

Comparing data sources for measuring international migration in Central and Eastern Europe (1997-1)



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3

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1. The concept of international migration

Compared to other demographic phenomena, migration is a concept which is hard to ignore. This phenomenon is assuming increasing importance in the accounting of population movements relative to births and mortality. What is more, its importance in the political debate is also becoming of the same magnitude as other problems such as demographic ageing.

The concept of migration involves both space and time. To be precise, space is concerned twice, with one place of departure and one of arrival. The same is true for time when the duration of stay has to be defined in each of these places. Very generally, among all human movements, we can define migration as one or more movements resulting in the change of place of abode of an individual from the place of departure to the place of arrival.

The habitual residence of the individual might be defined as the place, or more precisely the dwelling, where he or she is accustomed to live. More subjectively, we speak of "home", "chez soi", or "thuis" ... In addition, the dwelling is also defined as being the meeting place of the household to which the individual belongs whilst, in parallel, the household is made up of all persons whether or not linked by family ties live together in the same dwelling.

Besides these concepts for statistical use which are the subject of precise definition and of international recommendations for censuses, it will be found the administrative or legal concept of residence is no more than the administrative translation of "habitual residence".

This concept is used mainly in the context of a system of permanent population recording, in order to attach each citizen to the population composing a basic administrative unit and, in that way, to determine the statutory population of the place. For various reasons which are reflected in the non-declaration of a change of residence to the administration concerned, an individual's dwelling or habitual residence can differ from his administrative residence.

For the definition of international migration, the space criterion does not raise difficulties since it is enough that the points of departure and destination belong to two separate countries and that, consequently, the removal which forms the basis for the change of habitual residence crosses a national border at least once. From this spatial point of view, international migration consequently appears as a change of usual country of residence. If for any reason the individual cannot or does not declare their habitual residence in the country of destination, there will be no record of this change of country of administrative residence and the individual will not be included in the de jure population of the country of destination.

The time criterion, on the other hand, poses far more problems for the definition of migration, be it internal or international. It is closely connected with the definition of the habitual residence of the individual. Two elements are principally concerned in the identification of this habitual residence: the duration and the reason for occupancy

of the dwelling under consideration. In parallel with the modal case where an individual occupies only one dwelling in a "permanent" manner, certain persons successively, and periodically occupy, two or more separate houses. In this case, it is common and, statistically speaking, even recommended to give priority to only one dwelling which is described as "main" in contrast to the other so-called secondary residences. The selection criteria are generally connected with either the occupancy of each dwelling, or the reason for occupancy¹. In addition, certain dwellings occupied occasionally, on business trips or tourism, cannot be regarded as normal dwellings. Nevertheless, as occupancy lengthens, so it becomes more difficult not to identify them as such. This is why a strict time criterion regarding the minimum period of occupancy of a dwelling is necessary in order to make a distinction between temporary and permanent dwelling, according to whether it is occupied for more or less than the time threshold selected.

As regards international migration, it is not the occupancy of a dwelling which matters but the duration of stay in or away from the country concerned. According to the United Nations recommendations², long-term migration means when this period of stay is longer than a year. To be precise, long-term international immigration is recorded when an individual enters a country and establishes his habitual residence there for more than one year when he had never remained there previously or had been absent for longer than a year. Similarly, long-term international emigration is recorded for any individual leaving the country and establishing his habitual residence abroad for a duration longer than a year, when he had remained in the country concerned for at least a year.

At the same time, the United Nations defines as short-term international migration when the duration of stay in the country, or away from the country, lies between three months and one year³. Note that in all the cases reference is made to duration of stay in or away from the country and no longer to duration of stay in a given dwelling. Thus a stay longer than a year will be recorded as international immigration even if it corresponds to the occupancy of several separate dwellings for periods of less than a year. This poses some problems for the symmetrical nature of the measure of international migration⁴.

¹ In the latter case, one can be led to regard as principal dwelling, the dwelling for which the occupancy is less quite simply because its role is central for the individual concerned. Thus the student who occupies during the week a chamber in a university campus will be able to consider the dwelling that he occupies at the end of the week as being his principal dwelling. On the other hand, a student pursuing his studies abroad can hardly consider that the dwelling of his country of origin remains his principal dwelling.

² **The United Nations, Recommendations on statistics of international migrations, statistical Studies, series M No. 58, New York, 1981, pp. 5-9.** These recommendations are the subject of a revision procedure which should however maintain a basic distinction between migration for a longer period and a shorter period.

³ The current United Nations' recommendations specify moreover that the interested person has to exert an occupancy remunerated in the origin or destination country.

⁴ In point of fact, this symmetrical character is not ensured according to these definitions since international immigration in country A coming from country B will not correspond always to international migration from country B bound for A. To convince oneself, it is enough to consider the following example: an individual leaves the country A for more than one year in order to remain successively in the countries B and C for two periods

From a terminological point of view, parallel to these international definitions of long or short-term immigration and emigration, one could define long and short term international immigrants and emigrants as the people who effect these international immigrations and emigrations⁵. This involves a distinction between the demographic events, on the one hand, and the individuals accomplishing them, on the other. As will be seen later, most methods for measuring international mobility count the events, and not the individuals, so that one individual could be counted for several migrations during a given period of observation.

