

STUDIES IN METHODS

Series F No. 37



**NATIONAL DATA SOURCES
AND PROGRAMMES
FOR IMPLEMENTING
THE UNITED NATIONS
RECOMMENDATIONS ON STATISTICS
OF INTERNATIONAL MIGRATION**

UNITED NATIONS

DEPARTMENT OF INTERNATIONAL ECONOMIC AND SOCIAL AFFAIRS
STATISTICAL OFFICE

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PREFACE

At its nineteenth session, in 1976, the Statistical Commission considered the statistical aspects of the related topics of international migration, the outflow of trained personnel from developing to developed countries, international tourism and internal migration. With regard to the statistics of international migration, the Commission adopted a set of recommendations which were later published as Recommendations on Statistics of International Migration 1/ and distributed widely to both producers and users of international migration statistics. Publications pertaining to the related topics were also issued. 2/

In adopting the recommendations on international migration statistics, the Commission acknowledged that many of the recommendations would be difficult to implement and several members considered that it would be desirable for countries to develop specific and step-by-step programmes that would contribute to the long-term objectives embodied in the recommendations. The Commission therefore requested the Secretary-General to prepare, with the assistance of a consultant, draft guidelines on consolidated statistics of all arrivals and departures, and to convene an expert group to consider the consultant's report and other aspects of a programme aimed at providing countries with further technical guidance in the field of international migration statistics. 3/

Against this background, an Expert Group Meeting on Improvement of International Migration Statistics was convened in New York from 21 to 25 September 1981 to discuss, inter alia, (a) national experiences in implementing the above-mentioned United Nations recommendations on international migration statistics, (b) phased national programmes for the improvement of international migration statistics, including a co-operative programme on immigrant stock data, (c) consolidation of statistics of all international arrivals and departures of persons, and (d) needs for future work in this field. Several country studies and two consultants' reports dealing with methods of improving international migration statistics provided the basis for discussions in the Expert Group.

The practical issues faced in implementing the United Nations recommendations were considered by the Expert Group to vary among countries with different statistical needs, administrative and legal structures and statistical organizations and capabilities. Nevertheless, the Expert Group Meeting identified a number of common issues and steps to promote further improvement of international migration statistics and made several specific recommendations for further work in this field. It also recommended that the reports presented to it be issued as two publications and be given wide dissemination. One of those publications has been issued under the title of Consolidated Statistics of All International Arrivals and Departures: A Technical Report. 4/ It dealt with special categories of international population movements and with an integrated approach to collection of international migration, tourism and related statistics.

The present volume, which is the second publication, is based on materials prepared in connection with the 1981 Expert Group Meeting, and is divided into two parts. Part one illustrates the development of a phased national programme for the collection, tabulation and publication of statistics of international migration and is based on a draft prepared by John J. Kelly, serving as a consultant to the United Nations. Part two contains seven country studies prepared by individual participants at the 1981 Expert Group Meeting that present a range of national

experiences and issues in implementing the United Nations recommendations on this subject. Ellen Percy Kraly, serving as a consultant to the United Nations, assisted in revising drafts of the present publication to take into account the comments of the Expert Group Meeting. It is hoped that the publication will provide guidance to countries on strategies and methods for improving international migration statistics at the national level.

Notes

1/ United Nations publication, Sales No. E.79.XVII.18.

2/ Improvement of Statistics on the Outflow of Trained Personnel from Developing to Developed Countries: A Technical Report (United Nations publication, Sales No. E.80.XVII.16); Provisional Guidelines on Statistics of International Tourism (United Nations publication, Sales No. E.78.XVII.6); and Statistics of Internal Migration: A Technical Report (United Nations publication, Sales No. E.78.XVII.13).

3/ Official Records of the Economic and Social Council, Sixty-second Session, Supplement No. 2 (E/5910), paras. 56-60.

4/ United Nations publication, Sales No. E.85.XVII.8.

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Part One

DEVELOPMENT OF A PHASED NATIONAL PROGRAMME FOR THE COLLECTION,
TABULATION AND PUBLICATION OF STATISTICS OF INTERNATIONAL
MIGRATION

INTRODUCTION

Information on international population movements to and from a country is an important component of national demographic and social accounts. Further, statistics on international migration are vitally required to appraise the nature and magnitude of problems involved in those movements for countries of destination as well as of origin. Patterns of international migration, including size, age and sex composition, and geographical destination, have significant implications for national development, unemployment conditions, housing, education, health and other social services. The flow of highly qualified people in, for example, science, technology and medicine is of particular concern to countries embarked on rapid economic and social development.

International migration is widely affected by political and regulatory factors. It is further complicated by changing national policies with respect to the inward movement of foreigners and the outward movement of nationals. In the process, it gives rise to many problems each requiring specific information to deal with at administrative and policy levels. Notwithstanding, sometimes even the number of immigrants to or emigrants from a country in a year is not precisely known, to say nothing of age, sex and other characteristics. 1/

In the situation, the Statistical Commission has recognized the need for statistics of international migration within a framework of integrated demographic and social statistics to benefit, in the first place, the process of national planning and programmes and in the second place, the exchange of comparable migration statistics among countries. International migration, by nature, is a bilateral, if not a multinational, phenomenon. Statistics of international migration collected by one country are therefore relevant and useful for other countries in studies of immigration and/or emigration.

I. DEFINITIONS AND RECOMMENDATIONS

A. National definitions

Countries usually collect statistics of international migration as a by-product of specific national administrative systems and to serve specific national administrative purposes. For this reason, the definition of international migrants in each country is generally closely related to one or another aspect of the national administrative system involved. It is thus not surprising that there are very wide variations in the ways in which different countries define an international migrant.

The extent of variations in national definitions is apparent from the results of the study of national practices in the collection of international migration statistics which was undertaken in the mid-1970s by the Statistical Office of the United Nations Secretariat. ^{2/} Some of the results of that study are reproduced in table I.1, which indicates that in several countries or areas all arriving persons are considered as immigrants, regardless of any other criteria, whereas in other countries or areas, an immigrant is a person arriving from abroad to reside in the country for a minimum amount of time. The amount of time or length of intended residence that defines an immigrant, however, varies markedly among countries or areas, from one month to three or more years. In some other countries or areas altogether different criteria are utilized to determine whether a person is an immigrant, such as employment or class of visa. Similar variations among national definitions of an immigrant are also evident from table I.2.

The wide variation in national definitions of immigrant and emigrant results in a lack of international comparability in migration statistics which, in turn, seriously limits the value and usefulness of these data. Furthermore, many countries need to rely upon the statistics collected by other countries for information, in particular on emigration. Varying definitions hamper the integration of data collected by several sending and receiving countries. These and other issues of definitions have implications for the development of internationally comparable statistics of international migration.

Table I.1

Definitions of immigrant reported by selected countries
or areas in mid-1970s

Continent and country or area	Definition of immigrant as provided by the country or area <u>a/</u>
AFRICA	
Cameroon	Persons entering the country with visas and staying at least one month.
Gabon	Persons entering the country, independent of their length of stay.
Malawi	Persons coming to stay more than six months as a resident of the country.
Seychelles	Residents returning after an absence of over 12 months and other arrivals intending to stay over 12 months.
AMERICA, NORTH	
Barbados	Non-residents intending to remain for six months or more.
Dominican Republic	Non-residents (nationals and aliens) intending to remain in the country more than one year.
Guatemala	Non-tourists entering the country.
Trinidad and Tobago	Persons (except students) intending to reside in the country for three or more years (permanent immigrants), and persons permitted to reside in the country for one year but less than three years (temporary immigrants).
AMERICA, SOUTH	
Ecuador	Persons entering the country through the Office of the Chief of the Migration Authority.
Uruguay	Aliens entering the country with the intention of establishing residence and who have taken the appropriate legal steps.
ASIA	
Burma	Persons entering intending to find employment.

Table I.1 (continued)

Continent and country or area	Definition of immigrant as provided by the country or area <u>a/</u>
Democratic Yemen	Travellers arriving in the country.
Israel	Persons entering the country to establish permanent residence and granted (before or after arrival) an immigrant visa.
Saudi Arabia	Aliens entering the country regardless of purpose or intended duration of stay.
EUROPE	
Denmark	Persons starting to work after arriving from a foreign country or those having stayed for at least three months.
France	Permanent salaried workers (that is, having a work contract of one-year duration) and members of their families and all Algerians coming from Algeria.
Netherlands	Nationals intending to stay more than 30 days (or one month) and aliens intending to stay for more than 180 days.
United Kingdom of Great Britain and Northern Ireland	Persons intending to reside in the country for a year or more after having resided outside the country for a year or more.
OCEANIA	
Australia	Persons arriving with stated intention of settling permanently in the country (settlers) and visitors arriving with the stated intention of staying for 12 months or more, and residents returning after spending 12 months or more abroad.
Papua New Guinea	Persons arriving for long term (over 12 months) or for short term (less than 12 months).

Source: "National practices in the definition, collection and compilation of statistics of international migration" (ST/ESA/STAT/80/Rev.1), table I.

a/ For consistency of presentation, some of the descriptions have been paraphrased.

Table I.2

Definitions of emigrant reported by selected countries
or areas in mid-1970s

Continent and country or area	Definition of emigrant as provided by the country or area <u>a/</u>
AFRICA	
Angola	Persons registered as passengers leaving by sea regardless of purpose or duration of trip.
Ethiopia	Persons leaving the country without the immediate intention of returning.
Uganda	Residents leaving the country for more than one year.
Zaire	Persons leaving the country temporarily or permanently with an exit visa.
AMERICA, NORTH	
Barbados	Residents intending to stay abroad for six months or more.
Netherlands Antilles	Persons intending to reside abroad for at least one year or longer.
Trinidad and Tobago	Residents (except students) intending to reside abroad for three years or more.
AMERICA, SOUTH	
Ecuador	Persons leaving the country.
Guyana	Residents (except students) intending to reside abroad for one year or more.
ASIA	
Brunei Darussalam	Persons residing in the country under the employment or dependant's pass and leave when the pass is cancelled.
Burma	Residents who leave intending to find employment in another country.
Democratic Yemen	Travellers leaving the country.
Syrian Arab Republic	Persons who move to another country intending permanent residence.

Table I.2 (continued)

Continent and country or area	Definition of emigrant as provided by the country or area <u>a/</u>
EUROPE	
Belgium	Persons having left their commune to transfer their usual residence to another country.
Finland	Persons leaving to work abroad for at least one year or to marry and remain abroad permanently.
France	Algerian nationals departing for Algeria.
United Kingdom of Great Britain and Northern Ireland	Persons intending to reside outside the country for a year or more after having resided in the country for a year or more.
OCEANIA	
New Zealand	Persons departing who have been residents for at least one year, with the intention of not returning or of remaining absent for one year or more.
Samoa	Residents intending to remain abroad for a period of time.
UNION OF SOVIET SOCIALIST REPUBLICS	Persons leaving to establish residence abroad, to work or to study (except for short-term study of less than 1.5 months) and other persons accompanying them.

Source: "National practices in the definition, collection and compilation of statistics of international migration" (ST/ESA/STAT/80/Rev.1), table I.

a/ For consistency of presentation, some of the descriptions have been paraphrased.

B. United Nations recommendations on statistics of international migration

For the past several decades, the United Nations has been encouraging Governments to improve their statistics on international migration. In 1953, the United Nations published its first set of recommendations for the improvement of international migration statistics. 3/ The goals of the 1953 recommendations were to encourage countries to collect statistics of international migration, to improve the quality of available data and to publish data that would be of use for diverse purposes and which at the same time would be internationally comparable.

Unfortunately, a general assessment of the situation in the early 1970s indicated both a paucity of data on international migration and a marked lack of comparability among available national data. In 1976, therefore, the Statistical Commission adopted a set of revised recommendations on statistics of international migration, 4/ taking into account important changes in the phenomenon of migration during the past decades, as well as various problems encountered in the application of the 1953 recommendations. The revised recommendations are designed to serve a diversity of national needs and to yield statistics which are also comparable among countries that are linked by population movements. Although the full adoption of the new international recommendations by all Member States will necessarily be a long-term effort, an important first step in this direction is the formulation of a phased national strategy for improving international migration statistics.

C. Use of a phased national programme

If the new international recommendations are seen as a long-term goal, their adoption in any one country can be viewed as occurring gradually in phases or stages over time, taking into account the different data needs, national circumstances and levels of statistical development of each country. Part one of the present report describes such a phased programme for the collection, tabulation and publication of international migration statistics. This description, however, should be considered as only illustrative and therefore it must be appropriately modified to meet specific national needs, circumstances and constraints.

Further, it is suggested that separate phased programmes be developed for immigration statistics, for emigration statistics and for statistics on immigrant stock. In devising these separate phased programmes, it is important to begin by determining the extent to which the available national statistics currently conform to the international recommendations, and then to establish a series of concrete and clearly defined goals for the collection, tabulation and publication of migration statistics that can be attained in succession with the passage of time. It is hoped that the approach illustrated in chapters II to VI will be directly helpful to officials in different countries in preparing their own national phased programme and thereby developing statistics of international migration that fulfil both national and international purposes.

II. DATA SOURCES AND ORGANIZATION OF A PHASED NATIONAL PROGRAMME OF INTERNATIONAL MIGRATION STATISTICS

The Recommendations on Statistics of International Migration specify the following four major categories of migrants to be identified in national statistical systems: (a) long-term migrants, (b) short-term migrants, (c) returning migrants and (d) nomads. International migrants are distinguished from other international travellers on the basis of length of stay and activity in the country of arrival.

Tables II.1 and II.2 shows the major categories of international arrivals and departures that are of vital interest to countries. These include long-term and short-term migrants, visitors from abroad, nomads, border workers, persons in transit, refugees, and diplomatic personnel, consular representatives and members of the armed forces of a foreign country. 5/ However, only the underlined categories are recommended to be identified in national statistical systems concerning international migration. The recommended operational definitions of those categories are provided in the notes to the tables.

International migrants are identified on the basis of information pertaining to the duration of previous periods of presence in (or absence from) the country of arrival (or departure), and also on the basis of information relating to the circumstances of the arrival (that is, the intended duration of stay and/or the purpose of the entry) and the purpose of the last departure (if any). The criteria used to identify international migrants among arrivals and departures are somewhat complicated. This statistical definition, however, avoids reliance on national administrative definitions concerning residence and alien status and therefore furthers the goal of international comparability. The decision as to which category a given arriving or departing person should be placed in arises primarily at the stage of data collection. The items of information that are required to distinguish the recommended categories of migrants will be discussed in further detail in chapter III. It is sufficient to note here that an effective means available to a country for ensuring that its immigration and emigration statistics will not be restricted by narrow administrative purposes is for countries to incorporate definitions of international arrivals and departures into national statistical systems so that the recommended statistical categories can be delineated readily. 6/

Countries that are not currently collecting statistics on international migration can be encouraged to adopt the internationally recommended categories and definitions as they begin to collect migration data. By using the international recommendations as a means of improving their statistics of international migration, countries will gradually progress towards the long-term goal of using a common classification for statistics of international migration. In the process of doing so, they will acquire statistics of international migration that become increasingly comparable internationally, thereby enabling the countries concerned to compare data for specific migration flows as reported by the country of immigration and by the country of emigration.

Table II.1

Major categories of international arrivals a/

Non-residents	Residents
<u>Long-term immigrants b/, f/</u>	<u>Short-term emigrants returning e/, f/</u>
<u>Short-term immigrants c/, f/</u>	Persons returning from visits abroad
Visitors from abroad	<u>Nomads d/</u>
<u>Nomads d/</u>	Border workers returning after working abroad
Border workers entering to work	Diplomats, consular representatives and members of the armed forces of the country returning from their duty station abroad <u>f/</u>
Persons in transit	
Refugees <u>f/</u>	
Diplomats, consular representatives and members of the armed forces of a foreign country coming to their duty station from abroad. <u>f/</u>	

(Footnotes on following page)

a/ The categories for which data are recommended to be collected are underlined in the table. See also Recommendations on Statistics of International Migration, paras. 20-35.

b/ Persons (nationals and aliens) entering the country who intend to remain more than one year and who, if they have ever previously been in the country continuously for more than one year, must have been away continuously for more than one year since their last stay of more than one year.

c/ Persons (nationals and aliens) entering the country who intend to remain for one year or less for the purpose of working at an occupation remunerated from within the country. In addition, note that:

- (i) If any of those persons have ever previously been in the country continuously for more than one year, then in order to qualify as short-term immigrants, they must also have been away continuously for more than one year since their last stay of more than one year;
- (ii) This category excludes border workers who regularly cross the border to work daily or slightly less frequently;
- (iii) Whenever possible, persons intending to work should be distinguished from their dependants and domestic employees.

d/ Nomads entering the country with the intention of remaining for a fairly fixed portion of one year (excluding those who enter and depart frequently with no fixed pattern). Note that nomads have been included as both residents and non-residents among arrivals because their resident status is sometimes in question and thus they may be considered as residents by more than one country.

e/ Persons (nationals and aliens) entering the country (excluding border workers) who previously were in the country continuously for more than one year and who have not been away continuously for more than one year since their last stay of more than one year, and whose last departure was to work abroad at an occupation remunerated from a foreign country.

f/ Including their dependants and domestic employees accompanying or joining them.

Table II.2

Major categories of international departures a/

Residents	Non-residents
<u>Long-term emigrants b/, f/</u>	<u>Short-term immigrants departing e/, f/</u>
<u>Short-term emigrants c/, f/</u>	Visitors from abroad departing
Persons visiting abroad	<u>Nomads d/</u>
Nomads <u>d/</u>	Border workers departing after work
Border workers departing for work	Persons in transit
Refugees <u>f/</u>	Refugees <u>f/</u>
Diplomats, consular representatives and members of the armed forces of the country departing to their duty station abroad. <u>f/</u>	Diplomats, consular representatives and members of the armed forces of a foreign country departing from their duty station to a new duty station abroad <u>f/</u>

(Footnotes on following page)

a/ The categories for which data are recommended to be collected are underlined in the table. See also Recommendations on Statistics of International Migration, paras. 20-35.

b/ Persons (nationals and aliens) leaving the country who intend to remain abroad for more than one year and who, if they have ever been away from the country continuously for more than one year, must have been in the country continuously for more than one year since their last absence of more than one year.

c/ Persons (nationals and aliens) leaving the country who intend to remain abroad for one year or less for the purpose of working at an occupation remunerated from within a foreign country. In addition, note that:

- (i) If any of those persons have ever been away from the country continuously for more than one year, then in order to qualify as short-term emigrants, they must also have been in the country continuously for more than one year since their last absence of more than one year;
- (ii) This category excludes border workers who regularly cross the border to work daily or slightly less frequently;
- (iii) Whenever possible, persons intending to work should be distinguished from their dependants and domestic employees.

d/ Nomads departing after spending a fairly fixed portion of one year in the country (excluding those who enter and depart frequently with no fixed pattern). Note that nomads have been included as both residents and non-residents among departures because their resident status is sometimes in question and thus they may be considered as residents by more than one country.

e/ Persons (nationals and aliens) leaving the country (excluding border workers) who were previously away from the country at least once continuously for more than one year and not in the country continuously for more than one year since the last absence of more than one year, and whose last arrival was to work at an occupation remunerated from within the country.

f/ Including their dependants and domestic employees accompanying or joining them.

A. Sources of data on international migration

There are three general sources of data available for the collection of statistics of international migration to and from a country. Information on the number and characteristics of persons entering and leaving the country during a specified time period (that is, flow of data) can be obtained from border collection, field inquiries (population censuses and sample surveys) or registration systems (for example, population registers, employment registers and other administrative records). Each of those different sources of information concerning international migration has important advantages and disadvantages associated with them. 7/

In addition to the particular advantages and disadvantages associated with a given data source, there are several other considerations that should be borne in mind in considering the use of a data source for developing or improving statistics of international migration. For example, in considering the adequacy of a given data source, attention should not be confined to the limited administrative purposes now being served by the statistics, but should also be paid to the diverse national purposes that can be served if statistics were collected on the basis of standard concepts and international recommendations. Although the data source currently in use may be adequate for the original administrative purpose, changing laws and administrative practices may mean that even that original administrative purpose is no longer well-served. Other data needs arising from other administrative or policy concerns are often better met by different data sources and collection vehicles, particularly when standard statistical concepts, definitions and classifications can be used. Similarly, a data source currently in use may be quite adequate in providing data on one of the internationally recommended categories of migrants but not so adequate for purposes of providing data on the remaining categories of migrants. 8/ In some cases, the needed statistics may be obtained directly or estimated from existing data bases which have been established for quite different purposes. 9/ In short, as emphasized in chapter I, a step-by-step approach should be adopted that would include in its preparatory phases a review of all national sources of information pertaining to international travel and of their potential value to producing statistics which correspond to the relevant international recommendations.

B. Organization of a phased national programme of international migration statistics

1. Preliminary steps

In view of the widespread variation in specific data needs and circumstances which prevail in countries, it is not possible to devise a single phased programme covering data collection, tabulation and publication that can serve as a fixed model for all countries. Each country needs therefore to devise a phased programme that is tailored to its specific national data requirements and takes into account a variety of issues which have implications for the content of the programme. For example, the country should assess the patterns of international migration to and from it, whether or not it is a country of net immigration, and the consequences that international migration has for the composition of its population and labour force. National ministries should also attempt to identify specific requirements for data that are not currently being met by the existing statistics of international migration and to determine the amount of resources available for improvement and development of international migration statistics. Thus, a

preliminary step towards the development of a phased programme should consist of a careful assessment of the current state of international migration statistics, as well as related statistics on population and tourism.

This assessment of the current state of international migration statistics of a given country should also compare the definitions and characteristics of the nationally used categories of migrants, with those of the recommended categories of migrants. National publications containing statistics of international migration should present clear definitions of the existing categories of migrants, as well as other relevant details such as the source and methods of data collection and processing. They may also usefully include a summary table that outlines the similarities and differences in respect of definitions used by the national statistical or administrative departments vis-à-vis the relevant international recommendations. The summary table will serve to bring the recent recommendations to the attention of users and provide them with a common standard to facilitate comparisons among statistics that are collected by different countries.

2. Contents of a phased national programme

As previously stated, the different national circumstances, priorities and needs will shape the content and phasing of national programmes undertaken for data collection, tabulation and publication of international migration statistics. For example, one country may give initial emphasis to organizing a phased programme for the collection of immigration statistics and postpone until a later date the development of a phased programme for the collection of emigration statistics, or vice versa. Similarly, some countries may have a greater need for information on the economic characteristics of its short-term immigrants, whereas other countries may find it more useful to acquire information on the demographic characteristics of its long-term immigrants and emigrants.

Despite such diverse needs, the phased programmes that will be developed by different countries may be expected to have important similarities. Thus, most countries will probably structure their phased data collection programmes in the same general way, wherein the first phase would have as its objective the collection of the information required to identify the recommended categories of long-term and short-term immigrants. This implies the collection of information on previous presence in or absence from the country, current length of stay, and activity in the country. Subsequent phases would have as their objectives the collection of information on the characteristics of the persons in each of the recommended categories of migrants. 10/ Another similarity among the phased programmes of different countries may include a particular method of data collection such as reliance on frontier control, administrative records or national field inquiries.

III. COLLECTION OF IMMIGRATION STATISTICS IN PHASES

The phased programme for the collection of statistics of international migration will usually give attention first to the collection of information necessary to identify categories of migrants and then to the collection of data on social, economic and demographic characteristics of migrants. Accordingly, it is assumed for the purposes of illustration that phase I of the programme will focus on items of identification, while the remaining phases will deal with items on the characteristics of migrants according to the varied requirements of individual countries.

As will be evident, there are several issues surrounding the correct identification of recommended categories of immigrants. Those issues must be resolved satisfactorily before detailed statistics on characteristics of migrants can be usefully compiled for national and international purposes.

A. Data sources and vehicles for collecting immigration statistics

As noted in chapter II, there are three general sources of data on international arrivals to a country: (a) border or frontier control, (b) population registration and (c) field inquiries. Each of these sources of data is appropriate for the collection of immigration statistics and the choice of one or more of these sources for data collection will depend on the existing national statistical infrastructure, size and composition of international population movements, and national geography. For example, island nations or those that are isolated by mountains or similar natural boundaries often find the use of frontier control most appropriate for the collection of information on international arrivals and departures. Countries which border entirely on other countries and receive a large number of international arrivals may find border collection inadequate and therefore are likely to rely also on the population registers or special registers of migrants. However, countries lacking a system of population or migrant registration may use field inquiries to collect needed data. Such countries may consider the addition of relevant questions on migration to either existing national surveys or the population censuses.

1. Points of border control

The collection of information to identify immigrants at points of border control has certain advantages for countries seeking to develop or further improve their immigration statistics. Border collection is well suited to gathering statistics on a continuous and on a periodical basis. The source is accurate in respect of the time and place of the move, and also lends itself to sampling. Countries can also establish such a system (or expand and improve it) in successive stages, beginning with important posts of border crossings and categories of immigrants. Depending on the national context, modification of procedures of data collection at the border may be relatively more feasible than development of entirely new sources of data on immigrants.

There are problems, however, in the reliance upon border statistics for information on the volume and characteristics of immigrants to a country. Data derived from border control reflect declarations of intent or desire and not actual length of stay and activity within the country of arrival. As mentioned above,

this source is most suitable where there are clear, natural borders and sufficient levels of border surveillance and control.

However, there is a growing desire, particularly among countries with a high volume of border crossings, to reduce entry and exit formalities in order to facilitate the flow of traffic across borders. Modification of existing entry procedures to collect information on immigrants can occur without hampering the flow of traffic across international borders. Three good methods of facilitating the flow of traffic across the border include: (a) restricting the questions on migration that are asked at the time of the border crossing largely to those questions that are required to identify correctly the applicable internationally recommended categories of immigrants, (b) collecting statistics on a sample basis at frontier border points and (c) introducing or expanding the use of frontier control as a means of data collection in successive stages, beginning with important border points. Each method can be used alone or in conjunction with any of the other two methods, and their use need not be restricted to those countries that are actively attempting to ease the flow of international traffic across their borders.

There are several important advantages to restricting the list of questions that are asked at the time of the border crossing to the few items that are essential to identify correctly immigrants and other international travellers. First, adopting the minimum items for identification facilitates the rapid flow of traffic across the border because time is not required for collecting information on the characteristics of different categories of immigrants. Secondly, it enables the country to utilize procedures in certain circumstances which permit the statistical forms to be completed by the persons themselves rather than by officials at the frontier, and in some cases to be completed on board trains, buses, aeroplanes, ferries etc. by the persons themselves shortly prior to their arrival at the border. Thirdly, it enables the country to use comparatively short statistical forms which can be processed relatively simply. Fourthly, it permits an accurate indication of the total number of immigrants entering the country during a specified period and of the category to which they belong.

The definitions of categories of international migrants imply several items to be included on a statistical questionnaire necessary for collecting information. Those items concern intended length of stay in the country of arrival, prior presence in and absence from the country and intended activity within the country of arrival. 11/

The mode of arrival has implications for the design of the statistical questionnaire. The following questionnaire represents an example of a form which might be completed by persons arriving on commercial passenger vehicles. A number of points should be noted about the sample questionnaire. First, as can be seen from the instructions given at the top of the form, the form would be distributed to all passengers of commercial vehicles by crew members of the vehicle, for their completion during the voyage just prior to their arrival in the country. The arriving passengers would then give the completed form to the appropriate border control personnel (immigration or customs officer or statistical assistant) for stamping the date of arrival (and possibly the name or code number of the port of entry) on the form. A second point that should be noted about the form is that it contains a small number of questions that solicit information on the characteristics of the persons entering the country. Those additional questions would not result in any increased delay of the passengers when they cross the border because the passengers would complete the form prior to arrival. 12/ A third

Sample statistical questionnaire to identify categories of
immigrants at international borders

Persons entering (name of country) on commercial passenger vessels

The information set out on this card must be completed by, or for, every person entering (name of country of arrival). A separate card must be completed by, or on behalf of, every person entering () and surrendered to the Immigration/Customs Officer at the port of entry. (This information is utilized to

1. Name of person:	Port date stamp
2. Date of birth:	3. Sex: Male Female (to be stamped by immigration or customs officers)
4. Marital status:	Single Married Widowed, Separated or Divorced
5. Country where you last stayed more than one year:	

FOREIGN RESIDENTS* ONLY	FOR OFFICIAL USE	
	LTI (NRBW)	STI OTH
6. Intended length of stay in (): ___ Years, ___ Months, ___ Days, OR Permanent.		
7. Principal reason for entering (): Check ONE box only. (a) to work at an occupation remunerated from within (). (b) to accompany or join such a person as a dependant or domestic employee. (c) entering as a non-resident border worker. (d) entering for any other purpose.		
8. Have you ever lived in () before? (a) No (Go to question 13). b. Yes, for ___ years, ___ months, ___ days.		
9. How long has it been since you last moved away from ()? ___ years, ___ months, ___ days. (Go to question 13)		

RESIDENTS* OF () ONLY	FOR OFFICIAL USE
	STER (RBW) OTH
10. Duration of absence from (): ___ months, ___ days.	
11. Main countries you stayed in during your absence:	
12. Principal reason for leaving (country of arrival): Check ONE box only. (a) to work abroad at an occupation remunerated from a country outside (). (b) to accompany or join such a person as a dependant or domestic employee. (c) to work abroad as a non-resident border worker. (d) left () for any other purpose.	

ALL PERSONS ARRIVING

13. Address in () through which you may be contacted:**

* For purposes of this form, a person's country of residence is the last country in which he/she has resided continuously for more than one year.

** Persons entering () as a tourist, or returning to () after leaving for purposes of vacationing abroad, need not respond to question 13.

Questionnaire (continued)

Explanatory comments

1. Intended purpose: To be completed by persons travelling to the country of arrival on commercial passenger vessels (e.g., airlines, boats, trains, buses, etc.). The cards could be distributed to the passengers by crew members, for their completion during the voyage shortly prior to their arrival at the port of entry, so as to minimize border formalities.
2. Level of detail: The number of questions on the card is intentionally small to allow sufficient space (on either side of the card) for, for example, the use of more than one language or the addition of other questions of interest to national authorities (e.g., questions about customs declarations).
3. Questions that are essential: Questions 6-10 and 12, for identifying the category of migrant. Question 13, if the country intends to make use of a follow-up mail out/mail back survey to obtain data on the characteristics of a sample of persons in selected categories of migrants. (Another possibility is for border personnel to hand out a mail back questionnaire to persons whose responses indicate that they fit into a given category of migrant, but this procedure could result in a higher non-response rate, additional work (and judgements) for border personnel and a lower extent of representativeness in the sample).
4. Questions that are optional: Questions 1-5 and 11. They are included on this form, however, because these cards are to be completed by the passengers themselves, and thus their inclusion does not delay entry procedures at the border upon arrival. Moreover, their inclusion may permit less extensive sampling in any follow-up survey that may take place.
5. Comments on particular entries on the form:
 - (a) "Port date stamp" to be provided by Immigration/ Customs Officer, and would indicate date and port of arrival.
 - (b) Questions 7 (c) and 12 (c) would be required on the card only in some countries.
 - (c) The box "for Official Use Only" could be used to indicate whether the person is a long-term or short-term immigrant (LTI, STI); a short-term emigrant returning (STER); a border worker (RBW, NRBW); or other (OTH).
Note: If desired, separate cards could be used for residents and non-residents.
Question 10 has no entry for years because durations of greater than 12 months are to be treated as foreign residents.

point to be noted about this illustrative form is that it contains a question (No. 13) in which passengers other than tourists are requested to provide an address at which they may be contacted. This question is included on the form to enable national officials to send later a supplementary questionnaire to a sample of persons belonging to the different categories of immigrants. 13/

International travellers who arrive on foot, or by private means of transportation such as automobile, must be given a questionnaire by border authorities at the time of entry. The need for statistical inquiry which does not delay the flow of international traffic is critical in this situation. The questionnaire might be modified for distribution among border crossers. For example, the questionnaire instructions should reflect the government agency which is distributing the form and to whom and when the form should be returned. Such forms might be distributed on a predetermined sample basis at the designated points of entry. At the busy ports of entry, statistical or border personnel might hand them out to travellers standing in queues to be returned to the border personnel at the time of crossing. The forms might also be collected by mail. For example, numbered forms could be used with a simple tear-off portion, or stub, for official retention at the time of distribution of the forms so as to permit follow-up by mail in the case of non-response. The stub would only contain the name, address and sequential number of the form, which the traveller would provide at the time of border crossing. The mail-back form would be given to the traveller at that time with the instruction that it be mailed back in a pre-addressed envelope after completion within, say, 72 hours.

The suggestions made in the preceding few paragraphs represent possible methods of collecting immigration statistics at the point of arrival to the country, which are particularly applicable only where no statistical infrastructure is currently operational at the point of entry across international borders. Most countries do administer, however, arrival/departure forms to persons entering the country. Arrival/departure forms (A/D forms) are often required to be completed for legal entry by travellers arriving by particular modes of transportation, such as sea and air transport, and within a particular class of visas, such as temporary visitors and foreign students. Arrival/departure forms are often devised to document legal class of entry and length of stay in the country and thus represent an administrative source of statistics on international arrivals.

A review of A/D forms 14/ shows, inter alia, that items necessary to identify categories of international migrants to a country are often included on national forms. For example, information on length of stay and purpose of travel is included on most national forms. The existence of this national administrative source of frontier statistics on immigration has important implications for the development of a programme to collect international migration statistics. The requisite items of information to identify recommended categories of immigrants could be incorporated into national A/D forms. Inasmuch as those items often complement items currently in use on national A/D forms, modification of the administrative questionnaires would continue to serve national purposes and would also contribute to the collection of statistics which are internationally comparable. The development of a common classification of purposes of travel and categories of length of stay would constitute a significant step in the collection of internationally comparable migration statistics through the use of national A/D forms.

Countries which consider the collection of immigration statistics through border control might well begin by assessing the extent to which border crossings and entry is currently controlled and administratively documented. That assessment would indicate the extent of coverage of international arrivals at the border in administrative statistical programmes. Concurrent with that assessment, countries might consider either modifying appropriately the existent administrative forms, such as A/D forms, to include the items necessary to identify the major categories of immigrants recommended by the United Nations, or instituting a new form along the lines of the sample questionnaire, to be distributed on board among international arrivals prior to entry or at the border post at the time of crossing.

2. Use of field inquiries

Field inquiries are a very useful source of data on immigrants for countries experiencing a relatively large volume of international migration. For those countries, population censuses or sample surveys based on national samples may include a large enough number of long-term immigrants, short-term immigrants and short-term emigrants returning in order to estimate the volume of flow in each of those categories.

Items for identification of international migrants may be included on existing national censuses or surveys at a low cost relative to the development of specific inquiries for collection of immigration statistics. Countries which might use this strategy should estimate the extent to which categories of immigrants might meet requirements for inclusion under the existing surveys. For example, temporary workers in a country may not meet de jure residency requirements for enumeration, say, in the census of some countries. Likewise, enumeration in national surveys may sometimes depend on the citizenship status rather than the length of previous absence from the country.

In a sense, field inquiries are likely to be most useful for the measurement of the number and characteristics of long-term immigrants to a country. This will be particularly true for censuses or continuing national survey programmes that can incorporate the required questions periodically over a number of years. ^{15/} Analyses of immigration statistics derived from field inquiries should incorporate estimates of immigrant mortality and the return of immigrants in order to transform cross-sectional information on immigrant stock to measures of the flow of long-term migration to the country. The use of field inquiries as a source of data on immigrants thus requires additional demographic parameters to estimate the number and characteristics of immigrants arriving annually in a country.

3. Use of population registers and other administrative records

A wide variety of administrative record systems exist in countries in connection with the administration of national and local programmes concerning taxes, voting, social welfare and health, family allowance, unemployment insurance, employment permits etc. Some of these systems have relevance for obtaining data on international migration. For example, population registers are an important source of data on the components of population change, including international migration in several countries. Existing population registration systems can be an important mechanism for the collection of immigration statistics in accordance with United Nations recommendations. Population registers, like field inquiries, can also

provide data reflecting the actual duration of stay of immigrants, unlike border control collection which reflects travel intentions.

Countries can usefully begin by assessing whether any existing administrative record systems can be used to identify various categories of immigrants. If the national statistics already provide fairly extensive details on a large group of migrants, and if the information on persons in this large group can be obtained from administrative records for such persons (for example, the administrative files retained in countries on aliens admitted to the country with temporary or permanent entry permits), then in such circumstances those countries could consider restricting programmes aimed at collecting data from persons at the time of the border crossing to persons who are not included in the group(s) for which fairly extensive data will become available or already exist in administrative records.

4. Use of sampling in data collection

Each of the above-mentioned three sources has merits as well as disadvantages in terms of coverage, resources required, quality of data and so on. Border collection is considered the principal source in most countries as it is well suited to gathering statistics on a continuous basis. Furthermore, this source records observed moves and therefore is very accurate in terms of the time and place of the arrival and also lends itself to sampling. Incorporation of sampling techniques in general will offer important advantages to a phased national programme of migration statistics.

The use of sampling at border entry points is a distinct means of ensuring the smooth flow of traffic. Also, sampling can be used effectively in several different ways. For example, one possible approach is to collect all the information that the country requires on the volume and characteristics of different categories of immigrants by interviewing a sample of persons at the time of their entry to the country. ^{16/} Another possible approach is to use the limited amount of information that was collected from all persons (or from a sample of persons) at the time of their arrival for purposes of identifying the number of persons in each recommended category, and shortly thereafter to use that information as a basis for selecting a sample of persons in one or more recommended categories who can then be contacted at their place of destination for purposes of obtaining supplementary and more detailed information. Therefore, sampling can be used alone or in conjunction with other procedures as a means of collecting statistics on immigration, and, in certain circumstances, sampling can be employed to obtain flow data subsequent to the arrival of the persons in the country.

5. Collection in phases

Countries might begin collecting immigration statistics or introducing improvements in national statistical programmes for the collection of immigration statistics by using methods of data collection which offer the best potential for first identifying the main categories of international migrants. Countries might begin at selected border points to introduce a new or modified entry questionnaire or arrival/departure form. Gradually the data collection programme could be expanded to all points of entry, based on the experience gained and evaluation of the programme concerning its accuracy and coverage. Countries introducing items for identification of immigrants in national surveys might focus first on that national inquiry whose administration is most institutionalized. The exploration

of the use of administrative source(s) of data for the measurement of immigration should begin with an assessment of its coverage of migrant population and biases introduced by administrative mandates. From those initial steps, countries could proceed in phases to expand and modify national statistical programmes to collect data on characteristics of immigrants.

B. Phase I of the immigration statistics collection programme

It is suggested that countries structure their phased programme for the collection of immigration statistics in such a way that in the first phase the information required for identifying the internationally recommended categories of immigrants is collected and that in subsequent phases the information on characteristics of immigrants in each of the recommended categories is collected. Consequently, in phase I national efforts are to be focused on collecting all the information that is required to identify whether an incoming traveller is a long-term immigrant, a short-term immigrant, a short-term emigrant returning or, if applicable in that country, a nomad. If a country is not currently collecting statistics on immigration flows, the efficient way would be to proceed to set up a data collection system that would permit it to obtain directly statistics on the number of persons entering the country in each of the three or, if applicable, four recommended categories of immigrants. However, if the country is already collecting statistics on immigration flows, it must decide whether it should replace the data collection system that it is now using with a new one that would permit it to obtain directly statistics on the number of persons entering the country in each of the recommended categories of immigrants or, instead, whether it should modify its existing data collection system so that the statistics that will be attained will be adequate to obtain indirectly estimates of each of the recommended categories of immigrants. ^{17/} Each of these two approaches is further discussed below.

1. Countries not currently collecting immigration statistics

Countries that are not so far collecting immigration statistics should, as indicated above, start by assessing the related statistical programmes which exist. Countries might consider modifying an existing programme in order to collect information on immigration. For example, a country might opt to include migration questions on annual labour force surveys, or it might introduce a few questions on migration status in related inquiries at ports of entry, for example, tourism. Modification of existing programmes should initially focus on the collection of information to identify immigrants. Furthermore, consideration of national programmes for collection of immigration statistics should include an evaluation of available resources for additional data collection, as well as for compilation, tabulation and publication.

Countries that are not already collecting immigration statistics may seek to develop new programmes for the collection of immigration statistics. In this case, exploratory studies should be made of volume of traffic across international borders and patterns of international migration to and from the country in order to develop method(s) of data collection which reflect the national situation. Should, for example, the majority of international migrants be long-term immigrants, then the development of a registration system may be appropriate. If, instead, there is only a small volume of international travel in general, then the development of a border collection may be appropriate. On the other hand, a country which is

land-locked may find the method of border collection of immigration statistics difficult and even impractical.

However, if circumstances in the country are such that it will not be able to begin collecting the recommended immigration statistics at the present time, it would be desirable at least to generate estimates of the total number of persons entering the country in each of the recommended categories of immigrants, using whatever information and relevant indirect techniques that are known for making such estimates. 18/

The production of such estimates, however, should be only an interim arrangement until the country could organize phase I of its programme to collect internationally comparable immigration statistics.

2. Countries currently collecting immigration statistics

Countries that are now collecting immigration statistics could take a number of useful steps prior to embarking on phase I of the programme to collect internationally comparable immigration statistics. They might, for example, publish clear definitions regarding each of the categories of immigrants for which data are currently collected and also provide a summary table outlining the similarities and differences between the nationally defined categories and the internationally recommended categories of immigrants. Such efforts would provide users with a valuable tool to compare immigration statistics collected according to national definitions and categories with immigration statistics that conform to the international recommendations and categories of immigrants. An added benefit obtained from such an endeavour is that it will now be possible to make direct use of data compiled by other countries using the internationally recommended categories in the joint analysis of migration flows.

Those countries will also need to decide whether they should transform the present data collection system so as to directly obtain statistics consistent with the international recommendations and categories of immigrants, or whether they should modify the existing data collection system so that the statistics that are now being collected could be converted into statistics that conform to the internationally recommended categories. Most countries that are currently collecting immigration statistics would probably decide to follow the latter course of action, in which case phase I will consist of collecting whatever additional information is required to enable them to produce statistics or estimates according to the international recommendations and categories of immigrants.

In view of the multiplicity of national definitions as shown in table I.1 and categories of immigrants that are now in use by countries throughout the world, 19/ there is an imperative need for harmonization of data. Further, collection of additional data may enable those countries to approximate more closely available data to the international recommendations and categories of immigrants. For example, a number of countries currently include in their definitions of immigrants the intended duration of stay in the country, but it often differs from the internationally recommended duration of intended or actual stay of "more than one year". Those countries could make significant progress towards closer accord with the international recommendations by collecting information that would permit them to identify persons entering the country for an intended duration of stay of more than one year, while also retaining, if necessary, the intended duration of particular interest to national authorities (for example, six months). Thus, in

this example, a country would continue to identify as before the group of persons entering the country for, say, six months; besides, it could collect and use the additional information to identify within this larger group a sub-group of persons who enter the country with the intention of staying for more than one year.

The large group of countries whose immigration statistics are currently restricted to data on aliens admitted to the country correspond to the second example of how countries could begin collecting additional information that would permit them to approximate more closely the international recommendations. If those countries were to begin collecting information on returning former residents or nationals, the additional data could then be tabulated and integrated with the statistics on immigrants that are now being collected so that the national statistics could more closely approximate the internationally recommended category of long-term immigrants. Once again, if deemed inadvisable for national purposes, the countries could refrain from integrating the two "sets" of data (one for immigrants and one for returning residents or nationals) into a unified series, and instead simply keep the two series separate.

