persons from EU and non-EU countries who have acquired citizenship of the respective country of residence)
- **the age at migration** (the percentage of foreign-born persons who have acquired citizenship of their country of residence, differentiated by the age at which the respondent took up residence; age groups: 0-17 years; 18-39 years; 40+ years)
- **years of residence by cohort** (the percentage of foreign-born persons who have acquired citizenship of their country of residence, differentiated by the number of years of residence: 1-5 years; 6-10 years; 11-19 years; 20 + years)
- **years of residence by minimum number of years** (the percentage of foreign-born persons who have acquired citizenship of their country of residence, differentiated by the number of years the respondent has minimally resided there: at least 5 years; at least 10 years; at least 15 years; at least 20 years)
- **the time until naturalisation** (the numbers of years it takes on average for foreign-born persons to acquire the citizenship of the respective country of residence)

For more information visit:

<http://eudo-citizenship.eu/indicators/citacqindicators>

CITIZENSHIP LAW INDICATORS

Citizenship Law Indicators have been developed by Rainer Bauböck (European University Institute), Iseult Honohan and Kristen Jeffers (University College Dublin) in consultation with Maarten Vink (University of Maastricht) and Thomas Huddleston (Migration Policy Group).

Basic indicator scores have been calculated on the basis of a list of substantive and procedural requirements for each mode of acquisition or loss of citizenship using both additive and weighting formulas. The scoring is based on EUDO CITIZENSHIP's qualitative databases on [modes of acquisition](#) and [loss](#) of citizenship, on the detailed country reports and additional information from standardised questionnaire answers by legal experts in the respective countries.

Citizenship indicators are aggregated at different levels in order to analyse more general features of citizenship laws. The six highest level indicators that are calculated using all 45 basic indicators are: *ius sanguinis*, *ius soli*, residence-based ordinary naturalisation, naturalisation on specific grounds, voluntary renunciation and withdrawal/lapse.

These indicators have been calculated for 36 European states. The following labels are used for average indicators: EUROPE for all 36 states, EU 27 for all 2012 member states of the EU, EU 15 for the pre-2004 EU member states and EU 12 for the post-2004 accession states. Citizenship Law Indicators are based on citizenship laws at the end of 2011. In the future, it is foreseen to offer a new edition for past years that allow analysing trends over time.

For more information visit:

<http://eudo-citizenship.eu/indicators/eudo-citizenship-law-indicators> where you will also find a comprehensive [methodology report](#).

CITIZENSHIP IMPLEMENTATION INDICATORS

Citizenship Implementation Indicators have been developed by Thomas Huddleston (Migration Policy Group).

Citizenship Implementation Indicators have been calculated for 35 European states, as well as for three German federal provinces. The following list presents the five dimensions and the number of corresponding indicators and sub-indicators:

- Promotion: how much do authorities encourage eligible applicants to apply?
- Documentation: how easy is it for applicants to prove that they meet the legal conditions?
- Discretion: how much room do authorities have to interpret the legal conditions?
- Bureaucracy: how easy is it for authorities to come to a decision?
- Review: how strong is judicial oversight of the procedure?

A country's overall score is calculated as the simple average of these five dimensions. Based on a 0 to 1 scale, countries with scores closer to 1 create fewer obstacles in the implementation of naturalisation law. For each of the five dimensions, procedures that score closer to 1 involve greater promotion, easier documentation, less discretion, less bureaucracy, and/or stronger review. Countries with scores closer to 0 create more obstacles in the implementation of the naturalisation law. For each of the five dimensions, procedures that score closer to 0 involve little promotion, difficult documentation, wide discretion, greater bureaucracy, and/or weak review. The scores are the result of country reports written for the purpose of this project and a standardised questionnaire filled in by legal experts.

For more information visit:

<http://eudo-citizenship.eu/indicators/citimpindicators>

CITIZENSHIP INTEGRATION INDICATORS

Citizenship Integration Indicators have been developed by Derek Hutcheson and Kristen Jeffers (University College Dublin).

The indicators are derived from the 2008 EU Labour Force Survey Ad Hoc Module on 'The Labour Market Situation of Migrants and Their Descendants' (Eurostat). Socio-Economic Status indicators are derived from the 2008 cross-sectional EU Statistics on Income and Living Conditions (EU-SILC).

Some data may be omitted due to small sample sizes. All numbers presented are based on at least 100 respondents or 20 for the Socio-Economic Status indicators.

Citizenship indicators include:

LABOUR FORCE INDICATORS

Unemployment: the number of people aged 15 to 74 unemployed, as defined by the International Labour Organisation, as a percentage of the labour force (the total number of people employed plus unemployed) of the same age group.

Economic Activity Rate: the total number of people aged 15 to 74 employed plus the total number of people unemployed (the labour force) as a percentage of the total population of the same age group.