Finally, the collection of data reflecting "purpose of visit" for immigrants would result in substantial progress towards identifying short-term immigrants and short-term emigrants returning to the country. The development of a standard core list of purpose of travel has been suggested as an important step towards collecting internationally comparable migration and related travel statistics.

The preceding examples do not, of course, constitute an exhaustive description of how countries could proceed in phase I to obtain additional information to identify categories. In examining their own situations and circumstances, individual countries should, however, keep the following points in mind while preparing plans for phase I of their national programmes. First, it should be recalled that, in the first phase, countries should concentrate their efforts on collecting the additional information needed to enable them to identify each of the internationally recommended categories of immigrants. Secondly, countries should start publishing data that correspond to the categories of immigrants that are identified in the international recommendations. They might also continue publishing statistics that pertain to national definitions and categories of immigrants thus far in use, while at the same time beginning to publish the additional data that will be collected for purposes of enabling users to convert the existing statistics into series that correspond to the international recommendations. Finally, if countries cannot yet begin collecting the additional information that would be required to enable them to convert the statistics now being collected into statistics that pertain to the internationally recommended categories of immigrants, then they should at least generate estimates of the total number of persons entering the country each year in each of the internationally recommended categories of immigrants, using symptomatic or other information and techniques available for such purposes. 20/

C. Phases II, III and IV of the immigration statistics collection programme

Unlike the first phase of the immigration data collection programme in which primary emphasis is placed on collecting the information that is required for correctly identifying categories of immigrants, phases II, III and IV place primary emphasis on collecting information on the characteristics of the immigrants. Countries require information on the characteristics of immigrants to better

understand, inter alia, the present and future demographic, social and economic consequences that immigration can exert on both receiving and sending countries. For this reason, the United Nations recommendations also include a list of important characteristics that are used in analysing the determinants and consequences of international migration.

Upon completion of phase I of its programme to collect recommended immigration statistics, a country will have data on the total number of persons entering the country in each of the principal categories of immigrants. In the second and subsequent phases of its programme, it could consider its special needs and circumstances, and proceed in a step-by-step manner towards collecting data on the recommended characteristics of immigrants. The list of recommended characteristics is rather extensive and a given country may or may not require immediately data on all recommended characteristics of immigrants. Therefore it is advisable to proceed gradually in these later phases.

In phases II, III and IV countries will again assess the methods of data collection which are most appropriate and feasible for the collection of data on immigrant characteristics. The expansion of existing vehicles of data collection to include characteristics of immigrants is one possible approach. For example, national surveys or population registers could include characteristics among other items of information. Another approach could be to follow up immigrants or a sample of immigrants who have been identified in one statistical programme, with a questionnaire on characteristics specific to each category of immigrants. For example, countries could include the address of travellers on arrival/departure forms. A sample of all immigrants or selected categories of immigrants could be given or sent by mail a supplementary questionnaire which has the social, economic and demographic characteristics recommended by the United Nations. The form would then be returned in the mail to statistical authorities. The use of such procedure for data collection would require an investigation and analysis of the inevitable biases introduced by non-response to mail-back questionnaires and attrition in the follow-up sample, as well as an analysis of costs introduced by possible interferences with border traffic.

Phases II, III and IV should be tailored to the particular needs of each country of arrival. Each country would prepare its own programme based on national needs and priorities; specifically, the recommended characteristics for each category of immigrants should be ranked according to the items most required for national uses, including legislative, administrative and policy purposes. For example, in phase II of the programme of collection of immigration statistics, it is suggested to collect data on the characteristics of immigrants belonging to the specific recommended category of arrivals, which are of first priority for the receiving country. In addition, if it is possible to do so, during the second phase, data should also be collected on the characteristics that are most relevant to the needs and circumstances of the countries with which the receiving country is linked by sizeable migration streams.

In phase III of the national programme, it is suggested to collect data on the characteristics of persons in the recommended category of arrivals that are of second priority for the receiving country. In addition, as in the preceding phase, the receiving country might collect data on the characteristics of migrants that are of special bilateral and multilateral use to countries linked by sizeable migration streams. Finally, in phase IV it is suggested to collect data on the characteristics of immigrant arrivals which are ranked third in terms of usefulness

to the receiving country, as well as, if possible, any recommended characteristics for which data are requested by the sending countries.

The preceding general approach to phased migration data collection can take many different forms, one of which is shown in table III.1. As can be seen from the illustration, for any given category of arrivals the country could focus its attention in the second phase on collecting information on a selected number of characteristics and postpone until a later phase (or phases) the collection of data on the remaining characteristics of persons. 21/

The characteristics that the United Nations has recommended for collection vary from category to category and are summarized below:

(a) For long-term immigrants

- (i) Age,
- (ii) Sex,
- (iii) Marital status,
- (iv) Country of last stay of more than one year,
- (v) Country of birth and/or country of citizenship,
- (vi) Educational attainment and/or educational qualifications,
- (vii) Country in which education at the third level was received,
- (viii) Economic activity status in the country of last stay of more than one year,
- (ix) Occupation in the country of last stay of more than one year,
- (x) Actual or intended occupation in the country of arrival.

(b) For short-term immigrants

- (i) Age,
- (ii) Sex,
- (iii) Marital status,
- (iv) Country of last stay of more than one year,
- (v) Occupation in the country of last stay of more than one year,
- (vi) Actual or anticipated occupation in the country of arrival.

(c) For short-term emigrants returning

- (i) Age,
- (ii) Sex,

Table III.1

Phased programme for the collection of immigration statistics

Topic	Phase			
	I	II	III	IV
<u>Identification</u>				
1. Items required to identify long-term immigrants <u>a/</u>	X			
2. Items required to identify short-term immigrants <u>a/</u>	X			
3. Items required to identify short-term emigrants returning <u>a/</u>			X	
4. Items required to identify nomads (if applicable) <u>a/</u>	X			
<u>Characteristics b/</u>				
1. Country of last stay of more than one year		X		
2. Age		X		
3. Sex		X		
4. Marital status		X		
5. Country of birth and/or country of citizenship			X	
6. Educational attainment and/or educational qualifications			X	
7. Country in which education at the third level was received				X
8. Country in which last worked			X	
9. Occupation <u>c/</u>				X
10. Economic activity status <u>d/</u>			X	

a/ Refer to chapter II of the present report for the items that are required to identify persons in each of the recommended categories of arrivals.

b/ Some of the characteristics listed are applicable only to some categories of arrivals, and some are applicable only if the data source that is being used by the country (border collection, registration, census or sample survey) is appropriate for collecting information on that category or characteristic.

c/ This refers to the occupation in both the country of arrival and in the country of last stay of more than one year for long-term immigrants, for short-term immigrants and for short-term emigrants returning, and it refers to the occupation in the country in which last worked for short-term emigrants returning.

d/ This refers to the economic activity status (i.e., whether employed, unemployed or not economically active) in the country of last stay of more than one year for long-term immigrants and short-term emigrants returning, and to the economic activity status in the country of last stay of one year or less in the case of short-term emigrants returning.

- (iii) Marital status,
 - (iv) Country in which last worked,
 - (v) Intended economic activity status in the country of arrival,
 - (vi) Economic activity status in the country of last stay of one year or less,
 - (vii) Actual or anticipated occupation in the country of arrival,
 - (viii) Occupation in the country in which last worked.
- (d) For nomads
- (i) Age,
 - (ii) Sex.

It was earlier suggested that, during the second or later phase of the programme, countries collect information, if possible, on the characteristics that are most relevant to the needs and circumstances of the countries to which they are linked by sizeable migration streams. For example, countries might consider collecting information on "country of last stay of more than one year" at an early stage in phase II, not only because of its value to users in the country collecting the information, 22/ but also because of its importance to users in the sending country. 23/ In the light of bilateral or multilateral needs of countries linked by migration streams, similar items could be mutually agreed on for collection and exchange among countries.

In deciding the relative priority to be assigned to obtaining information on the specific characteristics of immigrants it will be important to hold extensive and detailed consultations with existing and potential data users. Those priorities, together with information on the data needs of receiving countries and a variety of technical, administrative and budgetary constraints, will determine at which stage, if at all, of the phased programme (that is, phase II, III or IV) a specific characteristic is to be included.

Because at least some of those contacted in the consultations with potential data users are likely to be unaware of the many possible uses of immigration data, it will be helpful if a discussion paper is prepared in advance of those consultations. At a minimum, such a discussion paper can review the full list of possible characteristics, the major tabulations that can be generated on the basis of those characteristics and the potential uses of the tabulations. Material that may assist in the preparation of the discussion paper will be found in chapters III, IV and V of Recommendations on Statistics of International Migration. It would be useful if this material could be augmented by specific examples of issues, policies and concerns drawn from the country involved.

IV. COLLECTION OF EMIGRATION STATISTICS IN PHASES

In addition to statistics of immigration, countries require statistics on the number and characteristics of persons who depart to live or work in another country. Therefore, countries are urged to establish a phased programme for the collection of emigration statistics by following closely that for immigration described in chapter III. There are advantages in establishing a separate phased collection programme for statistics of emigration. The country will have direct sources of statistics concerning emigration and in developing those sources. It can start with the type of emigration statistics that has the greatest national importance and implement data collection procedures that are most appropriate for the specific type of statistics. Moreover, countries need not commence programmes on immigration and emigration statistics at the same time. The emigration statistics programme can be initiated later when the immigration statistics programme has been under way or vice versa depending on national priorities and data needs.

A. Data sources and vehicles for collecting emigration statistics

The same three general sources that are appropriate for the collection of immigration statistics can be used for the collection of emigration statistics (i.e., border control, population registers and field inquiries). However, the scope of those vehicles for information on departures may differ from their scope for the collection of immigration statistics. For example, questionnaires distributed to persons departing over international borders will include items concerning length of stay in the country of departure, intended stay and activity abroad etc. Population registers and other administrative records are useful for identifying emigrants by employing a series of questions on travel intentions when a person deletes his or her name from the register or through matching administrative records. National surveys can be used to generate data on the volume and composition of emigration through a variety of statistical techniques. As in the case of immigration statistics, however, the choice of one or more sources for the collection of emigration statistics will depend on national priorities for information on various categories of international travellers, geography, volume and characteristics of international population movements, available resources and existing national statistical capabilities.

In view of the fact that many countries find it somewhat more difficult to collect statistics of emigration than statistics of immigration, it would be useful to discuss briefly some of the different possible data sources and collection procedures that countries could utilize for the collection of emigration statistics. Moreover, the circumstances which countries may encounter in collecting statistics of emigration differ substantially from those that they may encounter in the collection of immigration statistics.

Other things being equal, and in the absence of a well functioning system of population registration, border collection of emigration statistics may be the most effective and efficient data source. Departure forms can be modified to include the items necessary for identification of categories of emigrants. Countries that are islands generally have a comparatively small number of exit points (i.e., airports and seaports) and therefore they can often use this situation to their advantage in the collection of emigration statistics. It may be feasible to

solicit information, for example, from passengers waiting in departure lounges shortly prior to the boarding of their vessels for their voyage to a foreign country. 24/

As stated above, countries collecting emigration statistics through border control could modify existing arrival/departure forms (A/D forms) to include the items of information on length of stay in the departing country and abroad, and purpose of travel, required to identify long-term and short-term emigrants and short-term immigrants departing. Countries may also develop a questionnaire for the collection of emigration statistics to be distributed to all international departures or a sample of departures. Such a form would be comparable to the sample questionnaire (see chap. III) designed for the collection of immigration statistics, with all the required changes in it so that it would refer to categories of emigrants. Such a system could be initiated gradually, beginning with vessels departing for those destinations identified through other countries' immigration statistics as being the destination of large numbers of emigrants. If this system were used, countries would also be able to include questions on the characteristics of emigrants.

Population registers, where they exist and function well, can be a valuable source of emigration statistics, particularly for long-term and short-term emigrants. Criteria for initial registration, however, should be made explicit for the analysis of data on emigration. Ideally, those criteria should be consistent with the components of the definition of immigrants such that a correct balance of net immigration to or emigration from a country can be readily obtained.

Other administrative files or records are potential sources of data on emigration for countries that do not have usable population registers. For example, samples could be drawn from change of address notifications which have been sent to national post offices by persons moving to foreign countries. The statistical office or other concerned government agency could then mail questionnaires to those persons at their new address abroad to obtain detailed information about their movement. Also, exploitation of administrative files concerning tax returns, pensions and national health insurance could yield information on emigration from the country. Coverage of the population of emigrants by those administrative records would be a component of this general strategy for data collection.

An estimate of the number of persons emigrating during an intercensal period can be derived by comparing demographic data from two consecutive national censuses by incorporating probabilities of survival. 25/ Methods of demographic estimation may also be useful for exploiting fully a variety of national statistical files for information on the volume and characteristics of emigration. Such techniques yield an indirect measure of emigration and thus can serve a useful step in the development of a national programme for the collection of emigration statistics.

National sample surveys are another source of information on emigration. Such surveys may use several different approaches to obtain information on emigration. First, surveys may generate indicative data on emigration by asking respondents about their intentions concerning international travel. Secondly, surveys may be used in place of one or both censuses in preparing estimates of emigration using census-survival techniques referred to above. Thirdly, data on emigration can be obtained from longitudinal surveys using the "follow-up approach". 26/ This procedure is most suitable to investigate the movement of individuals rather than entire households. Finally, surveys may use network or multiplicity techniques for

the estimation of emigration from a country in which respondents (e.g., parents, brothers etc.) can be asked about the emigration of any member of their family or household. 27/ The date of departure, destination and purpose of travel are among the items of information required to identify various categories of emigrants. Characteristics of emigrants can be asked of household or family members. This method of data collection holds a great potential for countries that lack any source of information on emigration, such as border collection, or have a national survey, such as a labour force or demographic survey currently in existence. Network surveys can also be useful for countries seeking information on long-term emigrants. However, a number of issues pertain to this source of data: first, emigration statistics derived from network surveys reflect the migration patterns of household or family members; single person households or families which have migrated will not be covered, implying thereby certain omissions. Secondly, the size of the sample relative to the volume of emigration from the country has serious implications in respect of this method.

B. Phase I of the emigration statistics collection programme

As has been mentioned previously, countries are urged to structure the phased programme for the collection of international migration statistics in such a way as to obtain in the first phase information that is required for identifying categories of migrants. Consequently, in phase I of the programme for emigration statistics it is recommended that countries collect necessary information to identify long-term emigrants, short-term emigrants, short-term immigrants departing and, if applicable, nomads among all international departures from the country. If a country is already collecting statistics of emigration, it should decide whether to replace the national definition and categories of emigrants with those recommended by the United Nations or to modify its existing data collection system to enable conversion of available statistics into categories of emigrants that correspond closely to the United Nations recommendations. 28/

For the identification of long-term emigrants among international travellers, the following four items are required: (a) date of departure, (b) intended duration of the absence, (c) whether the person has ever before been absent from the country continuously for more than one year and (d) if so, whether the person has been in the country continuously for more than one year since his/her most recent continuous absence of more than one year.

One additional item is necessary to identify short-term emigrants, that is, the purpose of his/her current departure.

To identify short-term immigrants departing among visitors whose long term of stay in the country was one year or less, one further item is necessary, that is, the purpose of his/her last stay in the country of departure.

C. Phases II, III and IV of the emigration statistics collection programme

It is expected that phases II, III and IV will focus on the collection of information on the characteristics of emigrants. Collection of these data can be introduced in phases indicated by national requirements for specific types of social, economic and demographic information and for data on specific categories of

emigrants. The list of recommended characteristics is likely to be too extensive to begin collecting simultaneously information on all of them for each of the recommended categories and, therefore, it is suggested that countries proceed in the following phased manner.

In phase II of the programme, countries could decide which specific recommended category(ies) of emigrants and their characteristics are most relevant for national policy-making and analysis. For example, if the category of long-term emigrants is the most relevant category for national uses, then the following characteristics may be included for collection during the second phase: 29/

- (a) Age,
- (b) Sex,
- (c) Marital status,
- (d) Country of intended stay,
- (e) Country of birth and/or country of citizenship,
- (f) Educational attainment and/or educational qualifications,
- (g) Country in which education at the third level was received,
- (h) Economic activity status in the country of departure,
- (i) Occupation in the country of departure.

In phases III and IV of the programme, countries are encouraged to collect information concerning the category(ies) of emigrants and their characteristics which are second and third in national priority respectively. The above is a general outline of a phased approach that countries may follow for the emigration collection programme. This general approach can, however, take many specific forms. One such specific approach is shown in table IV.1. For any given category of departures, as illustrated below, countries could concentrate their efforts in the second phase on collecting information on a selected number of characteristics and postpone until a later phase (or phases) the collection of data on the remaining characteristics of persons belonging to the different categories of emigrants.

Table IV.1

Phased programme for the collection of emigration statistics

Topic	Phase			
	I	II	III	IV
<u>Identification</u>				
1. Items required to identify long-term emigrants <u>a/</u>	X			
2. Items required to identify short-term emigrants <u>a/</u>	X			
3. Items required to identify short-term immigrants departing <u>a/</u>	X			
4. Items required to identify nomads (if applicable) <u>a/</u>	X			
<u>Characteristics b/</u>				
1. Country of intended stay		X		
2. Age		X		
3. Sex		X		
4. Marital status		X		
5. Country of birth and/or country of citizenship			X	
6. Educational attainment and/or educational qualifications			X	
7. Country in which education at the third level was received				X
8. Occupation <u>c/</u>				X
9. Economic activity status <u>d/</u>			X	

a/ Refer to chap. II of the present report for the items that are required to identify persons in each of the recommended categories of departures.

b/ Some of the characteristics listed are applicable only to some categories of departures, and some of the characteristics are applicable only if the data source that is being used by the country (border collection or registration) is appropriate for collecting information on that category or characteristics.

c/ This refers to the occupation in the country of departure for both long-term and short-term emigrants, and to the occupation in the country of destination for short-term emigrants (for border collection only).

d/ This refers to the economic activity status (i.e., whether employed, unemployed or not economically active) in the country of departure for both long-term and short-term emigrants (for border collection only).

V. TABULATION AND PUBLICATION OF MIGRATION STATISTICS IN PHASES

The primary focus of the present report so far has been on the collection of immigration and emigration statistics. Relatively less attention has been given to specific issues associated with the tabulation and publication of the statistics. This topic has been treated extensively in Recommendations on Statistics of International Migration. Moreover, the tabulations that have been recommended therein for publication constitute a comprehensive long-term objective for countries towards the development of comparable international migration statistics.

However, tabulation and publication of data are generally not given adequate emphasis in national statistical programmes as a whole. Therefore, countries are specially urged to draw up, in conjunction with the phased collection of migration statistics, concrete tabulation and publication programmes. Indeed, the tabulation and publication programme should be viewed as a natural extension of the phased data collection programmes described in the preceding chapters.

In view of the diversity that is likely to exist among data collection programmes developed by different countries, an "ideal" publication programme for use by all countries can hardly be presented. 30/ Instead, an illustration is shown providing one possible way in which countries can proceed.

A. Preliminary steps in tabulation and publication of migration statistics

An inventory of national statistics available concerning international migration is an important preliminary step in the tabulation programme. The inventory, as suggested in chapter I, could usefully be included as an appendix to the published statistics concerning international migration. Such an inventory will benefit all users of the statistics in the country collecting the data, as well as in other countries. 31/

A related step is the compilation and publication of detailed information on the definitions, classifications and methods used in collecting statistics on immigrants and emigrants. This step is useful as a basis for understanding the similarities and differences between, on the one hand, the national definitions and categories of international migrants and, on the other hand, the definitions recommended by the United Nations. Such information 32/ will also assist both national and international users of the statistics to understand fully the coverage of the data and their strengths and weaknesses.

Two additional items are important preliminary contributions to a national programme for tabulation and publication of international migration statistics. First, countries are urged to consider producing, if possible annually, tabulation concerning the adjustment of status of temporary immigrants such as students, tourists and guest workers to permanent or long-term immigrant status. That tabulation would provide a basis for assessing the coverage of published immigration statistics concerning the actual length of stay in the country. Secondly, it would be useful if a guide to tabulations which are available in unpublished format were published and made available to potential data users. Specific information on the coverage and level of detail for available but unpublished tables would aid users in effectively conducting a comprehensive study

of international migration. Those preliminary steps could be implemented rather quickly without much difficulty by virtually all countries that are currently collecting statistics on immigration and/or emigration.

B. Phased tabulation and publication programme

The phased tabulation and publication programme illustrated here is based on the 34 tabulations on international migration flows that are included in the United Nations recommendations. It assumes that progress in the tabulation and publication programme is dependent upon the progress that is made in the data collection programme and therefore that those tabulations would be initiated gradually over time. Although the phased tabulation and publication programme is expressed in terms of annual tabulations, countries with high levels or strong seasonal patterns of international migration may consider it advisable to compile at least some of the general tabulations more frequently, say, quarterly. 33/

The list of the 34 recommended tabulations on international migration flows is shown in table V.1. 34/ The form and content which a national phased tabulation and publication programme might take is illustrated in table V.2. In examining this illustrative phased programme, the following five points should be kept in mind. First, the numbers in table V.2 refer to the 34 recommended tabulations presented in table V.1. Secondly, the portions of table V.2 referring to "Arriving migrants" and "Departing migrants" should be viewed as implying two separate phased tabulation programmes. Thirdly, within each of the two separate phased programmes, different phased subprogrammes have been identified for each major category of arriving and departing migrants. Fourthly, the illustrations of the phased tabulation and publication programmes closely parallel the illustrations of the phased data collection programmes that are discussed in chapters III and IV. Finally, in the last phase of the tabulation and publication programme, it is anticipated that countries will publish supplementary and more detailed information such as the tabulations that have been designated in the United Nations recommendations as being "also useful".

The illustration shown in table V.2 also identifies separate subprogrammes for each of the recommended categories of arriving and departing migrants. It is suggested that countries follow this same approach in developing their own phased publication programmes because of the likelihood that they will experience different rates of progress in collecting the recommended statistics for each category of migrants. For example, a country, say, three years from now, may have made sufficient progress in its phased data collection programme to permit the initiation of phase IV of its publication programme for long-term immigrants, but still be at phase III of its publication programme for short-term immigrants. Moreover, at the same point in time the same country may be just commencing phase II of its publication programme for long-term emigrants and may not have yet commenced its phased publication programme for short-term emigrants. 35/

Table V.1

List of recommended tabulations on migrant flows a/

Table

Table titles b/

I. ARRIVING MIGRANTS

A. General

1. Arriving migrants by category, age and sex

B. Long-term immigrants

2. Long-term immigrants by marital status, age and sex
3. Long-term immigrants by country of last stay of more than one year (age and sex)
- 4A. Long-term immigrants by country of birth (and sex)
and/or
- 4B. Long-term immigrants by country of citizenship (and sex)
5. Long-term immigrants ... years of age and over by educational attainment, (age and sex)
6. Long-term immigrants who have successfully completed a course of study at the third level of education, by educational qualifications (age and sex)
7. Long-term immigrants who have attended school at the third level, by country in which education at the third level was received (age and sex)
8. Long-term immigrants ... years of age and over by economic activity status in the country of last stay of more than one year (age and sex)
9. Economically active long-term immigrants ... years of age and over by country of last stay of more than one year, occupation in that country (and sex)

C. Short-term immigrants

10. Short-term immigrants by marital status, age and sex, distinguishing (a) those entering to work and (b) their dependants and domestic employees
11. Short-term immigrants by country of last stay of more than one year (age and sex), distinguishing those entering to work and (b) their dependants and domestic employees

Table V.1 (continued)

Table	Table titles b/
12.	Short-term immigrants entering to work, by intended duration of stay (intended or actual occupation in country of immigration and sex)
13.	Short-term immigrants entering to work, by occupation in country of last stay of more than one year (intended or actual occupation in country of immigration and sex)
D. <u>Short-term emigrants returning</u>	
14.	Short-term emigrants returning, by marital status, age and sex, distinguishing (a) those who worked abroad and (b) their dependants and domestic employees
15.	Short-term emigrants returning after working abroad, by country in which last worked (age and sex)
16.	Short-term emigrants returning after working abroad by duration of absence (occupation abroad and sex)
17.	Short-term emigrants returning after working abroad, by occupation abroad (occupation in country to which returning and sex)
E. <u>Nomads entering</u>	
18.	Nomads entering, by duration of absence, intended duration of stay, age and sex
II. DEPARTING MIGRANTS	
A. <u>General</u>	
19.	Departing migrants by category, age and sex
B. <u>Long-term emigrants</u>	
20.	Long-term emigrants by marital status, age and sex
21.	Long-term emigrants by country of intended stay (age and sex)
22A.	Long-term emigrants by country of birth (and sex)
	and/or
22B.	Long-term emigrants by country of citizenship (and sex)

Table V.1 (continued)

Table	Table titles <u>b/</u>
23.	Long-term emigrants ... years of age and over by educational attainment (age and sex)
24.	Long-term emigrants who have successfully completed a course of study at the third level of education, by educational qualifications (age and sex)
25.	Long-term emigrants who have attended school at the third level, by country in which education at the third level was received (age and sex)
26.	Long-term emigrants ... years of age and over by economic activity status in the country of emigration (age and sex)
27.	Economically active long-term emigrants ... years of age and over by country of emigration, occupation in that country (and sex)

C. Short-term emigrants

28.	Short-term emigrants by marital status, age and sex, distinguishing (a) those departing to work and (b) their dependants and domestic employees
29.	Short-term emigrants by country of intended stay (age and sex), distinguishing (a) those departing to work and (b) their dependants and domestic employees
30.	Short-term emigrants departing to work, by intended duration of absence (intended occupation abroad and sex)
31.	Short-term emigrants departing to work, by occupation in country of emigration (intended occupation abroad and sex)

D. Short-term immigrants departing

32.	Short-term immigrants departing, by marital status, age and sex, distinguishing (a) those who worked in the country and (b) their dependants and domestic employees
33.	Short-term immigrants departing after working in the country, by occupation in the country (duration of stay and sex)

Table V.1 (continued)

Table

Table titles b/

E. Nomads departing

34. Nomads departing, by duration of stay, intended duration of absence, age and sex

a/ A detailed illustration of one possible format for each of these tabulations is included in the United Nations recommendations (see United Nations publication, Sales No. E.79.XVII.18).

b/ For purposes of the present report, portions of some table titles have been placed in parentheses. This is because the contents of table V.1 are meant to be read in conjunction with the contents of table V.2. The portion in parentheses is intended to indicate that the bracketed portion can be considered as being lower in priority in the tabulation programme than the unbracketed portion, and thus that, if necessary, countries should place greater emphasis on publishing at least the portion of the table that is not in parentheses.

Table V.2

Phased tabulation and publication programmes for
the 34 recommended tabulations on international
migration flows

PHASED PROGRAMME FOR ARRIVING MIGRANTS					
Phase	General	Long-term immigrants	Short-term immigrants	Short-term emigrants returning	Arriving nomads (if applicable)
I	1	-	-	-	-
II	-	2, 3	10, 11	14, 15	18
III	-	4A/4B, 5, 8	12	16	-
IV	-	6, 7, 9	13	17	-

PHASED PROGRAMME FOR DEPARTING MIGRANTS					
Phase	General	Long-term emigrants	Short-term emigrants	Short-term immigrants departing	Departing nomads (if applicable)
I	19	-	-	-	-
II	-	20, 21	28, 29	32	34
III	-	22A/22B, 23, 26	30	33	-
IV	-	24, 25, 27	31	-	-

Note: See also table V.1.

Finally, it must be emphasized that national phased tabulation and publication programmes as developed by individual countries will almost certainly differ from the sequence that has been illustrated. National programmes will be designed according to the priorities, needs and circumstances of each country. Variations in the sequence in which tabulations are published will result from variations in phased data collection programmes of countries which, in turn, depend on national priorities and needs. However, by proceeding in a phased manner such as that illustrated here countries will gradually acquire a body of reliable statistics on international migration that will ultimately lend itself to international comparability and compilation of world immigration and emigration statistics.

VI. DATA EVALUATION AND ANALYSIS

The United Nations recommendations on statistics of international migration were developed to assist countries in improving their statistics on international population movements. By implementing those recommendations, countries will be collecting data which are useful for a wide variety of important national purposes, and which are internationally comparable. The overall strategy rests on the development of a phased national programme for the collection, tabulation and publication of international migration statistics which is tailored to the particular needs and priorities of each country. The preceding chapters have provided illustrations of the way in which countries might proceed towards implementing a phased programme that takes account of the United Nations recommendations. The illustrations are intended to be regarded only as models; it is hoped that each country will develop specific programmes for the collection of migration statistics according to the international recommendations and taking into account patterns of international travel and existing statistical programmes. The final component of any national statistical programmes in this area covers the evaluation and analysis of the data on international migration.

The analysis of international migration statistics can serve a variety of users: policy-makers, programme managers or administrators or academic-oriented researchers. Such analysis may be carried out by the statistical agencies or units involved in the publication of the latter, by a variety of user ministries, by quasi-governmental research bodies, by academic institutions or by individuals. Such analysis may draw on a number of different subject-matter disciplines: law, international relations, social welfare, economics, public administration, demography etc.

In the face of this diversity, no simple overall guidance on either the goals or methods and analysis is possible. For those interested, a short list of references that may be helpful to those planning or undertaking the analysis of international migration statistics is given at the end of the present report.

An important organizational issue not covered in the references is the question of how much of the analysis is to be carried out within the agencies or units responsible for data production. Clearly, the primary responsibility of the data-producing agencies is to release reliable data in a timely fashion. Also, it may be anticipated that few statistical production agencies have the breadth and depth of analytical skills required for many of the kinds of analyses that can be usefully carried out. As a result, much of the analysis of data will be carried out elsewhere. Nevertheless, as noted in the Handbook of Statistical Organization, Vol. I,

"A statistical agency should not only produce data but, to the extent possible, also use statistics for analysis of various kinds. Such use will enhance the capability of evaluating the quality of existing statistics and the need for new data. Thus analytical work may contribute to an improvement in both the reliability and the relevance of existing official statistics, and strengthen substantially the feasibility of satisfying the needs of users." 36/

The point made in the Handbook about official statistics generally is equally applicable to the field of international migration statistics. Thus, chapter IX of the Handbook, entitled "Research and Analysis", in its entirety provides much useful guidance.

Regardless of how little or how much they are involved in data analysis, the units and agencies responsible for the production of statistics of international migration must play an active role in the evaluation of the data they produce. No statistics are error free and evaluation is the process by which errors in the data or faulty procedures are identified and their impact assessed.

There are many different ways in which countries can evaluate the international migration statistics. For example, in order to evaluate the statistics on immigration flows, countries should compare data from different sources, even if the official statistics are based on a single source. The comparison of official statistics (or sub-sets of them) with other possible data sources in which immigrants could be identified, such as national and local censuses, partial registers, selected administrative records etc., is one way to proceed. Countries might also compare their statistics on immigration by country of last stay of more than one year with the statistics that have been compiled by other countries on emigration by country of intended stay. ^{37/} Likewise, countries should also endeavour to evaluate the statistics on emigration by making similar types of comparison between the official statistics of emigration and other possible data sources, including those of the receiving countries. It should be noted that the evaluation referred to here need not await the completion of all phases of the national programme, but rather should be commenced as soon as possible after phase I of the data collection programme has been initiated.

Finally, the evaluation programme should be a continuing process. Accordingly, countries should undertake regularly bilateral and multilateral comparisons of relevant data and incorporate other methods of data evaluation into national statistical programmes concerning international migration. In this way, countries would be able to succeed in identifying and removing different errors that arise in the process of collecting, tabulating and publishing the statistics, and also experience possible benefits. For example, the types of comparisons of data on a bilateral basis referred to above may be useful to infer the size of undocumented migration to and from a specific country. The comparisons may also lead to the identification of alternative data sources and more economical methods of collecting the required statistics.

Notes

1/ For a discussion of the need for international migration statistics, see Recommendations on Statistics of International Migration (United Nations publication, Sales No. E.79.XVII.18), paras. 1-6 and 106-170; and Towards a System of Social and Demographic Statistics (United Nations publication, Sales No. E.74.XVII.8), paras. 10.20-10.25.

2/ "National practices in the definition, collection and compilation of statistics of international migration" (ST/ESA/STAT/80/Rev.1).

3/ International Migration Statistics (United Nations publication, Sales No. 53.XVII.10).

4/ Recommendations on Statistics of International Migration, op. cit.; see also Consolidated Statistics of All International Arrivals and Departures: A Technical Report (United Nations publication, Sales No. E.85.XVII.8).

5/ For details, see Consolidated Statistics of All International Arrivals and Departures ..., op. cit.

Notes (continued)

6/ In this connection, countries could continue to publish immigration statistics that correspond to nationally designated categories and definitions in conjunction with the supplementary data required to permit the nationally designated data to be converted into a set of data that more closely corresponds to the international recommendations. An alternative and more preferable approach would be for the country to publish immigration statistics that approximate as closely as possible the international recommendations, and to use the supplementary data to permit it to obtain a set of data that could be used specifically for the more narrow administrative purposes for which the statistics are now being collected.

7/ See Recommendations on Statistics of International Migration, op. cit., paras. 37-58, for the advantages and disadvantages associated with those sources for purposes of collecting information on migration flows.

8/ By doing so, countries may decide, for example, to use a given data source for collecting statistics for a specified category of arriving immigrants, and to use a different data source for collecting statistics for other categories of arriving immigrants.

9/ For example, some countries keep statistics for administrative purposes on the number of foreign residents that are granted temporary employment visas or work permits, but those statistics are not referred to in the national publications dealing with migration statistics.

10/ It should be noted that some countries may prepare data collection programmes that consist of a small number of different phases, and others may prepare programmes that consist of a large number of phases. As shall be seen shortly, for purposes of the present report four separate phases have been identified in the illustrations of the phased data collection programmes described herein.

11/ Those items do not address fully the identification of nomads; thus, countries affected by such migratory movements would have to develop appropriate identification procedures for this category. For example, see Economic Commission for Africa, "Study on special techniques for enumerating nomads in African censuses and surveys" (E/CN.14/CAS.10/16, June 1977).

12/ It should not be concluded from this that a large number of additional questions on characteristics of arriving persons could be added to the form, for to do so could result in less co-operation from respondents and from the crew members of the vessel who distribute the form to the passengers.

13/ Such a supplementary questionnaire should be sent to the address specified in as short a time after their arrival in the country as is operationally feasible to ensure that no difficulties will arise owing to memory lapses, subsequent migrations, mortality etc.

14/ See Consolidated Statistics of All International Arrivals and Departures ... op. cit., annex.

Notes (continued)

15/ See Principles and Recommendations for Population and Housing Censuses (United Nations publication, Sales No. E.80.XVII.8); and Handbook of Household Surveys (United Nations publication, Sales No. E.83.XVII.13).

16/ The United Kingdom of Great Britain and Northern Ireland is one example of a country that is already using this approach (see chap. X).

17/ This decision would undoubtedly be taken as part of the overall assessment of the current state of the national statistics on immigration that the country made prior to preparing detailed plans for its phased programme for the collection of immigration statistics.

18/ The question of the production of estimates of the number of immigrants in each of the recommended categories is discussed in more detail later in this chapter.

19/ According to "National practices in the definition, collection and compilation of statistics of international migration" (ST/ESA/STAT/80/Rev.1), many countries use markedly different periods of intended residence, such as one month, three months, six months, 12 months, three or more years etc.

20/ A detailed illustration of the way in which Canada and the United Kingdom proceeded to produce estimates of long-term migration between the two countries by adjusting statistics compiled for national purposes so that they would correspond as closely as possible to the international definition of a long-term migrant is contained in a paper by C. Walker and J. Kelly entitled "Migration between Canada and the United Kingdom: a comparison of unadjusted and adjusted data" (CES/AC/42/8).

21/ It should be noted that table III.1 was prepared solely for the purpose of showing how a country can proceed gradually towards collecting an increasing amount of information on the characteristics of persons in each of the recommended categories of arrivals. Consequently, no attempt was made to incorporate into table III.1 a suggested sequence for countries to follow in terms of the different recommended categories of arrivals. This was done in an effort to keep table III.1 as simple as possible.

22/ Information on this variable is useful to all countries collecting the statistics, because it provides them with data on the countries from which its long-term and short-term immigrants are coming.

23/ In view of the great difficulty many countries have in collecting data on departure, the only source of even approximate information on categories of emigrants that may be temporarily available to such countries is the statistics collected in the country of arrival on immigration by country of last stay.

24/ This technique need not be restricted to countries that are islands. However, if it were the only technique used by a country that was not an island, the statistics thereby obtained would not be representative because of the lack of data on persons who leave the country by other means (e.g., by private automobile, train or bus).

Notes (continued)

25/ Survival techniques which are useful for the estimation of migration are described in Manual III: Methods for Population Projections by Sex and Age (United Nations publication, Sales No. 56.XIII.3).

26/ Technical Report on the Follow-up Method in Demographic Sample Surveys (to be issued shortly as a United Nations publication).

27/ See Sirteen, Monroe G. "Household surveys with multiplicity", Journal of the American Statistical Association, March 1970, vol. 54, pp. 257-266; and International Union for the Scientific Study of Population, Indirect Procedures for Estimating Emigration (Liege, IUSSP, 1981).

28/ For example, those countries that employ in their definition of (long-term) emigrants an intended duration of absence which differs from the recommended definition of "more than one year" (e.g., six months) would make important progress towards conformity with the international recommendations if they were to collect additional information which would enable them to identify persons leaving for more than one year, while retaining (if necessary) a separate group for those leaving for a duration of time which is of particular interest to national authorities (e.g., six months). Individual countries will undoubtedly be able to point to several other examples of how the collection of supplementary data could permit them to approximate more closely the international recommendations while retaining nationally defined categories of particular interest to them.

29/ Before initiating the actual collection of data on characteristics, it will be useful to examine the United Nations recommended tabulations in order to ensure that the data collected can be tabulated in the recommended format.

30/ For example, some countries will give greater emphasis initially to immigration statistics in their data collection programme, and others to emigration statistics. Moreover, among those that, for example, give greater attention to immigration statistics, some countries will place a higher priority on obtaining data on long-term immigrants and others on short-term immigrants (or short-term emigrants and others on short-term immigrants or short-term emigrants returning, or nomads). Similar differences will occur among those countries that initially give greater attention to the collection of emigration statistics.

31/ These inventories can prove useful by providing scope for users to make special requests for unpublished data. If the country receives a sufficient number of requests for a given table, the country could consider adding that additional table to its regular publication on migration statistics.

32/ If desired, countries could include these details in their regular publications only periodically and refer readers to earlier editions in which the detailed information is provided.

33/ If it is not feasible to publish basic tabulations quarterly, countries are encouraged to publish the tabulation annually, but in doing so to provide separate data for each calendar quarter within the year.

34/ For the suggested format of these tabulations, see Recommendations on Statistics of International Migration, op. cit., pp. 20-53.

Notes (continued)

35/ The "slower" rate of progress which country "X" is experiencing in this example in its phased publication programme for emigration statistics would probably be attributable to the fact that this country placed a lower priority on the collection of emigration statistics during the preceding period than it had placed on the collection of immigration statistics.

36/ United Nations publication, Sales No. E.79.XVII.17, p. 57.

37/ This comparison will be more difficult to make and also less useful for assessing the quality of the statistics if the two countries are not using the internationally recommended classification for categorizing persons who cross their frontiers.

Part Two
COUNTRY REPORTS

VII. SUGGESTIONS AND POSSIBILITIES FOR MAKING CANADA'S STATISTICS
ON IMMIGRATION AND EMIGRATION COMPLY MORE FULLY WITH THE
UNITED NATIONS RECOMMENDATIONS

John J. Kelly*

International migration is a very important component of population change in Canada. The Department of Employment and Immigration publishes official statistics annually on the number and characteristics of persons who are granted admittance to the country each year as immigrants, and Statistics Canada publishes estimates of the number of persons who emigrate from Canada each year. The present paper examines the quality and coverage of Canada's data on international migration flows, compares the data that are available for Canada with the type of data which the United Nations has recommended that countries collect, tabulate and publish on international migration flows, and suggests possible ways in which Canada could produce improved statistics on immigration and emigration flows which not only would correspond more closely with the international recommendations, but also would be able to be used by the Government and other users for a variety of useful purposes.

A. United Nations recommendations on international migration statistics

Most statistically advanced countries attempt to collect information regularly on the number and characteristics of migrants entering and leaving the country because of the important national purposes for which such information can be used. For example, countries require data on immigration and emigration flows because the flows can have a pronounced effect on the size of the population, on the demographic composition of the population, on the occupation composition of the population etc. With such information, countries can take action to help ensure that they acquire and/or retain the human resources and skills for which they have a need. However, there are very wide variations in the manner in which different countries define immigrants and emigrants, and therefore at the present time there is a serious lack of comparability throughout the world among the available national statistics on international migration flows.

In an attempt to overcome this problem, the United Nations recently published an extensive set of recommendations for statistics of international migration. ^{1/} These recommendations provide a classification for the different categories of persons who enter or leave a country, identify the categories of arrivals and departures which are considered to be international migrants, and recommend the type of data which countries should collect, tabulate and publish for each of the recommended categories of international migrants. The United Nations recognized in formulating its recommendations that not all countries would be able to comply with

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them in the short-term future, and therefore it intends that they be viewed as long-term goals. Nevertheless, in order to ensure that some progress towards the long-term goals will be able to be made, it has encouraged all countries to develop a phased or step-by-step programme tailored to their own circumstances and needs which would enable them to gradually comply more fully with the international recommendations.

The United Nations classification of the various categories of persons who enter or leave a country is shown below in schematic form. As can be seen, not all persons who enter or leave a country are considered to be international migrants, and thus it should be noted that of the 13 categories of arrivals which have been delineated, only four are considered to be international migrants, namely, long-term immigrants, short-term immigrants, short-term emigrants returning and nomads. Similarly, of the 14 categories of departures, only four are considered to be international migrants, and these are long-term emigrants, short-term emigrants, short-term immigrants departing and nomads. Therefore, these four categories of arrivals and departures are the ones to which the international recommendations pertain and the ones on which the United Nations has recommended that countries collect, tabulate and publish statistics. Since Canada can be considered as being among those countries that are not really affected by nomadic population movements, there are only three categories of immigrants and emigrants that are applicable to it. Although the complete definition of each of these categories of international migration is provided in full in the United Nations recommendations, in order to facilitate the discussion which follows the definitions are also summarized below.

1. Recommended categories of immigrants applicable to Canada

(a) Long-term immigrants

Long-term immigrants are persons (nationals and aliens) who enter the country intending to remain for more than one year and who, if they have ever previously been in the country continuously for more than one year, must have been away continuously for more than one year since their last stay of more than one year.

(b) Short-term immigrants

Short-term immigrants are persons (nationals and aliens) who enter the country intending to remain for one year or less for the purpose of working at an occupation remunerated from within the country and who, if they have ever previously been in the country continuously for more than one year, must have been away continuously for more than one year since their last stay of more than one year. In addition, this category includes dependants and domestic employees of the immigrants. Border workers who regularly cross the border to work daily or slightly less frequently are not considered to be short-term immigrants, and thus are not included in this category.

(c) Short-term emigrants returning

Short-term emigrants returning are persons (nationals and aliens, but excluding border workers) entering the country who previously were in the country continuously for more than one year and who have not been away continuously for more than one year since their last stay of more than one year, and whose departure was to work at an occupation remunerated from a foreign country. In addition, this category includes dependants and domestic employees of the migrants.

Schematic presentation of the United Nations classification of the
major categories of persons crossing international frontiers

PERSONS CROSSING INTERNATIONAL FRONTIERS

ARRIVALS

Non-residents

Long-term immigrants a/
Short-term immigrants a/
Visitors from abroad
Nomads a/
Border workers entering to work
Persons in transit
Refugees
Foreign diplomatic representatives
and military personnel coming to
their duty station abroad

Residents

Short-term emigrants returning a/
Persons returning from visits abroad
Nomads a/
Border workers returning after work

National diplomatic representatives
and military personnel returning
from their duty station abroad

DEPARTURES

Residents

Long-term emigrants a/
Short-term emigrants a/
Persons visiting abroad
Nomads a/
Border workers departing for work

Refugees
National diplomatic representatives
and military personnel departing
to their duty station abroad

Non-residents

Short-term immigrants departing a/
Foreign visitors departing
Nomads a/
Border workers departing after work
Refugees
Persons in transit
Foreign diplomatic representatives
and military personnel departing
from their duty station abroad

Source: Recommendations on Statistics of International Migration (United Nations publication, Sales No. E.79.XVII.18), p. 5.

a/ International migrants according to the United Nations recommendations.

2. Recommended categories of emigrants applicable to Canada

(a) Long-term emigrants

Long-term emigrants are persons (nationals and aliens) leaving the country who intend to remain abroad for more than one year and who, if they have ever been away from the country continuously for more than one year, must have been in the country continuously for more than one year since their last absence of more than one year.

(b) Short-term emigrants

Short-term emigrants are persons (nationals and aliens) leaving the country who intend to remain abroad for one year or less for the purpose of working at an occupation remunerated from within a foreign country and who, if they have ever been away from the country continuously for more than one year, must have been in the country continuously for more than one year since their last absence of more than one year. In addition, this category includes dependants and domestic employees of the migrants. Border workers who regularly cross the border to work daily or slightly less frequently are not considered to be short-term emigrants, and thus are not included in this category.

(c) Short-term immigrants departing

Short-term immigrants departing are persons (nationals and aliens, but excluding border workers) leaving the country who previously were away from the country at least once continuously for more than one year and not in the country continuously for more than one year since their last absence of more than one year, and whose last arrival was to work at an occupation remunerated from within the country. In addition, this category includes dependants and domestic employees of the migrants.

As can be seen from the material presented above, the United Nations recommendations for statistics on international migration flows provide a framework for classifying all persons who enter or leave a country, and identify the small number of categories of arrivals and departures which are considered to be international migrants. The recommendations also outline the type of data which countries are recommended to collect, tabulate and publish for each of the recommended categories of international migrant. Having provided this background information, attention will now be focused on the type of data that Canada tabulates and publishes on migration flows to and from Canada.

B. Canada's data on immigration

The statistics that Canada publishes on immigration ^{2/} are compiled by the Employment and Immigration Commission, and they are based on the definition of an immigrant which is contained in the Immigration Act (1976). In general, Canada's administrative definition of an immigrant may be considered as being a person other than a Canadian citizen who has been legally granted admission to the country and who is legally authorized to establish permanent residence in the country. These persons are usually referred to as "landed immigrants", and they form part of the category of "long-term immigrants" which has been identified in the United Nations recommendations. However, as can be seen, Canada's definition of immigrants excludes six groups of persons who would be considered to be immigrants if the United Nations recommendations were followed, for they exclude:

- (a) Canadian citizens returning to Canada to reside after having been absent from Canada for more than one year;
- (b) Persons who previously acquired and still possess "landed immigrant status" and who return to Canada to reside after having been absent from Canada for more than one year;
- (c) Non-citizens of Canada who have been granted temporary admission to Canada on employment visas and who through visa renewals have been permitted to remain in Canada continuously for more than one year;
- (d) Non-citizens of Canada who have been granted temporary admission to Canada on student visas and who through visa renewals have been permitted to remain in Canada continuously for more than one year;
- (e) Non-citizens of Canada who have been granted temporary admission to Canada on other types of non-landed immigrant visas (e.g., long-term "visitors") and who through visa renewals have been permitted to remain in Canada continuously for more than one year;
- (f) Illegal immigrants.

As can be seen from the above list, the immigration statistics that Canada publishes do not correspond to the classification and definitions that have been recommended by the United Nations. Of the four recommended categories of arriving migrants which have been designated by the United Nations, Canada's immigration statistics can be considered as most closely approximating the category for long-term immigrants, but as has been shown above, there are six groups of migrants who are excluded from Canada's immigration statistics which according to the United Nations criteria would be classified as long-term immigrants. Consequently, it must be concluded that Canada's immigration statistics do not closely approximate the internationally recommended category of long-term immigrants. Moreover, at the present time Canada does not publish any statistics that could be considered as approximating the categories of arriving migrants which in the United Nations recommendations have been designated as being either short-term immigrants or short-term emigrants returning. Nevertheless, there are several possible ways in which Canada could obtain internationally more comparable data on immigration flows, and these are outlined below.

C. Possible ways of improving Canada's data on immigration flows

Although Canada's statistics on immigration flows do not correspond very closely to the classification and definitions of arriving migrants which have been recommended by the United Nations, several possible procedures which Canada could follow to improve the coverage and international comparability of its statistics on immigration are suggested below. It should be noted that in making these suggestions a deliberate attempt has been made to propose ways of improving the data which could be implemented without incurring high financial or manpower costs in the government departments that would be responsible for making such improvements. It should also be noted that in addition to the suggestions outlined in the present paper, other possible methods of improving the statistics on migration flows (some of which may prove to be more promising than the ones outlined herein) could also be considered by Canadian government officials. In the interest of brevity, and in an attempt to consider the needs of users of the

statistics both in Canada and in other countries, many of the suggestions identify ways in which the existing official government publications 3/ could be improved by providing users with more meaningful information and more useful data on persons migrating to Canada from other countries.

Suggestion 1. The existing publications from immigration statistics should be amended by providing textual material in which:

- (a) The data source is described;
- (b) The method of data collection is described;
- (c) Canada's definition of an immigrant is explained;
- (d) Explanations are provided on the categories of persons which are included in and excluded from the official immigration statistics;
- (e) Explanations are provided outlining the points of convergence and the points of divergence between the official statistics and the international recommendations;
- (f) Some commentary is provided on the perceived quality of the official statistics on immigration.

It should be noted that at the present time (September 1981) Canadian officials are seriously considering this suggestion, and present indications are that the annual immigration publication which is produced by Employment and Immigration Canada will be amended so as to take at least some of the above points into account, possibly beginning with the edition which is to contain immigration statistics for 1980. This is commendable because until now the publications have not contained information on the data source, the method of data collection, the coverage of the data, the definition of an immigrant or comments on the quality of the statistics, and this type of information is useful for all users of the statistics both in Canada and in other countries.

Suggestion 2. The existing publications for immigration statistics should be amended by providing additional tables to those which are now being published, by using data currently being collected but not being published. The suggested new tables to be added to the publication are:

- (a) A table on the number of persons admitted to Canada on student visas (including dependants) in 19__ and who through visa renewals were authorized to remain in the country for longer than one year, 4/ by country of last permanent residence (these are long-term immigrants according to the United Nations recommendations);
- (b) A table on the number of persons admitted to Canada on employment visas (including dependants, but excluding border workers) in 19__ and who through visa renewals were authorized to remain in the country for longer than one year, 4/ by country of last permanent residence (these are long-term immigrants according to the United Nations recommendations);
- (c) A table on the number of persons admitted to Canada on other types of non-landed immigrant visas (including dependants) in 19__ and who through visa renewals were authorized to remain in the country for longer than one year, 4/ by

country of last permanent residence (these are long-term immigrants according to the United Nations recommendations);

(d) A separate table on the number of persons admitted to Canada on employment visas (including dependants, but excluding border workers) in 19__ and who were authorized to remain in the country for one year or less, 4/ by country of last permanent residence (these are short-term immigrants according to the United Nations recommendations).

It should be noted here that at the present time Canadian officials are also seriously considering this suggestion, and present indications are that the annual immigration publication will be amended by including additional tables each year generally along the lines outlined above. Although it appears unlikely that the additional tables will contain data by country of last permanent residence, it appears that they will at least be broken down by continent of last permanent residence. In any case, the publication of such additional tabulations would be commendable, indeed, for it would enable interested users to combine data in different tables so as to obtain data which more closely approximates the internationally recommended definition of long-term immigrants and to obtain annual data on short-term immigration to Canada. Moreover, it would also provide users in Canada with more complete information on the total volume of migration to Canada, and would alert users in other countries of the availability of additional unpublished tabulations (by country of last permanent residence) which they could request for purposes of obtaining more complete information on the total volume of emigration to Canada from their countries.

Since the suggestions referred to previously are still being considered by officials within Employment and Immigration Canada, it is difficult to be definitive at the present time about the actual format and content of the amended publication. However, assuming that some progress will be made along the general lines outlined above, two qualifications should be mentioned at this point, both of which refer to the possibility of combining data in separate tables so as to obtain totals which more closely approximate the United Nations definition of long-term immigrants. The first one is that because of the way in which data on persons admitted to Canada for more than one year on visas other than landed immigrant visas must be generated, 5/ there is a greater time-lag involved in compiling these supplementary tabulations than there is in compiling tabulations on landed immigrants, and therefore it is quite possible that the publication for a given year would contain tables on landed immigrants for a given year and tables on employment authorizations, student authorizations etc. for the preceding year. If this situation occurs, users will have to use editions of the publication for different years in order to combine data to obtain annual totals which more closely approximate the internationally recommended definition of long-term immigrants. The second qualification that should be mentioned is that if data were to be combined in this way for several years in order to obtain a multi-year total for (partial) long-term immigration to Canada, there is a possibility that the resulting multi-year total would be somewhat inflated. This could occur, for example, with persons who are initially admitted to the country temporarily on visas other than landed immigrant visas and who are permitted to remain in Canada for more than one year, but who later have their status changed to a landed immigrant. Such persons would be counted twice in the multi-year total, but even that may not be a serious problem, depending on the number of persons that would be involved. It should be noted that under present Canadian immigration regulations, aliens admitted to the country temporarily (e.g., as tourists or on student visas, employment visas etc.) are not ordinarily permitted to have their status changed to

a landed immigrant while they remain in Canada, but must first leave the country in order to have their application for a change in status be considered. One of the statistical consequences of this is that the possible problem of double-counting referred to in this paragraph would arise in the Canadian context only when generating multi-year totals.

Suggestion 3. Use existing data sources to begin compiling data on former residents of Canada who return to the country to reside after an absence of more than one year.

Persons (nationals and aliens) who move back to Canada after an absence of more than one year are long-term immigrants according to the United Nations recommendations, and exploratory work which has been done in the past 6/ suggests that annual data for these types of migrants could be generated from customs forms which are completed by returning former residents when they move back to Canada and bring goods into the country on a duty-free basis. Since there are special codes on the customs forms for persons who have been abroad more than one year, and since few people who return to Canada after an absence of more than one year would not have goods which they would want to bring into the country on a duty-free basis, the customs forms appear to be a data source with good potential for generating data on this special group of migrants. Although it may be necessary to make minor amendments to the customs forms in order to ensure that high quality data are obtained from them, the use of these forms and existing customs procedures is an encouraging possibility because there would be little added expense or effort involved in producing the required data for this group of migrants. One possibility that Canadian officials could consider in this connection would be for Statistics Canada to produce the data and then transmit it to officials in the Department of Employment and Immigration so that the data could be included as a separate table in its annual publication. 7/ If this were done, interested users could combine it with data in the previously discussed additional tables and the data on landed immigrants so as to obtain data which would virtually comply with the United Nations definition of long-term immigrants.

Up until this point this section of the paper has been largely focused on attempting to comply more fully with the United Nations recommendations on immigration statistics by making greater use of data sources which already exist but which are not currently being used as a basis for publishing tabulations on migration to Canada. Although there is considerable merit in this approach, Canadian officials could also consider the possibility of collecting statistics for certain types of migrants entering the country, where this information would be collected by means of hand-out, mail-back questionnaires. This latter possibility is discussed briefly below.

Suggestion 4. After determining that persons entering Canada are in designated "special" categories of migrants for which data are not currently being collected, Canadian border officials should initiate action which would permit new types of data to become available for these special types of migrants by means of mail-back questionnaires.

There are several special types of migrants who enter Canada each year for whom little or no information is currently being collected, and thus little knowledge is available on them. These special types of migrants are:

(a) Canadian citizens returning to Canada to reside after having lived abroad for more than one year (these persons are long-term immigrants according to the United Nations recommendations);

(b) Landed immigrants returning to Canada to reside after having lived abroad for more than one year (these persons are long-term immigrants according to the United Nations recommendations);

(c) Canadian citizens and landed immigrants returning to Canada to reside after having lived abroad for one year or less, and whose departure was to work at an occupation remunerated from a foreign country (these persons are short-term emigrants returning according to the United Nations recommendations).

At the present time persons desiring to enter Canada must undergo border entry formalities, which largely consist of Canadian border officials asking the border crossers a limited number of questions. Among other things, these questions are intended to determine the purpose of entry and the length of time spent abroad, and thus could easily be used to differentiate designated types of migrants (e.g., returning former residents and short-term emigrants returning) from tourists and other types of international travellers. Therefore, procedures are already in place which permit certain types of migrants to be identified at the time of their entry to Canada, and it would not involve too much additional work to have the border officials give persons in these designated categories of migrants a questionnaire and request them to return it by mail to Canadian statistical authorities. ^{8/} This approach appears to be worth considering because it would enable data to be collected at a minimum of cost and would avoid unnecessary delays in the flow of traffic across the border. Moreover, although not all persons would return the questionnaire, useful information could still be obtained from those who did, ^{9/} particularly for types of migrants for whom information is not currently available. If deemed desirable, this procedure could be implemented gradually in phases by beginning with border entry points which offer the most advantage.

D. Canada's estimates of emigration

Canada does not collect statistics on emigration, and therefore little concrete information is available on the number and characteristics of persons who emigrate from Canada. However, Statistics Canada, Canada's national statistical agency, does produce annual estimates of emigration by combining statistics that are compiled by the United States of America and the United Kingdom of Great Britain and Northern Ireland on the number of persons immigrating to those countries from Canada, with an assumed volume of the number of persons who emigrate from Canada to all other countries each year. ^{10/} In general, these annual estimates of emigration can be considered conceptually as providing the same type of coverage of persons emigrating from Canada as do Canada's published immigration statistics of persons immigrating to Canada, and therefore it must be concluded that Canada's estimates of emigration do not closely correspond to the United Nations definitions of the different recommended categories of emigrants. Moreover, because of the way in which the two types of data on international migration flows for Canada are obtained, it must also be concluded that Canada's immigration statistics are superior in quality to its estimates of emigration.

The comparatively poor quality of the available data on emigration is an unfortunate situation because, among other reasons, emigration data are required by Canada for measuring population change, for determining the types of human skills and resources that the country is losing through emigration, for providing information which is required for establishing short-term and long-term employment strategies and for formulating appropriate annual immigration targets that are geared to the economic and social needs of the country. The United Nations

international recommendations provide Canada and other countries with a useful tool for obtaining data on migration flows which could be used to meet the types of national needs referred to above, and therefore in attempting to obtain data which is required for such purposes Canadian officials should make a concerted effort to comply with the international recommendations. Moreover, in devising their data collection strategy, Canadian officials should endeavour to develop a strategy that is not too costly, will not impede the flow of traffic across the border, and yet will yield sufficiently useful emigration data. There are many different ways of developing such a strategy, some of which are outlined in the following section.

E. Possible ways of improving Canada's data on emigration flows

Since Canada does not collect emigration statistics at the present time, the first thing it should do is to begin collecting at least some data on the categories of departing migrants for which data can be collected more easily. The data could be collected either on the basis of complete counts of persons in designated categories of emigrants or, if deemed advisable, on the basis of sampling procedures. ^{11/} Indeed, the decision to begin collecting emigration statistics only for selected categories of emigrants would be consistent with the step-by-step or phased approach which the United Nations has encouraged countries to follow in complying with the international recommendations. Some of the possibilities which Canadian officials could consider in this connection are listed below: ^{12/}

Suggestion 1. Establish a reciprocal agreement between Canada and the United States (and possibly, later, between Canada and other countries as well) whereby persons identified by border officials in the country of destination as belonging to a given category of migrant (e.g., short-term immigrants to the United States from Canada) would be given a questionnaire by border officials in the country of destination and be requested to return it by mail to statistical officials in their country of origin. These questionnaires could be used by statistical authorities in the country of origin as a means of collecting data on emigration of designated categories of departing migrants (e.g., residents of Canada moving to the United States on student or employment visas, landed immigrants moving to the United States, etc.). In return for this service, which is provided to Canada by United States border officials, Canadian border officials would hand out similar types of questionnaires to persons entering Canada from the United States in designated categories of migrants, and request them to return the questionnaires by mail to statistical officials in the United States.

Suggestion 2. Questionnaires could be distributed to persons in departure lounges of vessels with destinations in other countries, and collected from the respondents prior to the time at which the passengers board their vessel.

Suggestion 3. Questionnaires could be sent to a sample of persons with foreign addresses drawn from post office change of address notifications.

Suggestion 4. Questionnaires could be sent to a sample of persons with foreign addresses drawn from a variety of different administrative records (e.g., income tax files, mailing lists for old age security benefits, mailing lists for Canadian pension plan benefits etc.).

Suggestion 5. In order to collect information from short-term immigrants departing (i.e., from persons on employment visas who stay in Canada for one year or less), a questionnaire could be sent to them at their mailing address in Canada a few weeks prior to the expiry date of their visa, with instructions to return it to Canadian statistical authorities by mail a few days prior to their departure from Canada. If this procedure were to be followed, it would be necessary to obtain a mailing address in Canada from these migrants at the time of their arrival in Canada in order that a questionnaire could later be sent to them. 13/

Suggestion 6. If it should prove to be difficult to collect data by other means on short-term emigrants leaving Canada, it would be possible to collect data from them at the time of their return to Canada by having Canadian border officials hand them a questionnaire to be completed and mailed to Canadian statistical authorities within the first week or two of their return to Canada. 14/ Such a questionnaire could contain questions pertaining to their socio-economic characteristics both immediately prior to their departure from Canada (i.e., when they would be classified as short-term emigrants departing) and prior to their return to Canada (i.e., when they would be classified as short-term emigrants returning).

As can be seen from the suggestions listed above, there are many different ways in which Canadian statistical authorities could begin collecting data on annual emigration flows. The suggestions enumerated above do not exhaust all the possibilities, 15/ and other possible methods may prove to be more effective than those mentioned above. Since emigration statistics are more difficult to collect than immigration statistics, government officials will have to be imaginative in attempting to develop appropriate data collection strategies which are both cost-efficient and capable of generating reliable, useful and internationally comparable emigration data. Unless government officials in Canada begin giving serious consideration to possible ways in which such data on emigration can be obtained, Canada will continue to fail to possess statistics on this extremely important demographic phenomenon. Consequently, as in the case of immigration statistics, Canadian officials are encouraged to develop a concrete plan of action which would permit them to obtain improved statistics on international migration flows which would gradually comply more fully with the United Nations recommendations for international migration statistics.

F. Conclusion

In Canada, as is the case in many other countries, international migration is a very important component of population change. Although Canada collects statistics on immigration flows and produces annual estimates of total emigration, these data are of limited utility for national and international purposes because of the comparatively narrow definition and coverage of the immigration statistics and of the limited quality of the emigration estimates. The present paper has attempted to describe several different ways in which Canada could improve the international comparability and coverage of its statistics on immigration and emigration, and specific suggestions are made outlining how it could proceed in a step-by-step approach towards complying more fully with the United Nations recommendations. It is hoped that the present paper will stimulate Canadian officials to begin considering concrete ways in which Canada could proceed to obtain more complete and detailed data on international migration flows, and ultimately lead to the adoption of a concrete plan of action which would permit it to obtain internationally comparable statistics on immigration and emigration.

Notes

1/ For details, see Recommendations on Statistics of International Migration (United Nations publication, Sales No. E.79.XVII.18).

2/ These statistics are published by the Employment and Immigration Commission in an annual publication entitled Immigration Statistics; selected statistics on immigration are also published by Statistics Canada in its annual publication entitled International and Interprovincial Migration in Canada (Statistics Canada, catalogue 91-208).

3/ Immigration Statistics and International and Interprovincial Migration in Canada, op. cit.

4/ To obtain an approximate measure of the duration of stay in Canada of these temporary residents, the measure necessarily must be ex post facto in nature, and thus will result in statistics for a given year (e.g., 1980) only being able to be included in the immigration bulletin for a later year (e.g., 1981 or 1982).

5/ This refers to the necessity of considering visa renewals when generating the supplementary tabulations, and the ex post facto nature of the tabulations, which was referred to in note 4.

6/ C. D. Walker and J. J. Kelly, Migration between Canada and the United Kingdom: A Comparison of Unadjusted and Adjusted Data (Geneva, Economic Commission for Europe, document CES/AC.42/8 (1978)).

7/ Of course, this would not preclude the possibility of Statistics Canada including the data in a separate table in its annual publication on international migration statistics as well.

8/ An alternative possibility would be for the border officials to obtain the names and addresses in Canada of persons who fit into any of the specified special types of migrants, so that the questionnaire could be mailed to the respondents and subsequently returned by mail to Canadian authorities.

9/ It should be noted that Statistics Canada currently uses hand-out, mail-back questionnaires as a means of collecting international travel statistics. Therefore, it already has experience in using this procedure at border entry points.

10/ The assumed volume for the number of persons who emigrate from Canada each year to countries other than the United States and the United Kingdom is currently set at 48,000 persons per year, and the assumption was derived by the residual method of emigration estimation, after having adjusted the 1971 and 1976 census data for undercoverage. For additional details on this estimation procedure, see International and Interprovincial Migration in Canada, op. cit.; and J. J. Kelly, "Alternative estimates of the volume of emigration from Canada, 1961-71", in Canadian Review of Sociology and Anthropology, vol. 14 (1977), pp. 57-67.

11/ The term "sampling" is used in the broad sense here to refer, for example, to collecting data at selected border points, to collecting data for persons in selected categories of migrants etc.

Notes (continued)

12/ Any of these suggestions could be used alone or in conjunction with other suggestions.

13/ If the migrants do not have a residential or business mailing address in Canada at the time of their arrival at the border, an alternative possibility would be to give them a special card for notifying statistical authorities of their address after they have obtained one.

14/ It should be noted that the possibility of collecting data on short-term emigrants at the time of their return to a country (i.e. when they are short-term emigrants returning) is specifically mentioned in the United Nations recommendations.

15/ For example, Statistics Canada is currently investigating the possibility of producing data on emigration from computerized data bases of income tax files and family allowance recipients. These data bases appear to have good potential for generating information on emigration, but the present paper has concentrated on alternative possible procedures involving the use of questionnaires because questionnaires appear to have greater potential for enabling more detailed data on the characteristics of emigrants to be collected and for directly classifying emigrants into categories which are consistent with the United Nations recommendations.

VIII. AVAILABLE DATA, PROBLEMS AND STRATEGIES FOR MEETING
THE UNITED NATIONS RECOMMENDATIONS ON INTERNATIONAL
MIGRATION STATISTICS: THE CASE OF THE UNITED STATES
OF AMERICA

Ellen Percy Kraly*

The study of international migration, whether for policy or scientific purposes, requires, at the very least, the measurement of the number of persons arriving and departing across international borders and the size of the national population at fixed points in time. Documentation of basic social demographic characteristics of migrants and residents is basic for the analysis of consequences of international migration on sending and receiving countries. This accounting framework represents the social demographic parameters of the process of international migration. It is a basis for both scientific and policy analysis.

The recognition of the need for these data stands in contrast to the actual availability of information on international migration. In 1972, the Economic Commission for Europe (ECE) related the migration statistics of countries of arrival to corresponding statistics of country of departure within the ECE region. The results of the analysis, which are reproduced in table C of the United Nations Demographic Yearbook, 1977, 1/ show a clear inconsistency of data on population movements between two countries. For example, in 1972, Portugal reported 17,800 persons emigrating to France; France reported 68,692 immigrants from Portugal. The United States, the major receiving country for international migrants, reports no statistics on emigration.

Statistics reflecting international population flows are for the most part derived from administrative programmes developed to implement national policies concerning international migration. The derivative administrative data are not collected within a framework of national statistical accounts (see United Nations, 1975) but rather as a response to policies specific to the issues of international travel and permanent and temporary residence in the country of arrival. National administrative data have been shown to be particularly inappropriate for comparative study and for the analysis of the consequences of international migration (see, for example, Appleyard, 1962; Economic Commission for Europe, 1975; Hutchinson, 1965; Axelrod, 1972; Tomasi and Keely, 1975; Keely and Kraly, 1978; and Warren, 1978).

A. A system of international migration statistics

The implication of these criticisms is the revision of national statistics practices to provide international statistics which refer to uniform statistical concepts. Data must also be appropriate for national policy analysis. In 1976, the Statistical Commission endorsed the development of a world-wide system of international migration statistics (United Nations, 1980). This is the most recent effort on the part of the Statistical Commission to establish statistical standards

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in this area. Similar recommendations were set forth in 1953 (United Nations, 1953). 2/ Increasing volume and shifting patterns of international travel and lack of national use of recommended statistical procedures are among the reasons for the recent revision of the 1953 standards on the collection of international migration data.

The United Nations has developed recommendations on the definition, collection, topics of investigation and tabulation of statistics on international migration (United Nations, 1980) and urged countries to adopt gradually the recommendations to benefit first, national planning efforts, and second, multilateral analysis of migration trends and patterns. The object of the present recommendations is thus to encourage Governments to collect, tabulate and disseminate appropriate statistics on international migrants that will be as comparable as possible internationally. International comparability would also enhance the usefulness of the statistics to all Governments, because, for the time being, many countries of heavy emigration will probably have to rely on the immigration statistics of other countries for information about their emigrants (United Nations, 1980, p. 3).

The recommendations represent a social demographic accounting of the process of international migration and require documentation of all international travellers to and from the country regardless of legal status (for example, citizenship) or residence status. Concepts of immigration and emigration are defined according to length of presence in or absence from the country and activity within the country of arrival or departure.

In defining international migrants, the recommendations distinguish a number of categories of international travellers. Table 1 presents the major categories of arrivals and departures identified in the recommendations. Categories of international travel are distinguished for residents and non-residents. Categories of arrivals find complementary categories of departures. Implicitly, countries of destination and embarkation must adhere to uniform operational definitions of residence status and purpose of travel.

The concept of residence has conventionally been used by migration statisticians to distinguish between the general concept of mobility and the more specific concept of migration. Migration typically implies a permanent or long-term move and thus a change in residence (see United Nations, 1970; Shryock and others, 1971; Mangalam and Schwarzweller, 1969). There are clear problems in defining residence. Within a national context, residence has legal implications. Thus, national immigration statistics usually reflect very specific rules for the determination of residence. These rules vary greatly among countries. 3/

The United Nations recommendations focus on length of stay in or absence from a country and purpose of travel as criteria for defining categories of international migrants. Accordingly, it has been sought to avoid the concept of residence in determining migration status in order to promote international uniformity. In order to counteract the lack of comparability arising from the use of undefined terms or of varying criteria of residence by different countries, the present recommendations define migrants, for statistical purposes, in terms of actual and intended periods of presence in, or absence from, a country, and do not use the terms "residents" and "non-residents". It should be emphasized that the definitions given in the present chapter are intended to facilitate the collection and compilation by countries of statistics of international migration on an internationally comparable basis. These definitions are not intended to replace

Table 1

Major categories of arrivals and departures

Category	Arrivals	Category	Departures
	NON-RESIDENTS		RESIDENTS
	<ol style="list-style-type: none"> 1. Long-term immigrants 2. Short-term immigrants 3. Visitors from abroad <u>a/</u> 4. Nomads <u>b/</u> 5. Border workers entering to work 6. Persons in transit <u>c/</u> 7. Refugees 8. Diplomatic and consular representatives and members of the armed forces of a foreign country coming to their duty station abroad 		<ol style="list-style-type: none"> 1. Long-term emigrants 2. Short-term emigrants 3. Persons visiting abroad <u>a/</u> 4. Nomads <u>b/</u> 5. Border workers departing for work 6. (Not relevant) 7. Refugees 8. Diplomatic and consular representatives and members of the armed forces of the country departing from their duty station abroad
	RESIDENTS		NON-RESIDENTS
	<ol style="list-style-type: none"> 9. Short-term emigrants returning 10. Persons returning from visits abroad 11. Nomads <u>b/</u> 12. Border workers returning after work 13. (Not relevant) 14. (Not relevant) 15. Diplomatic and consular representatives and members of the armed forces of the country returning from their duty station abroad 		<ol style="list-style-type: none"> 9. Short-term emigrants departing 10. Foreign visitors departing 11. Nomads <u>b/</u> 12. Border workers returning after work 13. Persons in transit <u>c/</u> 14. Refugees 15. Diplomatic and consular representatives and members of the armed forces of a foreign country departing from their duty station abroad

a/ An illustrative classification of visitors from abroad and of persons visiting abroad by purpose of the visit is presented in annex I of Provisional Guidelines on Statistics of International Tourism (United Nations publication, Sales No. E.78.XVII.6), also see figure 1.

b/ Nomads have been included as both residents and non-residents among arrivals and departures because their resident status is sometimes in question and they may be considered as residents by more than one country.

c/ Persons who have arrived on national territory but have not formally entered the country through passport control, for example, air transit passengers who remain for a short period in a designated area of their air terminal or ship passengers who are not permitted to disembark.

national definitions of these or similar terms provided in the laws and administrative regulations of individual countries (United Nations, 1980, p. 4). Permanent immigration and emigration are defined according to length of stay in the country of arrival, the critical period being "more than one year".

Table 2 presents the recommended operational definitions of international migrants. The basic distinction is between migrants and other classes of travellers. To identify long-term and short-term migrants, short-term emigrants returning and short-term immigrants departing, two types of information must be secured. First, for both arrivals and departures, it is necessary to determine length of "previous periods of presence in, or absence from, the country of arrival or departure, respectively" (United Nations, 1980, p. 5). Thus, "residence" is defined according to behavioural criteria. The second component of classification is information concerning length of stay and purposes of the present visit. These data will reflect intentions if collected through border control. Length of stay in or absence from the country of more than one year defines a permanent migrant. Persons indicating length of stay in or absence from the country as one year or less are classified as short-term migrants if travel is for purposes of employment in the country of arrival. 4/

This demographic accounting framework also recognizes the usefulness of measuring the immigrant stock of a country for national population analysis. The United Nations recommendations define immigrant stock as "all foreign born persons present in the country for more than one year" (United Nations, 1980, p. 8). This population represents the survivors of long-term immigrants, regardless of classification in migrant flow statistics, present at the time of the field inquiry. Children born abroad of resident parents are recommended to be included within the national resident population.

The United Nations recommended statistical standards exist as a goal towards which national practices should be aimed. These recommendations are an improvement over other attempts at standards for international migration statistics in three important aspects. First, the present recommendations on definitions seek to reflect the salient aspects of international migration trends, particularly the importance of short-term labour migration. Secondly, the 1976 recommendations emphasize priorities in producing migration data for national efforts at planning and evaluation. Finally, these standards justify the appropriateness of producing international migration statistics which are demographically conceptualized. 5/

The remainder of the present paper considers the feasibility of applying the United Nations recommendations on the definitions of international migrants to the federal statistical system of the United States, a major receiving country. According to the rationale underlying international recommendations, our inability to present migration data which conform to the recommended categories will indicate significant gaps in our knowledge about the demographic process of international migration and, thus, in our system of national accounts.

Table 2

United Nations recommendations on international migration
statistics: components of definitions of migrants

Components of definition	Category
A. Never in country of arrival continuously for more than one year:	
1. Intended duration of stay in country of arrival more than one year	Long-term immigrant
2. Intended duration of stay in country of arrival one year or less:	
(a) Entering to work at an occupation remunerated from within the country (but not as a border worker) or to accompany or join such a person as a dependant or servant	Short-term immigrant
(b) Entering for any other purpose	Other
B. At least once in country of arrival continuously for more than one year:	
1. Away from country of arrival continuously for more than one year since the most recent continuous stay of more than one year:	
(a) Intended duration of stay in country of arrival more than one year	Long-term immigrant
(b) Intended duration of stay in country of arrival one year or less:	
(i) Entering to work at an occupation remunerated from within the country (but not as a border worker) or to accompany or join such a person as a dependant or servant	Short-term immigrant
(ii) Entering for any other purpose	Other

Table 2 (continued)

Components of definition	Category
2. Not away from country of arrival continuously for more than one year since most recent continuous stay of more than one year:	
(a) Last departure from country of arrival was to work abroad at an occupation remunerated from a foreign country (but not as a border worker) or to accompany or join such a person as a dependant or servant	Short-term emigrant returning
(b) Last departure from country of arrival was for any other purpose	Other
C. Never away from country of departure continuously for more than one year:	
1. Intended duration of absence from country of departure one year or less	Long-term emigrant
2. Intended duration of absence from country of departure one year or less:	
(a) Departing to work at an occupation remunerated from outside the country (but not as a border worker) or to accompany or join such a person as a dependant or servant	Short-term emigrant
(b) Departing for any other purpose	Other
D. At least once away from country of departure continuously for more than one year:	
1. In country of departure continuously for more than one year since the most recent continuous absence of more than one year:	
(a) Intended duration of absence from country of departure more than one year	Long-term emigrant
(b) Intended duration of absence from country of departure one year or less:	

Table 2 (continued)

Components of definition	Category
(i) Departing to work at an occupation remunerated from outside the country (but not as a border worker) or to accompany or join such a person as a dependant or servant	Short-term emigrant
(ii) Departing for any other purpose	Other
2. Not in country of departure continuously for more than one year since most recent absence of more than one year:	
(a) Last arrival into country of departure was to work at an occupation remunerated from within the country (but not as a border worker) or to accompany or join such a person as a dependant or servant	Short-term emigrant returning
(b) Last arrival into country of departure was for any other purpose	Other

Source: Recommendations on Statistics of International Migration (United Nations publication, Sales No. E.79.XVII.18), pp. 5-6.

B. United States statistical resources for the study of international migration

Annual statistics on international migration flow to the United States date from 1819. Stock information on the foreign born population has been collected in the decennial census since 1850. The American population living abroad has been enumerated at the time of the decennial census between 1900 and 1970. In spite of the long history of national statistics relating to international migration, social scientists generally conclude that there are basic inadequacies in national data on this topic. International migration statistics have been found deficient in their usefulness for policy analysis (Tomasi and Keely, 1975; Kraly, 1979). Available statistics are also of limited usefulness for basic demographic analysis and the measurement of the components of population change (Hutchinson, 1965; Keely, 1974; Keely and Kraly, 1978; Axelrod, 1972; Kraly, 1979; Kraly, 1980).

The statistical activities of six federal agencies are considered here. Three agencies, the Visa Office, the Division of Labor Certification and the Immigration and Naturalization Service (INS), collect information on the legal process of immigration to the United States. Relevant information from these sources is derived as a by-product of programmes designed to administer the Immigration and Nationality Act. The other agencies, Bureau of the Census, National Center for Health Statistics (NCHS) and Social Security Administration (SSA), collect data on international migrants defined demographically through either lifetime migration or residence concepts. 6/

The Visa Office in the Department of State processes visa applications for aliens applying for permanent immigration to the United States (permanent resident status) and temporary migration for a specific purpose (non-immigrant status). Applications are made in United States consulates abroad.

The statistical activities of the Visa Office concern the work-load and management activities of the consular officers regarding visa issuance and denials. Aggregate data on visa applications and decisions by visa issuing posts are tabulated by the Visa Office in Washington, D.C. Historically, these data have been published in the Report of the Visa Office. 7/ Tabulations focus on the number of visas issued annually under the provisions of the Immigration and Nationality Act and the number of visas denied by reason of denial, and by location of visa issuing post.

The visa applications record a wide range of information about the individual applicant and his or her intentions concerning activities and length of stay while in the United States. These data are not processed by the Visa Office. Persons to whom an immigrant visa is issued carry the form (FS-510-511) to the United States port of entry where the documentation is collected and ultimately analysed by INS. The application for a non-immigrant visa (FS-257-257a) for aliens issued such a visa is maintained in consular files for a temporary period of time. Visa applications for aliens denied visas are maintained indefinitely in consular files (see United States Department of State, n.d.).

Like the Visa Office, the Division of Labor Certification in the Department of Labor is responsible for aspects of the visa application process. The goals of the Immigration and Nationality Act include the protection of domestic labour. The provisions of the law require aliens seeking permanent resident status under the occupational visa preferences (third and sixth preferences) to obtain labour certification from the Secretary of Labor. Likewise, aliens seeking temporary employment in the United States (non-immigrant H-visas) must be labour certified.

The application for labour certification (MA7-50 A,B,C) records information concerning the alien applicant (except for temporary workers), the conditions of employment and the employer. The applications are processed by the Division of Labor Certification. The data file includes both applications approved and denied for aliens applying in "non-schedule" occupations. Schedule A refers to pre-certified occupations, or those in national demand (currently dieticians, physical therapists and nurses). Schedule B lists occupations for which sufficient domestic labour exists. Consular offices abroad and INS offices in the United States (for aliens adjusting status) submit only the applications approved in schedule occupations.

The Division maintains unpublished tabulations on labour certification decisions by location of employment, occupation and immigrant status (temporary versus permanent). These tables are available to the public. Data are also available in the form of special tabulations. The data records on which tabulations are based refer to individual applicants for permanent immigration or the employer for temporary worker applicants.

The Visa Office and the Division of Labor Certification provide data on immigration to the United States which can only be anticipated. The Immigration and Naturalization Service in the Department of Justice is the major source of information on aliens actually admitted to the country under the provisions of immigration law. All persons, including United States citizens, entering the

United States are inspected for admissibility by INS officials. Data on INS inspections and other activities such as naturalizations and deportations appear in the Annual Report of the Immigration and Naturalization Service. Recently, the Statistics Branch of INS has made available public use samples for immigrants and annual alien address reports.

The statistical programmes of INS reflect the administrative programmes developed to enforce the law and thus vary according to category of international migrant. 8/ For example, aliens admitted for permanent resident status, that is, immigrants, present the immigrant visa upon entry. As described above, the visa (and accompanying visa application) contains personal information on the alien. Information from this form is coded by the Statistics Branch of INS to create the immigrant data file. The actual visa is then maintained in local offices of INS along with the petitions and other information supporting the alien's status in the United States. 9/ In recent years, approximately 20 per cent of annual immigrant admissions are aliens currently in the United States adjusting from non-immigrant to permanent residence. The adjustments are not consistently disaggregated in the Annual Report tabulations but can be analysed separately using the public use data.

The admission of non-immigrants is reflected in a different statistical programme. The non-immigrant alien completes an arrival-departure record upon admission (I-94) and submits the second copy of the form upon departure. This non-immigrant document control system (NIDOC) is the basis for monitoring length of stay of temporary migrants to the United States. The computer file for the document control system generates profiles of "overstays". However, the NIDOC system is not used for systematic statistical analysis. This occurs in the Statistics Branch where non-immigrant records are tabulated in aggregate form according to the characteristics recorded on the arrival-departure form.

Alien crew members and parolees (refugees admitted under authorization of the Executive Branch) are documented in separate files of the NIDOC system but are not included in the statistical analyses for other non-immigrants which are published in the Annual Report. The statistical documentation of these classes of arrivals is based upon the work-load data submitted by INS inspectors. Similarly, most aliens admitted over international land borders do not complete an arrival-departure form. The work-load reports of border inspections provide counts of aliens and citizens entering the United States from Canada and Mexico.

Passenger statistics exist as another source of information on international travellers. Until recently, INS was responsible for processing data derived from the passenger manifests (forms I-92 and I-418) for air and sea vessels. This statistical operation has since been taken over by the United States Department of Transportation. Data are tabulated for aliens and United States citizens both arriving and departing.

Finally, the Alien Address Program is a source of information on alien flow and stock. Each January, all aliens present in the United States are required by law to submit an address report (form I-53). The form records current social and economic characteristics, as well as data on category and date of original entry. INS publishes selected characteristics of the resident alien population in the Annual Report.

The Bureau of the Census collects information on international migrants through several of its statistical operations. The decennial census of population identifies lifetime migrants through the concept of nativity. The foreign born

population can be classified by year of immigration (which refers to the year the person came to the United States to stay and not necessarily the date of legal admission to the United States) and citizenship status. The census also asks a question on residential mobility providing data on persons living abroad five years prior to the enumeration.

The survey programmes of the Bureau of the Census provide data on international mobility. Each year the Current Population Survey (CPS) includes a question on residential mobility and thus is a source of time series data on United States residents having lived abroad. Place of birth has been asked several times in the history of CPS. The Survey of Income and Education, a specially authorized form of CPS, included detailed questions on language usage and education of all foreign born household members. Specific year of immigration was included in the survey schedule.

Data from the decennial census and the Bureau's survey operations are available to the public in a variety of forms: published tabulations are easily accessible; special tabulations can be contracted; and public use files for interactive research are available and documented in detail.

The Social Security Administration is a source of information on the international mobility of workers whose earnings are covered under social security programmes and beneficiaries of social security benefits. Like INS, social security data relevant for migration study are derived as by-products of the administration of social security programmes. The data are available in published form, special tabulations and public use samples.

The geographic location of employers of workers with covered earnings is maintained in the earning records of SSA. Annual changes in location of employment is included in those records. Location of United States firms abroad is coded in a single category. United States citizens working abroad for eligible United States firms 10/ can be cross-classified by age, sex, race and industry. SSA also maintains a file for beneficiaries residing in foreign countries. Information for this population includes year they left the United States and number of years worked in the United States.

These statistical programmes are the major sources of flow data on international migration to and from the United States. Stock information on international migrants to the United States (i.e., long-term immigrants defined demographically) is available from the decennial census and surveys conducted by the Bureau of the Census and the Alien Address Report Program described above. Two additional sources of stock data on the United States foreign-born population are vital registration data and a recently available statistical programme of SSA.

Standard vital registration forms recommended for local use by the National Center for Health Statistics include place of birth (country for the foreign born population) for the individual. That is, standard birth certificates record birthplace of each parent; death certificates record place of birth of the decedent, and marriage and divorce certificates record birthplace of the man and woman. National vital statistics are published annually by NCHS. However, place of birth is included only in tabulations of birth statistics. Public use samples are available from NCHS which do include broad geographic areas of foreign birth for each vital event.

The application for a social security number (SS-5) records place of birth as well. SSA has recently completed a project in which all of the application forms dating from the beginning of social security programmes in 1937 have been converted to machine-readable form. Place of birth has been included in the data record. This information can be linked using the social security number to existing administrative and research data files.

Clearly, national data sources on international migration vary widely according to administrative mandate, definitions and concepts, and methods of data collection. These are critical points of disparity for secondary analysis of available data. However, these are the data which currently exist for the analysis of international migration to and from the United States. Whether the data adequately serve as a basis for evaluation of administrative programmes and policies is one critical issue. Whether these data can conform to international standards on international migration statistics is the issue at hand.

C. Conformity of United States data with the United Nations recommendations on international migration statistics

The Statistical Office of the United Nations Secretariat requires national immigration and emigration data which conform with recommended definitions for the annual Demographic Yearbook. Until recently, national data were to be consistent with the 1953 recommendations on international migration statistics. The 1953 definitions for major categories of international travellers (long-term and short-term immigrants, in particular) are, for the most part, consistent with the 1976 standards.