Level of Education: the mean highest education attainment level among respondents aged 25 to 74. Values correspond to mean education levels specified by the International Standard Classification on Education: (1) primary education; (2) lower secondary education; (3) higher secondary education; (4) post-secondary non-tertiary education; (5) university degree; (6) postgraduate studies.

Overqualification rate: calculated as a share of the population aged 25 to 74 with a high educational level (ISCED 5 or 6), and having low or medium skilled jobs (ISCO

occupation levels 4 to 9) among employed persons having attained a high educational level of the same age group.

SOCIO-ECONOMIC STATUS INDICATORS

Social Benefit dependence: measures receipt of family/children related allowance, housing allowances, and social benefits not elsewhere classified as the mean share of respondents' gross annual income.

Poor dwelling (quality): aims to objectively measure the quality of the respondents' accommodation. Values correspond to the percentage of respondents who indicate that the dwelling in which they live has a problem with a leaking roof and/or damp ceilings, dampness in the walls, floors or foundation and/or rot in window frames and doors.

Poor dwelling (environment): aims to objectively measure the quality of the area in which the respondent resides. Values correspond to the percentage of respondents who indicate that pollution, grime, or other environmental problems in the area caused by traffic or industry is a problem for the household.

Poor dwelling (crime): aims to objectively measure the quality of the area in which the respondent resides. Values correspond to the percentage of respondents who indicate that crime, violence, or vandalism in the area is a problem for the household.

Difficulty making ends meet: measures the level of difficulty the respondents' household has in paying its usual expenses. Values correspond to the percentage of respondents that indicate they have some difficulty, difficulty, or great difficulty paying usual household expenses.

Housing cost burden: measures the average percentage of monthly disposable household income spent on monthly housing costs.

Unmet health need: measures the percentage of respondents who indicated that there had been at least one occasion during the last twelve months when the respondent needed medical or dental examination or treatment and did not receive treatment.

For more information visit:

<http://eudo-citizenship.eu/indicators/integration-indicators>

NATIONAL ROUNDTABLES

National Roundtables were organised by national partners and the Migration Policy Group in Austria, Estonia, France, Germany, Hungary, Ireland, Italy, Portugal, Spain, and the United Kingdom. The purpose of the roundtables was to present the project's country results to national stakeholders in order to gather their feedback and interpret the findings in a national policy context. Participants were asked about the factors that influence naturalisation, the impact of citizenship on various forms of

integration, the impact of national policies and the political environment for reform. The ten events took place between November 2012 and February 2013.

10-20 national stakeholders were invited to each event. Stakeholders included civil servants working in national, regional or local administration, regional or national-level politicians, members of non-governmental organisations including immigrant organisation, advocacy groups and service providers, citizenship and immigration lawyers, and academic researchers working for research institutes and universities. The full list of participants in each country is not made public because participants were insured anonymity to facilitate open debate.

The ten national roundtables were organised in two structured focus group sessions of each 60-90 minutes. The discussion was recorded and transcribed by national partners and analysed by the Migration Policy Group. All transcripts were used for content analysis using Nvivo software package for coding.

For more information, see the comparative EU level report:
<http://eudo-citizenship.eu/indicators>



About the MIGRATION POLICY GROUP

The Migration Policy Group is an independent non-profit European organisation dedicated to strategic thinking and acting on mobility, equality, and diversity. MPG's mission is to contribute to lasting and positive change resulting in open and inclusive societies by stimulating well-informed European debate and action on migration, equality and diversity, and enhancing European co-operation between and amongst governmental agencies, civil society organisations and the private sector.

We articulate this mission through four primary activities focused on harnessing the advantages of migration, equality and diversity and responding effectively to their challenges:

1. Gathering, analysing and sharing information
2. Creating opportunities for dialogue and mutual learning
3. Mobilising and engaging stakeholders in policy debates
4. Establishing, inspiring and managing expert networks

For more information on our past and current research, visit our website at www.migpolgroup.com



About EUDO-CITIZENSHIP

Democracy is government accountable to citizens. But how do states determine who their citizens are? EUDO CITIZENSHIP allows you to answer this and many other questions on citizenship in the EU member states and neighbouring countries.

EUDO CITIZENSHIP is an observatory within the [European Union Observatory on Democracy \(EUDO\)](http://www.eudo.eu) web platform hosted at the Robert Schuman Centre for Advanced Studies of the European University Institute in Florence.

The observatory conducts research and provides exhaustive and updated information on loss and acquisition of citizenship, national and international legal norms, citizenship statistics, bibliographical resources, comparative analyses and debates about research strategies and policy reforms.

For more information on our past and current research, visit our website at www.eudo-citizenship.eu



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