Statisticians at INS supply annual data on international migration to the Statistical Office to be included in the Demographic Yearbook. INS submits data for the following categories of travellers: among departures, short-term immigrants, visitors and residents (thus omitting long-term and short-term emigrants); and for arrivals, long-term and short-term immigrants, visitors, persons in transit, residents returning, and refugees (thus omitting short-term emigrants returning). The limitations of INS for demographic research are clear, however, in that categories of immigrants refer to aliens, a legal concept, and information on long-term and short-term emigration is completely lacking.

For example, long-term immigrants include aliens admitted for permanent resident status, including those adjusting status, except for seventh preference conditional entrants or refugees. Also included are "aliens returning after one year abroad". These are permanent resident aliens submitting a re-entry permit upon admission after a trip abroad of presumably more than one year. 11/ Short-term immigrants departing refer to alien agricultural workers paroled into the United States and its possessions; departure within the year of entry is assumed. Residents arriving and departing refer to United States citizens in air and sea transport (except air transport to and from Canada).

The present analysis considers the conformity of national statistical sources with United Nations recommendations according to two perspectives on data availability. First, information which is generally available to public researchers is evaluated for its conformity with United Nations standards. These statistical sources include published data, public use research files and data contained in the record structure of administrative (usually machine-readable) data files. The second perspective concerns documentary sources of information on

international migrants and refers to all sources of information collected by the agencies under review. Documentary sources thus include application forms, administrative records and questionnaires, regardless of the suitability for systematic data analysis.

Table 3 classifies the items of information available from the national statistical sources by the operational criteria for classification of arrivals and departures according to the definitions of international migrants recommended by the United Nations. The specific items of information required to identify major categories of arrivals or departures and the geographic, economic and personal characteristics considered appropriate to evaluate social demographic impact are presented across the top of the table. The requisite items of information on specific length of presence in and absence from the country of arrival and the country of departure, respectively, have been collapsed to the following items for arrivals, "prior absence from country of arrival" and "prior presence in country of arrival" and for departures, "duration of stay in country of departure" and "prior absence from country of departure". The left-hand column of the table presents the statistical sources of information on arrivals and departures and the population to which each source refers.

Focusing first on the statistical records of INS, it is apparent from table 3 that the information necessary to identify categories of international migrants is available for aliens only, that is, legally defined immigrants and non-immigrants admitted to the United States. Identifying information for non-immigrants is available from the non-immigrant statistical system and the non-immigrant document control system. Date of arrival is available for both immigrants and non-immigrants. Intended duration of stay in the United States is not included in the immigrant record although actual length of stay according to year of initial non-immigrant or conditional admission is available for those aliens adjusting status. ^{12/} Similarly, purpose of original arrival is available for the original admission of aliens adjusting to permanent resident status. Intended duration of stay is available for non-immigrants only from the document control record for arrivals; "data admitted to" is coded in the document record. Prior presence in the United States can be inferred for resident aliens returning from a temporary absence abroad. These aliens complete an arrival-departure record. It is not possible to measure duration of prior residence in or temporary absence from the United States for returning resident aliens on the basis of the non-immigrant statistical record. Purpose of current arrival for non-immigrants can be inferred from visa classification. Social and economic characteristics are more readily available for immigrants than for non-immigrants. The Alien Address Report System currently provides information on duration of residence in the United States and indicators of purpose of arrival.

The labour certification record provides very general information concerning intended length of stay and purpose of travel. Intended length of stay may be inferred from "permanent" or "temporary" (non-immigrant) employment. Purpose of travel may be assumed as employment within specific industries within the United States.

Table 3

Information available from United States statistical sources which is consistent with United Nations recommended topics of investigation

Statistical source	Population base	Information required to identify categories of arrivals						Geographic, personal and economic characteristics of arrivals										
		1	2	3	4	5	6	1	2	3	4	5	6	7	8	9	10	11
I. Arrivals																		
A. Immigration and Naturalization Service																		
1. Immigrant Record	Permanent resident aliens	X	X a/		X a/	X a/		X b/		X	X	X	X	X				X
2. Non-immigrant Statistical Record	Aliens completing an arrival-departure record	X			X c/	X		X		X								X
3. Non-immigrant Document Control System	Aliens completing an arrival-departure record, except permanent resident aliens	X	X			X				X d/	X d/	X						
4. Alien Address Report System	Aliens in the United States each January	X	X			X				X	X							X
5. Border Control Activities	Aliens and citizens arriving over international land borders	X																
6. Passenger Inspections Records	Aliens and citizens arriving on international carriers by air and sea	X																
7. Crewman Inspection Records	Alien and citizen crewmen inspected and admitted	X																
B. Department of Labor																		
1. Labor Certification Record	Aliens applying for labour certification in support of either immigrant or non-immigrant visa application				X e/		X			X	X	X						X
C. Bureau of the Census																		
1. Decennial Census of Population	Total population	X f/																
	Foreign born population	X f/,g/	X							X		X	X	X	X			
2. Current Population Survey	Total population	X f/	X									X	X	X	X			X
	Foreign born population	X g/	X							X		X	X	X	X			X
3. Survey of Income and Education	Foreign born population	X g/	X							X		X	X	X	X			X

Table 3 (continued)

Statistical source	Population base	Information required to identify categories of departures						Geographic, personal and economic characteristics of departures									
		1	2	3	4	5	6	1	2	3	4	5	6	7	8	9	10
II. Departures																	
A. Immigration and Naturalization Service																	
1. Non-immigrant Document Control System	Aliens completing an arrival-departure record, except permanent resident aliens	X		X			X					X d/	X d/	X			
2. Passenger Inspection Records	Aliens and citizens departing on international carriers by sea and air	X															
B. Social Security Administration																	
1. Master Beneficiary Records	Beneficiaries residing abroad	X h/	X	X h/	X h/			X						X	X		
	Beneficiaries both filing claims and residing abroad	X	X	X i/	X h/			X	X	X	X	X	X				
2. Summary Earnings Records	Citizens employed outside the United States by United States firms and subsidiaries of United States firms participating in social security programmes	X j/	X j/		X j/									X	X		

Table 3 (continued)

Statistical source	Population base	Topics of investigation of immigrant stock												
		1	2	3	4	5	6	7	8	9	10	11	12	13
III. Immigrant stock														
A. Immigration and Naturalization Service														
1. Alien Address Report Program	Aliens in the United States each January	X	X	X	X	X								X
B. Bureau of the Census														
1. Decennial Census of Population	Foreign born population	X	X	X		X	X	X	X	X	X			X
2. Survey of Income and Education	Foreign born population	X	X	X		X	X	X	X	X	X			X
C. Public Health Service														
1. Natality Statistical System	Foreign born mothers		X	X		X	X	X	X				X	
2. Mortality Statistical System	Foreign born population		X	X		X	X							
3. Marriage Statistical System	Foreign born population		X	X		X	X	X					X	

KEY

Information required to identify categories of arrivals: 1-date of arrival; 2-duration of stay in country of arrival; 3-duration of absence from country of arrival; 4-prior presence in country of arrival; 5-purpose of current arrival; 6-purpose of last departure.

Geographic, personal and economic characteristics of arrivals: 1-last country of stay of more than one year; 2-country in which last worked; 3-country of birth; 4-country of citizenship; 5-age; 6-sex; 7-marital status; 8-educational attainment; 9-country in which education was received; 10-occupation in country of departure; 11-occupation in country of arrival.

Information required to identify categories of departures: 1-date of departure; 2-duration of absence in country of arrival; 3-duration of stay in country of departure; 4-prior absence from country of departure; 5-purpose of current departure; 6-purpose of last arrival.

Geographic, personal and economic characteristics of departures: 1-country of arrival; 2-country of birth; 3-country of citizenship; 4-age; 5-sex; 6-marital status; 7-educational attainment; 8-country in which education was received; 9-occupation in country of departure; 10-occupation in country of arrival.

Topics of investigation for immigrant stock: 1-date of arrival; 2-current residence; 3-country of birth; 4-country of citizenship; 5-sex; 6-age; 7-marital status; 8-fertility; 9-household composition; 10-educational attainment; 11-country in which education was received; 12-occupation; 13-country in which last worked.

- a/ This information can be inferred for aliens adjusting status.
- b/ This item can be represented by "country of permanent residence".
- c/ This item can be inferred for returning permanent resident aliens.
- d/ Nationality can represent either country of birth or country of citizenship.
- e/ Duration of stay is represented as temporary (for non-immigrants) or permanent (for immigrants).
- f/ Date of arrival from abroad is represented by residence at a prior date.
- g/ Year of immigration is available.
- h/ Duration of presence and absence is inferred from changes in mailing address.
- i/ This is available for workers on whose earnings benefits to beneficiaries residing abroad are based.
- j/ Duration of presence and absence is based on location of reporting establishment.

The Bureau of the Census provides three sources of stock data potentially relevant for the measurement of the volume and characteristics of international migration flow to the United States. Date of arrival of both citizen and alien arrivals from abroad is indirectly documented through the concept of mobility status, represented by the question on residence five years ago. The decennial census also documents the year of immigration for the foreign born population. The Current Population Survey provides crude data on date of arrival through the concept of mobility status; nativity is not regularly included in the survey schedule. The Survey of Income and Education records year of immigration for the foreign born population. Each of the statistical sources available from the Bureau of the Census documents in relative detail the social and economic characteristics of international arrivals.

The second panel of table 3 refers to international departures. Considerably fewer statistical sources are available. Sources of departure data which are available do not include many of the relevant items of information.

INS provides two statistical sources of departure statistics. The non-immigrant document control system processes arrival-departure records (the "B" copy) for non-immigrants departing from the United States. The content of the record is the same as that for arrivals, with the addition of information on resolution of the case (departure, extension etc.). However, date of departure is not coded in the document control records, although "date extended to" is. Passenger statistics are available (now from the Department of Transportation) for aliens and citizens departing from the United States by air and sea transport. Date of departure can be documented for passengers by citizenship status.

The Social Security Administration provides two statistical sources of information on international migration flow from the United States. The Master Beneficiary Record file includes information on beneficiaries receiving claims and benefits abroad. The administrative record for beneficiaries abroad includes date of departure, length of stay in, and current length of absence from, the United States. The Summary Earnings Record file maintains longitudinal administrative records on the earnings of persons in social security-covered employment, including United States citizens employed abroad for United States firms and certain subsidiaries of United States firms. ^{13/} Duration of employment abroad for individual workers can be inferred from administrative records on earnings in social security-covered employment.

This analysis indicates the relative unavailability from national statistical sources of specific items of information required to classify international arrivals and departures according to United Nations definitions of international migrants. Even when the relevant items of information are available from specific sources, the statistical concepts are usually not consistent among populations of arrivals or departures. Relatively more data on length of stay in and absence from the United States are available from documentary sources of information on international migrants. Here the concern is not with what information is published and available in statistical files, but rather with items of information which are collected regardless of data processing.

Table 4 presents the items of information required for the classification of international arrivals according to migration status available from national documentary sources. The format of the table is consistent with that of table 3. A first review of table 4 reveals the existence of relatively more items of information recommended for collection. This is particularly true for recommended

Table 4

Information available from United States documentary sources which is consistent with United Nations recommended topics of investigation

Documentary source	Population base	Information required to identify categories of arrivals						Geographic, personal and economic characteristics of arrivals										
		1	2	3	4	5	6	1	2	3	4	5	6	7	8	9	10	11
A. Department of State																		
1. Non-immigrant visa application (form 257) (form 257a)	Aliens seeking a non-immigrant visa for temporary stay		X				X			X	X	o/	X	X	X			X
	Aliens seeking a non-immigrant visa for temporary visit for business or pleasure	X	X	X	X	X		X		X	X	o/	X	X	X			X a/ X a/
2. Application for border crossing card (form I-190)	Nationals of Mexico and Canada, and Canadian landed immigrants who seek a border crossing card for frequent temporary visits to the United States for business or pleasure						X			X				X	X			
3. Immigrant visa and alien registration (forms 510, 511)	Aliens applying for admission as permanent resident aliens in United States consulates abroad	X	X	X	X	X												
B. Department of Labor																		
1. Application for alien employment certification																		
(a) Statement of qualifications of alien (form MA 7-50A)	Aliens applying for an immigrant visa under either a third or sixth preference						X b/	X			X	X		X	X	X	X	X c/ X X
(b) Job offer for alien employment (form MA 7-50B)	Aliens applying for an immigrant visa under either a third or sixth preference and whose occupation is not listed on schedule A and aliens seeking a non-immigrant visa as either temporary workers and trainees or intra-company transferees	X	X				X b/	X										X
(c) Supplemental statement for live-at-work job offers (form MA 7-50C)	Same as above pertaining to employment requiring alien to reside at work																	

Table 4 (continued)

Documentary source	Population base	Information required to identify categories of arrivals						Geographic, personal and economic characteristics of arrivals										
		1	2	3	4	5	6	1	2	3	4	5	6	7	8	9	10	11
I. Arrivals																		
B. Department of Labor																		
2. Labor Certification form (form MA 7-148)	Aliens applying for labour certification in support of both immigrant and non-immigrant visa applications		x <u>d/</u>		x <u>b/</u>	x					x		x	x				
C. Immigration and Naturalization Service																		
1. Immigrant visa and alien registration (forms FS 510, 511)	Aliens admitted as immigrants, including aliens adjusting to permanent resident status	x	x	x	x	x		x		x <u>e/</u>	x	x	x	x			x <u>f/</u>	x <u>f/</u>
2. Petition to classify status of alien relative for issuance of immigrant visa (form I-130)	Aliens admitted as immigrants in first, second or fourth preference or as immediate relative of United States citizen	x <u>b/</u>	x <u>b/</u>		x				x <u>b/</u>	x		x		x				x <u>b/</u>
3. Petition to classify preference status of alien on basis	Aliens admitted as immigrants in third or sixth preference	x <u>b/</u>	x <u>b/</u>		x <u>b/</u>	x				x		x		x			x <u>g/</u>	x <u>g/</u>
4. Petition to classify orphan as an immediate relative (form I-600)	Aliens admitted as immigrants as immediate relatives of United States citizens through adoption		x			x				x		x		x				
5. Arrival-departure record (form I-94)	Aliens admitted as non-immigrants, including returning resident aliens, excluding border crossers, non-immigrants with multiple entry documents admitted over international land borders, and alien crewmen	x	x		x <u>h/</u>	x			x <u>h/i/</u>	x <u>j/</u>	x		x <u>j/</u>					x <u>k/</u>
6. Crewman's landing permit (form I-95a)	Aliens admitted as crewmembers	x	x		x					x	x <u>l/</u>	x	x				x	x
7. Petition to classify non-immigrant as temporary worker or trainee (form I-129B)	Aliens admitted as non-immigrants, as temporary workers or trainees and intra-company transferees		x <u>m/</u>			x					x	x						x

Table 4 (continued)

Documentary source	Population base	Information required to identify categories of arrivals						Geographic, personal and economic characteristics of arrivals										
		1	2	3	4	5	6	1	2	3	4	5	6	7	8	9	10	11
I. Arrivals																		
C. Immigration and Naturalization Service																		
8. Petition to classify status of fiancé or fiancée for issuance of non-immigrant visa (form I-129F)	Aliens admitted as non-immigrants in order to conclude a marriage to a United States citizen		X		X	X			X		X	X	X					
9. Certificate of eligibility (form I-20)	Aliens admitted as non-immigrants as students	X <u>m/</u>	X	X <u>n/</u>	X	X			X	X <u>o/</u>	X		X	X	X			
10. Certificate of eligibility for exchange visitor status (form DSP-66)	Aliens admitted as non-immigrants as exchange visitors	X	X	X	X	X		X	X		X	X						X
11. Application for issuance or extension of permit to re-enter the United States (form I-131)	Permanent resident aliens seeking to re-enter the United States after a temporary visit abroad	X	X	X	X	X	X <u>p/</u>	X	X	X	X <u>o/</u>	X						X
12. Application for issuance or extension of refugee travel document (form I-570)	Aliens qualifying as refugees and seeking to travel abroad	X	X	X <u>r/</u>		X				X	X <u>o/</u>	X	X					
13. Alien address report (form I-53)	Aliens in the United States each January	X	X				X <u>q/</u>			X	X	X	X					X
14. Passenger list (form I-418)	Alien and citizen passengers arriving by sea on international vessels	X									X <u>o/</u>	X						
15. Crew list (form I-418)	Alien and citizen crewmen arriving by sea on international vessels	X									X <u>o/</u>	X						
16. Aircraft/vessel report (form I-92)	Alien and citizen passengers arriving by air on international carriers	X																
17. Border control activities	Inspections of aliens and citizens admitted over international land borders	X									X <u>o/</u>	X						

Table 4 (continued)

Documentary source		Information required to identify categories of arrivals						Geographic, personal and economic characteristics of arrivals										
I. Arrivals	Population base	1	2	3	4	5	6	1	2	3	4	5	6	7	8	9	10	11
D. Bureau of the Census																		
1. Decennial Census of Population	Total population	X								X			X	X	X	X		X
	Foreign born population	X								X			X	X	X	X		X
2. Current Population Survey	Total population	X											X	X	X	X		X
	Foreign born population	X											X	X	X	X		X
3. Survey of Income and Education	Foreign born population	X											X	X	X	X		X

Table 4 (continued)

Documentary source	Population base	Information required to identify categories of departures						Geographic, personal and economic characteristics of departures									
		1	2	3	4	5	6	1	2	3	4	5	6	7	8	9	10
II. Departures																	
A. Immigration and Naturalization Service																	
1. Arrival-departure record (form I-94B)	Aliens admitted as non-immigrants departing, excluding border crossers, non-immigrants with multiple entry documents admitted over land borders and alien crewmen	X		X			X				X	X	X				
2. Crewman's landing permit (form I-95a)	Alien crewmen departing	X		X	X		X				X	X	o/	X			X X
3. Application for issuance or extension of permit to re-enter the United States (form I-131)	Permanent resident aliens seeking to re-enter the United States after a temporary visit abroad	X	X	X	X	X					X	X	o/	X			X
4. Application for issuance or extension of refugee travel document (form I-570)	Aliens qualifying as refugees and seeking to travel abroad	X	X	X		X	X				X	X	o/	X			
5. Passenger list (form I-418)	Alien and citizen passengers departing by sea on international carriers	X											X	o/	X		
6. Crew list (form I-418)	Alien and citizen crew members departing by sea on international carriers	X											X	o/	X		
7. Aircraft/vessel report (form I-92)	Alien and citizen passengers departing by air on international carriers	X															
B. Social Security Administration																	
1. Master beneficiary records (form SS-21)	Beneficiaries residing abroad Beneficiaries both filing claims and residing abroad	X	u/	X	u/	X	u/				X						
		X	X	X	X					X	X	X	X	X			
2. Summary earnings records	Citizens employed outside the United States by United States firms and subsidiaries of United States firms participating in social security programmes	X	v/	X	v/												

Table 4 (continued)

Documentary source		Topics of investigation for immigrant stock												
III. Immigrant stock	Population base	1	2	3	4	5	6	7	8	9	10	11	12	13
A. Immigration and Naturalization Service														
1. Alien address report (form I-53)	Aliens in the United States each January	X	X	X	X	X	X							X
B. Bureau of the Census														
1. Decennial Census of Population	Foreign born population	X	X	X		X	X	X	X	X	X			X
2. Survey of Income and Education	Foreign born population	X	X	X		X	X	X	X	X	X			X
C. Public Health Service														
1. Certificate of live birth (form HRA-161)	Foreign born parents		X	X		X	X	X	X		X			
2. Certificate of death (form HRA-162)	Foreign born decedent		X	X	X	X	X	X						X
3. Licence and certificate of marriage (form HRA-164)	Foreign born bride and groom		X	X		X	X	X			X			
4. Certificate of divorce, dissolution of marriage or annulment (form HRA-165)	Foreign born man and wife		X	X		X	X	X			X			
D. Social Security Administration														
1. Application for a social security number (form SS-5)	Foreign born population		X	X		X	X	X						

(Footnotes on following page)

KEY

Information required to identify categories of arrivals: 1-date of arrival; 2-duration of stay in country of arrival; 3-duration of absence from country of arrival; 4-prior presence in country of arrival; 5-purpose of current arrival; 6-purpose of last departure.

Geographic, personal and economic characteristics of arrivals: 1-last country of stay of more than one year; 2-country in which last worked; 3-country of birth; 4-country of citizenship; 5-age; 6-sex; 7-marital status; 8-educational attainment; 9-country in which education was received; 10-occupation in country of departure; 11-occupation in country of arrival.

Information required to identify categories of departures: 1-date of departure; 2-duration of absence in country of arrival; 3-duration of stay in country of departure; 4-prior absence from country of departure; 5-purpose of current departure; 6-purpose of last arrival.

Geographic, personal and economic characteristics of departures: 1-country of arrival; 2-country of birth; 3-country of citizenship; 4-age; 5-sex; 6-marital status; 7-educational attainment; 8-country in which education was received; 9-occupation in country of departure; 10-occupation in country of arrival.

Topics of investigation for immigrant stock: 1-date of arrival; 2-current residence; 3-country of birth; 4-country of citizenship; 5-sex; 6-age; 7-marital status; 8-fertility; 9-household composition; 10-educational attainment; 11-country in which education was received; 12-occupation; 13-country in which last worked.

- a/ Occupation is represented as "present profession or occupation".
- b/ This information refers to aliens currently in the United States.
- c/ Information on location of schools and universities is available.
- d/ This information refers to temporary (non-immigrant) and permanent (immigrant) duration of stay.
- e/ Country of citizenship is represented by foreign State of chargeability.
- f/ Occupation is represented as "occupation" or occupation of labour certification.
- g/ Occupation is represented as "profession or occupation".
- h/ This information refers to returning permanent resident aliens only.
- i/ Country of last permanent residence can represent country of stay of more than one year.
- j/ Information is not available for returning resident aliens.
- k/ Information is available for non-immigrants with labour certifications only.
- l/ This item can be represented by country issuing passport.
- m/ Date of arrival can be inferred from the validity of the certificate or petition.
- n/ This item is represented by "temporary absence outside the United States".
- o/ Country of citizenship is represented by country of nationality.
- p/ Information available for aliens applying for permit extension only.
- q/ Purpose of current arrival is represented by current visa status.
- r/ Date of arrival is represented by residence at prior date.
- s/ Date of arrival is represented by residence at prior date and year of immigration.
- t/ Country of arrival is represented by country of permanent residence.
- u/ Information is based on changes in mailing address.
- v/ Information is based on changes in location of reporting establishments.

social and economic characteristics. However, documentary sources generally do not provide the items required to classify arrivals and departures according to recommended migration statuses.

Applications for entry documentation for admission to the United States generally include more detailed information than contained on either the entry document itself, such as the arrival-departure record, or the statistical record, such as the non-immigrant document control record. The applications for a non-immigrant visa and border crossing card are good illustrations. For example, the non-immigrant visa application for temporary visitors (FS-257a) includes information representing nearly every item necessary for the classification of these potential aliens arrivals according to categories of international migrants. The form does not include purpose of last departure for the identification of short-term emigrants returning. However, information concerning place and length of previous residences is recorded on the form. Moreover, the non-immigrant visa application includes a relatively wide range of social and economic information.

Labour certification application forms include detailed social and economic information on education and occupational qualifications. However, labour certification forms provide only a crude basis for distinguishing between long-term and short-term immigrants by indicating applicants for permanent (immigrant) employment and temporary (non-immigrant) employment.

Documentary sources of information maintained under the auspices of INS include the immigrant visa and supporting immigrant petitions, arrival-departure records and associated petitions for various classes of non-immigrants, applications for re-entry permits and travel documents, passenger manifests, and alien address reports. For example, the immigrant visa contains detailed information on prior presence in the United States and intended date of arrival, intended length of stay and purpose of current arrival. These are the items necessary to classify permanent resident aliens according to United Nations categories of international arrivals. The available information does not allow the identification of short-term emigrants returning, however.

The alien address report includes length of stay in the United States (disregarding temporary absences abroad) according to current visa classifications. Thus, the report is a basis for measuring annual alien totals for each category of international migrants to the United States except that of short-term emigrants returning. The alien address report also includes basic demographic information such as age, sex, country of birth, country of citizenship, industry and occupation in the United States.

The various passenger and crew manifests, even in documentary form, do not include information appropriate for the classification of aliens and citizens according to international migration status.

Information available from the Bureau of the Census from documentary sources is the same as that which is available from census statistical sources. As described above, census data on residential mobility permit the estimation of annual long-term immigration for all United States residents. Similarly, data referring to year of immigration permit the estimation of annual long-term immigration of the foreign born residents. A wide range of social and economic information is available for these migrant populations.

Documentary sources provide a wider base of information on annual departures from the United States than do statistical sources. However, documentary sources, too, are related to administrative policies and procedures and thus are not universal in their coverage. For example, the arrival-departure record provides information on length and purpose of stay in the United States and date of required departure for non-immigrants. It is potentially possible to represent the long-term emigration of non-immigrants based on information on length of stay of more than one year, short-term immigrants departing and "other" non-immigrant departures based on length of stay and purpose of visit. The alien crewman's landing permit record provides a basis for documenting the flow of this group of travellers.

The re-entry permit application for permanent resident aliens (I-151) records intended date of departure and length of stay abroad, purpose of trip and intentions concerning maintaining permanent resident status in the United States. The form provides a potential for classifying resident aliens intending a trip abroad as long-term emigrants, short-term emigrants and other departures. Information on current length of stay and indirect evidence on economic activity in the United States makes it potentially possible to identify short-term immigrants departing. However, this documentary source reflects the travel intentions of only those permanent resident aliens applying for a re-entry permit. Information collected on the refugee travel document also provides a means for classifying aliens who lack other valid travel documentation according to departure intentions.

Finally, the administrative files of the Social Security Administration allow the estimation of annual long-term emigration from the United States for social security beneficiaries and for United States citizen workers employed abroad. Social Security Administration sources are clearly limited in representing the characteristics of all departures from the United States.

The third panel of table 4 presents the documentary sources of information available for the measurement and description of the immigrant stock in the United States. The alien address report system does not refer to the total foreign born population but refers to non-citizen foreign born. The report includes most of the recommended geographic topics but does not collect social demographic information on marital status, household composition or fertility.

The documentary sources of information of the Bureau of the Census, the Public Health Service and the Social Security Administration generally contain information on the characteristics of the immigrant stock recommended by the United Nations. More information on the foreign born population is available from vital registration certificates than is coded on either administrative or public use research files. For example, country of citizenship, marital status and occupation are available from the standard death certificate. Similarly, social and economic information on foreign born mothers and fathers is collected on the birth certificate.

The social security application form is a final documentary source of information on the foreign born population. Topics collected on the form include current residence, country of birth, age, sex and race.

D. Strategies for meeting the United Nations recommendations on international migration statistics

The federal statistical system holds great potential for collection of information on international migration consistent with the United Nations recommendations. Clearly, the adequacy of available information on international migration may be increased given better co-ordination among federal statistical programmes. In the best of all possible worlds, co-ordination of statistical operations would yield common definitions of populations of arrival and departures, topics of investigation which are consistently operationalized in the field, and complementary methods of data processing and analysis. The implication here is the development of a federal system of social demographic accounts (see United Nations, 1976). However, the reality of currently existing federal sources of international migration data is far from a co-ordinated statistical system. Efforts to improve information on migration might focus on existing sources of data.

In suggesting priorities for meeting United Nations recommendations, emphasis might be placed on the improvement on international migration flow. Adequate social, economic and demographic data for the immigrant stock are available from the decennial census, the Current Population Survey and the vital registration system. Priority may be given to identifying the major groups of international migrants arriving in and departing from the United States, namely, long-term and short-term immigrants, long-term and short-term emigrants returning and short-term immigrants departing.

As described above, information on the flow of international travellers is available in statistical and documentary form from a variety of sources. The visa issuing activities of the Visa Office and the inspections programmes of INS serve as border or frontier control of international travellers. The Bureau of the Census conducts field inquiries which enumerate long-term and some short-term immigrants. The Alien Address Report Program is also a source of information on long-term and short-term immigrants, as well as other international travellers although it excludes migrants who are citizens of the United States. The administrative statistical systems of the Social Security Administration can be considered a population register for workers and beneficiaries migrating into and out of the country.

One might begin by suggesting that the documentary sources of information employed in these administrative and statistical programmes be expanded to include the requisite information for identifying categories of international migrants. However, the trend in policy concerning the content of federal forms has been to minimize the number of items collected. A short-run alternative is to sample those documentary sources which do collect the information needed to classify arrivals and departures according to migration status. While no such documentary sources of information exist for departures, there are two administrative forms for alien arrivals which do record data on prior presence in and absence from the United States and purpose of travel. The applications for an immigrant visa (FS 510) and non-immigrant visa (FS 257, 257a) each collect data on previous travel to and presence in the United States. This information, along with visa classification, could be the basis for identifying long-term and short-term immigrants and, perhaps, short-term emigrants returning. There does exist a logistical problem in sampling the immigrant visa and non-immigrant visa forms: most non-immigrant visa applications are stored for a year before being destroyed at United States consulates abroad. Sampling of immigrant forms would have to occur at the Central Office of INS when the forms are processed in the Statistics Branch. A further

problem stems from the fact that these administrative programmes do not cover all arrivals to the United States. United States citizens, border crossers from Mexico and Canada and returning resident aliens are among the groups of travellers excluded.

A similar strategy may be to improve the non-immigrant document control system so that information on length of stay is made available. Of course, like other sources of information on arrivals and departures this administrative programme excludes many groups of international travellers. Interestingly, the arrival-departure form (I-94) on which NIDOC is based is completed by all passengers (with the exception of arrivals by air from Canada) arriving by sea and air carriers. Only the forms submitted by aliens are processed statistically. One could urge that the content of the arrival-departure form be revised for statistical purposes to include questions on international migration and that a sample of the forms submitted by all passengers, alien and citizens alike, be analysed.

These approaches to improving United States migration statistics assume the existing administrative infrastructure for processing international travellers. The derived data fail to provide a measure of the total flow of categories of migrants from the United States. Another more progressive strategy to identify international migrants may be to sample at border points all arrivals to and departures from the country. The duties of INS require the inspections of nearly all international arrivals; minimal inspection of departures also occurs. This approach has the advantage of providing estimates of the flow of emigrants and of covering those international arrivals not included in administrative data programmes. A clear disadvantage is the requirement of additional intervention in traveller flow.

The field inquiries of the Bureau of the Census may be considered to hold more promise for the identification of international migrants. The inclusion of a question on date of arrival will allow a measurement of population flow from an enumeration of population stock. However, persons emigrating or dying before the date of the inquiry will stand omitted from the enumerated population. The Current Population Survey is an appropriate vehicle for identifying long-term immigrants, regardless of citizenship status, short-term immigrants and short-term emigrants returning. Moreover, the use of the survey for estimating long-term emigration may prove a very promising strategy for improving United States migration data. The Bureau has considered the estimation of emigration of United States residents through a network of multiplicity sampling techniques. The problems inherent in a network survey for estimating migration flow have been documented (see Passal and Peck, 1979) and survey schedules have been developed. Unfortunately, the project has been frustrated by lack of resources.

A further strategy for the improvement of federal statistics on international migration is to co-ordinate existing statistical sources. The Statistics Branch of INS has recently developed annual public use data files for a sample of immigrants admitted and of aliens reporting under the Alien Address Report Program. The latter sample is structured to permit longitudinal analysis of this alien population. However, the file cannot be linked to other statistical sources such as census or social security research files. Coding of social security number along with personal characteristics would be useful for data linkage across administrative files. Data linkage increases available information per case and also serves to evaluate data quality and population coverage (see, for example, Kilss and Scheuren, 1978).

One can envisage a project in which statistical sources on immigrant admissions (the immigrant data file) and non-immigrant admissions (the non-immigrant document control system) are linked using the alien registration number with annual stock data on aliens in the United States (the Alien Address Report Program). The linkage could provide a measurement of length of stay by alien characteristics. Merged data on long-term alien immigrants (defined demographically) could be linked using the social security number with social security records on earnings and, less easily, with vital statistics on demographic events. Such analysis could also serve to measure the social, economic and demographic impact of long-term alien immigration on the size and composition of the national population.

Many other co-ordinated projects can be suggested. All rely on data collection programmes whose population coverage can be estimated and quality of data is high.

E. Summary and conclusions

This analysis has considered the potential conformity of United States statistical and documentary sources of information on international migration with United Nations recommendations. Although documentary sources of information may hold better potential for representing recommended topics, the advantage over statistical sources is not great. Reliance on legal characteristics such as permanent resident status and class of non-immigrant visa is necessary to collect data on intended length of stay or absence and purpose of travel. Social and economic characteristics are available to a large extent, although availability varies among class of admission and method of data collection. Information on emigration from the United States is indeed scanty. Both statistical and documentary sources of information on departures are limited by incomplete coverage of total departures.

In the short run, the measurement of international migration trends to and from the United States according to definitions recommended by the United Nations might rely on piecemeal analysis of data according to legal and administrative characteristics and on methods of demographic estimation. The use of special surveys, linkage across data files and estimation techniques can be powerful analytic strategies for the measurement of international migration trends (see Kraly, 1978, pp. 122-132). The advantages of the refinement of these techniques are magnified given the implausibility of the development of a national system of demographic accounts in the near future.

Notes

1/ United Nations publication, Sales No. E.77.XIII.1.

2/ United Nations efforts at standardization of international migration statistics were preceded by similar attempts by the International Statistical Institute at the turn of this century and the International Labour Organisation. For a thorough review of the activities of international organizations concerning migration statistics, see Kraly, 1979, pp. 20-52.

Notes (continued)

3/ The diversity among countries was revealed in the survey of national practices conducted by the Statistical Office of the United Nations Secretariat in support of its drafting of the 1976 recommendations. The Statistical Office received 157 responses to the questionnaire on international migration statistics. Some 133 countries reported collection of immigration statistics, and 120 collected emigration statistics. Approximately one quarter of the countries reporting collection of immigration statistics classified all arrivals as immigrants; about 50 countries were at the other extreme by including within immigration statistics persons intending to establish residence and/or intending a minimum duration of stay. Only about five countries collected statistics reflecting short-term and long-term immigration. Distinction between the two was made on intended length of stay. Results for the collection of emigration statistics were similar: approximately 50 countries adopted a criterion of intent to change residence and/or minimum duration of stay to indicate permanent emigration; only one country collected information akin to long-term and short-term emigration by distinguishing duration of employment abroad (see United Nations, 1976, pp. 8-9). Moreover, fewer than 10 countries indicated the operational definition of residence (United Nations, 1980, p. 4).

4/ Dependants are to be included in the migration category of the supporter.

5/ There are clear problems associated with the United Nations system of international migration statistics. The definition of short-term migrants is narrowed by including only persons employed in the country of arrival. Foreign students and exchange visitors are thus excluded from the migrant category. "Official diplomatic and consular representatives and members of the armed forces of the country and of foreign countries" and their dependants and servants are not included in the United Nations system. This is a deviation from a true demographic conceptualization of the process of international migration. The United Nations system does not give special attention to the identification of refugees. This population of international travellers is of major contemporary interest to countries of arrival. A general criticism concerns the lack of discussion of coding and storage of international migration data. This issue has important implications for comparative analysis and multilateral exchange of migration data.

6/ This analysis will not consider INS data sources on illegal aliens. There does not exist a direct measurement of flow of illegal migrants to the United States or a systematic survey of the characteristics of the resident illegal alien population. Other sources of information on the mobility of federal employees and military personnel include the Civil Service Commission and the Department of Defense. The statistical programmes of these agencies are yet to be explored for research use.

7/ The report has not been published since the 1975 issue because of lack of funds.

8/ For a discussion of the document control regulations of INS, see United States Department of Justice, 1974a and 1974b; and United States Department of State, n.d.

Notes (continued)

9/ For example, petitions to classify an alien as a relative, professional or worker, or fiance(e) must be submitted on behalf of the applicant. Various forms of information are maintained in the alien file for immigrants and certain non-immigrants and parolees.

10/ United States firms abroad are defined by SSA according to ownership of the firms by United States citizens. The specific criteria are presented in United States Department of Health, Education, and Welfare, 1974, pp. 178-181.

11/ Permanent resident aliens who intend to be abroad for longer than one year are to apply for a re-entry permit. This permit facilitates readmission. It is assumed by the Statistics Branch that an alien submitting a re-entry permit has in fact been abroad for longer than one year. However, there is nothing to prevent an alien from turning in a permit after a shorter trip abroad.

12/ The statistical sources of INS do not allow for the exclusion of "commuters" from Mexico and Canada who enter the United States daily or frequently to work under the authorization of an immigrant visa. A commuter is counted among immigrant admissions upon initial admission under the immigrant visa. His or her entry is subsequently counted only in border crossing statistics. Furthermore, commuters with valid visas are legal permanent resident aliens and may take up residence in the United States at any point in time.

13/ There are problems about inferring residence of worker from social security files on employment. Geographic codes refer to location of employers. Often the location of central payroll offices is coded for all employees rather than actual place of work. See Cartwright, 1978, and Buckler and Smith, 1978, for a discussion of the limitations of SSA data files for geographic mobility research.

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IX. THE NETHERLANDS POPULATION REGISTER AS A SOURCE OF INTERNATIONAL MIGRATION STATISTICS*

R. Verhoef**

The population register is the source of international migration statistics and internal migration statistics of the Netherlands. In the case of international migration statistics, it primarily furnishes data on long-term immigrants and emigrants. 1/ However, only part of the data on short-term immigrants can be derived from this source, while data on short-term emigrants in principle cannot be based on the population register.

International migration is only a small part of the total recorded Netherlands migration. In 1979 the total international migratory movement covered 164,000 changes of residence, whereas internal migrations numbered 531,000 changes of residence between different municipalities (as at 1 January 1980) and 810,000 moves within the municipalities of the Netherlands. It is presumed that the majority of short-term immigrants and short-term emigrants are as yet not included in the migration statistics of the Netherlands. Nevertheless, during the past few years, increasing attention has been given to international migration. There are several reasons for this interest, among which are the following: (a) the increasing share of net international migration in total population growth (see annex IX.1); and (b) the incorporation of immigrants from non-Western countries with their own socio-cultural characteristics into the Netherlands society.

The Government focuses attention on those developments because, among other things, the Netherlands is a relatively densely populated country, with 415 inhabitants per square kilometre (1 January 1980); the housing shortage is still considerable; and, in the second half of the 1970s, the growth in opportunities for employment fell increasingly short of the increase of labour supply (330,000 registered unemployed, or 7.8 per cent of the dependent economically active population in April 1981). A more comprehensive and coherent government policy for international migration can as yet not be identified, but there is an increasing tendency towards a policy directed at subsectors, 2/ for which statistics are required. Several data are available, but not in sufficient quantities. In particular, the category of nationals of Suriname origin is only summarily described in the population statistics.

For this reason, the extension of the statistics will be mainly directed at filling the information gaps. This will increase the international comparability of the statistics by taking account of the relevant United Nations

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recommendations. The possibility of achieving this objective is determined by (a) the importance assigned to comparable results by national and supra-international policy-makers; and (b) the additional efforts, and respective costs, involved in adapting the United Nations recommendations.

For statistics based on registration systems, changing the method of data collection is often very time-consuming, since not only organizational problems but also administrative and legal obstacles have to be overcome. It is relatively simple to make changes in the compilation of data. Some results of recent efforts in this field will be used to make provisional applications of the United Nations recommendations to the international migration statistics of the Netherlands.

The following sections deal with:

(a) The Netherlands population register as a source of international migration statistics;

(b) Comparison between the definitions of a long-term and a short-term migrant as laid down in the United Nations recommendations and as applied in the Netherlands population register;

(c) Provisional quantification of the effect of the definitions according to the United Nations and the Netherlands population registers respectively on the registered number of international migrants;

(d) Immigrant stock data;

(e) New developments regarding statistics on international migration and on immigrant stock.

A. The Netherlands population register as a source of international migration statistics 3/

A population register is a mechanism for the continuous recording and/or co-ordinated linkage of selected information pertaining to each member of the resident population of a country. While population registration essentially has an administrative purpose, it can be used to provide up-to-date secondary statistics on the size and characteristics of that population at selected time intervals. Population registers are built up from an inventory of the inhabitants of a country, augmented continuously by current information on the facts of birth, death, adoption, legitimation, marriage, divorce, change of occupation, change of name, and change of residence. These registers are thus the result of record linkage in which notification of certain events, recorded originally in separate files, is automatically and continuously made to a central file on a current basis throughout the lifetime of the individual. Generally speaking, population registers have operated most efficiently in those countries with the longest tradition of statistical organization.

The Netherlands system of continuous population accounting, which since 1850 has provided for the systematic updating of the population registers in the Netherlands, is based on regulations set forth in a Royal Decree of 1849 (with the population census held towards the end of 1849 as a starting point). The population registration system is decentralized, which means that each municipality keeps its own population register. The population accounting system is

responsible, on the one hand, for the correct accounting of changes relating to births, deaths, marriages, and marriage dissolutions recorded by the Local Registrar of the civil registration system; on the other hand, it records and accounts for the information derived from the compulsory notification by the de jure resident population of the Netherlands of all cases in which a person becomes a permanent resident in a municipality, or moves away from or changes residence within a municipality. This system of population accounting is used, therefore, to collect the data both for secondary population statistics, which relate to the current state and structure of the population, and for vital and migration statistics.

During the 130 years since 1850, various amendments and additions have been made to the original system of population accounting. These include the Population Registers Act of 1887, which provides the statutory basis of the system, the criteria for inclusion of persons in and removal from the registers, the nature of the particulars to be entered, the collaboration between the municipalities, the legislation concerning the population's notification duties, the setting up of the Government Inspectorate of Population Registers, which supervises the implementation of the regulations. The most important amendment was the general introduction (under the Royal Decree on Population Accounting of 1936) of the personal card in 1940. Prior to this, the family was the registration unit, and the registers consisted of family documents in which all members of the family were listed. As at 1 January 1940, the individual person became the registration unit in all municipalities. Since then the population register in each municipality has consisted of a collection of personal cards, all of identical design (see annex IX.2).

In principle, all persons having residence in the Netherlands are entered in the population registers. Therefore, the registers refer to the resident population. Persons are registered in the population register of the municipality in which they normally reside. Persons resident in the Netherlands without a fixed address are entered in the Central Population Register (as at 1 January 1980 there were 1,546). Persons temporarily in the country are excluded from registration. Foreign persons, entitled to diplomatic immunity, aliens in diplomatic service, and foreign armed forces stationed in the Netherlands (NATO military personnel, alien civilian staff employed by those forces, and their alien wives and children) are also excluded from registration. A personal card is made out at birth for each child registered by the Local Registrar as a live birth. This card follows the individual during his/her life. All changes in the personal situation, such as marriage, divorce, changes of address etc., are entered on this card. When a man becomes head of a family, his personal card also gives information about the members of the nuclear family. After death, the deceased person's personal card is removed from the register and placed in a central file at the Central Bureau of Genealogy.

Changes of residence must be entered in the files of the population register. When a person moves to another municipality in the Netherlands, his/her personal card is forwarded to the municipality of his/her new residence.

In case of emigration abroad, the personal card of the person concerned is removed from the files when that person intends to stay abroad for at least one year (change of normal residence). The card is then forwarded to the Central Government Inspectorate at The Hague. Immigrants are entered in the population register of the municipality where they have come to live (change of normal residence); this applies to persons with Netherlands nationality if they intend to

stay in the Netherlands for at least one month and to aliens if they intend to stay in the Netherlands for at least six months.

The municipality reports their arrival to the Central Government Inspectorate. If such an immigrant has previously resided in the Netherlands, the municipality receives his/her old personal card from the Inspectorate, where it has been kept on file during his/her absence abroad. If the person concerned has never lived in the Netherlands a new personal card is made out.

For the transmission of information between the municipalities and the Inspectorate, use is made of notification forms (form A for emigration; form B for immigration; see annexes IX.3 and IX.4).

From the very outset, the population registers and the system of continuous population accounting have been used for compiling accurate, complete and detailed population statistics. For this purpose, the Royal Decree on Population Accounting includes not only regulations governing the registration proper but also special regulations concerning the use of the system for the compilation of population statistics. Specific regulations concerning the obligation of the municipalities to report the necessary information to the Netherlands Central Bureau of Statistics for its compilation of vital and migration statistics are contained in the Population Statistics Manual, which is an appendix to the Royal Decree on Population Accounting.

Vital statistics are reported to the Central Bureau of Statistics by the Local Registrar who has the duty to enter vital events relating to birth, death, marriage, and marriage dissolution into the civil registers. The link between civil registration and the population registers has safeguarded the accuracy and completeness of this statistical information. Migration statistics are reported directly to the Bureau from the population registers and are based on those entries in or removals from the registers resulting from arrivals and departures.

The external migration statistics of the Netherlands are based on the system of continuous population accounting and thus cover, in principle, only the migratory flows of persons whose arrivals in or departures from the Netherlands coincide with a change of permanent residence. Thus, those statistics do not include tourists, businessmen etc., or the daily traffic of workers across the frontier, and other persons.

As mentioned previously, there is systematic communication between the municipal population registers and the Central Government Inspectorate of the population registers at The Hague in order to guarantee a correct updating of those registers with reference to arrivals from abroad (entry of personal cards into the registers) or departures to another country (removal of personal cards from the registers). For this communication, notification forms A (emigration) and B (immigration) are used. After their administrative processing, the notification forms are forwarded to the Bureau for use in the preparation of external migration statistics. From these data, very detailed statistics on the external migratory flows to and from the Netherlands can be compiled. Various characteristics of the migrants are processed, such as sex, age, place and country of birth, nationality, religious affiliation, occupation, marital status, year of marriage, family relationship, municipality of arrival or departure, country of previous residence or country of destination, and intended duration of stay in the Netherlands (in case of immigration).

B. Comparison between the definitions of a long-term and a short-term migrant as laid down in the United Nations recommendations and as applied in the Netherlands population register

A comparison between the definition of international migrants according to the United Nations (see annex IX.5) and the definition of an international migrant according to the Netherlands population register should encompass, with respect to the Netherlands definition, the following two points:

(a) The regulations which determine whether a person is an international migrant and has thus been entered in or removed from the population register;

(b) When a person is an international migrant according to the regulations of the population register, and thus notification form B (at immigration) or notification form A (at emigration) is made out, it becomes important which information entered in those documents could be further attuned to the United Nations recommendations.

To make the following discussion more comprehensible, comparison is first made for emigrants and then for immigrants.

1. Comparison regarding emigrants

According to the regulations of the population accounting system of the Netherlands an emigrant, for whom notification form A is made out, is a person with an intended duration of absence from the Netherlands of more than one year. This implies that, in principle, no data are registered for the category when there is an intended duration of absence of one year or less (see figure 9.1, categories 3.A.2(a)-(b), 3.B.1.b(i)-(ii)).

When the intended duration of absence is longer than one year, notification form A is made out. It contains some information about the migration history of the migrant, namely, "If immigrated after January 1, 1940, date of last entry in the Netherlands population register". If the restriction imposed by "after January 1, 1940" is ignored, the reply to the question makes it possible to determine whether the emigrant belongs to category 3.A.1, shown in figure 9.1, at least if he/she never left the Netherlands (that is to say, has never been removed from the population register and thus never been away for more than one year).

It is also possible to find out whether the emigrant, after the last entry, was in the Netherlands (population registers) continuously for more than one year. This also implies that he is a long-term emigrant. However, it is not known whether he was never or at least once away from the country of departure for more than one year. The long-term emigrant can therefore belong to category 3.A.1, as well as to category 3.B.1(a), shown in figure 9.1. Since removal from the register takes place only in case of an intended duration of absence of more than one year, it might be concluded that only category 3.B.1(a) would be applicable.

This supposition rests on the regulations of the population register but not on the fact that migrants may follow a migration pattern which deviates from their intended (recorded) duration of absence, as will be shown later. For an emigrant (by definition, duration of intended stay of more than one year) with a previous stay of one year or less in the country of departure (the Netherlands), the case is

even more complex, because here notification form A does not give any indication which of the following possibilities is applicable under the terms of the United Nations definition:

(a) Long-term emigrant (category 3.A.1), never away from country of departure continuously for more than one year;

(b) Long-term emigrant (category 3.B.1(a)), at least once away from country of departure continuously for more than one year; in country of departure continuously for more than one year since the most recent continuous absence of more than one year (later on at least once abroad for one year or less and one year or less in country of departure);

(c) Short-term immigrant departing/other (category 3.B.2(a)-(b)), at least once away from country of departure continuously for more than one year, not in country of departure continuously for more than one year since the most recent absence of more than one year.

Nevertheless, it is clear that if the Netherlands classification were adapted completely to the United Nations definitions for long-term and short-term emigrants, respectively, the questions of notification form A would have to go deeper into the migration history of the emigrant. Furthermore, a question about occupation, namely, remunerated from within the country etc., would have to be added. Figure 9.1 shows the categories of emigrants according to the United Nations recommendations and the extent to which the Netherlands migration statistics can supply data on those categories. Figure 9.2 gives a corresponding picture for immigrants.

Figure 9.1. Scope of emigration statistics that can be derived from existing Netherlands migration statistics sources

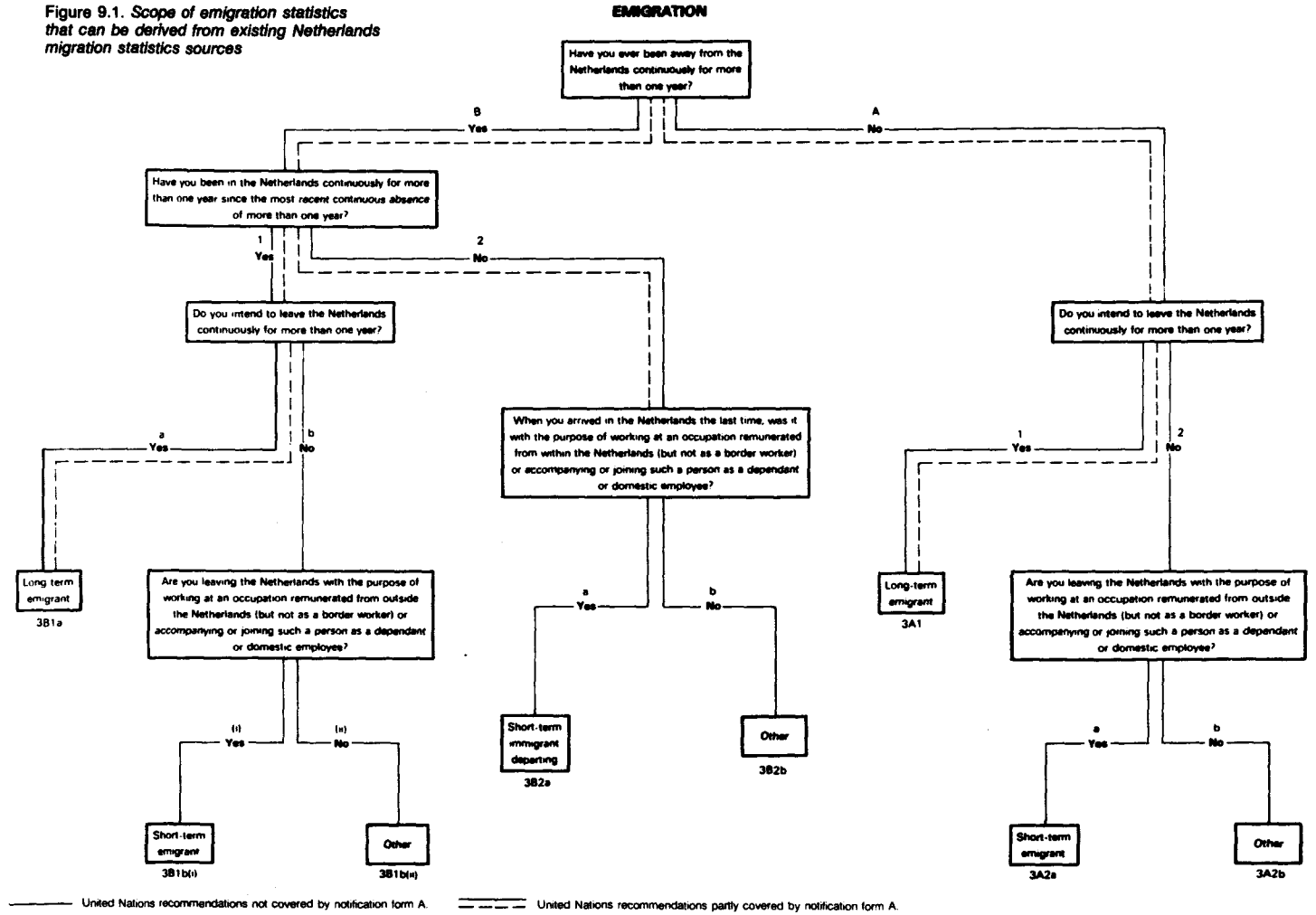
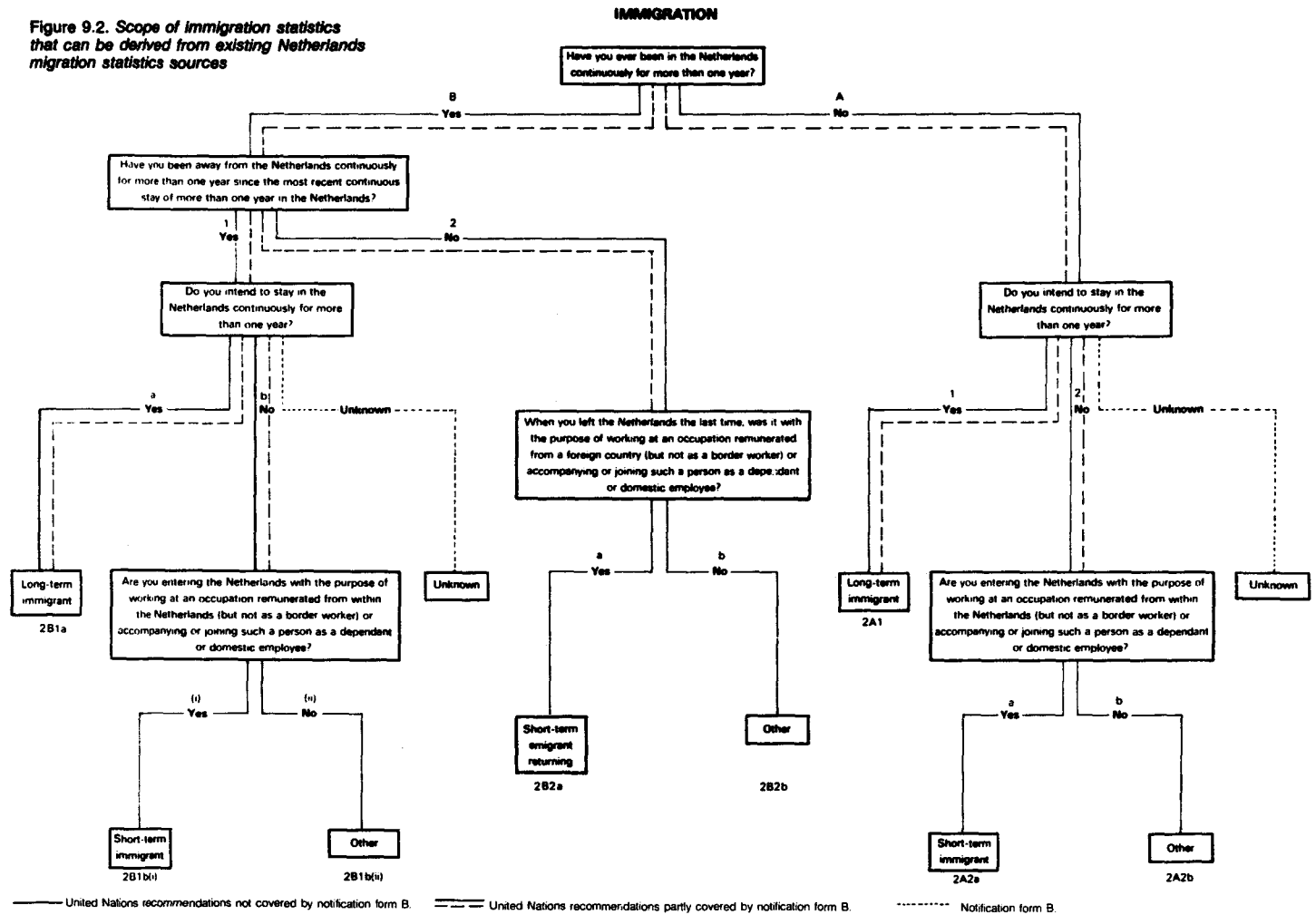


Figure 9.2. Scope of immigration statistics that can be derived from existing Netherlands migration statistics sources



2. Comparison regarding immigrants

According to the regulations of the population accounting system of the Netherlands, an immigrant, for whom notification form B is made out, is a person who intends to stay in the Netherlands for more than 30 days (aliens 180 days). Since that regulation did not fit in with the recommendations formulated by the United Nations, the following question was added to notification form B: "Intended duration of stay in the Netherlands", with the following reply alternatives: "less than one year"; "more than one year"; "unknown".

Another question asks for "date of removal from the population register of that municipality", where "that municipality" is the "municipality of last entry in a population register in the Netherlands". Usually, this is the date of previous emigration from the Netherlands.

Although a considerable amount of information is collected, the regulations of the register which determine whether a person is an immigrant, either do not cover certain categories of the United Nations definition, namely, category 2.A.2(a)-(b) and category 2.B.1.b(i)-(ii) shown in figure 9.2, or furnish data that are not fully comparable on the basis of the information given in notification form B, as will be shown below.

If the intended duration of stay is more than one year and the immigrant has never been in (a population register of) the country of arrival, it concerns a long-term immigrant, that is, category 2.A.1 shown in figure 9.2. If the immigrant with an intended duration of stay of more than one year has been in the country of arrival before, it is only possible to determine whether he/she has been absent for more than one year or less. If absent for more than one year, the person is considered a long-term immigrant (category 2.B.1(a) or category 2.A.1 shown in figure 9.2) because it is not known whether the person who was removed from the register because of emigration had previously spent more than one year or one year or less in the country of arrival.

If the immigrant with an intended stay of more than one year in the country of arrival had a previous stay of one year or less abroad, there are, according to the United Nations definitions, three different possibilities:

(a) Long-term immigrant (category 2.A.1), never in country of arrival continuously for more than one year;

(b) Long-term immigrant (category 2.B.1(a)), at least once in country of arrival continuously for more than one year; away from country of arrival continuously for more than one year since the most recent continuous stay of more than one year (and after that at least once for one year or less in the country of arrival and one year or less abroad);

(c) Short-term emigrant returning/other (category 2.B.2(a)-(b)), at least once in country of arrival continuously for more than one year; not away from country of arrival continuously for more than one year since most recent continuous stay of more than one year.

As to immigrants with an intended stay of one year or less, it has already been mentioned that, because of the regulations of the Netherlands population register, the collecting of data on this category is limited to nationals with a duration of intended stay of more than one month to one year and aliens with six

months to one year, as far as the arrival coincides with a change of normal residence. For this category also the United Nations definitions have three possibilities:

(a) Short-term immigrant/other (category 2.A.2(a)-(b)), never in country of arrival continuously for more than one year; intended duration of stay in country of arrival one year or less;

(b) Short-term immigrant/other (category 2.B.1.b(i)-(ii)), at least once in country of arrival continuously for more than one year; away from country of arrival continuously for more than one year since the most recent continuous stay of more than one year; intended duration of stay in country of arrival one year or less;

(c) Short-term emigrant returning/other (category 2.B.2(a)-(b)), at least once in country of arrival continuously for more than one year; not away from country of arrival continuously for more than one year since most recent continuous stay of more than one year.

Also, the questions of notification form B will have to probe more deeply into the migration history of the (im)migrant if the Netherlands wishes to adapt completely to the classification of the United Nations definition for long-term and short-term immigrants respectively. Moreover also for this category, a question should be added about occupation, namely, remunerated from a foreign country etc. Before drawing conclusions, the effect of diverse definitions on the recorded number of international migrants on the basis of tables 9.1 to 9.4 will be considered.

C. Provisional quantification of the effect of the definitions according to the United Nations and the Netherlands population registers respectively on the registered number of international migrants

A graph representing the external migration of the Netherlands during the period 1945-1980 is given in annex IX.6. The following part of the present paper mainly relates to the period 1975-1979; in those years external migration was determined to a considerable extent by the immigration from Suriname and by the family reunion of foreign workers, namely, the immigration of wives and children of foreign workers who had already come to the Netherlands at an earlier date.

Table 9.1 shows the emigration, immigration and net external migration of the Netherlands during the period 1975-1979, per year as well as for the entire period, according to the definitions of the Netherlands population registers and according to the United Nations recommendations respectively.

The difference between the definitions concerns especially the immigrants, who, according to the regulations of the Netherlands population register, cover both long-term immigrants and part of the short-term immigrants (according to the United Nations definition). The usefulness of introducing a uniform definition is emphasized by the divergent figures, as shown for immigrants in table 9.1.

Table 9.1

External migration of the Netherlands according to the definition
of the Netherlands population registers/population statistics and
the United Nations recommendations, 1975-1979

Year	Definition of the						
	Netherlands population registers/ statistics <u>a/</u>			United Nations recommendations 1980: long-term migrants <u>b/</u>			
	Immi- gration	Emi- gration	Net migration	Immi- gration	Emi- gration	Net migration	Short-term immigrants <u>c/</u>
1975	127 264	55 209	72 055	116 448	44 115	72 333	4 366
1976	82 953	61 530	21 423	72 495	49 547	22 948	4 272
1977	83 899	61 051	22 848	73 640	51 126	22 514	3 825
1978	89 184	61 117	28 067	77 898	50 891	27 007	4 008
1979	104 553	59 779	44 774	93 880	48 803	45 077	3 557
1975-1979	487 853	298 686	189 167	434 361	244 482	189 879	20 028

a/ The statistics relate to all individuals either arriving in or departing from the Netherlands whose arrivals and departures result in entries in or removals from the Netherlands population registers. In general (a few special cases excepted), any person who intends to stay in the Netherlands for more than 30 days (aliens 180 days) has to be entered in the population register of the municipality of the new residence. Removal from the population registers follows when a person intends to leave the Netherlands permanently or for an intended indefinite period exceeding 360 days. By the above-described linking of external migration statistics with the Netherlands continuous population registration system, said statistics cover only those persons whose arrival in or departure from the Netherlands coincides with a change of normal residence.

b/ Approximation of the 1980 United Nations recommendations for:

(a) Immigrants by decreasing the number of immigrants with a duration of intended stay of more than one year with a proportion of the immigrants returning after a stay abroad of less than one year, that is, the proportion of the number of immigrants with an intended duration of stay of more than one year in all immigrants (intended duration of stay one year or less, more than one year and unknown), and further by increasing this number by dividing the immigrants with an unknown period of intended stay pro rata among short-term and long-term immigrants;

(b) Emigrants by decreasing the total number with a duration of intended stay of more than one year with those who arrived in the country one year or less before.

c/ This figure only relates to short-term immigrants with a duration of intended stay exceeding 30 days in the case of nationals and exceeding 180 days in the case of aliens.

Table 9.2 gives for the same period a breakdown of external migration by intended duration of stay, and previous stay, according to the United Nations definition; as to the category one year or less, data are only given in so far as the external migration statistics of the Netherlands also cover this category.

It is often difficult to collect data on the migrant's intended duration of stay, as becomes apparent from the relatively large category "unknown intended duration of stay". This can have different causes, such as: (a) the immigrant really does not know; (b) the immigrant would rather not tell and therefore prefers to give this answer instead of the correct one; (c) the immigrant believes that this answer will turn out favourably for him; (d) the population officer cannot quickly trace the intended duration of stay of the immigrant and enters him under the category "unknown" for the sake of convenience.

This matter has not yet been investigated. The last-mentioned possibility can also occur because a precise reply to the question is not immediately relevant for entry in the register or the population administration in general. For statistical purposes, however, it is important. Therefore, the use of the reply category "unknown" should be confined as much as possible to the really "unknown".

The fact that there are also immigrants with a previous stay abroad of one year or less, which, according to the regulations of the register could not possibly occur (because in that case they should not have been deleted from the population register because of emigration), is also an indication that statements about intended duration of stay (in this case, the previous intended duration of stay abroad for more than one year) are not always reliable in the light of subsequent events. In the interest of the degree of exactitude aimed at in the statistics of the diverse categories of external migrants, due regard should be paid to the circumstance that migrants can also change their mind about, for example, the intended duration of stay and absence.

Table 9.3 deals more extensively with the data on intended duration of stay and duration of previous stay for the period 1975-1979. Use was made of newly available tables, of which the compilation was directed to a closer connection with the United Nations definitions for immigrants and emigrants. Annex IX.2 contains some summary tables. Table 9.3 shows that the reply category "unknown" occurs more often with the national than the alien immigrants. This proves that language barriers at the data collection do not always cause the use of this reply category, which was stated by about 40 per cent of the immigrants. Because the rules for entry in the personal register differ for nationals and aliens (minimum intended stay of one and six months respectively), the figures relating to nationals are not fully comparable with those of aliens. The same also applies to the category one year or less. Partly owing to this, the category includes more nationals than aliens.

Table 9.2

External migration by intended duration of stay and previous stay
in the Netherlands, 1975-1979 a/

Year	Intended duration of stay			Previous stay		
	One year or less	More than one year	Unknown	One year or less	More than one year	Permanent
IMMIGRATION						
1975	2 638	70 352	54 274	6 450	27 961	92 853
1976	2 550	43 249	37 154	6 231	24 282	52 440
1977	2 402	46 191	35 306	6 519	25 615	51 765
1978	2 429	47 151	39 604	7 384	25 012	56 788
1979	2 627	69 405	32 521	7 014	25 415	72 124
1975-1979	12 646	276 348	198 859	33 598	128 285	325 970
EMIGRATION						
1975		55 209		11 904	24 620	19 495
1976		61 530		11 983	29 285	20 262
1977		61 051		9 925	29 733	21 393
1978		61 117		10 226	28 420	22 471
1979		59 779		10 976	27 530	21 273
1975-1979		298 686		54 204	139 588	104 894

a/ See table 9.1, notes a/ and b/.

Table 9.3

External migration of nationals and aliens by duration of intended stay
and duration of previous stay, the Netherlands, 1975-1979

Duration of previous stay	Duration of intended stay			Total
	One year or less	More than one year	Unknown	
IMMIGRATION				
Total				
One year or less	962	17 749	14 887	33 598
More than one year	6 259	68 708	53 318	128 285
Permanent	5 425	189 891	130 654	325 970
Total	12 646	276 348	198 859	487 853
Nationals				
One year or less	881	12 873	11 082	24 836
More than one year	5 779	56 649	44 884	107 312
Permanent	824	41 424	31 627	73 875
Total	7 484	110 946	87 593	206 023
Aliens				
One year or less	81	4 876	3 805	8 762
More than one year	480	12 059	8 434	20 973
Permanent	4 601	148 467	99 027	252 095
Total	5 162	165 402	111 266	281 830
EMIGRATION				
Total				
One year or less		54 204		54 204
More than one year		139 588		139 588
Permanent		104 894		104 894
Total		298 686		298 686
Nationals				
One year or less		25 777		25 777
More than one year		55 859		55 859
Permanent		96 048		96 048
Total		177 684		177 684
Aliens				
One year or less		28 427		28 427
More than one year		83 729		83 729
Permanent		8 846		8 846
Total		121 002		121 002

The majority of the immigrants (55 per cent of the nationals and 60 per cent of the aliens) state a duration of intended stay of more than one year. The tables entered in annexes IX.7, IX.8 and IX.9 show that the exactness of the answers concerning expected future migration behaviour differs for the different categories of migrants.

Table 9.3 also illustrates the asymmetry in the reply categories for immigrants and emigrants. Emigrants cannot enter "unknown". The column immigration, duration of previous stay abroad, one year or less, shows a number of 30,000 persons. In view of the rules for removal from the register, this category should not include anybody at all. On their departure, the relevant migrants stated that they left for more than one year or permanently. They either did not know their own future migration behaviour or did not wish to state their intention on leaving. The introduction of a reply category "unknown" also for emigrants would bring the description of the actual duration of intended stay abroad more in accordance with the actual facts.

Moreover, table 9.4 shows that there is a considerable difference between the duration of intended stay in the Netherlands, one year or less during the period mid-1974 to 1978 and the duration of previous stay in the Netherlands, one year or less during the period 1975 to mid-1979. The reply category "unknown" largely accounts for this difference. The observed differences are, however, an additional indication of the weakness of using the intentions of future migration behaviour as a basis for international migration statistics.

In summary, the following conclusions can be drawn:

(a) In the compilation of the external migration statistics for the Netherlands, some progress was made with the application of the United Nations recommendations;

(b) The regulations according to which a person has to be entered in or removed from the Netherlands population register because of international migration, as well as the supplementary questioning of migrants, provide insufficient information for applying the United Nations recommendations to the statistics based on this register;

(c) The data on external migration based on the regulations only clearly differ from those based on the regulations as well as on the supplementary questioning of migrants (in order to approach the United Nations recommendations); the relative difference is co-determined by the length of the period under review;

(d) The information which the migrants do or are prepared to give is far from accurate and reliable, and the exactness differs with the different categories of migrants.

The not unimportant shortcomings of the statistics, when comparing them with the United Nations recommendations, create some cause for reflection about both the statistics and the recommendations. As to the latter, they are based on a model which distinguishes the migrants by the migration pattern they have stated to have followed or intend to follow. The model is correct in itself, although it will not be possible to fit any actually realized migration pattern into it without problems.

This is not surprising because, in addition, the model is a simplification of the reality. In spite of this simplification of actual practice, the model makes

Table 9.4

External migration by duration of intended stay, duration of previous stay
and nationality, the Netherlands, 1975-1978

Nationality	Immigration, mid-1974 to 1978			Emigration, 1975 to mid-1979			Immigration, mid-1975 to 1979		
	Duration of intended stay in the Netherlands			Duration of previous stay in the Netherlands			Duration of previous stay abroad		
	One year or less	More than one year	Unknown	One year or less	More than one year	Perma- nent	One year or less	More than one year	Perma- nent
	(In thousands)								
Nationals	7.1	105.0	85.8	23.3	50.3	86.4	22.3	95.1	52.6
Aliens	4.4	127.8	100.1	25.4	75.5	7.9	8.0	19.2	227.0
Total	11.5	232.8	185.9	48.7	125.8	94.3	30.4	114.3	279.6

far too heavy demands on the possibilities of statistical data collection, because of the many different types of migrants and the wide variety in the characteristics of the migrants.

The questions needed for the model can be formulated, but the collection of the correct answers is as yet impossible. The statistics will give a far from ideal measurement of the migrants classified in this model.

This conclusion is discouraging. Still, the statistics can give results which can be used for international comparisons. In general, that part of migration will be recorded for which data collection is relatively easy (for example, as a result of locally prevailing regulations of the population register) or which is relevant to policy. The migration which is policy-relevant will be restricted in time and place, but will often concern both countries simultaneously, even if not always to the same degree. This implies that there can be a certain measure of conformity in the international migration of the countries concerned. (If an international removal card can be introduced and/or an exchange of individual identification numbers of migrants is possible, the measure of conformity can be very considerable. Also, in such case, checks can be kept regarding the statements made by the migrant about duration of intended stay, although this latter information can only be obtained after a certain lapse of time.) Particularly in countries where the definitions for migrants differ, this comparison will have to be made by the relevant statistical offices.

The level at which the comparison is made will have to be chosen realistically. In countries where the method of statistical data collection and the definitions differ, a broad scope, for example, on a five-year basis rather than a yearly one, and confined to net international migration, should be possible. In that way differences in the data collection resulting from the time lags and definitions will have less importance, while the intended purpose is adequately achieved. What matters in the end is obtaining policy-relevant and otherwise useful figures.

In the municipalities and larger regional units in the Netherlands, data on age structure by sex and marital status are updated once a year. It starts with periodic enumerations of the population entered in the municipal population registers. By incorporating in each succeeding year the changes that have occurred in the population as recorded in the municipal population registers, statistics on the current state and structure of the population are compiled every year. The calculations are based on information which the Central Bureau of Statistics regularly receives from the municipal population registers concerning statistics on birth, death, internal and international migration, marriage and dissolution of marriage (by death or divorce). This procedure shows that the statistics on international migration are embedded in the system of demographic statistics. Therefore, definitions and computations of international migration should correspond with the other definitions used in this system. International migration forms part of the said system because, as a result of migration, the international migrant will become a part of the population of another country. This last contention does not hold true unless the migration coincides with a change of normal residence, which can be determined by an intended stay of more than one year.

This does not apply to tourists, whereas from this point of view other frontier-crossing categories such as short-term migrants are intermediate forms. Tourists form no part of the demographic system of the population, as they belong

to a different population, namely, of the country in which they have their normal residence. Tourists, rather, belong to a system of a more economic nature. Data on tourism will have to be established according to a method that is better adapted (characteristics, reliability) to such a framework. The fact that migrants and tourists are both part of frontier-crossing passenger-traffic is less relevant. It only gives some information about two different phenomena occurring at one and the same place of observation. In the demographic system to which the migrant belongs, the collection of data on long-term migrants is important. Within this framework, short-term migrants are less relevant: the collection of data on this category could possibly be incorporated in a more economically oriented system of statistics.

D. Immigrant stock data

In the population census held on 28 February 1971, data were collected on the foreign-born persons in the Netherlands. Table 9.5 shows that at the time there were about 606,000 foreign-born persons residing in the Netherlands. Table 9.6 shows the foreign-born persons in the Netherlands by country of birth. The number is not in accordance with the United Nations definition of immigrant stock (all foreign-born persons present in the country for more than one year) because the census material did not offer the possibility of making corrections for those who were in the country for one year or less. At the last census a question was asked concerning the period of settlement in the municipality of residence but not the period of residence in the Netherlands. To correct the above figure, use was made of the migration data for 1970 and 1971. The number of foreign-born persons who took up residence in the Netherlands during the period March 1970-February 1971 was deducted, while adjustments were made for those among them who left the country

Table 9.5

Foreign-born persons in the Netherlands by sex, age group and nationality, 28 February 1971

Age group	Males	Females	Total
(In thousands)			
0-19	51.7	50.4	102.2
20-29	70.0	52.2	122.1
30-49	115.4	89.6	205.0
50-64	40.9	68.5	109.4
65 and over	18.6	48.9	67.5
Total	296.6	309.7	606.3
Nationals	171.1	248.1	419.2
Aliens	125.5	61.5	187.0

Notes: Total population in the Netherlands as at 28 February 1971 was 13,070,115 of which 6,516,675 were males.

Figures do not necessarily add to totals because of rounding.

Table 9.6

Foreign-born persons in the Netherlands by country of birth
28 February 1971

Country of birth (if more than 10,000)	Total (in thousands)	Percentage of total number of foreign-born persons
Belgium	32.6	5.4
Germany, Federal Republic of	119.2	19.7
Indonesia	204.4	33.7
Italy	10.6	1.8
Morocco	20.9	3.4
Netherlands Antilles	13.6	2.2
Spain	24.9	4.1
Suriname	29.0	4.8
Turkey	28.2	4.6
United Kingdom of Great Britain and Northern Ireland	13.7	2.3

during that period. This resulted in an immigrant stock, according to the United Nations definition, of about 551,700 persons.

Table 9.7 contains the most important tables concerning the immigrant stock in the Netherlands according to the fourteenth General Population Census held on 28 February 1971. The population census to be held in 1981 has been postponed because the co-operation of the population was deemed inadequate to yield successful census results. The gap this causes in the data on the immigrant stock will be filled up partly by the statistics of the alien population.

All municipalities have enumerated the alien population by nationality, sex, age, and marital status, as entered in the population registers or alien population registers of the local alien police on 1 January 1976. From this enumeration, the Netherlands Central Bureau of Statistics has compiled annual regional statistics on the current state and structure of the alien population resident in the country. For this purpose, all available relevant information on changes occurring in this part of the population (e.g., births, deaths, migrations, marriages, changes of nationality) is processed annually, differentiated by sex, year of birth and marital status. The information on vital and migration events will also be the basis for the vital and migration statistics of this population.

Table 9.7

Most important tables concerning the immigration stock in the
Netherlands, according to the fourteenth General Population
Census, 28 February 1971

	Complete enumeration					Sample 1 in 10(x 10)		
	Basic tables		Project 101			Project 71		
	Table 1/4	1/4	1/1	1/2	3/1	Table 1/2	1/3	1/8
Total population	X	X						
Foreign-born persons			X	X				
Nationals						X	X	X
Children living with their parents and one or both parents was/were born abroad								X
According to:								
Sex	2	2	2	2		2	2	2
Age	18		4			4	4	12
Age of child					5			
Marital status				3		5		
Country of birth	2	2	5	5		6	6	12
Country of birth of father					6			
Country of birth of mother					6			
Country of birth of child					6			
Nationality		2	2	2				
Nationality of father					2			
Nationality of mother					2			
Nationality of child					2			
Period of settlement in the 1971 municipality of residence ^{a/}							9	
Religious denomination			9					
Position in the household				7				
Available for:								
The Netherlands	X	X	X	X	X	X	X	X
Province	X	X	X	X		X	X	
Group of municipalities according to number of inhabitants	X	X	X	X				
21 large municipalities	X	X	X	X				
Municipality	X	X						

Note: The X's and the numbers in each column indicate the contents of the table. These tables are available for each of the indicated regions separately. The numbers indicate the number of category of each variable.

^{a/} Periods of settlement in the 1971 municipality of residence: 1970 or 1971 (i.e., a period of 14 months), 1965-1969, 1960-1964, 1955-1959, 1950-1954, 1945-1949, 1944 or before, at birth. A question on the period of settlement in the Netherlands (for foreign-born persons) was not asked in the 1971 census.

Table 9.8 gives some data on aliens residing in the Netherlands and table 9.9 gives an outline of additional variables and tables concerning the aliens residing in the Netherlands. This group of the population forms an important part of the total allocthonous population in the Netherlands, which can roughly be indicated as the population born abroad and their children, not only because of their share in this total, but especially because this category is essential for the conduct of government policy concerning allocthones. This is namely the case with foreign workers (of whom Turks and Moroccans form an important group) and their families who immigrated in the 1960s and 1970s.

Part of the allocthonous population that came to the Netherlands in the past 35 years, that is to say, after the Second World War, came from Indonesia (about 0.25 million persons). Those migrants have assimilated rather well with the Netherlands society during the 1950s. For a subgroup of the immigrants from Indonesia, namely, those from the Moluccas (now amounting to about 30,000), the integration is less successful.

Up till 1 January 1980 about 105,000 persons from Suriname and 30,000 from the Netherlands Antilles (who have Netherlands nationality) came to the Netherlands, most of them in the second half of the 1970s. Data on the population in the Netherlands with Suriname nationality are given in table 9.6. So far, no reliable information is available on the integration of those groups.

Policy makers have great need for information about foreign workers and their families (aliens), the Moluccans (partly aliens, partly nationals) and immigrants from Suriname (partly nationals, partly aliens) and from the Netherlands Antilles (nationals).

Since the postponement of the 1981 population census, a census from the population registers might be a means to fill the gap in information, especially for the benefit of policy makers. Thus, to keep the immigrant stock data up to date, the information that becomes available for the vital and migration statistics will have to be attuned to this purpose wherever necessary. It is as yet doubtful whether this approach is a workable one in view of the organizational, administrative and legal (especially concerning the up-keep) difficulties that have to be surmounted. Nevertheless, it will take years to realize all these details. Sample surveys would be the most suitable means to obtain more detailed information.

Table 9.8

Aliens residing in the Netherlands, by sex and country of
nationality, as at 1 January a/

Country of nationality	1976			1980		
	M	F	Total	M	F	Total
	(In thousands)					
<u>Europe</u>	153.5	102.8	256.2	178.6	134.6	313.2
Austria	1.8	1.4	3.2	2.0	1.6	3.6
Belgium	11.3	10.2	21.5	11.9	11.1	23.0
Denmark	0.4	0.5	0.9	0.5	0.6	1.1
France	2.5	2.2	4.7	3.0	2.8	5.8
Germany, Federal Republic of	23.2	17.8	41.0	23.6	19.1	42.7
Greece	2.6	1.6	4.2	2.5	1.5	4.0
Ireland	0.4	0.4	0.7	0.8	0.8	1.6
Italy	13.1	6.9	20.0	13.6	7.3	20.9
Luxembourg	0.1	0.1	0.2	0.1	0.1	0.3
Portugal	4.9	3.9	8.8	5.1	4.3	9.4
Spain	18.1	11.0	29.1	14.1	9.4	23.5
Turkey	49.5	27.0	76.5	68.7	50.9	119.6
United Kingdom of Great Britain and Northern Ireland <u>b/</u>	13.8	9.8	23.7	20.7	14.7	35.4
Yugoslavia	7.6	6.2	13.8	7.4	6.3	13.7
<u>America</u>	7.4	7.0	14.4	19.4	17.6	37.0
Canada	1.2	1.0	2.1	1.3	1.1	2.4
Suriname	0.1	0.1	0.2	10.1	8.7	18.8
United States of America	5.0	5.0	10.0	5.3	5.4	10.7
<u>Asia</u>	14.6	9.9	24.5	21.0	15.2	36.1
China	3.4	1.6	5.0	4.1	2.8	6.8
Indonesia	5.2	4.6	9.8	5.7	4.8	10.5
<u>Africa</u>	35.6	10.1	45.7	51.8	27.3	79.1
Algeria	0.2	0.1	0.2	0.3	0.1	0.5
Morocco	33.1	9.1	42.2	46.7	25.1	71.8
Tunisia	1.2	0.3	1.5	1.5	0.6	2.2
<u>Oceania</u>	1.2	1.1	2.4	1.5	1.5	3.0
Australia	1.1	1.0	2.1	1.3	1.2	2.5
<u>Stateless c/</u>	5.3	2.0	7.3	3.6	1.4	5.0
Total	217.6	132.9	350.5	275.8	197.6	473.4
European Community countries <u>d/</u>	64.8	47.9	112.7	74.3	56.4	130.7
Mediterranean countries <u>e/</u>	130.2	66.0	196.3	160.0	105.6	265.6

(Footnotes on following page)

(Footnotes to table 9.8)

Note: Figures do not necessarily add to totals because of rounding.

a/ Excluding aliens (6,000-7,000) exempt from entry in the population registers, such as diplomats and NATO military personnel.

b/ Including Hong Kong (British passport).

c/ Including persons who lost the Netherlands nationality as a result of enlisting in a foreign army or entering the service of a foreign State. Excluding persons without a country of nationality from South Moluccan descent (about 20,000).

d/ Belgium, Denmark, France, Germany, Federal Republic of, Ireland, Italy, Luxembourg and the United Kingdom.

e/ Algeria, Greece, Italy, Morocco, Portugal, Spain, Tunisia, Turkey and Yugoslavia.

Table 9.9

Outline of the variables and their cross-tabulations concerning
aliens residing in the Netherlands, since 1 January 1976

Variables	Table item																	
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
<u>Sex</u>																		
Male	X	X	X	X	X	X	X	X	X	X			X	X	X	X	X	X
Female	X	X	X	X	X	X	X	X	X	X			X	X	X	X	X	X
Total						X		X	X	X	X	X						
<u>Age</u>																		
0 to 19		X																
0 to 75 and over	X																	
Age group of 5 years, 0-4 to 75 and over	X	X	X			X							X	X				
Age group 0-14, 15-19, 20-29, 30-44, 45-64, 65 and over									X _{a/}	X _{a/}								
Total	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
<u>Marital status</u>																		
Single	X	X		X		X							X		X			
Married, widowed and divorced <u>b/</u>	X	X		X		X							X		X			
Total	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
<u>Country of nationality</u>																		
Each country of nationality (44 nationalities)					X													
Country of nationality with 1,000 persons and over			X		X		X _{c/}											
Country of nationality with 5,000 persons and over		X																
Mediterranean countries, recruiting countries, European Community countries <u>d/</u>									X _{e/}	X _{e/}								
Recruiting countries with 1,000 persons and over												X _{f/}						
Some selected countries of nationality <u>g/</u>																X	X	X
Continents		X	X	X	X		X									X	X	X
Total	X		X	X	X	X	X	X	X	X	X _{h/}	X _{i/}	X	X	X	X	X	X
Total with 10 persons and over																		
Total with 100 persons and over												X						
<u>Current population statistics</u>																		
Current population statistics of the previous year (except 1975)					X		X											
<u>Regional divisions</u>																		
The Netherlands	X	X	X	X	X	X	X	X	X	X	X						X	X
Province						X	X	X			X							
C.O.R.O.P. region								X										
E.g. region									X									
Municipality											X	X						
Municipality with 100,000 inhabitants and over as at 1 January 1976														X	X	X		
Municipality with 250,000 inhabitants and over as at 1 January 1976													X					
<u>Groups of municipalities</u>																		
Group of municipalities by number of inhabitants as at 1 January 1970																	X	
Degree of urbanization as at 28 February 1971																		X
Available years since	1-1-1976	1-1-1976	1-1-1976	1-1-1976	1-1-1976	1-1-1977	1-1-1976	1-1-1976	1-1-1976	1-1-1976	1-1-1976	1-1-1976	1-1-1977	1-1-1976	1-1-1977	1-1-1976	1-1-1977	1-1-1977

(Footnotes on following page)

(Footnotes to table 9.9)

a/ Only for 1 January 1976.

b/ The marital status married, widowed and divorced are mentioned separately at 1 January 1976.

c/ Country of nationality with 1,000 persons and over at national level.

d/ Mediterranean countries: Algeria, Greece, Italy, Morocco, Portugal, Spain, Tunisia, Turkey and Yugoslavia.

Recruiting countries: Mediterranean countries, except Italy.

European Community countries: Belgium, Denmark, France, Germany, Federal Republic of, Ireland, Italy, Luxembourg and United Kingdom.

e/ At 1 January 1976, with the exception of the recruiting countries.

f/ At 1 January 1976 the Mediterranean countries with 100 persons and over are mentioned.

g/ Belgium, Germany, Federal Republic of, European Community countries, Italy, Morocco, Mediterranean countries, Spain, Stateless, Suriname and Turkey.

h/ Only for the Netherlands and the provinces.

i/ Only for municipalities.

E. New developments regarding statistics on international migration and on immigrant stock

As stated previously, the Netherlands system of population registration is municipally organized. It is a decentralized system that consists of municipal collections of personal cards, one card for each person resident in the Netherlands. In principle, the system is organized in such a way that it is possible to update these registers by hand, according to the regulations laid down in the Royal Decree on Population Accounting.

During the last decades, new techniques have become available for processing administrative systems, and many municipalities have made use of these. There were, however, no official regulations concerning the technical procedures, and because of this a rather chaotic situation has resulted. The personal card files must be maintained. A number of municipalities have computer facilities for the population system, mostly of different types; other municipalities use less advanced techniques (punch cards, address cards); many small municipalities simply process their files by hand. Because of the lack of co-ordination in this area, optimal use has not been made of modern administrative techniques for the population system. However, some actions have been taken to ameliorate the situation. Since 1968, co-operation with the Foundation for the Development of Automation with the Municipalities has resulted in the development of a basic plan for municipal computerized systems of information that will have a common design and will function through 10 regional computer centres. The population system should be one of the municipal information systems to be computerized according to a standardized plan. On 1 January 1976 this standardized system was introduced in 100 municipalities with a total of about 5 million inhabitants. For the central Government, the Minister of the Interior set up the Committee for Automatizing the Municipal Population Registers in 1981.

In addition to these developments, for the purpose of co-ordinating and standardizing the population system, there are plans to centralize a copy of the whole system of population registration into a Central Population Administration under the authority of the central Government. A law to that effect is in preparation.

A Central Population Administration will make use of personal identification numbers. For the statistics of external migration, those numbers could in theory be used for making, at the individual level, connections between migration data that were collected at different points in time. This would offer the possibility of basing the migration history also on previously recorded information. The statements concerning intended duration of stay could also be checked after the event, at the individual level. At the national level the statistics of external migration could thus be further attuned to the United Nations recommendations. This will also serve the goal of international comparability of statistics. The comparability of international migration statistics would become even greater if an international exchange of personal identification numbers could be established.

The realization of the above-described developments will, however, not only depend on technical and organizational developments, but to a far more important extent on political and financial considerations. Meanwhile, it will be worth while to attune the information that becomes available for the migration statistics to the United Nations definitions by rewriting the basic documents (forms A and B).

Some new developments concerning immigration stock statistics are worth mentioning. The population census planned for 1981 has been postponed. This implies that, for immigration stock data, the population register will probably have to be the source of information. When an automated Central Population Administration can be established, it will serve as the basis for vital and migration statistics, as well as for statistics on the current state of the population. However, quite a few years will have passed before this possibility becomes a reality.

Notes

1/ See Recommendations on Statistics of International Migration (United Nations publication, Sales No. E.79.XVII.18).

2/ This appears, for example, from measures that have a direct influence on the volume of international migration, such as the regularization of aliens who entered the Netherlands illegally, mainly foreign workers (10,400 in 1975; 2,300 in 1976) and the obligation of a visa established for people from Suriname (1 September 1980) and Turkey (1 November 1980). In addition, government memoranda show an increasing interest in the resident foreign workers and their families and in other ethnic minorities.

3/ The text is taken from J. C. van den Brekel, "Systems of demographic measurement data collection. The population register: the example of the Netherlands system", Scientific Report Series No. 31, Laboratories for Population Statistics, August 1977.

Annex IX.1

Total population and population change of the Netherlands, 1960-1980

Period	Number of inhabitants at the beginning of the period (in thousands)	<u>External migration</u>												Number of inhabitants at the end of the period (in thousands)	
		Live births	Deaths	Birth surplus	<u>Immigration</u>			<u>Emigration</u>			<u>Surplus</u>				
					<u>From</u>		<u>To</u>		<u>From</u>						
					<u>Total</u>	Mediterranean countries	Suriname	<u>Total</u>	Mediterranean countries	Suriname	<u>Total</u>	Mediterranean countries	Suriname		
(Per 1,000 of the mean population)															
1960-1964	11 417.3	20.9	7.8	13.1	4.9	...	0.2	4.4	...	0.1	0.5	...	0.1	13.6	12 212.3
1965-1969	12 212.3	19.2	8.1	11.1	5.6	1.6	0.4	4.8	1.0	0.1	0.9	0.6	0.2	11.9	12 957.6
1970-1974	12 957.6	16.0	8.3	7.7	6.7	1.9	0.8	4.6	0.9	0.2	2.1	1.0	0.7	9.7	13 599.1
1975-1979	13 599.1	12.7	8.1	4.5	7.0	1.8	1.1	4.3	0.8	0.2	2.7	0.9	0.8	7.1	14 091.0
1980	14 091.0	12.8	8.1	4.7	7.8*	2.4*	1.3*	4.2*	0.6*	0.2*	3.8*	1.7*	1.2*	8.3	14 208.6

Notes:

Three dots (...) indicate that data are not available.

An asterisk (*) indicates provisional figures.

**Annex IX.2
Personal card**

Netherlands Central Bureau of Statistics Department for Population Statistics					
Personal Card					
		1) Compared with birth certificate (date and initials) No. _____		2) Family relationship (if member of family: relationship of head of family to individual)	
3) Surname	a.	4) on (day, month, year) at (municipality) Born country (if born abroad)		6) Religious denomination	7) Occupation
	b.	5) Nationality			
8) Son/ Daughter	of (name of father)		born on _____ at _____		
	and of (name of mother)		born on _____ at _____		
Married to	9) Surname and 10) First name(s) I. _____		11-12) Born on _____ at _____	13) Marriage contracted on _____ at _____	14-15-16) Marriage dissolved on _____ at _____ by _____
	II. (Second marriage)		on _____ at _____	on _____ at _____	17) Removed (date and municipality)
21) Date of notification	22) Municipality and address		21)	22)	21)
23) Obligatory notes (e.g., number and date of passport)			24) Non-obligatory notes (for internal use by municipality)		

SEE REVERSE

Information in () was not on original form, but was added for clarification of certain items.

**Annex IX.2 (continued)
Personal card**

26) CHILDREN and STEP-CHILDREN (information only to be entered in columns 27-34 on card of head of family)					
27) Date of L (leaving family) M (marriage) D (death)	28) Surname and	29) First name(s)	30-31) Born	32) Relationship to head of family	33-34) Notes
I			on		
II			at		
III			on		
IV			at		
V			on		
VI			at		
VII			on		
VIII			at		
IX			on		
X			at		
XI			on		
XII			at		

35) (Reserve space to be used if other columns of the Personal Card, e.g., columns 9-17 (or 21-22) are filled up and have to be continued. In addition, facts relating to the legal status (legitimation, naturalization, etc.) are entered in this space.)

Information in () was not on original form, but was added for clarification of certain items.

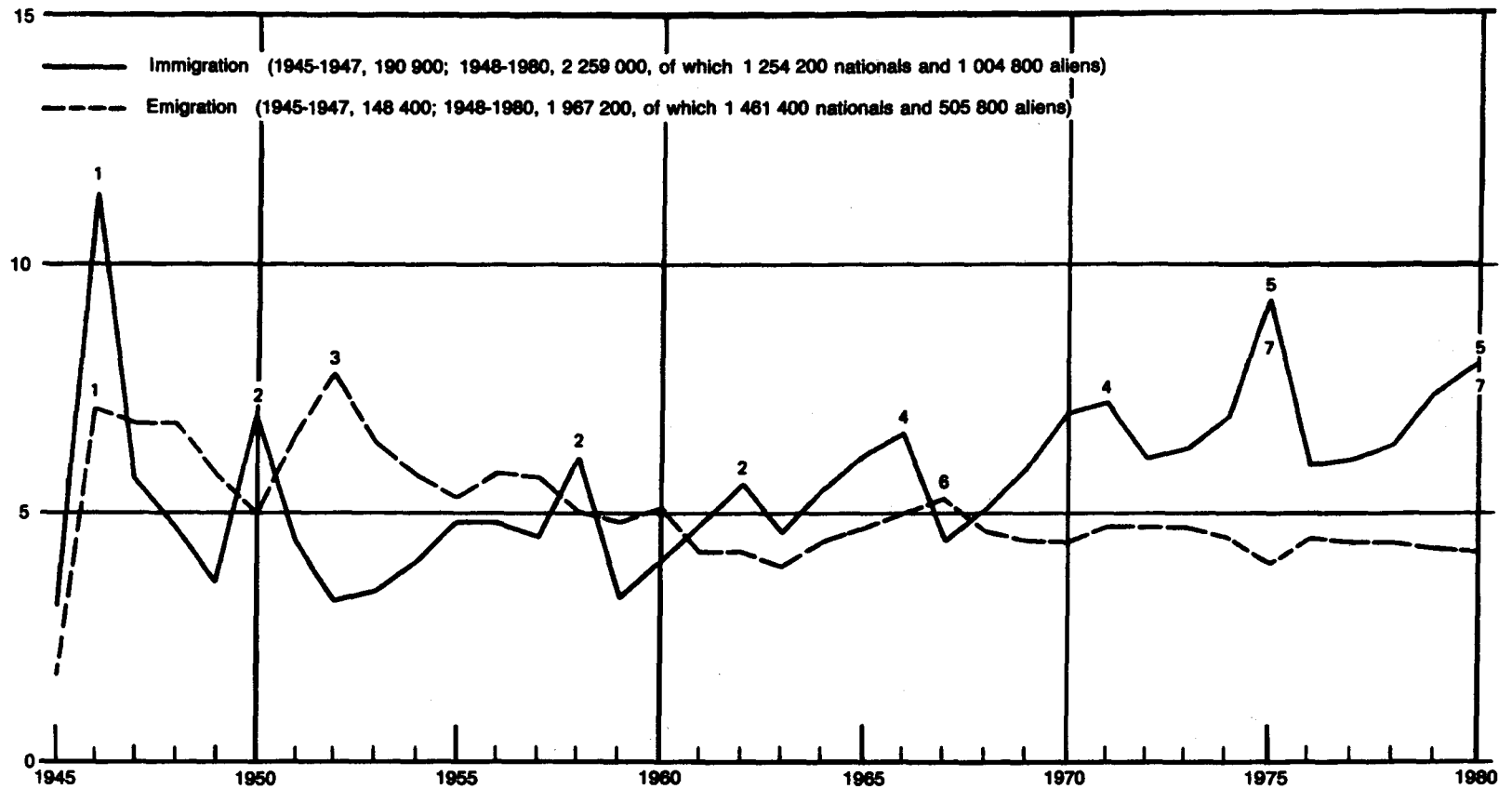
Annex IX.5
Definition of international migrants according to the United Nations

COMPONENTS OF DEFINITIONS OF ARRIVING MIGRANTS		COMPONENTS OF DEFINITIONS OF DEPARTING MIGRANTS	
Components of definition	Category	Components of definition	Category
A. Never in country of arrival continuously for more than one year:		A. Never away from country of departure continuously for more than one year:	
1. Intended duration of stay in country of arrival more than one year	Long-term immigrant	1. Intended duration of absence from country of departure more than one year	Long-term emigrant
2. Intended duration of stay in country of arrival one year or less:		2. Intended duration of absence from country of departure one year or less:	
(a) Entering to work at an occupation remunerated from within the country (but not as a border worker) or to accompany or join such a person as a dependant or domestic employee	Short-term immigrant	(a) Departing to work at an occupation remunerated from outside the country (but not as a border worker) or to accompany or join such a person as a dependant or domestic employee	Short-term emigrant
(b) Entering for any other purpose	Other	(b) Departing for any other purpose	Other
B. At least once in country of arrival continuously for more than one year:		B. At least once away from country of departure continuously for more than one year:	
1. Away from country of arrival continuously for more than one year since the most recent continuous stay of more than one year:		1. In country of departure continuously for more than one year since the most recent continuous absence of more than one year:	
(a) Intended duration of stay in country of arrival more than one year	Long-term immigrant	(a) Intended duration of absence from country of departure more than one year	Long-term emigrant
(b) Intended duration of stay in country of arrival one year or less:		(b) Intended duration of absence from country of departure one year or less:	
(i) Entering to work at an occupation remunerated from within the country (but not as a border worker) or to accompany or join such a person as a dependant or domestic employee.....	Short-term immigrant	(i) Departing to work at an occupation remunerated from outside the country (but not as a border worker) or to accompany or join such a person as a dependant or domestic employee.....	Short-term emigrant
(ii) Entering for any other purpose.....	Other	(ii) Departing for any other purpose.....	Other
2. Not away from country of arrival continuously for more than one year since most recent continuous stay of more than one year:		2. Not in country of departure continuously for more than one year since most recent absence of more than one year:	
(a) Last departure from country of arrival was to work abroad at an occupation remunerated from a foreign country (but not as a border worker) or to accompany or join such a person as a dependant or domestic employee.....	Short-term emigrant returning	(a) Last arrival into country of departure was to work at an occupation remunerated from within the country (but not as a border worker) or to accompany or join such a person as a dependant or domestic employee.....	Short-term immigrant departing
(b) Last departure from country of arrival was for any other purpose..	Other	(b) Last arrival into country of departure was for any other purpose..	Other

Source: Recommendations on Statistics of International Migration (United Nations publication, Sales No. E.79.XVII.18).

Annex IX.6

External migration of the Netherlands per thousand of the mean population per year, 1945-1980



1. Recovery of international migration after Second World War.
2. Decolonization process, Indonesia.
3. (Family) emigration of nationals to Australia, Canada, New Zealand, South Africa, United States of America.

4. First arrivals of foreign workers.
5. Decolonization process, Suriname.
6. Economic recession.
7. Family reunion, foreign workers.

Annex IX.7

External migration by country of last residence or intended residence, respectively, sex, and duration of previous stay, the Netherlands, 1975-1979

Country of last residence or intended residence, respectively	Sex	Immigrants a/									Emigrants b/		
		With a duration of intended stay in the Netherlands of									With a permanent duration of intended stay abroad or with an indefinite duration of intended stay abroad exceeding 360 days		
		More than one year			Unknown			Total			More than one year	Perma- nent	Total
		Previous stay abroad	Perma- nent	Total	Previous stay abroad	Perma- nent	Total	Previous stay abroad	Perma- nent	Total			
		Total											
Africa	M	5 043	12 577	17 620	4 253	9 926	14 179	9 296	22 503	31 799	5 781	4 634	10 415
	F	4 103	11 505	15 608	3 517	7 875	11 392	7 620	19 380	27 000	3 823	3 966	7 789
Morocco	M	359	9 425	9 784	233	7 657	7 890	592	17 082	17 674	2 158	315	2 473
	F	178	8 761	8 939	154	6 375	6 529	332	15 136	15 468	1 110	302	1 412
America	M	7 586	29 399	36 985	6 161	19 123	25 284	13 747	48 522	62 269	16 357	10 622	26 979
	F	7 596	29 858	37 454	5 864	19 560	25 424	13 460	49 418	62 878	15 650	9 784	25 434
Canada	M	880	532	1 412	729	407	1 136	1 609	939	2 548	1 675	3 028	4 703
	F	844	593	1 437	702	389	1 091	1 546	982	2 528	1 802	2 506	4 308
Netherlands Antilles	M	2 008	3 445	5 453	1 567	2 798	4 365	3 575	6 243	9 818	2 364	1 842	4 206
	F	2 064	3 810	5 874	1 569	3 058	4 627	3 633	6 868	10 501	2 239	1 900	4 139
Suriname	M	1 941	20 147	22 088	1 300	12 846	14 146	3 241	32 993	36 234	5 073	1 207	6 280
	F	1 954	20 509	22 463	1 294	12 931	14 225	3 248	33 440	36 688	4 946	1 189	6 135
USA	M	1 799	3 703	5 502	1 399	1 660	3 059	3 198	5 363	8 561	5 746	3 342	9 088
	F	1 951	3 330	5 281	1 417	1 706	3 123	3 368	5 036	8 404	5 413	3 203	8 616
Asia	M	3 279	9 944	13 223	2 942	7 510	10 452	6 221	17 454	23 675	6 170	5 252	11 422
	F	2 906	9 101	12 007	2 633	6 296	8 929	5 539	15 397	20 936	4 719	4 652	9 371
Europe	M	17 375	43 698	61 073	12 688	30 518	43 206	30 063	74 216	104 279	45 135	30 181	75 316
	F	16 462	41 357	57 819	11 723	28 028	39 751	28 185	69 385	97 570	35 881	31 118	66 999
Belgium	M	3 659	2 776	6 435	2 413	1 820	4 233	6 072	4 596	10 668	4 239	7 657	11 896
	F	3 487	3 032	6 519	2 157	1 805	3 962	5 644	4 837	10 481	4 064	7 346	11 410
Fed. Rep. of Germany	M	6 690	7 777	14 467	4 758	4 344	9 102	11 448	12 121	23 569	8 691	9 050	17 741
	F	5 838	7 161	12 999	4 069	4 318	8 387	9 907	11 479	21 386	7 188	7 980	15 168
Spain	M	769	991	1 760	750	1 075	1 825	1 519	2 066	3 585	8 279	2 489	10 768
	F	887	1 169	2 056	787	1 237	2 024	1 674	2 406	4 080	4 912	2 924	7 836
Turkey	M	1 399	14 586	15 985	1 088	11 008	12 096	2 487	25 594	28 081	7 132	1 080	8 212
	F	1 206	15 162	16 368	917	10 970	11 887	2 123	26 132	28 255	5 113	1 115	6 228
UK	M	1 659	9 409	11 068	1 064	5 830	6 894	2 723	15 239	17 962	6 342	2 992	9 334
	F	1 697	7 031	8 728	1 099	4 252	5 351	2 796	11 283	14 079	5 744	3 413	9 157
Oceania	M	2 281	1 082	3 363	1 845	815	2 660	4 126	1 897	6 023	2 991	2 421	5 412
	F	2 077	1 370	3 447	1 692	1 003	2 695	3 769	2 373	6 142	3 081	2 264	5 345
Total	M	35 564	96 700	132 264	27 889	67 892	95 781	63 453	164 592	228 045	76 434	53 110	129 544
	F	33 144	93 191	126 335	25 429	62 762	88 191	58 573	155 953	214 526	63 154	51 784	114 938

a/ Immigrants with a permanent previous stay abroad or with a duration of previous stay abroad of more than one year and a duration of intended stay in the Netherlands of more than one year or unknown.

b/ Emigrants with a permanent previous stay in the Netherlands or with a duration of previous stay in the Netherlands of more than one year and with a permanent duration of intended stay abroad or with an indefinite duration of intended stay abroad exceeding 360 days.

Annex IX.8

External migration of nationals by country of last residence or intended residence, respectively, sex, and duration of previous stay, the Netherlands, 1975-1979

Country of last residence or intended residence, respectively	Sex	Immigrants a/									Emigrants b/		
		With a duration of intended stay in the Netherlands of									With a permanent duration of intended stay abroad or with an indefinite duration of intended stay abroad exceeding 360 days		
		More than one year			Unknown			Total			Previous stay in the Netherlands		
		Previous stay abroad		Total	Previous stay abroad		Total	Previous stay abroad		Total	More than one year		Total
More than one year	Perma- nent	More than one year	Perma- nent		More than one year	Perma- nent		More than one year	Perma- nent				
Nationals													
Africa	M	4 445	764	5 209	3 873	649	4 522	8 318	1 413	9 731	2 390	4 283	6 673
	F	3 723	1 049	4 772	3 242	695	3 937	6 965	1 744	8 709	2 074	3 627	5 701
Morocco	M	32	3	35	43	10	53	75	13	88	25	66	91
	F	26	12	38	43	17	60	69	29	98	30	69	99
America	M	6 302	15 423	21 725	5 471	12 352	17 823	11 773	27 775	39 548	10 419	10 279	20 698
	F	6 373	16 814	23 187	5 129	12 854	17 983	11 502	29 668	41 170	10 225	9 484	19 709
Canada	M	729	143	872	602	130	732	1 331	273	1 604	1 061	2 983	4 044
	F	703	186	889	573	105	678	1 276	291	1 567	1 098	2 459	3 557
Netherlands Antilles	M	1 995	3 358	5 353	1 560	2 746	4 306	3 555	6 104	9 659	2 333	1 839	4 172
	F	2 052	3 732	5 784	1 558	3 007	4 565	3 610	6 739	10 349	2 190	1 897	4 087
Suriname	M	1 300	11 489	12 789	1 041	9 177	10 218	2 341	20 666	23 007	4 385	1 144	5 529
	F	1 341	12 393	13 734	992	9 363	10 355	2 333	21 756	24 089	4 290	1 127	5 417
USA	M	1 381	228	1 609	1 155	124	1 279	2 536	352	2 888	1 722	3 150	4 872
	F	1 548	217	1 765	1 173	157	1 330	2 721	374	3 095	1 902	3 054	4 956
Asia	M	2 904	381	3 285	2 633	359	2 992	5 537	740	6 277	2 705	4 937	7 642
	F	2 568	817	3 385	2 376	640	3 016	4 944	1 457	6 401	2 457	4 381	6 838
Europe	M	13 540	2 100	15 640	9 853	1 381	11 234	23 393	3 481	26 874	10 022	26 738	36 760
	F	13 225	2 901	16 126	9 430	1 811	11 241	22 655	4 712	27 367	11 235	27 729	38 964
Belgium	M	3 366	443	3 809	2 189	255	2 444	5 555	698	6 253	2 177	7 416	9 593
	F	3 128	561	3 689	1 922	315	2 237	5 050	876	5 926	2 191	7 125	9 316
Fed. Rep. of Germany	M	6 107	978	7 085	4 353	680	5 033	10 460	1 658	12 118	3 261	8 710	11 971
	F	5 340	1 165	6 505	3 726	773	4 499	9 066	1 938	11 004	3 285	7 681	10 966
Spain	M	536	73	609	522	60	582	1 058	133	1 191	898	1 780	2 678
	F	692	98	790	602	84	686	1 294	182	1 476	1 064	2 208	3 272
Turkey	M	44	16	60	52	8	60	96	24	120	42	89	131
	F	60	23	83	41	14	55	101	37	138	51	119	170
UK	M	1 202	199	1 401	805	125	930	2 007	324	2 331	1 269	2 734	4 003
	F	1 324	248	1 572	879	174	1 053	2 203	422	2 625	1 605	3 150	4 755
Oceania	M	1 863	498	2 361	1 508	386	1 894	3 371	884	4 255	2 130	2 372	4 502
	F	1 706	677	2 383	1 369	500	1 869	3 075	1 177	4 252	2 202	2 218	4 420
Total	M	29 054	19 166	48 220	23 338	15 127	38 465	52 392	34 293	86 685	27 666	48 609	76 275
	F	27 595	22 258	49 853	21 546	16 500	38 046	49 141	38 758	87 899	28 193	47 439	75 632

a/ Immigrants with a permanent previous stay abroad or with a duration of previous stay abroad of more than one year and a duration of intended stay in the Netherlands of more than one year or unknown.

b/ Emigrants with a permanent previous stay in the Netherlands or with a duration of previous stay in the Netherlands of more than one year and with a permanent duration of intended stay abroad or with an indefinite duration of intended stay abroad exceeding 360 days.

Annex IX.9

External migration of aliens by country of last residence or intended residence, respectively, sex, and duration of previous stay, the Netherlands, 1975-1979

Country of last residence or intended residence, respectively	Sex	Immigrants a/									Emigrants b/		
		With a duration of intended stay in the Netherlands of									With a permanent duration of intended stay abroad or with an indefinite duration of intended stay abroad exceeding 360 days		
		More than one year			Unknown			Total			Previous stay in the Netherlands		
		Previous stay abroad	More than one year	Perma- nent	Total	Previous stay abroad	More than one year	Perma- nent	Total	Previous stay abroad	More than one year	Perma- nent	Total
Aliens													
Africa	M	598	11 813	12 411	380	9 277	9 657	978	21 090	22 068	3 391	351	3 742
	F	380	10 456	10 836	275	7 180	7 455	655	17 636	18 291	1 749	339	2 088
Morocco	M	327	9 422	9 749	190	7 647	7 837	517	17 069	17 586	2 133	249	2 382
	F	152	8 749	8 901	111	6 358	6 469	263	15 107	15 370	1 080	233	1 313
America	M	1 284	13 976	15 260	690	6 771	7 461	1 974	20 747	22 721	5 938	343	6 281
	F	1 223	13 044	14 267	735	6 706	7 441	1 958	19 750	21 708	5 425	300	5 725
Canada	M	151	389	540	127	277	404	278	666	944	614	45	659
	F	141	407	548	129	284	413	270	691	961	704	47	751
Netherlands Antilles	M	13	87	100	7	52	59	20	139	159	31	3	34
	F	12	78	90	11	51	62	23	129	152	49	3	52
Suriname	M	641	8 658	9 299	259	3 669	3 928	900	12 327	13 227	688	63	751
	F	613	8 116	8 729	302	3 568	3 870	915	11 684	12 599	656	62	718
USA	M	418	3 475	3 893	244	1 536	1 780	662	5 011	5 673	4 024	192	4 216
	F	403	3 113	3 516	244	1 549	1 793	647	4 662	5 309	3 511	149	3 660
Asia	M	375	9 563	9 938	309	7 151	7 460	684	16 714	17 398	3 465	315	3 780
	F	338	8 284	8 622	257	5 656	5 913	595	13 940	14 535	2 262	271	2 533
Europe	M	3 835	41 598	45 433	2 835	29 137	31 972	6 670	70 735	77 405	35 113	3 443	38 556
	F	3 237	38 456	41 693	2 293	26 217	28 510	5 530	64 673	70 203	24 646	3 389	28 035
Belgium	M	293	2 333	2 626	224	1 565	1 789	517	3 898	4 415	2 062	241	2 303
	F	359	2 471	2 830	235	1 490	1 725	594	3 961	4 555	1 873	221	2 094
Fed. Rep. of Germany	M	583	6 799	7 382	405	3 664	4 069	988	10 463	11 451	5 430	340	5 770
	F	498	5 996	6 494	343	3 545	3 888	841	9 541	10 382	3 903	299	4 202
Spain	M	233	918	1 151	228	1 015	1 243	461	1 933	2 394	7 381	709	8 090
	F	195	1 071	1 266	185	1 153	1 338	380	2 224	2 604	3 848	716	4 564
Turkey	M	1 355	14 570	15 925	1 036	11 000	12 036	2 391	25 570	27 961	7 090	991	8 081
	F	1 146	15 139	16 285	876	10 956	11 832	2 022	26 095	28 117	5 062	996	6 058
UK	M	457	9 210	9 667	259	5 705	5 964	716	14 915	15 631	5 073	258	5 331
	F	373	6 783	7 156	220	4 078	4 298	593	10 861	11 454	4 139	263	4 402
Oceania	M	418	584	1 002	337	429	766	755	1 013	1 768	861	49	910
	F	371	693	1 064	323	503	826	694	1 196	1 890	879	46	925
Total	M	6 510	77 534	84 044	4 551	52 765	57 316	11 061	130 299	141 360	48 768	4 501	53 269
	F	5 549	70 933	76 482	3 883	46 262	50 145	9 432	117 195	126 627	34 961	4 345	39 306

a/ Immigrants with a permanent previous stay abroad or with a duration of previous stay abroad of more than one year and a duration of intended stay in the Netherlands of more than one year or unknown.

b/ Emigrants with a permanent previous stay in the Netherlands or with a duration of previous stay in the Netherlands of more than one year and with a permanent duration of intended stay abroad or with an indefinite duration of intended stay abroad exceeding 360 days.

X. STATISTICS OF INTERNATIONAL MIGRATION: INTERNATIONAL PASSENGER SURVEY CONDUCTED BY THE UNITED KINGDOM

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The United Nations Statistical Commission adopted a set of recommendations on international migration statistics at its nineteenth session in 1976. The recommendations were subsequently published in 1980. ^{1/} They apply broadly both to the flow of migrants and to the immigrant stock. While the United Kingdom of Great Britain and Northern Ireland is periodically able to measure immigrant stock through the population census and national sample surveys, it also conducts a continuous survey to measure, inter alia, migrant flow through its ports of entry and departure. The main purpose of the present paper is to examine the use of the United Nations recommendations in this survey, known as the International Passenger Survey (IPS).

Following a background description of IPS, the paper considers the United Nations recommendations regarding migrant flows in four sections, namely, definitions of migrants, validity of survey data, data of characteristics of migrants, and tabulations of migrant flows (and their use). Finally, there is a brief account of future developments in IPS and their likely effects on the survey.

A. International Passenger Survey

IPS was designed initially to provide data on travel credits and debits incurred by passengers on the principal air and sea routes to and from the United Kingdom. A further aim was to provide data on migrants entering and leaving the United Kingdom by those routes. The Survey was introduced on air routes in 1961, extended to short sea routes to and from Europe in 1962, and to sea routes with origins/destinations outside Europe in 1964. All major international routes - except those to and from Ireland - are now covered by IPS.

The inquiry is based on a stratified random sample of passengers interviewed at airports and seaports as they enter or leave the country. The original interview schedule was confined to relatively simple aspects of travel expenditure and migration, but over time it has been extended, by experimentation, to provide more detailed information. But it has remained a basic necessity that interviewing be so arranged that it does not disturb the normal flow of passengers through the ports. Between 200,000 and 250,000 interviews are completed each year, but the annual total has been declining recently.

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After coding and tabulating, the Office of Population Censuses and Surveys produces information on migrants entering and leaving the United Kingdom. Migrant data are published semi-annually in Monitors, where the aim is to provide up-to-date but not detailed results; each year, in the Annual Reference Volumes, results are given in more detail.

IPS interviewing is carried out continuously throughout the year. Thus, the results are representative of the passenger traffic by month, as well as by port of arrival or departure.

There are two stages in the sampling procedure: first, selecting the interviewing times at the airports and seaports, and secondly, selecting the passengers to be interviewed during those shift times. The number of shifts at each port throughout the year depends on the expected volume of passengers, the interviewing costs and the sampling variance. The aim is to be as close to the optimal sample distribution ^{2/} for statistical precision as is allowed by practical constraints. The selection of the shift dates and times follows a controlled pattern which ensures an even distribution of the days of the week and shift times throughout the year. At the airports each shift covers about half of the daily flights, with interviews carried out immediately after the passport controls. At most of the seaports the interviewing takes place on the quayside but this is not feasible at the busiest cross-channel ports where interviews are conducted on board the boats during the crossing.

The second stage of sampling is carried out by interviewers who count all passengers arriving at or departing from the port during the shift times (or on the sampled crossings). Full interviews are then carried out with every 1 in nth passenger, where n is fixed for each port and ranges from 1: 10 at several of the seaports to 1: 50 at some airports. To improve the accuracy of the immigration statistics, more intensive sampling (at 1: 5) is carried out among passengers arriving at the special passport control point (the Port Health Channel) at Heathrow Terminal 3, which handles a large proportion of immigrants from the Indian sub-continent.

The interviews are very short, taking on average about two minutes, but even so there is not always sufficient time to complete them, and the Survey is voluntary. In the most recent annual results (for 1980) interviews covering migration intentions of passengers were carried out with 84 per cent of the selected sample (table 10.1). Of the remainder, 10 per cent refused to take part or stated only their country of residence, and 6 per cent could not be approached - usually because no interviewers were available.

In addition to non-response at the interviewing stage, the Survey does not cover passengers arriving or departing on night flights (between 10.30 p.m. and 7.30 a.m.). It is known from airport statistics that approximately 7 per cent of air passengers are omitted from the Survey for this reason.

Table 10.1

International Passenger Survey: details of the 1980 sample

	Number of interviewing shifts	Sampling interval	Total eligible sample (thousands)	Response rate (percentage)	Number of interviews with	
					Immi- grants	Emi- grants
<u>Airports</u>						
Heathrow: Terminal 1	104	1:25	27	79	55	53
Terminal 2	104	1:25	34	78	73	87
Terminal 3	208	1:25	81	81	563	1 267
Port Heath Channel	208	1:50	6	88	1 612	N/A
Gatwick	182	1:50	35	89	80	131
Prestwick	182	1:33 1/2	5	96	16	48
Other airports	458	Various	27	91	20	34
<u>Seaports</u>						
Dover						
(excluding Hovercraft)	385	summer 1:20 winter 1:10	13	87	11	12
Folkestone	71	summer 1:33 1/3 winter 1:20	4	82	6	8
Harwich	56	1:33 1/3	4	82	4	6
Other seaports:						
European routes	272	Various	17	89	18	15
Inter-continental routes	<u>22</u>	1:25	<u>2</u>	<u>91</u>	<u>42</u>	<u>28</u>
Total all ports	2 252		255	84	2 500	1 687

B. Definitions of migrants

For IPS purposes, an immigrant is defined as a person who, having lived 12 months or more in another country (or other countries), now intends to reside in the United Kingdom for a year or more; and conversely for emigrants. The answer to the questions "How long do you intend to stay in the United Kingdom?" or "How long will you be away from the United Kingdom?" principally determines whether or not a contact is regarded as a migrant, although the answers to preceding questions provide a filter. Thus, the residential status is determined by schedule questions (B) and (C) (for example, see annex X.1) and an inward contact regarded as a United Kingdom resident already would not be asked about length of stay.

The IPS definition is very similar to that recommended for long-term migrants. However, the United Nations recommendations propose a period of more than 12 months, excluding those with an intended residence of exactly one year. While the apparent difference is only one day's less residence, the actual effect could be greater since the response "staying for one year" is not uncommon. IPS interviewers have instructions to probe when this answer is given, asking whether the stay is likely to be just under or just over one year.

Long-term migrants are also subject to one of two additional qualifications in the United Nations recommendations. For immigrants to the United Kingdom, these relate to previous residence in the United Kingdom; and conversely for emigrants. The preceding questions (B) and (C) mentioned earlier mean that these conditions are taken into account in the Survey.

The treatment of military and embassy personnel in IPS follows the United Nations recommendations, that is, they are never regarded as migrants. However, their dependants follow the general rule for 12 months residence, thereby differing from the United Nations recommendations. Merchant Navy seamen who have just left or are about to join a ship are included in IPS, but are never regarded as migrants irrespective of their intended length of stay. None of the remaining groups recommended for studies of migrant flows are identified separately by IPS. Short-term migrants (who have an intended residence of at most one year and move for the purpose of employment) could theoretically be identified and studied through IPS, but there is no interest in them as a group.

It should be emphasized that in the IPS schedule the question on length of stay is an opinion question. The Immigration Service may permit entry for a specified period or a short initial period, but this need not necessarily be the same as that for which the contact hopes or intends to stay in the United Kingdom. It should also be noted that there are at present three possible answers to the length of stay question (for example, see Annex 10.1), namely, less than 12 months (code 1), 12 months or more (code 5) and don't know - possibly 12 months or more (code 7). International migration data refer only to those with code 5.

C. Validity of survey data

There is perhaps no single best way of collecting migrant flow data but, although it should be supplemented by other sources, a continuous survey at port of entry and departure may be an optimum. IPS is a form of "border collection", as the United Nations recommendations term it, and the United Kingdom makes relatively little use of field inquiries and registration for international migrants. Those sources, the former in particular, are used more in measuring immigrant stock.

The disadvantages of border collection, as noted by the United Nations recommendations, include difficulties in drawing an acceptable sample; the small proportion of migrants in some flows; the reliance on sources based on intentions for the future rather than present or past facts. These are all reflected in IPS to some extent. It was noted previously that some passengers approached in IPS will not or cannot be interviewed. Those passengers would bias the survey results if they differed from the rest of the sample in their migration intentions. For example, comparisons with other statistics indicated that prior to 1979 there were lower levels of response among immigrants from the Indian sub-continent than among other passengers. This improved considerably after introducing the more intensive sampling at the Port Health Channel, which is used by the majority of those passengers. This improvement was partly because interviewers could more easily enlist the help of relatives and interpreters and partly because the questionnaires were translated into several Asian languages.

Another source of bias can arise from night flights, which are not included in the Survey. This has little effect on the total estimates but can appreciably alter the estimates for a few countries which are regularly served by scheduled routes flying at night.

Other errors in the Survey may arise from contacts deliberately concealing their migration intentions from the interviewers. In addition, the question on length of stay is based on intention for the future and not actual behaviour. Any discrepancy between the number intending to migrate but subsequently staying for less than a year, and those not intending to migrate but staying for a year or more, would lead to errors of measurement.

It is not possible to quantify the effect of the response errors discussed in the previous paragraphs. However the sampling errors, arising from the selected sample not being fully representative of all the passengers, have been estimated (table 10.2). For the most recent results (1980), the flows had standard errors of 3.7 per cent of the total for immigrants and 3.3 per cent for emigrants. 3/

As recommended, the United Kingdom evaluates the quality of IPS migration data regularly with that collected by the Home Office on immigration control. The comparison is not simple since each system operates under different concepts and definitions, yet the results have proved useful for some years. The Home Office data exclude most European Economic Community (EEC) and United Kingdom passport holders because it is restricted to passengers subject to immigration controls. The most recent results (table 10.3) show that, after making some adjustments for the differences in definitions, there is a close agreement between the two sources of immigration estimates from most, but not all, countries. The differences in the totals are outside statistical confidence intervals for IPS sampling errors and seem to stem from the remaining differences in the definitions. Further information on those comparisons is given in an occasional paper issued by the Office of Population Censuses and Surveys. 4/

There is no alternative source of information for comparisons with the IPS estimates of emigration. However, other evaluations can be made when the relevant census data is available. It is inappropriate to compare the IPS data with passenger flow statistics because they are not sufficiently reliable to provide estimates of net migration flows.

Table 10.2

International migration: country of last or next residence,
citizenship, occupation and route, 1980

United Kingdom

grossed figures and standard errors in thousands

	Immigrants				Emigrants				Balance	
	Contacts	Grossed	Standard error		Contacts	Grossed	Standard error		Grossed	Standard error
			No	%			No	%		
All migrants	2 800	173.7	6.3	3.7	1 687	229.1	7.5	3.3	-85.4	9.8
Last or next residence										
Commonwealth countries	1 368	71.2	3.1	4.3	861	99.3	3.9	3.8	-28.1	4.9
Australia	102	11.6	1.6	13.6	332	35.7	2.0	5.7	-24.1	2.6
Canada	53	5.2	0.8	15.9	182	19.4	1.6	8.2	-14.3	1.8
New Zealand	57	6.3	0.9	14.7	78	10.3	1.6	15.2	- 3.9	1.8
Africa	190	11.4	1.2	10.9	97	11.9	1.3	10.8	- 0.5	1.8
Bangladesh, India, Sri Lanka	509	13.8	0.9	6.8	29	4.5	1.3	27.8	+ 9.3	1.6
Caribbean	72	5.2	0.9	17.7	27	3.0	0.6	19.8	+ 2.2	1.1
Other	385	17.7	1.5	8.5	116	14.5	1.4	9.9	+ 3.2	2.1
Foreign countries	1 132	102.4	5.5	8.4	826	129.7	6.5	8.0	-27.3	8.5
European Community	57	23.1	3.8	16.6	91	33.7	4.9	14.7	-10.6	6.3
Remainder of Europe	56	15.5	2.5	16.3	47	14.5	2.5	17.2	+ 1.0	3.5
United States of America	126	16.8	1.7	9.9	236	28.6	2.0	7.1	-11.8	2.6
Remainder of America	45	4.8	0.9	18.9	47	7.3	1.1	15.5	- 2.5	1.5
South Africa	34	3.9	0.8	20.8	100	11.5	1.2	10.6	- 7.6	1.5
Pakistan	432	11.5	0.8	7.1	15	1.6	0.4	25.9	+ 9.9	0.9
Middle East	117	13.1	1.5	11.2	223	23.7	1.6	6.8	-10.6	2.2
Other	265	13.9	1.6	11.7	67	9.0	1.2	13.0	+ 4.9	2.0
Citizenship										
United Kingdom	537	66.7	4.2	6.3	1 184	150.4	5.2	3.5	-83.8	6.7
Commonwealth	951	42.6	2.4	5.7	237	30.2	2.3	7.8	+12.4	3.4
Old	113	13.0	1.7	13.0	120	15.4	1.8	11.6	- 2.3	2.5
New	838	29.6	1.7	5.9	117	14.9	1.5	10.3	+14.8	2.3
Alien	1 012	64.4	4.1	6.4	266	48.4	4.9	10.0	+15.9	6.4
Occupation										
Professional and managerial	466	44.5	3.0	6.8	478	64.8	3.8	5.8	-20.3	4.8
Manual and clerical	384	32.4	3.1	9.4	421	62.3	4.7	7.5	-29.9	5.6
Students	385	29.5	3.0	10.3	193	29.2	2.9	9.8	+ 0.2	4.2
Housewives	541	24.3	2.0	8.1	201	24.3	1.9	8.0	-	2.8
Others	78	6.9	1.5	22.0	42	6.0	1.2	20.7	+ 0.9	2.0
Children	646	36.1	2.5	6.9	352	42.4	2.6	6.2	- 6.3	3.6
Route										
All air	2 410	147.6	4.6	3.1	1 618	199.6	6.4	3.7	-82.1	7.1
Heathrow	2 303	120.8	3.7	3.0	1 405	158.3	4.4	2.8	-37.5	5.7
Heathrow 1	55	11.3	1.5	13.5	51	10.9	1.5	14.0	+ 0.4	2.2
Heathrow 2	73	15.7	1.8	11.7	87	17.9	1.9	10.7	- 2.1	2.7
Heathrow 3	2 175	93.8	2.8	3.0	1 267	129.6	3.6	2.8	-35.8	4.6
Heathrow 3: Port Health	1 612	30.0	0.7	2.5						
Heathrow 3: Other	563	63.8	2.7	4.2						
Gatwick	80	18.8	2.1	11.2	131	29.0	2.5	8.8	-10.1	3.3
Prestwick	16	1.1	0.3	25.1	48	3.2	0.5	14.5	- 2.1	0.5
Manchester	12	2.7	0.8	29.0	22	4.9	1.1	21.6	- 2.2	1.3
Luton	5	2.1	1.0	45.6	8	2.4	0.8	35.6	- 0.3	1.3
Others	3	2.0	1.2	59.8	4	1.9	1.0	50.7	+ 0.1	1.5
All sea	81	26.1	4.4	16.8	69	29.4	5.3	17.9	- 3.4	6.9
Long sea	42	1.4	0.2	15.9	28	0.7	0.1	19.0	+ 0.6	0.3
Short sea	39	24.7	4.4	17.7	41	28.7	5.3	18.4	- 4.0	6.9

$$\% = \frac{\text{standard error}}{\text{grossed}} \times 100$$

Source: Office of Population Censuses and Surveys, International Migration 1980, series MN No. 7 (1981), table A, p. 4.

Table 10.3

Comparisons of immigration estimates for the United Kingdom for
countries subject to immigration control

(In thousands)

Nationality (passport)	<u>1979</u> Estimates from Immigration Control <u>b/</u>		<u>1980</u> Estimates from Immigration Control <u>b/</u>	
	IPS <u>a/</u>		IPS <u>a/</u>	
Australia	11	12	6	13
Canada	2	2	3	2
New Zealand	8	8	6	7
India and Sri Lanka	14	11	7	7
Bangladesh	5	4	4	5
Caribbean Commonwealth countries	3	4	2	1
African Commonwealth countries <u>c/</u>	6	8	7	8
Other Commonwealth countries <u>c/</u>	17	19	11	13
United States of America <u>d/</u>	10	13	12	12
Pakistan	13	12	10	9
Other non-EEC countries	<u>32</u>	<u>58</u>	<u>37</u>	<u>38</u>
TOTAL	121	148	105	115

a/ Including those with a length of stay coded as "don't know; possibly 12 months or more".

b/ Immigration statistics for students and au pairs have been adjusted to include only the proportion estimated to be staying in the United Kingdom for at least 12 months.

c/ Excluding Zimbabwe, Gibraltar and United Kingdom passport holders.

d/ Excluding an estimated flow of 6,000 dependants of United States servicemen.

D. Data on characteristics of migrants

As may be seen from the schedules attached to the present paper, several items of information are collected on individual IPS migrants. The United Nations recommendations separate such items into two broad groups: the identification of types of migrant, used also to assess their overall numbers; and descriptive measures, useful in determining their socio-economic and other characteristics. Table 4 compares the IPS practice with these, for those items or topics relevant to long-term migrants. Recommendations aimed only at short-term migrants are excluded, as are those intended solely for studies of the immigrant stock. An exception to this is information on purpose of current arrival/departure, which is recommended for short-term rather than long-term migrants, but which is used in IPS.

The characteristics shown here are drawn from table 4 of the United Nations recommendations. Most of those relevant to IPS are in fact used, and the main omissions arise for questions on educational attainment/qualifications. There are some differences in the assessment of occupation and economic activity status and minor variations for other items, but overall, IPS follows the international practice quite closely. The following paragraphs examine in turn the items in table 10.4 of the present paper.

Date (or year/period of arrival/departure)

Obviously, this item is necessary for any assessment over time of the data collected, and is found on the IPS schedule in the section entitled "Classification".

Intended duration of stay/absence

The differences here have already been discussed in section B above. The problems of measuring intentions have also been mentioned. Even if actual duration could be measured, information would be delayed by at least one year from the time of actual entry/departure.

Presence in/absence from the country for more than one year in the past

Questions on this item may be included to establish the status of a migrant returning to a country where he (or she) previously resided. For immigrants, an example would be a person who had spent some time in the United Kingdom and then moved to Canada. If this person then returned to the United Kingdom, he (or she) may be a migrant depending, of course, on the intended length of stay on this occasion and also on the previous length of residence in each country, that is, Canada and the United Kingdom. The United Nations recommendations propose that, if such a person has lived in the United Kingdom for more than one year, then to be classed as an immigrant there should be an interval of more than 12 months since the United Kingdom residence was established. Similar provisions apply to emigrants.

In the IPS schedule, questions (B) and (C) establish the country of last residence. The questions designed for return migrants are, however, an approximation of those recommended by the United Nations above. The aim (in the inward direction) is to identify immigrants who were previously United Kingdom residents; this is done in question 11 (c) (see annex 10.3) for those who were born in the United Kingdom. For those born outside the United Kingdom, question 11 (d) asks about previous United Kingdom residence, and in both cases the year of

Table 10.4

Characteristics of migrants as collected by IPS, and
comparison with United Nations recommendations

Item	United Nations recommendation a/	IPS b/
Date of arrival	1	(Recorded at
Year/period of arrival	2	(classification [(vii)
Date of departure	3	(on Inward]
Intended duration of stay	4	Inward q.10
Intended duration of absence	5	Outward q.3
Presence in country continuously for more than one year (for immigrants)	8 (a)-(b)	Inward q.11 (c)-(e)
Absence from country continuously for more than one year (for emigrants)	9 (a)-(b)	Outward q.4 (c)-(e)
Purpose of current arrival	10	Inward q.9 (A)
Purpose of current departure	11	Outward q.2
Country of last stay of more than one year	14	Inward q. (B)
Country of intended stay	15	Outward q.1
Country of birth	17	Inward q.11 (b), Outward q.4 (b)
Citizenship	17	q. (A)
Sex	18	Classification (1)
Age	19	Inward q.11 (f), Outward q.4 (f)
Marital status	20	Inward q.11 (g), Outward q.4 (g)
Educational attainment/qualifications	21	-
Country where education received	22	-
Economic activity status	23 (a)-(b)	Inward q.11 (b), Outward q.4 (b)
Occupation in country of last stay	24 (a)	Inward q.11 (b), Outward q.4 (b)
Occupation in country of arrival (for immigrants)	24 (c)	-
Area of intended residence in the United Kingdom (for immigrants)	-	Inward q.11 (a)
Area of last residence in the United Kingdom (for emigrants)	-	Outward q.4 (a)

a/ Item number as listed in table 4 of the United Nations recommendations.

b/ Question number on IPS schedule (Inward/Outward).

departure abroad is established. Similar questions are included for emigrants. This information provides more detail than that obtained simply by identifying return migrants as those entering the United Kingdom and born there, or those leaving who were born abroad.

Purpose of current arrival/departure

This is recommended only for the study of short-term migrants. It is not recommended as a means of determining whether a traveller is a migrant or not, this being defined in terms of residence. IPS follows this for migrants, and the question in "reason for visit" (as it is termed) is included principally for use in analysing tourist expenditure. Reason for visit responses are coded for migrants but are not presented in publications. The main use in the migration field lies in comparing statistics collected by IPS with those obtained by the Home Office in immigration control. It enables the Home Office statistics for students and au pairs to be adjusted to include only the proportion estimated to stay in the United Kingdom for at least 12 months (table 10.3).

The "reason for visit" question is also used to identify special groups such as Merchant Navy, and military and embassy personnel. These are not regarded as migrants but the criterion here is based on purpose rather than intended length of residence.

Country of last stay/intended stay

The United Nations recommendations here refer to "the country of continuous presence just before the present move", for immigrants and conversely for emigrants. In more detail, this relates to the country of last stay for more than one year, although the previous residence may have been less than a year and preceded by a stay of more than one year elsewhere. In such a case the country of shorter residence is disregarded. For immigrants an example of this would be a person who had come from Italy after a six-month stay, which was preceded by three years residence in Greece. If the United Nations recommendations are followed, the country of last stay would be Greece, and IPS practice follows this rule.

Country of birth

With its function of classifying migrants by origin, there is an obvious need for this information, and it is included in the IPS schedule as recommended. Another use lies in studying flows where (for immigrants, say) a significant number of migrants do not originate in the country of last residence, for example, flows from some Middle East countries to the United Kingdom. For emigrants a comparable example would be the flow from the United Kingdom to Australia, with large numbers of United Kingdom-born and Australian-born migrants. Birthplace is also used, of course, in the identification of return migrants.

Citizenship

The IPS question on citizenship is an essential first step in classifying all contacts. It is framed in terms of the nationality of passport held by the contact, that is, the country which issued it, regardless of where it was issued. There are certain special cases where contacts do not travel on a passport, but these can generally be resolved; however, stateless persons are coded thus in IPS, regardless of any travel documents which may have been issued. Special provision is also made for those with two passports where the country of present residence determines which nationality is coded.

Sex, age and marital status

It is agreed that these are basic items of information to be recorded for each contact. In IPS, details of age are obtained by asking for "age last birthday", but date of birth can sometimes be found from the contact's passport. Interviewers are instructed not to guess an age when the question is refused, but told to record an approximate age group in the classification section (for example, see annex 10.1). The latter is not generally used at a later stage for IPS migrants, being intended more for other purposes of the Survey. Regarding marital status, the only difference in classification is that IPS does not record the "separated" condition, this being included in the "married" group. This makes for slight differences in the presentation of marital status tabulations.

Educational attainment/qualifications

While recommended for inclusion, such information is not collected by IPS nor has it ever been included. It is understandable that some countries may need to study the educational characteristics of its immigrants and emigrants, particularly if they are losing on balance a large number of skilled workers. The United Kingdom, however, has not suffered in this to an extent where educational data are required in IPS. It would be a rather complicated addition to the schedule, with the variety of answers possible from international travellers. It would also increase data processing costs, in particular coding.

Economic activity status

IPS does not include a specific question on this item, although it is recommended for use. However, most of the proposed classifications can be derived from the details of occupation collected. Thus, the gainfully employed and unoccupied are separated, as are housewives, students and those retired. Persons under 16 years of age are not asked the occupation question. In this way details of economic activity status could be obtained, but are not tabulated. The numbers regarded as "unoccupied" are small but it is considered that unless a contact has been out of work for some time, an occupation code should be assigned. It should be noted that those with private means are also coded as "unoccupied".

Occupation in country of last stay

The United Nations recommendations propose the use of either or both of the following: occupation in country of last stay, and actual or expected occupation in country of arrival (for immigrants). The IPS question refers to the normal occupation followed prior to the present journey, which in most cases will be that in the country of last stay. Coding of occupations is carried out using a frame different in some respects from the latest International Standard Classification of Occupations (ISCO). Under the present Classification of Occupations and Directory of Occupational Titles (CODOT), IPS uses 18 occupation groups which correspond broadly to that in ISCO. One difference is that in CODOT managers are assigned to two separate groups (I and VI) but fall in group 2 under ISCO. However, for most purposes those variations are not important, since IPS-based occupation tables are not published in detail. A diagram comparing the two classifications is attached (table 10.5).

Table 10.5 Comparison of ISCO and CODOT systems

ISCO	CODOT	LIST OF KEY OCCUPATIONS FOR STATISTICAL PURPOSES
Group titles		
	MAJOR GROUP	GROUP
Professional, technical and related workers	0/1	I MANAGERIAL (GENERAL MANAGEMENT) II PROFESSIONAL AND RELATED SUPPORTING MANAGEMENT AND ADMINISTRATION III PROFESSIONAL AND RELATED IN EDUCATION, WELFARE AND HEALTH IV LITERARY, ARTISTIC AND SPORTS V PROFESSIONAL AND RELATED IN SCIENCE, ENGINEERING, TECHNOLOGY AND SIMILAR FIELDS VI MANAGERIAL (EXCLUDING GENERAL MANAGEMENT)
Administrative and managerial workers	2	
Clerical and related workers	3	
Sales workers	4	
Service workers	5	
Agriculture, animal husbandry and forestry workers, fishermen and hunters	6	
Production and related workers, transport equipment operators and labourers	7/8/9	XII MATERIALS PROCESSING (EXCLUDING METAL) [hides, textiles, chemicals, food, drink and tobacco, wood, paper and board, rubber and plastics] XIII MAKING AND REPAIRING (EXCLUDING METAL AND ELECTRICAL) [glass, ceramics, printing, paper products, clothing, footwear, woodworking, rubber and plastic] XIV PROCESSING, MAKING, REPAIRING AND RELATED (METAL AND ELECTRICAL) [iron, steel and other metals, engineering (including installation and maintenance), vehicles and shipbuilding] XV PAINTING, REPETITIVE ASSEMBLING, PRODUCT INSPECTING, PACKAGING AND RELATED XVI CONSTRUCTION, MINING AND RELATED NOT IDENTIFIED ELSEWHERE XVII TRANSPORT OPERATING, MATERIALS MOVING AND STORING AND RELATED
Workers not classified by occupation	X	
		XVIII MISCELLANEOUS

Area of intended/last residence in the United Kingdom

This item is not recommended by the United Nations, but is used in IPS to identify areas affected by the movement of international migrants. Areas are coded to county, metropolitan district and London borough level, but for most of these the numbers entering and leaving are relatively small and subject to large errors. However, there are, for example, some areas, such as inner cities, which receive appreciable numbers of immigrants, and the IPS information may be useful for making population estimates, especially if aggregated for several years. In addition, the regional information by sex and age is useful in preparing estimates.

E. Tabulations of migrant flows

There are 44 tabulations in the United Nations recommended list, but many are not relevant as far as IPS is concerned. Ten of these (Nos. 35-44) refer to immigrant stock, and two (Nos. 18 and 34) to nomads. An additional 14 (10-17 and 28-33) are intended for short-term migrants. In addition, two (1 and 19) are intended as classifications of all categories of migrants, for example, long-term, short-term, short-term returning migrants and nomads. Of the remaining 16, six (5-7 and 23-25) deal with educational attainment and qualifications, which are not measured in IPS; another two (8 and 26) deal with economic activity, also not studied. This leaves eight comparable tabulations.

The tables published regularly from IPS are summarized in table 10.6 and number 25 in all. The annual publication also includes tables on population change, on international migration as measured from other sources and (in some years) relevant census data, but these are not considered here. One aim in the published tables is to provide a historical series (over the previous 10 years) for the individual characteristics of migrants as in IPS tables 2.1 to 2.10 (see table 10.6). Also, cross-classifications of those characteristics are given in IPS tables 3.1 to 3.15, for the latest year available. Those 25 tables do not, of course, exhaust all possibilities and others are produced on request or for special purposes, but in practice they satisfy most general requirements.

Taking the recommended tabulations in turn, numbers 2 and 20 (long-term immigrants by marital status, age and sex) correspond to IPS table 3.8. The intention here is, *inter alia*, to study migration by families or single persons, which is important in United Kingdom terms. The IPS table does, however, show less detail in its classification of both age and marital status. Tabulations 3 and 21 show migrants by country of last/next residence, age and sex; also recommended as useful is a cross-classification by citizenship. These have obvious benefits in studying the sources and direction of migrant flows and the basic recommendation is used as IPS table 3.3. However, while IPS table 3.1 gives citizenship by last/next residence and IPS table 3.5 citizenship by age and sex, the four-way classification is not published. As before, the amount of detail in the IPS tables is less than recommended.

Table 10.6

Summary of published international migration tables derived from IPSA. Published as a 10-year series

<u>Item</u>	<u>Table number</u>							
	<u>2.1</u>	<u>2.2-2.4</u>	<u>2.5</u>	<u>2.6</u>	<u>2.7</u>	<u>2.8</u>	<u>2.9</u>	<u>2.10</u>
Citizenship	X							
Last/next residence		X						X
Country of birth			X					
Occupation				X				
Age					X			
Sex					X	X		
Marital status						X		
Area in the United Kingdom of origin/destination							X	

B. Published as an annual series

<u>Item</u>	<u>Table number</u>											
	<u>3.1</u>	<u>3.2</u>	<u>3.3</u>	<u>3.4</u>	<u>3.5</u>	<u>3.6-</u> <u>3.7</u>	<u>3.8</u>	<u>3.9</u>	<u>3.10</u>	<u>3.11</u>	<u>3.12</u> <u>3.14</u>	<u>3.13</u> <u>3.15</u>
Citizenship	X				X				X	X	X	
Last/next residence	X	X	X									X
Country of birth				X							X	X
Occupation								X	X			
Age			X		X	X	X	X				
Sex			X	X	X	X	X	X	X			
Marital status							X					
Area in the United Kingdom of origin/destination		X				X				X		
Year of arrival/ departure											X	X

Note: Table numbers are those in the annual publication of the Office of Population Censuses and Surveys, International Migration (series MN), issued from 1975 onwards.

The 10-year series is the latest 10 years; thus, for 1979, it covered 1970-1979.

Tabulations 4 (A) and 22 (A) in the United Nations recommendations are designed to show country of birth by sex, and it is suggested that cross-classifying by country of last/next residence would also be useful. These would provide information on the "ultimate origin" of the migrant, particularly useful for classifying those who move frequently from one country to another. IPS table 3.4 covers the main recommendation here, but there is no table corresponding exactly to the additional proposal. IPS table 3.15 shows for immigrants the last residence of those born in the United Kingdom but not classified by sex, this being one of the tables describing return migration of the United Kingdom-born. IPS table 3.13 shows the converse for emigrants born outside the United Kingdom.

Similarly, tabulations 4 (B) and 22 (B) in the United Nations recommendations cross-classify citizenship and sex, with country of last/next residence as a proposed useful addition. As mentioned above, IPS table 3.5 gives citizenship by sex, and IPS table 3.1 citizenship by last/next residence, but no table is published showing a combination of all three.

Tabulations 9 and 27 in the recommendations refer only to economically active long-term migrants. The recommended cross-classification is country of last/next residence by occupation and sex. The inclusion of age as a variable is considered useful. While such an analysis is obviously important, the United Kingdom practice has been to publish a table showing citizenship by occupation and sex - IPS table 3.10. Occupation is cross-classified with age and sex in IPS table 3.9 but there are no other tables where it is used, except in IPS table 2.6.

There are thus some differences from the recommendations in the presentation of IPS tables. First, IPS tables 2.1 to 2.10 (see annex 10.6) are published as 10-year series for separate items, giving details of secular trends not recommended by the United Nations. The 10 recommended tabulations which are comparable (given as eight above, but numbers 4 and 22 have two parts each) are provided in most respects by published IPS tables, and additional unpublished tables can usually be provided. The contents of the annual volume are regularly reviewed, and it is possible that some of those recommended tables not included at present may appear in future issues. Other IPS tables are also published, based on details of year of arrival/departure and area in United Kingdom of origin/destination. But, in general, all tables are given in less detail than recommended. For instance, tabulation 2 in the recommendations proposes the use of 12 broad age groups, whereas the comparable IPS table 3.8 has only five. This is due mainly to the relatively small and declining size of the IPS sample. In 1975, there were 2,773 immigrant and 4,547 emigrant contacts, but by 1980, the numbers were 2,500 (a large proportion of those immigrant contacts were found in the relatively intensive sampling scheme at Heathrow (introduced in 1979), so the fall from 1975 is greater than these figures show), and 1,687 respectively. Under these conditions there is obviously a strong possibility of unduly large errors for small gross flows in some cells of a large table, and it is only sensible to limit the detail of classification to avoid this.

The IPS tables considered here are published regularly for each calendar year, usually appearing within about 12 months after the end of the reporting period. A short Monitor is also issued twice a year, covering the latest 6-month and 12-month periods. The Monitor includes the following summary tables:

Citizenship (10-year series)
Country of last/next residence (recent 6-month and 12-month periods)
Citizenship and sex (recent 6-month and 12-month periods).

The contents of those tables are all subsumed in the annual volume. Some quarterly data are also published in the quarterly journal Population Trends, issued by the Office of Population Censuses and Surveys.

F. Conclusions

With the United Nations recommendations in mind, IPS (for migration) can be summarized as a form of continuous border collection which obtains details of long-term migrants. These details include most of those recommended characteristics and the tables resulting therefrom are in most respects comparable with those recommended. Apart from the fact that only long-term migrants are studied (with short-term migrants and others excluded), and the omission of questions on educational attainment/qualifications, there are no marked differences from the United Nations recommendations.

A thorough review of all aspects of the IPS was carried out in 1980-1981. This considered also the possibility of running the survey at lower levels of funding and it was decided to reduce the budget as an economy measure. The inevitable result will be a reduction in the number of contacts from 1982 onwards, resulting in increased error for migration flows and for those figures giving characteristics of migrants. However, by additional sampling of migrants at the main port of entry, Heathrow, the effect on the quality of migration statistics should be small. IPS will thus continue to provide basic information on gross flows into and out of the United Kingdom. These, it could be said, are the basic reasons for including migration questions in it and could not be provided as reliably from other sources at present. Using other sources would probably also be more expensive.

Finally, although the present paper has dealt with migrant flows, it should be mentioned that immigrant stock data will become available in about 1983 from the latest (1981) census. A major source, of course, will be results from the birthplace question, but the census schedule included also a one-year migration question, that is, asking for usual residence one year prior to the census. This will provide an additional and useful supplement to the migrant flow data, particularly with the cross-classifications available from detailed census variables.

Notes

1/ Recommendations on Statistics of International Migration, (United Nations publication, Sales No. 79.XVII.18).

2/ W. G. Cochran, Sampling Techniques (New York; John Wiley, 1977), sect. 5.5.

3/ International Migration, 1980, Office of Population Censuses and Surveys, series MN No. 7 (London; Her Majesty's Stationery Office, 1981).

4/ Immigration Statistics: Sources and Definitions, Office of Population Censuses and Surveys, occasional paper No. 15 (1979).

AIR OUTWARD

<table border="1" style="width:100%; border-collapse: collapse;"> <tr> <td style="width:10%;">CARD TYPE</td> <td style="width:10%;"></td> <td style="width:10%; text-align: center;">1</td> <td style="width:10%; text-align: center;">1</td> <td style="width:10%;"></td> <td style="width:10%;"></td> </tr> <tr> <td>SERIAL NO.</td> <td></td> <td colspan="2" style="text-align: center;">2-6</td> <td></td> <td></td> </tr> <tr> <td>QUARTER</td> <td style="text-align: center;">1</td> <td style="text-align: center;">2</td> <td style="text-align: center;">3</td> <td style="text-align: center;">4</td> <td style="text-align: center;">7</td> </tr> <tr> <td>(A) What nationality passport do you hold?</td> <td colspan="4"></td> <td style="text-align: center;">8-10</td> </tr> <tr> <td>(B) Which is the last country you have lived in for 12 months or more? IF USA, CANADA, AUSTRALIA, S.AFRICA, SPAIN CODE STATE ETC.</td> <td colspan="4"></td> <td style="text-align: center;">11-14</td> </tr> <tr> <td>(C) Are you still living in country at Q.B (up until this trip)?</td> <td style="text-align: center;">YES</td> <td style="text-align: center;">1</td> <td></td> <td style="text-align: center;">NO</td> <td style="text-align: center;">2</td> </tr> <tr> <td colspan="6" style="text-align: center;">UK RESIDENTS ONLY</td> </tr> <tr> <td>1. Which countries are you going to on this trip?</td> <td colspan="4"></td> <td style="text-align: center;">15-18</td> </tr> <tr> <td colspan="6">IF MORE THAN ONE, UNDERLINE AND CODE COUNTRY WHERE MOST TIME WILL BE SPENT</td> </tr> <tr> <td>2. (a) What is the main reason for your visit abroad?</td> <td colspan="4"></td> <td></td> </tr> <tr> <td>Take pre-arr. Employment</td> <td style="text-align: center;">92</td> <td>Holiday</td> <td style="text-align: center;">01</td> <td colspan="2"></td> </tr> <tr> <td>Military/Embassy GO TO Q.5</td> <td style="text-align: center;">93</td> <td>Cruise</td> <td style="text-align: center;">02</td> <td colspan="2"></td> </tr> <tr> <td>Merchant Navy</td> <td style="text-align: center;">94</td> <td>Business/Official</td> <td style="text-align: center;">03</td> <td colspan="2"></td> </tr> <tr> <td>Airline Crew</td> <td style="text-align: center;">95</td> <td>Formal Study</td> <td style="text-align: center;">05</td> <td colspan="2"></td> </tr> <tr> <td>Unacc. Schoolchild</td> <td style="text-align: center;">96</td> <td>Visit Rel/Friends</td> <td style="text-align: center;">06</td> <td colspan="2"></td> </tr> <tr> <td>EMIGRATING/going there to live</td> <td style="text-align: center;">97</td> <td>Seeking Employment</td> <td style="text-align: center;">07</td> <td colspan="2" style="text-align: center;">19-20</td> </tr> <tr> <td>Going home/going back to live</td> <td style="text-align: center;">98</td> <td>As Pair</td> <td style="text-align: center;">08</td> <td colspan="2"></td> </tr> <tr> <td></td> <td></td> <td>Other (specify)</td> <td style="text-align: center;">09</td> <td colspan="2"></td> </tr> <tr> <td colspan="6">IF ACCOMPANY/JOIN ASK:</td> </tr> <tr> <td>(b) Do you have a reason of your own for making this visit abroad?</td> <td style="text-align: center;">NO</td> <td colspan="3"></td> <td style="text-align: center;">44</td> </tr> <tr> <td>3. How long will you be away from the UK?</td> <td colspan="2">Less than 12 months</td> <td style="text-align: center;">1</td> <td colspan="2"></td> </tr> <tr> <td></td> <td style="text-align: center;">ASK</td> <td>12 months or more</td> <td style="text-align: center;">5</td> <td colspan="2" style="text-align: center;">22</td> </tr> <tr> <td></td> <td style="text-align: center;">Q.4</td> <td>24 mos 12 mths or more</td> <td style="text-align: center;">7</td> <td colspan="2"></td> </tr> <tr> <td colspan="6" style="text-align: center;">MIGRATION-INTRODUCE</td> </tr> <tr> <td>4. 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(eg. 1st, Apex, I.T., Standby)</td> </tr> <tr> <td></td> <td colspan="2" style="text-align: center;">53-55</td> </tr> <tr> <td colspan="3">(g) How much was paid for this ticket from to for this flight?</td> </tr> <tr> <td colspan="3">AMOUNT</td> </tr> <tr> <td colspan="3">IF NOT AN INCLUSIVE TOUR, CHECK: SINGLE <input type="checkbox"/></td> </tr> <tr> <td colspan="3">ROUTE RETURN <input type="checkbox"/></td> </tr> <tr> <td colspan="3">.....</td> </tr> <tr> <td colspan="3">.....</td> </tr> <tr> <td colspan="3">.....</td> </tr> <tr> <td colspan="3">ANYTHING ELSE INCLUDED IN COST OF TICKET?</td> </tr> <tr> <td colspan="3">.....</td> </tr> <tr> <td colspan="3" style="text-align: center;">CLASSIFICATION</td> </tr> <tr> <td>(i) SEX</td> <td style="text-align: center;">Male (1)</td> <td style="text-align: center;">Female (2)</td> <td style="text-align: center;">62</td> </tr> <tr> <td>(ii) AGE</td> <td colspan="2"></td> <td></td> </tr> <tr> <td></td> <td style="text-align: center;">15 and under</td> <td style="text-align: center;">1</td> <td style="text-align: center;">25-34</td> </tr> <tr> <td>(org. yth prty)</td> <td style="text-align: center;">15 and under</td> <td style="text-align: center;">2</td> <td style="text-align: center;">35-44</td> </tr> <tr> <td></td> <td style="text-align: center;">15-24</td> <td style="text-align: center;">3</td> <td style="text-align: center;">45-54</td> </tr> <tr> <td>(org. yth prty)</td> <td style="text-align: center;">15-24</td> <td style="text-align: center;">4</td> <td style="text-align: center;">55 and over</td> </tr> <tr> <td></td> <td style="text-align: center;">16-24</td> <td style="text-align: center;">5</td> <td style="text-align: center;">65</td> </tr> <tr> <td></td> <td style="text-align: center;">16-24</td> <td style="text-align: center;">6</td> <td style="text-align: center;">7</td> </tr> <tr> <td></td> <td style="text-align: center;">16-24</td> <td style="text-align: center;">7</td> <td style="text-align: center;">8</td> </tr> <tr> <td>(iii) SAMPLED AIRPORT</td> <td colspan="2"></td> <td></td> </tr> <tr> <td></td> <td colspan="2" style="text-align: center;">Gatwick</td> <td style="text-align: center;">4</td> </tr> <tr> <td></td> <td colspan="2" style="text-align: center;">Prestwick</td> <td style="text-align: center;">5</td> </tr> <tr> <td>London No.1</td> <td style="text-align: center;">1</td> <td style="text-align: center;">Manchester</td> <td style="text-align: center;">6</td> </tr> <tr> <td>London No.2</td> <td style="text-align: center;">2</td> <td style="text-align: center;">Luton</td> <td style="text-align: center;">7</td> </tr> <tr> <td>London No.3</td> <td style="text-align: center;">3</td> <td colspan="2"></td> </tr> <tr> <td>(iv) SLEEP</td> <td style="text-align: center;">AM(1)</td> <td style="text-align: center;">PM(2)</td> <td style="text-align: center;">Night(3)</td> </tr> <tr> <td></td> <td colspan="2"></td> <td style="text-align: center;">69</td> </tr> <tr> <td colspan="4">(v) PORT OF DESTINATION OF AIRCRAFT</td> </tr> <tr> <td colspan="4">.....</td> </tr> <tr> <td colspan="4" style="text-align: center;">70</td> </tr> <tr> <td>Refusal</td> <td style="text-align: center;">1</td> <td colspan="2" rowspan="3">EXPLAIN & GUESS NATIONALITY</td> </tr> <tr> <td>Non contact</td> <td style="text-align: center;">2</td> </tr> <tr> <td>Completed interview</td> <td style="text-align: center;">3</td> </tr> <tr> <td>Q's ASD Only</td> <td style="text-align: center;">4</td> <td style="text-align: center;">DAY</td> <td style="text-align: center;">MONTH</td> <td style="text-align: center;">YEAR</td> </tr> <tr> <td>Ineligible Staff</td> <td style="text-align: center;">5</td> <td colspan="3"></td> </tr> <tr> <td>Recessed</td> <td style="text-align: center;">6</td> <td colspan="3"></td> </tr> <tr> <td>Other (specify)</td> <td style="text-align: center;">7</td> <td style="text-align: center;">76-77</td> <td style="text-align: center;">78</td> <td style="text-align: center;">79</td> </tr> <tr> <td colspan="5" style="text-align: center;">Signed</td> </tr> </table>	ASK ALL CONTACTS		40	5. (a) Which flight will you be leaving on?			Airline	No		(b) Which airport are you going to on this flight?				41-45		(c) Will your air journey end there or are you flying there just to change planes?				END	1		TRANSFER	2	IF TRANSFER, ASK:			(d) At which airport will your air journey end?				47-51		(e) FLIGHT				Private	0		Charter	1		Scheduled	2	NOT FARES SAMPLE <input type="checkbox"/> END			(f) What type of ticket do you have? (eg. 1st, Apex, I.T., Standby)				53-55		(g) How much was paid for this ticket from to for this flight?			AMOUNT			IF NOT AN INCLUSIVE TOUR, CHECK: SINGLE <input type="checkbox"/>			ROUTE RETURN <input type="checkbox"/>					ANYTHING ELSE INCLUDED IN COST OF TICKET?					CLASSIFICATION			(i) SEX	Male (1)	Female (2)	62	(ii) AGE					15 and under	1	25-34	(org. yth prty)	15 and under	2	35-44		15-24	3	45-54	(org. yth prty)	15-24	4	55 and over		16-24	5	65		16-24	6	7		16-24	7	8	(iii) SAMPLED AIRPORT					Gatwick		4		Prestwick		5	London No.1	1	Manchester	6	London No.2	2	Luton	7	London No.3	3			(iv) SLEEP	AM(1)	PM(2)	Night(3)				69	(v) PORT OF DESTINATION OF AIRCRAFT							70				Refusal	1	EXPLAIN & GUESS NATIONALITY		Non contact	2	Completed interview	3	Q's ASD Only	4	DAY	MONTH	YEAR	Ineligible Staff	5				Recessed	6				Other (specify)	7	76-77	78	79	Signed				
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(A) What nationality passport do you hold?					8-10																																																																																																																																																																																																																																																																																																																																																																																																																																																							
(B) Which is the last country you have lived in for 12 months or more? IF USA, CANADA, AUSTRALIA, S.AFRICA, SPAIN CODE STATE ETC.					11-14																																																																																																																																																																																																																																																																																																																																																																																																																																																							
(C) Are you still living in country at Q.B (up until this trip)?	YES	1		NO	2																																																																																																																																																																																																																																																																																																																																																																																																																																																							
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1. Which countries are you going to on this trip?					15-18																																																																																																																																																																																																																																																																																																																																																																																																																																																							
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2. (a) What is the main reason for your visit abroad?																																																																																																																																																																																																																																																																																																																																																																																																																																																												
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EMIGRATING/going there to live	97	Seeking Employment	07	19-20																																																																																																																																																																																																																																																																																																																																																																																																																																																								
Going home/going back to live	98	As Pair	08																																																																																																																																																																																																																																																																																																																																																																																																																																																									
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(b) Do you have a reason of your own for making this visit abroad?	NO				44																																																																																																																																																																																																																																																																																																																																																																																																																																																							
3. How long will you be away from the UK?	Less than 12 months		1																																																																																																																																																																																																																																																																																																																																																																																																																																																									
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4. (a) In which town have you been living for the last twelve months?					23-26																																																																																																																																																																																																																																																																																																																																																																																																																																																							
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(b) In which country were you born?					30-32																																																																																																																																																																																																																																																																																																																																																																																																																																																							
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(c) In what year did you come to live in the UK?					33-34																																																																																																																																																																																																																																																																																																																																																																																																																																																							
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(d) Is this the first time you have left the UK to live abroad for 12 months or more?																																																																																																																																																																																																																																																																																																																																																																																																																																																												
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(e) In what year did you last return to live in the UK (for 12 mth or more)?																																																																																																																																																																																																																																																																																																																																																																																																																																																												
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(f) What was your age last birthday?					35-36																																																																																																																																																																																																																																																																																																																																																																																																																																																							
(g) Are you Married (1), Single (2), Widowed (3), or Divorced (4)?					37																																																																																																																																																																																																																																																																																																																																																																																																																																																							
(h) What has been your regular occupation?																																																																																																																																																																																																																																																																																																																																																																																																																																																												
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(i) How much money of UK origin are you (and your family) transferring or taking with you to (country at Q.1)?																																																																																																																																																																																																																																																																																																																																																																																																																																																												
(j) How many people are emigrating with you today?																																																																																																																																																																																																																																																																																																																																																																																																																																																												
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(c) Will your air journey end there or are you flying there just to change planes?																																																																																																																																																																																																																																																																																																																																																																																																																																																												
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1982 IPS ST CATHERINES HOUSE, 10, KINGSWAY, LONDON

SEA OUTWARD

CARD TYPE	1	1				
SERIAL NO.					2-6	
QUARTER	1	2	3	4	7	
(A) What nationality passport do you hold? 8-10						
(B) Which is the last country you have lived in for 12 months or more? IF USA, CANADA, AUSTRALIA, S.AFRICA, SPAIN CODE STATE ETC. 11-14						
(C) Are you still living in country at Q.B (up until this trip)?						
				YES	1	
				NO	2	
UK RESIDENTS ONLY						
1. Which countries are you going to on this trip? 15-18 IF MORE THAN ONE, UNDERLINE AND CODE COUNTRY WHERE MOST TIME WILL BE SPENT						
2. (a) What is the main reason for your visit abroad?						
	91		01			
Turn round/Stay on board		Holiday				
Take pre-arr. Employment	92	Cruise	02			
Military/Embassy GO TO Q.5	93	Business/Official	03			
Merchant Navy	94	Formal Study	05			
Unacc. Schoolchild	96	Visit Rel./Friends	06	19-20		
EMIGRATING/going there to live	97	Seeking Employment	07			
Going home/going back to live	98	Au Pair	08			
		Other (specify)	09			
IF ACCOMPANY/JOIN ASK (b) Do you have a reason of your own for making this visit abroad? NO 44						
3. How long will you be away from the UK?						
				Less than 12 months	1	
				ASK 12 months or more	5	
				Q.4 {	22	
				EX pose 12 mths or more	7	
MIGRATION-INTRODUCE						
4. (a) In which town have you been living for the last twelve months? 23-26 27-29						
(b) In which country were you born? 30-32						
IF BORN OUTSIDE THE UK ASK:						
				YEAR		
(c) In what year did you come to live in the UK? 33-34						
IF BORN IN THE UK ASK:						
(d) Is this the first time you have left the UK to live abroad for 12 mths or more?						
IF NO ASK:						
				YEAR		
(e) In what year did you last return to live in the UK (for 12 months or more)? YEAR 35-36						
(f) What was your age last birthday? 37						
(g) Are you Married (1), Single (2), Widowed (3), or Divorced (4)? 38-39						
(h) What has been your regular occupation? 38-39						
JOB JOB TITLE DESCRIPTION						
(i) How much money of UK origin are you (and your family) transferring or taking with you to (country at Q.1)?						
(j) How many people are emigrating with you today?						
ASK ALL CONTACTS					40	
5. (a) Which port are you going to on this voyage (crossing)? 41-45 CAR FERRIES ONLY:						
(b) Are you travelling with a vehicle which is on board? IF YES ASK (c)					NO	
					1	
(c) Is it a						
					Car	
					2	
					Coach	
					3	
					Lorry?	
					8	
					46	
					9	
					47	
ASK ALL LONG HAUL SHORT HAUL: FARES SAMPLE ONLY (NOT LORRY DRIVERS)						
(d) What type of ticket do you have?						
(e) What was the cost of your fare from to AMOUNT 53-55						
IF NOT INCLUSIVE TOUR CHECK:						
(f) ROUTE SINGLE <input type="checkbox"/> RETURN <input type="checkbox"/>						
NO. CAR PASSENGERS <input type="checkbox"/> ADULTS <input type="checkbox"/> CHILDREN						
ANYTHING ELSE INCLUDED IN COST OF TICKET?						
CLASSIFICATION						
(i) Shipping Co. 56-60						
Ship						
(ii) SEX Male (1) Female (2) 62						
(iii) AGE						
		15 and under	1	35-34	5	
(org. yth prty)		15 and under	2	38-34	6	
		16-24	3	35-34	7	
(org. yth prty)		16-24	4	65 and over	8	
					63	
(iv) Sampled port/Route No. Southampton (1) Tilbury (2) Route No 64-65						
(v) Refusal						
Non contact		1	EXPLAIN & GUESS NATIONALITY			75
Completed Interview		2				
Q's AND Only		3	DAY	MONTH	YEAR	
Ineligible Staff		4				
Recrossed		5			80	
Other (specify)		6				
		7	76-77	78	79	
Signed						

FOREIGN RESIDENTS ONLY

CARD TYPE	2	1	
SERIAL NO. (FROM OVERLEAF)		2-6	
6. (a) On what date did you arrive in the UK?			
.....			
(b) Have you left the British Isles since then?			
IF NO GO TO Q.6(J)			
IF YES ASK			
	DAY	MONTH	YEAR
(c) When did you arrive back in the UK?	7-8	9-10	11-12
(d) Have you visited the Irish Republic since (last arrival in UK)?			
IF YES RECORD NO. OF NIGHTS SPENT IN I.R.			
7. (a) What was the main reason for your visit to the UK?			
COL. A (GO TO Q.8)		COL. B (GO TO Q.5)	
Holiday	01	Turn round/Stay on board	91
Business/Official	03	Pre-arr. Employment	92
Conference	04	Military/Embassy	93
Formal Study	05	Merchant Navy	94
Visit Rel/Friends	06	Airline Crew	95
Seeking Employment	07	Unacc. Schoolchild	96
Au Pair	08		
Overnight(s) Transfer	90		
Other (specify)	09		
IF ACCOMPANY/JOIN ASK:			
(b) Did you have a reason of your own for visiting the UK? NO	44		
IF CODED UNDER COLUMN A, ASK:			
8. Were you travelling with any member of your family on (date at Q.6(c))?	Yes	A	
	No	B	
IF YES CHECK FOR JOINT EXPENDITURE			
EXPENDITURE INTRODUCTION			
9. (a) How much money have you (and your family) spent since (date in Q.6(c)) NOT including your fares to and from the UK?			
(NB EXCLUDE EXPENDITURE IN THE IRISH REPUBLIC)			
(b) Have you spent anything on credit cards in addition to this amount? NO <input type="checkbox"/> DK <input type="checkbox"/>			
IF YES (c) How much extra did you spend on credit cards?			
.....			
.....			
ASK ALL:			
(d) From which country did this money originate?			
.....			
(e) Does this amount include the cost of anything freighted or posted out of the UK?			
IF YES RECORD COST AND EXCLUDE 23-26			

10. (a) Was any accommodation paid for in advance or is the cost of all your accommodation included in the amount at Q.9?			
		ALL INC. AT Q.9	1
GO TO Q.11		NO COST/FREE	2
		PAID IN ADVANCE	3
DEPOSIT ONLY: RECORD AT Q.11			
PAID IN ADVANCE ASK:			
(b) Was that accommodation paid for as part of a package holiday/inclusive tour, including your fares to and from the UK?			
		YES	1
		NO	2
IF NO, GO TO Q.11: RECORD AMOUNT			
IF YES, ASK:			
(c) Does the package include the UK only or OTHER COUNTRIES TOO?			
		OFFICE USE	3
UK AND OTHER COUNTRIES (INC. I.R.) GO TO Q.11			
UK ONLY, ASK:			
(d) What was the total cost of the package (for the family)?			
AMOUNT	0		28-31
SHORT HAUL ONLY, IF ON INCLUSIVE TOUR OF UK:			
(e) Did the amount paid for the tour include the cost of a journey by train?			
NO GO TO Q.11: YES, ASK:			
(f) At which town in the UK did you start your rail journey?			
.....			
(g) At which town on the Continent will your rail journey end?			
.....			
(h) Which class are you travelling by rail?			
.....			
ASK ALL:			
11. (a) Did you pay for anything (else) before you arrived in the UK or is there anything left to pay?			
.....	0		32-35
(b) From which country did this money originate?			
.....			
12. How many people were covered by this expenditure (at Q.9, 10 & 11)?			
36-38			
13. (a) Which towns have you stayed in overnight since (DATE IN Q.6(c))?			
RECORD UP TO 5 TOWNS			
EXCLUDE ANY TOWNS IN THE IRISH REPUBLIC			
(b) And how many nights did you spend in each town?			
42			
TOWN	NO. OF TOWNS	NO. OF NIGHTS	OFFICE USE
	1		43-48
	2		49-54
	3		55-60
	4		61-66
	5		67-72
IF STAYED IN LONDON ASK:			
(c) Did you spend any of the nights in London in a hotel?			
IF YES (d) Did your hotel have a bar serving alcoholic drinks like beer or whisky?			
TICK	YES <input type="checkbox"/>	NO <input type="checkbox"/>	DON'T KNOW <input type="checkbox"/>
IF YES (e) How many nights did you stay in the hotel in London?			
76-78			
GO TO Q.5			

UK RESIDENTS ONLY

CARD TYPE	4	1	
SERIAL NO. (FROM OVERLEAF)		2-6	
1. On what date did you leave the UK?	DAY	MONTH	YEAR
.....	7-8	9-10	11-12
2. (a) Which countries did you visit on this trip?			15-18
.....			
IF MORE THAN ONE ASK:			
(b) In which country did you spend most time?			
(UNDERLINE & CODE THAT COUNTRY)			
3. (a) What was the <u>main</u> reason for your visit abroad?			19-20
COL A (GO TO Q.4)	COL B (GO TO Q.12)		
Holiday 01	Pre-arr Employment 92		
Cruise 02	Military/Embassy 93		
Business/Official 03	Merchant Navy 94		
Conference 04	Airline Crew 95		
Formal Study 05	Unacc. Schoolchild 96		
Visit Friends/Rel. 06			
Seeking Employment 07			
Au Pair 08			
Other (specify) 09			
IF ACCOMPANY/JOIN ASK:			
(b) Did you have a reason of your own for making this visit abroad?	NO		44
IF CODED UNDER COLUMN A, ASK:			
4. Were you travelling with any member of your family on (date in Q.1)?	YES	A	
IF YES CHECK JOINT EXPENDITURE	NO	B	
EXPENDITURE INTRODUCTION			
5. (a) How much money have you (and your family) spent since (date in Q.1) NOT including your fares to and from the UK?			23-26
(b) Have you spent anything on credit cards in addition to this amount?	NO	DK	
IF YES (c) How much extra did you spend on credit cards?			
.....			
ASK ALL:			
(d) From which country did this money originate?			
(e) Does this amount include the cost of anything freighted or posted out of the UK?			
IF YES RECORD COST AND EXCLUDE			
GO TO Q.12			

6. (a) Was any accommodation paid for in advance or is the cost of all your accommodation included at Q.5?

GO TO Q.7

{ ALL INC. AT Q.5
NO COST/FREE
PAID IN ADVANCE

1
2
3

DEPOSIT ONLY RECORD AT Q.7
PAID IN ADVANCE, ASK:

(b) Was your accommodation paid for as part of a package holiday/inclusive tour including your fares to and from the UK?

YES 1
NO 2 27
OFFICE USE ONLY 3

NO GO TO Q.7: RECORD AMOUNT
YES ASK:

(c) What was the total cost of the package holiday/inclusive tour (for your family)?

AMOUNT 0 28-31

ORIGIN

(d) Did you pay any deposit or surcharges in addition to this total?

IF YES RECORD EXTRA AMOUNT

ASK ALL:

7. (a) Did you pay for anything (else) before you left the UK or is there anything left to pay?

..... 0 32-35

(b) From which country did this money originate?

.....

8. How many people were covered by this expenditure (at Q.5, 6 & 7)?

..... 36-38

UK RESIDENTS ONLY

CARD TYPE	4	1	
SERIAL NO. (FROM OVERLEAF)			2-6
1. On what date did you leave the UK?	DAY	MONTH	YEAR
.....	7-8	9-10	11-12
2. (a) Which countries did you visit on this trip?			15-18
.....			
IF MORE THAN ONE ASK:			
(b) In which country did you spend most time? (UNDERLINE AND CODE THAT COUNTRY)			
3. (a) What was the <u>main</u> reason for your visit abroad?			19-20
COL.A (GO TO Q.4)	COL.B (GO TO Q.12)		
Holiday	01	Turn round/Stay on board	91
Cruise	02	Pre-arr. Employment	92
Business/Official	03	Military/Embassy	93
Conference	04	Merchant Navy	94
Formal Study	05	Airline Crew	95
Visit Friends/Rel.	06	Unacc. Schoolchild	96
Seeking Employment	07		
Au Pair	08		
Other (specify)	09		
IF ACCOMPANY/JOIN ASK:			
(b) Did you have a reason of your own for making this visit abroad?	NO	44	
IF CODED UNDER COLUMN A, ASK:			
4. Were you travelling with any member of your family on (date in Q.1)	YES	A	
	NO	B	
IF YES CHECK FOR JOINT EXPENDITURE			
EXPENDITURE INTRODUCTION			
9. (a) How much money have you (and your family) spent since (date in Q.1) NOT including your fares to and from the UK? (CRUISE PASSENGERS EXCLUDE EXPENDITURE ON UK SHIP)			
(b) Have you spent anything on credit cards in addition to this amount?	NO	OR	
IF YES (c) How much extra did you spend on credit cards?			
.....			
ASK ALL:			
(d) From which country did this money originate?			
(e) Does this amount include the cost of anything freighted or posted out of the UK?			23-26
IF YES RECORD COST AND EXCLUDE			
6. (a) Was any accommodation paid for in advance or is the cost of all your accommodation included at Q.5?			1
GO TO Q.7 { ALL INC AT Q.5			2
NO COST, FREE			3
PAID IN ADVANCE			
DEPOSIT ONLY RECORD AT Q.7 PAID IN ADVANCE, ASK:			
(b) Was that accommodation paid for as part of a package holiday/inclusive tour including your fares to and from the UK?	YES	1	
	NO	2	27
OFFICE USE ONLY	3		
NO GO TO Q.7: RECORD AMOUNT YES ASK:			
(c) What was the total cost of the package holiday/inclusive tour (for your family)?			
AMOUNT.....	0	28-31	
SHORT HAUL ONLY, IF ON INCLUSIVE TOUR ASK:			
(d) Did the amount paid for the tour include the cost of a journey by train?			
NO GO TO Q.7: YES ASK:			
(e) At which town abroad did you begin your journey by rail?			
.....			
(f) At which town in the UK will your rail journey end?			
.....			
(g) Which class are you travelling by rail?			
.....			
ASK ALL:			
7. (a) Did you pay for anything (else) before you left the UK or is there anything left to pay?			0
.....			32-35
(b) From which country did this money originate?			
.....			
8. How many people were covered by this expenditure (at Q.5, 6 & 7)?			36-38
.....			
GO TO Q.12			

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XI. POTENTIAL SOURCES AND PROBLEMS IN RELATION TO THE UNITED NATIONS RECOMMENDATIONS ON INTERNATIONAL MIGRATION STATISTICS: THE MALAYSIAN EXPERIENCE

Harbans Singh*

It has been widely acknowledged by demographers, as well as other social scientists, that data on international migration, when compared to the other demographic variables such as fertility, mortality and internal migration, are the least developed and standardized in terms of collection and tabulation. While arrivals and departures of foreigners from a given country have been closely monitored through the filling out of administrative forms (e.g., embarkation/disembarkation cards) at the border points, the arrivals and departures of nationals have in almost all cases gone unrecorded or, at best, the data are extremely scanty. Given the importance of international migration to the receiving as well as the sending country in terms of requirements of scarce trained human resources, it is important that data on international migration be collected in a standardized and systematic fashion to enhance comparability. The United Nations recommendations on statistics of international migration are timely and the resulting statistics, when disseminated, would not only help in the socio-economic planning of the receiving countries but also would be particularly useful to countries experiencing heavy emigration but which have little or no data on it (United Nations, 1980).

The present paper is divided into two parts. The first part attempts to examine the available data on international migration flow for Malaysia and how the collection system can be modified to suit the United Nations recommendations on international migration statistics. The second part of the paper examines the availability of data on "immigrant stock" in Malaysia and how the source data could be modified in the light of the United Nations recommendations concerning the collection and tabulation of the immigrant stock. In each part, the problems that are likely to be faced in the light of the United Nations recommendations have been briefly mentioned.

A. Sources of international migration flow data in Malaysia and their conformity to the United Nations recommendations

One of the sources of international migration statistics is the embarkation/disembarkation cards which are required to be filled in by all persons holding non-Malaysian passports upon entry into Malaysia. Through this process of border collection, it would be possible to compile data on the following three categories of international migrants:

(a) Long-term immigrants, defined as persons who have entered the country with the intention of remaining for more than one year;

* Department of Statistics, Kuala Lumpur, Malaysia. The author prepared the present paper in his personal capacity and the views expressed herein are those of the author and not of the United Nations nor are they necessarily those of the Department of Statistics.

(b) Short-term immigrants, defined as persons (excluding border workers who regularly cross the border to work daily or slightly less frequently) who have entered the country with the intention of remaining for one year or less for the purpose of working at an occupation remunerated from within the country, and their dependants and domestic employees who have accompanied them or come to join them;

(c) Short-term immigrants departing, defined as persons (excluding border workers) who have left the country and had previously been away from the country at least once continuously for more than one year and not in the country continuously for more than one year since the last absence of more than one year, and whose last arrival was to work at an occupation remunerated from within the country or to accompany or join such a person as a dependant or a domestic employee.

It must be emphasized here again that the category for which data compilation is a possibility is limited only to non-Malaysian passport holders. Since Malaysian citizens do not have to fill in any documents (such as the embarkation/disembarkation cards) at the border points, their movements go unnoticed.

It is important to note that even the theoretical possibility of collecting data on non-Malaysian passport holders in the categories of long-term immigrants, short-term immigrants and short-term immigrants departing is hampered by the additional United Nations qualifications required before they can be termed immigrants.

The extra qualification required is that all immigrants either must never have been in the country continuously for more than one year or, having been in the country at least once continuously for more than one year, must have been away continuously for more than one year since the last stay of more than one year. Since no question is asked in the embarkation/disembarkation card on the duration of stay continuously outside the country (whether it is more than one year or not), there is currently no possibility of fully conforming to the United Nations definition of immigrant.

An important drawback in relying on the embarkation/disembarkation card as a means of obtaining immigration statistics is that the purpose of visit stated on the card upon arrival need not be the same as after the person has entered the country. For example, a person who entered the country on a social visit pass may, at the expiration of his social visit pass, ask for and be granted an extension of stay on a different pass (say, an employment pass). Thus, what was reflected on arrival as a social visit, in fact turned out to be essentially, in the long run, based on employment.

Another example of a declaration of intent which may lead to misclassification of migrants concerns the intended length of stay. Persons who are entering the country on an employment pass may be given a visa for six months and it is likely that they would write six months as their intended length of stay in the country, in which case they would be classified as short-term immigrants. However, extensions of visas or employment passes are not unlikely and it could very well be that extensions are given to cover more than one year, in which case the persons should be classified as "long-term immigrants" and not as "short-term immigrants", which was the initial classification on the basis of the declaration of intent.

Admittedly, those drawbacks have been recognized and accepted as problem areas of data collection methods. Despite the drawbacks, it has been pointed out that

border collection offers a wide range of possibilities. The data collected from that source can be used in conjunction with the data obtained from field inquiries and the results compared to evaluate their comprehensiveness and accuracy.

The drawback of basing the data on declaration of intent can be improved somewhat if there is a co-ordinated effort between different government agencies to update any current information relating to extension of passes or visas. For example, the Immigration Department of Malaysia compiles on a regular basis the number of persons to whom employment passes, dependant passes, student passes, visit passes (temporary employment) etc. have been issued. It also keeps records on the extension of stay given to the holders of the different passes. An interlocking system of updating records could yield data on the actual purpose and length of stay rather than based on declaration of intent. This, of course, is a theoretical possibility which does not take into account the myriad of problems that may be inherent in the source data itself in relation to its suitability for easy extraction and systematic compilation.

The paucity of international migration data relating to Malaysian citizens or nationals is even more apparent. As has been stated earlier, Malaysians need not fill in any documents or cards when they depart or arrive through any of the Malaysian controlled immigration entry/exit points. As such, the movements of Malaysians go virtually unrecorded. The staff of the Immigration Department at the entry/exit points do, however, make a tally count of all Malaysians arriving into or departing from the country. This tally count is merely a head count and as such no information is available on the duration of residence in Malaysia (whether more than a year or not), the expected length of absence from the country, the purpose of absence or country of destination in the case of departing Malaysians. Therefore, data for the following two main categories of emigrants, as defined by the United Nations, would be unavailable:

(a) Long-term emigrants, defined as persons who have left the country with the intention of remaining abroad for more than one year;

(b) Short-term emigrants, defined as persons (excluding border workers who regularly cross the border to work daily or slightly less frequently) who have left the country with the intention of remaining abroad for one year or less for the purpose of working at an occupation remunerated from a foreign country and their dependants and domestic employees who have accompanied them or leave to join them.

On the other hand, the lack of information pertaining to Malaysians arriving after being away from the country for work, study or as dependants, would pose a problem in slotting them into the different categories, in particular, returning short-term emigrants. The category short-term emigrants returning, which has not been previously defined, is defined as persons (excluding border workers) who have entered the country, who had previously been in the country at least once continuously for more than one year and not away continuously for more than one year since the last stay of more than one year, and whose last departure was to work abroad at an occupation remunerated by a foreign country or to accompany or join such a person as a dependant or a domestic employee.

The scanty international migration data pertaining to Malaysians obtained from the border collection method can be augmented by the inclusion of questions on international migration in the regular Labour Force Surveys carried out by the Department of Statistics. For example, the 1981 round of the Labour Force Survey incorporated certain migration questions from which it was possible to obtain data

on the number of persons who were usual residents of a household and had gone outside Malaysia for reasons of work, study or with the intention of settling in another country one year previously. The data collected on those persons included their sex, age and country of destination. The migration data from that source could be made more amenable to the type of migrant status categories recommended by the United Nations by including additional questions on the length or period of intended absence from the country, as well as a question on whether they had resided continuously in the country (Malaysia) for a period of more than one year or not. For usual residents who went abroad and have subsequently returned to Malaysia during the course of the year, it would have been interesting to know the actual length of absence from the country, reasons for returning to Malaysia and intended length of residence in Malaysia after returning. Among the reasons for being absent from the country or returning to the country, an additional response category of dependants would encompass all categories of international migrants as are distinguished in the United Nations recommendations. Thus, Malaysia is now in the midst of attempting to collect data on international migrants through field inquiry as an alternative to collecting data through border control.

B. Available immigrant stock data in Malaysia and their conformity to the United Nations recommendations

Another category of migrants that has been singled out for special attention in the United Nations recommendations is that of "immigrant stock". According to the United Nations recommendations on statistics of international migration, the category "immigrant stock" is defined as consisting of all foreign-born persons present in the country for more than one year. The characteristics that have been suggested for study in this category of migrants include such variables as sex, age, marital status, educational attainment, economic activity status, occupation, fertility, period of arrival and country of birth.

The population censuses conducted in Malaysia offer a wealth of information on the characteristics of immigrant stock. The question of place of birth has been included in all the censuses conducted in the country. A regular feature in the tabulations published in the census reports has been the inclusion of a table on place of birth cross-tabulated by sex, age and community. It must be noted that the censuses conducted prior to 1970 only asked the country of birth for the foreign-born, without any question being asked regarding the period of arrival of the foreign-born or their duration of residence in the country since their arrival. However, the 1970 Population and Housing Census not only asked the country of birth of the foreign-born but also their duration of residence in Malaysia. The information on duration of residence in the country when cross-tabulated with data on country of birth of the foreign-born yielded useful data on the recency of migration. It is through such a cross-tabulation that data can be derived to show the foreign-born persons who have been residing in the country for a period of more than one year (the immigrant stock). Among the special tabulations that were run in the 1970 Census were those relating to duration of residence in Malaysia, area of present residence (urban or rural), sex, age, country of birth, community, educational attainment, occupation, economic activity status and citizenship.

The 1980 Population and Housing Census of Malaysia offers yet another rich source of data on immigrant stock. At the present time, computer processing of census forms is well under way and it would appear that the incorporation of most of the recommended tabulations on immigrant stock will not pose much of a problem.

The variables that are in the present United Nations recommended tables but were not canvassed in the 1980 Population and Housing Census of Malaysia are (a) educational qualifications (field of study) and (b) the country of education at the third level. Consequently, the United Nations recommended tabulation by age and sex of the immigrant stock by (a) educational qualifications and (b) country in which education at the third level was received cannot be produced.

Apart from the population censuses, another possible future source of immigrant stock data in Malaysia could be the Household Sample Surveys, though the emphasis in such surveys would be on "flows" rather than on "stock" data.

In Malaysia, the trend of the foreign-born population has been one which has been strikingly characterized by a progressive decline in the percentage of persons born outside the country. Each subsequent population census has shown a smaller percentage of the foreign-born population as compared to the last previous census. Stated differently, the proportion of indigenous or native-born population has shown a corresponding increase with each subsequent census. This is amply demonstrated in table 1.

Table 1

Percentage of native-born population as compared to foreign-born

Year	Percentage native-born <u>a/</u>	Percentage foreign-born <u>b/</u>
1921	56.4	43.6
1931	58.9	41.1
1947	78.3	21.7
1957	84.8	15.2
1970	92.2	7.8

a/ The data for the native-born population for the years 1921-1957 are derived from the 1957 Population Census Report No. 14, table 4.1, p. 15. The category native-born is defined as the population enumerated in the federation and born in the Federation of Singapore. The data for 1970 are obtained from the 1970 General Report, Population Census of Malaysia, vol. 1, table 5.0, p. 352. The category native-born, for 1970, is defined as the population enumerated in Malaysia and who were born in Malaysia.

b/ The foreign-born population has been derived as a residue.

Notwithstanding the lack of comparability of data owing to the minor differences in the inclusion or exclusion of persons in the native-born or foreign-born categories for the years 1921-1957, as compared to 1970 (see note a/ to table), it will be observed that there is a general trend for the population to become more indigenous and to be less and less influenced by net immigration. While in 1921 the foreign-born constituted some 44 per cent of the total population, their share plummeted to a mere 8 per cent by the time of the 1970 Population Census. Thus, over a period of some 50 years, the percentage of the foreign-born population has dropped by nearly six times the original share as seen

in 1921. The trend of an increasing proportion of native-born population, together with the trend of a constantly decreasing foreign-born population, is expected to be witnessed from the results of the recently undertaken 1980 Population Census.

That the percentage of foreign-born population had decreased over the past 50 years is not the only notable point in the Malaysian experience. Not only has the percentage of the foreign-born population decreased, but the absolute number of the foreign-born population has also shown a decline. This can be seen from a comparison of the foreign-born population in the 1970 Census with that of the 1957 Census (see table 2). While the foreign-born population was 990,000 in 1957, it numbered only 676,000 in 1970, thus registering a decline of some 32 per cent over the 1957-1970 period.

Table 2

Foreign-born population, 1957 and 1970

Year	No. of foreign-born persons
1957	989 637
1970	676 032

One of the explanatory factors for this decline could be the return migration of the foreign-born to their respective countries or their emigration to other countries. A second possible explanatory factor for the decrease of the foreign-born could be the deaths among particularly the older foreign-born persons who had migrated long ago.

It should be noted that the data presented previously on the foreign-born did not incorporate a one-year residence cut-off, in conformity with the United Nations definition of "immigrant stock", which limits the foreign-born to those who have resided in the country for more than one year. The incorporation of a one-year cut-off point in the foreign-born data for the census years 1921 to 1957 is not possible because in the censuses prior to 1970 no question was asked on either the duration of residence in Malaysia since arrival or the year of first arrival into Malaysia. However, in the 1970 Population and Housing Census of Malaysia and the recently undertaken 1980 Population Census, a question on length of residence in Malaysia was included. The data derived from the 1970 Census are presented in table 3.

In 1970, out of a total of 676,000 foreign-born persons, there were about 13,000 who had resided in Malaysia for less than one year, thus leaving a residue of 662,000 which can now be appropriately termed as the immigrant stock. One striking observation that can be made from the data is that a bulk (83 per cent) of the foreign-born population had migrated to the country more than 20 years ago. Another 8 per cent of the foreign-born reported that they had migrated some 11 to 20 years prior to the 1970 Census, while 3 per cent had stated that they had migrated 6 to 10 years prior to the time of the 1970 Census. The number of migrants during the past five years was rather small. It will thus be clear that

Table 3

Data derived from the 1970 Census

Duration of residence of the foreign-born in Malaysia	Number	Percentage
Less than 1 year	12 854	1.9
1 but less than 2 years	7 373	1.1
2 but less than 3 years	7 547	1.1
3 but less than 4 years	5 400	0.8
4 but less than 5 years	3 844	0.6
5 but less than 6 years	4 063	0.6
6 but less than 11 years	19 977	3.0
11 but less than 21 years	56 350	8.3
21 years and more	<u>558 624</u>	<u>82.6</u>
Total foreign-born	676 032	100.0

Source: 1970 General Report: Population Census of Malaysia, vol. I, p. 358.

recent immigration to Malaysia is relatively insignificant. With the tightening of the immigration laws and regulations regarding entry of foreign-born persons wishing to establish residence in the country, the trend in the immigrant stock data bears ample testimony to the restrictive measures.

It will be important to note that the censuses conducted in the country have traditionally been undertaken on a de facto basis. Therefore, all foreign-born persons who happened to be visiting the country and who, on census night, were still within the country, were included (or enumerated) in the census. Thus, a cross-tabulation of the foreign-born by duration of residence in Malaysia is especially useful since the sub-category of foreign-born staying less than one year in Malaysia would help isolate the visitors or tourists in the country.

In addition, a majority of the tables of the United Nations recommendations with regard to immigrant stock can be produced for Malaysia with minimal additional programming effort and resources. Of the 10 tables that have been recommended by the United Nations, 8 can be produced. The two remaining tables cannot be produced for the basic reason that questions on such variables as (a) educational qualifications (field of study), and (b) country of education for those educated at the third level, were not canvassed in the 1980 Population Census.

C. Conclusion

To implement the United Nations recommendations on statistics of international migration flows, a concerted effort needs to be made by various government agencies in Malaysia with access to specific administrative records relating to movements of persons so that a systematic recording mechanism will emerge. The various data source documents need to be geared towards such a system. The data obtained from those integrated administrative records could then be compared with international migration data collected through field inquiry to assess the relative completeness and accuracy of each data set. With regard to immigrant stock, the United Nations recommendations relating to production of tabulations concerning the characteristics of foreign-born persons poses very minimal problems.

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XII. SOME ASPECTS OF INTERNATIONAL MIGRATION STATISTICS:
THE EXPERIENCE OF BARBADOS

Eric L. Straughn*

Immigration and emigration statistics are collected to satisfy two main requirements, namely, the provision of data to the Government on the number and characteristics of immigrants and emigrants for planning and policy-making, and to allow the Statistical Service to compile inter-censal population estimates and refine their statistics of tourist arrivals.

The recording of international migrant flows has presented substantial difficulties over the years both for developed and developing countries. Those difficulties result from the fact that there are considerable variations in definition of the term "migrant" between countries and even within countries. Often the statistical definitions differ from those used by the agencies which have legal responsibility for immigration matters.

The present paper attempts to examine some of the sources and definitions used in compiling migration statistics in Barbados. It will also attempt to fit the current methods and definitions into the framework recommended by the United Nations and, finally, it will examine the possibility of deriving emigration statistics through survey methods.

A. Data sources and definitions

These data, in the main, are derived from administrative sources, supplemented by information from foreign consular offices located in Barbados. The source documents used are the embarkation/disembarkation (E/D) cards and records of the Immigration Department.

Prior to 1980, there was no standard E/D card in use for persons entering or leaving Barbadian ports. Each carrier used its own card. Most cards, however, contained basic core questions such as nationality, country of residence, country of birth, port of embarkation/disembarkation and occupation. Each arriving passenger presented a completed E/D card to an immigration official who then inserted the permitted length of stay and purpose of visit to Barbados in the case of foreign passport holders. The cards of Barbadian nationals were often stamped as "returning resident" even though some of those nationals had given their country of residence as a country other than Barbados.

It was, therefore, difficult if not impossible to determine from the E/D card the number of immigrants entering the country. It should be noted that "immigrant" for statistical purposes is defined as any person (national or alien) who enters Barbados for a period of six months or more to reside or work. The administrative definition on the other hand is based on a period of continuous residence of five

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years for non-nationals. Consequently, the administrative definition does not take account of Barbadian nationals who had been residents elsewhere but had returned to the country to reside or work.

A further complication was that non-nationals who entered the country and wished to remain for a period in excess of 28 days were granted visitor status at the port of entry but later had to report to the Immigration Department to have their status regularized. Such persons were then reclassified as work-permit holders, dependants of work-permit holders, immigrants or students. The information for those persons was submitted to the Statistical Service on the Record of Immigrants Entering Barbados (form A68:036; see annex XII.1) on a regular basis for analysis.

From the foregoing it should be clear that the immigration statistics collected from the Immigration Department were incomplete, as they covered only non-nationals. In an effort to cover all immigrants, a new standard E/D card was introduced during 1980 (see annex XII.2). This card differs from the cards used earlier in that it separates residents from non-residents and it requires that departing residents of Barbados supply information on their purpose of visit and intended length of stay, while returning residents must state their purpose of visit abroad and their actual length of stay abroad. By using a combination of responses, it is possible to determine whether a national is a returning resident or an immigrant.

It is now possible to provide more complete statistics of immigrants by supplementing data from the Record of Immigrants Entering Barbados with those from the new E/D card. Unfortunately, there still exists the problem of unrecorded immigrants. These are persons who have entered the country as visitors but have overstayed their permitted length of stay and have not sought to have their status regularized. Such persons may even avoid enumeration during the conduct of censuses.

While considerable efforts have been made so far to improve migration statistics, there are still a number of difficulties to be overcome in the area of emigration flows. The main sources of data are the E/D card and information from consular offices of foreign countries located in Barbados. In practice, only three consular offices are asked to supply information. These are the United States of America, Canada and the United Kingdom of Great Britain and Northern Ireland - the main receivers of Barbadian emigrants. Generally, the level of detail supplied is restricted to sex and broad age groups.

The E/D card is the only source of information on emigrants to countries other than those mentioned. However, this remains a somewhat unreliable source as departing persons may not always report their correct reason for leaving the country. In addition, persons may change their status after reaching the receiving countries.

B. Comparison with the United Nations recommendations

The following table categorizes migrants by type and indicates the sources of data for each type. It will be seen from the table that even though the national definitions vary, there is the possibility of achieving the goals recommended by the United Nations in some cases with only slight modifications.

Type of migrant	Source of data
1. <u>Immigrants</u>	
1.1 Work-permit holders (up to six months' stay)	Records of Immigration Department
1.2 Work-permit holders (more than six months' stay)	Records of Immigration Department
1.3 Dependants of work-permit holders	Records of Immigration Department
1.4 Foreign nationals who are dependants (i.e., wives, children) of Barbadian nationals	Records of Immigration Department
1.5 Students remaining in Barbados for six months or more	Records of Immigration Department
1.6 Barbadian national residents abroad who return to work/reside	E/D card
1.7 Trainees	Records of Immigration Department
1.8 Others (refugees granted residence, visitors whose initial stay has been extended beyond six months and other persons granted residence)	Records of Immigration Department
2. <u>Emigrants</u>	
2.1 Emigrants to UK, USA and Canada	E/D card; information from foreign consular offices
2.2 Emigrants to other countries	E/D card

C. Experimental migration survey

In its ongoing efforts to improve emigration statistics, the Statistical Service is currently collaborating with the International Union for the Scientific Study of Population (IUSSP) and the Economic Commission for Latin America and the Caribbean (ECLAC) in conducting an experimental migration survey, with financial assistance from the International Development Research Centre (IDRC) of Canada. The objectives of the study are to obtain improved estimates of out-migration from Barbados, and to ascertain the feasibility of using the sampling approach for measuring migration levels in other countries.

1. Sample design

The migration survey, which will run for one year from October 1980, is being conducted using the vehicle of the Continuous Household Sample Survey (CHSS) of the Statistical Service. The CHSS is a two-stage sample design with a first stage of 45 enumeration districts selected with probability proportional to the provisional population totals obtained from the 1980 Population Census. A second stage of approximately 31 households in each enumeration district is selected each quarter. Thus, in the course of 12 months, an estimated total of 5,580 households will be enumerated. Assuming an average household size of 3.5 persons, the total population covered will be approximately 20,000 persons or about 8 per cent of the non-institutional population of Barbados.

2. Methodology

To estimate the number of Barbados-born persons currently living abroad, two different approaches are used: mothers are questioned about their children who are still in the country or abroad, and they are also asked to report the number of children who have left Barbados during the past 12 months. Those responses are classified by the sex of the child. In addition, brothers and sisters of the same mother are asked to report similar details for their brothers and sisters. The information is adjusted for multiple reporting (where more than one sibling of the family is resident in Barbados) and lack of reports where the whole sibling group has emigrated. Adjustments are also made for the effects of orphanhood.

Detailed analyses of the information have not yet been completed. However, preliminary indications from the information collected over the past nine months have been encouraging. It is planned to produce statistics of emigrants by sex and age - the theoretical age distribution of emigrants being closely correlated with the actual age of mothers and resident siblings. No useful purpose would be served by attempting to obtain other characteristics of emigrants as such characteristics would be based only on reports given by resident respondents.

3. Implications of the method

Although it is too early to make definite statements about the applicability of the method to other countries, it would seem that an important factor will be that of sample design. Clearly, a requirement will be that the incidence of emigration should be fairly high in the country or region, as in the case of Barbados. If this is not the case, then samples will have to be complex in design and large in numbers. Other considerations may be more social than statistical in that they may depend on the cultural background of the country and the closeness of the family unit. Whatever the difficulties involved, some countries may find the effort worth while as the method offers some possibilities for the estimation of emigration flows.

D. Conclusion

This discussion has centred around the scope and coverage of migration statistics in Barbados. Some indications of the steps taken to improve the coverage of these statistics have been mentioned. However, there still remains the problem of obtaining more details on migrants in addition to their sex and age distributions in order to comply with the United Nations recommendations.

Further improvements in migration statistics must lie in the integration of data from the national sources. In this regard, there will also be a need for closer co-operation between sending and receiving countries.

Annex XII.1

RECORD OF IMMIGRANTS ENTERING BARBADOS

Month _____

Ministry/Department _____

Name	Sex	Date of entry	Country of origin	Date of birth	Occupation	Immigrant status	Permitted length of stay

Annex VIII.2



- 1. Mr. _____
Mrs. _____
Miss. _____
Name in full (Please Print) _____
- 2. Date of Birth _____
(Year) (Month) (Day)
- 3. Country of Birth _____ 4. Nationality _____
- 5. Occupation _____
- 6. Home Address _____
- 7. For all Departing Passengers: Port of Disembarkation _____
- 8. For all Arriving Passengers | (a) Port of Embarkation _____
| (b) Intended Address _____
- 9. For non-Resident Arrivals Only | (a) Type of Accommodation _____
| Hotel: Rented Relative's/ Other
| Guest Apt., Friend's
| House Cottage House
| (b) Purpose of Visit _____
| (c) Intended Length of Stay _____
- 10. For Residents of Barbados Only | (a) Purpose of Visit Abroad _____
| (b) Length of Stay Abroad _____
- 11. Passport Number _____
- 12. Place and Date of Issue _____

Signature of Passenger

FOR OFFICIAL USE ONLY

XIII. COLLECTION OF INTERNATIONAL MIGRATION STATISTICS IN
BURKINA FASO 1/

S. Coulibaly*

Since colonial times, Burkina Faso has been described as a "land of people" or a "labour reservoir". Colonization gave rise to a great number of movements, particularly in French West Africa. Through their migration, the people of Burkina Faso have made a major contribution to the region's economic development. The movements in question have continued and increased since the country gained independence.

In view of the demographic, socio-economic and even political impact of these movements to other countries, one of the concerns of the Government of Burkina Faso since independence has been both to control and to understand the causes and the mechanisms underlying this migration. Accordingly, various departments have tried and are still trying to introduce better technical and administrative methods for assessing migration to other countries. Moreover, since 1960 a number of surveys have been carried out with a view to obtaining more information about this phenomenon. 2/

An attempt is made below to assess the availability of data on international migration in Burkina Faso, as well as to assess problems relating to current data and the new data-collection systems that are being considered. A number of recommendations serve as a conclusion.

A. Availability of data

There is a variety of available data on international migration, originating mostly from a series of surveys and from the 1975 national census but also from administrative sources.

1. Administrative sources

During colonial times, each year heads of districts drew up a summary of population statistics and included information on the departure of persons under their jurisdiction for other districts or other countries. However, that data cannot be used for evaluating international migration, since French West Africa was regarded as a single entity, which means that only movements to the Gold Coast (now Ghana and at that time under British rule) can be counted as international migration.

However, on the basis of a partial analysis of those records it is possible to assess the number of movements and their impact on the development of Burkina Faso.

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The records of the Inter-Professional Association for the Transfer of Labour (SIAMO), an Ivorian agency for recruiting workers from Burkina Faso, provide another historical source of the country's international migration. Similarly, but for a more recent period, the statistics compiled by the Labour Bureau, which has since become the National Bureau for the Promotion of Employment (ONPE), can be used for measuring international migration to a certain extent. Agreements concluded between Burkina Faso and Côte d'Ivoire and between Burkina Faso and Gabon provided that any recruitment of workers from Burkina Faso should be carried out by its Labour Bureau, which would dispatch the workers to their place of work.

It was not possible to use the employment contracts concluded for compiling statistics on emigrant workers and what became of them (since six-month contracts were renewable). If the contract was broken, a new contract with a new employer had to be registered.

However, in addition to the political, technical and administrative problems that arose in the implementation of the agreements in question, the Labour Bureau was never the sole or the chief agent channelling labour abroad, and it is estimated that the data provided by the Bureau in fact only account for 2 per cent of movements to foreign countries, at the most.

The Abidjan-Niger Railway (RAN) and the frontier posts of the National Police Force, Customs and the National Security Service can provide highly relevant information on migratory exchanges with other countries. Data on the number of persons travelling on RAN (between Burkina Faso and Côte d'Ivoire) are available on a monthly basis and are used by the Department for Audit and Economy of the National Institute for Statistics and Demography. However, data on arrivals and departures at the frontiers and at the airports are not processed and are therefore currently unuseable.

2. Surveys and censuses

Shortly after Burkina Faso gained independence, a population survey made it possible to assess the country's population, placing particular emphasis on emigration. 3/ That survey constitutes the first major source of data on migration from Burkina Faso to other countries.

Following that survey, a further survey 4/ in the Mossi region provided data on the movements of the Mossi (approximately 50 per cent of the country's population) for the period 1960-1973. The purpose of that survey, which was financed by the Ministry for the Civil Service and Labour, was to enable the Standing Committee on Migration Problems to propose action designed to have an impact on departures to other countries and to the areas of settlement.

In 1974 and 1975, through a national survey of migratory movements, 5/ it was possible to cover the entire country and to consolidate and supplement the conclusions drawn on the basis of the 1973 survey.

The 1975 census provides information on the number of people from Burkina Faso living abroad for less than six months and the number of people who emigrated during the course of the previous five years.

Lastly, the 1976 post-census survey affords the possibility of supplementing the results of the 1975 census by means of a number of questions on length of absence. However, the results have not yet been analysed completely.

B. Problems related to the use of these data

It would not appear desirable in this particular context to examine issues relating to problems of conceptualization, definition and classification of migration and migrants within the framework of surveys. Such questions have already been considered in many books and articles. It would be worthwhile, instead, to consider more closely specific problems arising from the country's administrative sources of data.

The first problem encountered is that of non-processing of data. The data collected by the various relevant services, at the borders, are collected for the purpose of monitoring arrivals and departures, not for the purpose of improving information on the movements in question, which is why data from those sources are not processed and the information is not suitable for analysis.

Accordingly, the data collected at crossing-points are not of an individual nature and only provide a description of the driver of the vehicle in question. Although the persons accompanying the driver are counted, they are not described, which limits data analysis considerably. In fact, the data can only provide information on the flow of movements at the border, and not any other details.

Airport data are of an individual nature and are more detailed, thus representing a not insignificant source of information on international migration, although the data are not currently processed for the purpose of analysis. Manual extraction and detailed analysis of the index cards for the second half of 1979 was possible as a result of a pilot study carried out by the Population Research Office.

Although the study demonstrated both the feasibility and the desirability of such an approach, the considerable amount of imprecision and frequent non-response is to be regretted. Few migrants of Burkina Faso nationality travel by air, and those who do are mostly students and officials on mission. Moreover, a large number of air travellers are not from Burkina Faso but are, for example, foreign tourists or experts.

RAN calculates the number of railway passengers each month - the relevant figures being estimated on the basis of the number of railway tickets sold - and therefore provides no information other than that on flow. However, RAN is the means of transport most often used for migratory exchanges between Burkina Faso and Côte d'Ivoire, since it conveys over 85 per cent of the emigrants from Burkina Faso and approximately 60 per cent of the immigrants.

Lastly, although the statistics compiled by the Labour Bureau constitute the most detailed source of information for extensive analysis, the minimal impact of migration through that channel means that it has no real value.

Since March 1981 there has been an ordinance requiring all Burkina Faso nationals wishing to leave the country to obtain an exit permit, which is issued by the sub-prefectures and is valid for six months. A copy of the permit remains at the relevant sub-prefecture and a second copy is sent to the central register of the Ministry of the Interior. This central register, which has not yet been used, could become an extremely valuable source of information on international migration.

In fact, in theory, such sources could be used for both road-based and continuous assessment of the phenomenon under consideration. Moreover, a thorough analysis of migration could be carried out on the basis of the number of characteristics recorded. The characteristics in question are sex, age or date of birth, place of birth, occupation, citizenship, place of residence, departure date, destination, purpose of travel and length of stay.

The maximum number of the country's migrants may be established on the basis of the total number of exit permits issued, taking into account the fact that some migrants may obtain a permit and not migrate during the period in which it is valid. That approach thus makes it possible to assess the number of migrants. Furthermore, the permit stamped when the migrant crosses the border and thus shows the date on which and the place at which he crosses the border. Upon expiry of the permit, any individual wishing to migrate again must request another permit and return his old one. It will be possible to analyse migration by examining these initial, stamped permits. There is a problem, however; if the individual in question does not wish to migrate following expiry of his initial permit, he will not request a second one and will therefore not return the first one. He will thus be counted as a migrant, owing to the existence of the first permit, but it will not be possible to reconstitute his migratory history. It will therefore be necessary for all permits to be returned to the relevant sub-prefecture upon their expiry so that they may be forwarded to the central register.

In addition, there are problems relating to loss of permits, migration of a duration of more than six months and, lastly, possibly a lack of understanding among the population of the permit system.

No problems of definition arise in the case of data from administrative sources as a whole. All border crossings are regarded as international migration, regardless of purpose, length of time and distance.

Since Burkina Faso is land-locked (it is surrounded by six countries), international movements are unquestionably underestimated. It is known that a not inconsiderable amount of international migration takes place at points other than the frontier posts. For the most part, the persons involved are merchants crossing the frontier illegally and nomads.

In West Africa and more particularly in Burkina Faso, in colonial times ethnic boundaries were not taken into account in the establishment of frontiers. Since then there has been daily border crossing, which does not represent true international migration but, rather, movements by individuals who have land or relatives on the other side of the border, as in the case of the Senufo on the border with Côte d'Ivoire and the Lobi on the border with Ghana.

This gives rise to the tricky problem of the classification of migrants. Although it is true that each border crossing is international migration, and is regarded as such by administrative data sources, it is also true that not all border crossings have the same socio-economic significance. For example, visits to relatives who have been living in Côte d'Ivoire for a long time and migration by workers cannot really be equated.

C. Suggestions for improvement in the collection of international migration statistics

Since surveys providing data on international migration are always unwieldy and costly, it would clearly be advantageous for Burkina Faso to improve and use its available administrative sources. It would thus be possible to supplement the available information of a permanent nature with a number of special surveys.

In that context, the following three specific points should be considered.

1. Improvement in the collection of data

Under this heading, consideration should be given, above all, to the definition of concepts relating to migration, as well as the collection of relevant supplementary information. Moreover, the arrival and departure cards should be standardized and, to the extent possible, the information on the cards should match the information on the exit permits.

A number of steps have either already been taken or ought to be taken to improve the data. In the case of airport arrivals and departures, the cards used were changed at the request of the Ministry of Tourism. With the aid of the new cards the following information can be collected: date of arrival, sex, age or date of birth, citizenship, occupation, country of residence, place of origin, destination, address in Burkina Faso, purpose of travel and length of stay, as well as number of children accompanying the traveller. From a practical point of view, the National Security Office will permit the National Institute for Statistics and Demography to extract information systematically from the cards in question.

Arrangements are currently being made for such information to be collected on an individual basis at the borders of Burkina Faso and for it to be forwarded by the National Police Force and Customs to the National Institute for Statistics and Demography.

However, it will be difficult to have these standardized cards filled in by migrants travelling by train, since the trains are often extremely crowded and this somewhat time-consuming collection-system is likely to interfere with train schedules. Since most passengers are illiterate, in the short term it will not be possible to distribute the cards before the border is reached and collect them rapidly once the train has stopped.

In view of the great volume of migration by workers of Burkina Faso to other countries and the social and economic impact of such migration on Burkina Faso, it is necessary to include questions on duration and purpose of migration.

In processing the data in question and analysing the phenomenon of international migration, it is considered, as a result of the conclusions drawn from the various surveys, that international migration includes only movements encompassing a period of six months or more, in view of their socio-economic impact. Migration encompassing a period of 6 to 24 months should be regarded as "short-term" migration; migration encompassing a period of two to five years should be regarded as semi-permanent migration; and migration encompassing a period of six years or more should be regarded as definitive migration. In doubtful cases, particularly in the case of migration encompassing a period of less than six months, the variable "purpose" facilitates classification of the type of migration and type of migrant.

Furthermore, it would seem important to have information not only on the duration of the migration but also on its intensity and therefore to take account of both migrants and migration.

Lastly, the importance of supervision to ensure that the cards are filled in completely and correctly must be stressed.

2. Treatment of data

Centralization of crude data must precede any attempt to process the data. The National Institute for Statistics and Demography would appear to be the most appropriate centre for that purpose. As to the circuit to be used for the cards, the plan is to send the cards systematically on a quarterly basis to the National Institute for Statistics and Demography for processing in the context of the population and socio-economic data bank that is being established. The cards will then be returned to the department from which they came. Furthermore, the departments concerned will co-operate with each other in developing an accurate and appropriate data-collection method (improvement of arrival and departure cards, in particular). The processing of the data will facilitate analysis and publication of the results (on a quarterly basis), as well as cross-referencing of individual data (for example, age, sex, purpose and duration). It will thus be possible to use the results to analyse any case of border crossing and at the same time to analyse international migration on the basis of the definitions selected.

3. Other sources of information

In view of the vital role played by RAN in conveying migrants, it would seem essential to collect information on migrants who travel by rail.

From February 1976 to January 1977 a pilot survey was conducted on migrants crossing the border with Côte d'Ivoire. ^{6/} The purpose of the survey was not only to assess the number of departures and arrivals but also to collect information on certain basic characteristics with a view to improving interpretation of the monthly data supplied by RAN.

Passengers were questioned either on the moving train between Banfora and the frontier (and vice versa), or once the train had stopped, if there was time. A set of passengers' characteristics and a simple questionnaire were prepared so that a maximum of information on the migrants could be obtained rapidly. The information in question was as follows: age or year of birth, sex, citizenship (in the case of foreigners), ethnic group (in the case of Burkina Faso nationals), purpose and length of stay in Côte d'Ivoire, sub-prefecture of origin in Burkina Faso, marital status, whether or not the migrant's wife was in Côte d'Ivoire and the number of passengers accompanying the traveller (women and children). Lastly, the monthly data supplied by RAN was used for extrapolation a posteriori.

The survey should be resumed as soon as the funding for converting it into a continuing survey is obtained. The questionnaire will be brought into line with the other sources referred to above.

The introduction of the exit permit will unquestionably make it easier to conduct surveys on the trains, since it will enable the interviewer to record a certain amount of information rapidly. However, this applies only to migrants of Burkina Faso nationality.

The next stage that could be considered, once this system has been completely established in Burkina Faso, is combining the country's data with the data collected by the neighbouring countries. It would thus be possible to check how reliable the data are and to improve their reliability by assessing the omissions and facilitating the collection of information on length of stay and what becomes of the emigrants in the neighbouring countries.

Lastly, with a view to improving assessment of international migration, Burkina Faso intends to request detailed geographic codes from the neighbouring countries for its next census, so as to be better able to identify the region of origin of immigrants. It will inform the countries in question of its own geographic code.

D. Conclusion

The present paper is a brief review of the situation relating to, and efforts to improve, assessment of international migration in Burkina Faso. The fact of not having access to the United Nations recommendations militates in favour of systematic dissemination of the functional commissions' recommendations to all the statistical and demographic departments of Member States.

The meeting of the group of experts should enable Burkina Faso to improve these collection and processing proposals as a result of the experience gained by other countries.

A subregional meeting of experts should be held as soon as possible to discuss definitions, arrival and departure cards (for example, format and questions), ways of transmitting data from one country to another, data control, processing and publication. More extensive dissemination of the outcome of this meeting of experts would be of great help from both the technical and the financial point of view.

Notes

1/ The author did not have access to Recommendations on Statistics of International Migration, Statistical Papers, Series M, No. 58 (United Nations publication, Sales No. 79.XVII.18). Despite a search at all the libraries and at UNDP in Burkina Faso, it was not possible to obtain the document in question. The present paper therefore summarizes the endeavours made in Burkina Faso (without taking account of the United Nations recommendations).

2/ A. I. Asiwaju, "Migration as revolt: the example of Ivory Coast and Upper Volta before 1945", Journal of African History, vol. XVII, No. 4 (1976), pp. 55-56; Joel W. Gregory, "Underdevelopment, dependency and migration in Upper Volta", (Ithaca, New York, Cornell University, 1974), doctoral thesis; and Sidiki P. Coulibaly, "Les migrations voltaïques: les origines, les motifs et les perceptions des politiques", (Canada, Université de Montréal, September 1978), doctoral thesis.

3/ Enquête démographique par sondage en république de Haute-Volta, 1960-61, vols. I and II, (Paris, Statistical Office/INSEE, 1970); Enquête démographique par sondage en république de Haute-Volta, 1960-61: Les émigrations (Paris, Statistical Office/INSEE, 1970).

Notes (continued)

4/ Enquête sur les mouvements de population à partir du pays mossi, vols. I and III, (Ouagadougou, ORSTOM, 1975).

5/ Sidiki Coulibaly, J. Gregory and V. Piché, Les migrations voltaïques, vols. I-IX (Ouagadougou, INSD/CVRS, 1979).

6/ J. Vaugelade, "Etude des migrants au passage à la frontière ivoirienne. Méthode et premiers résultats" (Ouagadougou, ORSTOM, 1976).

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