2. The potential sources of statistical data on international migrations

Having specified the concepts which make it possible to count international migrations (and which also allow the compilation of statistics characterising immigrants and emigrants), let us examine the way in which the various Central and Eastern European countries collect their statistical data on international migration.

Sources of several types exist:

- censuses with the introduction of questions specific to spatial mobility and more particularly to international mobility;
- administrative population registers which, in addition to births and deaths, record the individuals' administrative residence as well as their entries and exits in relation to the national territory;

ranging between 3 months and one year. In this case, the country A will record long-term international emigration bound for the country B while the country B will record short-term international immigration from A.

⁵ These definitions require a terminological order warning. It must be remembered that certain terms retained by the multilingual dictionary of the United Nations in the field of migrations pose problems. In its English version, this dictionary specifies in its note 3 of Chapter 8: migrating: "one who migrates". Further on in paragraph 802, one finds: "An individual whose administrative unit of residence differs at the beginning and end of a certain interval is identified as a migrant". In its French version, the same note 3 of Chapter 8 proposes no substantive to nominate the person at the time when it migrates, on the other hand, one can read as in point 802 a definition of the migrant corresponding to the English version: "is called migrating any individual whose residences at beginning and the period end are different". Lastly, the French version defined the immigrant as being very individual having had at least a different previous residence of the current, while the English translation names this same migrant individual: "a migrant is any individual who has had at least one prior residence in a different administrative unit from his or her current residence". Vis-a-vis this imbroglio and while being limited to international migrations defined as a change of countries of residence, the most suitable proposal seems us to be as follows:

The individuals carrying out immigration or migration are called immigrants or emigrants at the time when they carry out this migration. This makes it possible to characterise migrations, on the one hand, and the individuals who carry out them, the migrants, on the other. The proposed terms would be identical in English language. Let us specify, in this case, that any individual will be able to appear several times as a migrant during a period of given observation. On the occasion of a census or on the occasion of a survey, one cannot identify migrants or immigrants, but rather of the individuals having carried out immigration in a recent past. This involves consequently immigrants' stocks (recent). An indirect question could allow the parallel identification of stock of emigrants (recent). The corresponding English expressions would be (recently) immigrated persons or (recently) emigrated persons.

- entry or exit visas and the collection of statistics at the borders using ad hoc forms completed exhaustively or by surveys;
- records of the granting or renewal of residence permits and management of aliens' registers, and,
- surveys specific to international mobility and pertaining to samples representative of the population of a country or of a fairly precise part of it.

Table 1 presents a synoptic view of these various potential sources of statistical data on international migration for all the European countries.

**Table 1 . Different data sources for the measurement of international migration
(including date of census and name of register)**

	Census	Population register	Border accounts	Visa system	Stay permits	Specific surveys
BULGARIA	1991	ESGRAON	*	*	*	*
CROATIA	1991				*	
CZECH REPUBLIC	1990	EVIDENCE OBYVATELSTVA Evidence de la population			*	
ESTONIA	1989				*	
F.Y.R.O.M.	1994					*
HUNGARY	1990	ALLAMI NEPESEGE NYILVANTARTO (A.N.N.) - STATE POPULATION REGISTER	*		*	
LATVIA	1989			*	*	
LITHUANIA	1989		*	*	*	
POLAND	1988	PESEL (Powszechny System Ewidencji Ludnosci)		*		
ROMANIA	1992	EVIDENTA POPULATIEI - "Evidence de la population"		*	*	
SLOVAK REPUBLIC	1990	EVIDENCE OBYVATELSTVA - "Evidence de la population"			*	
SLOVENIA	1991	REGISTRAR STANOVNIJTVVA - population register			*	

The majority of the Central and Eastern European countries organised a census around 1990, more precisely between 1989 and 1991. Most included one or more questions making it possible to measure or consider, from one point of view or another, the level of international mobility. These various questions and the way in which they make it possible to measure international mobility will be examined more closely in point 3.

One of the principal sources of statistical data on international mobility remains the population register system which is widely used in Europe, including all the Central and Eastern European countries. When this system works properly it can provide good statistical data on internal spatial mobility. But this is not the case as regards international mobility, as we shall see in point 4, and the value of such sources in the various Central and Eastern European countries is dubious.

The statistical collection of information using forms completed on crossing borders concerns only a few countries; the procedure is complex and heavy as a result of the increase in tourism and international movements. Only Bulgaria (and the United Kingdom) maintain a specific sample survey to measure international mobility from border crossings. Poland tried an exhaustive statistical form but, like Greece and Portugal, abandoned this method of measuring international mobility.

All the countries studied have a system for issuing and renewing residence permits. However this certainly does not mean that all the countries publish statistical tables based on those data. What is more, the implementation of this system varies according to the countries and the ideal situation, which consists of the maintenance of a permanently updated central foreign population register, is difficult to attain.

Lastly, among surveys allowing an estimate of the level of international mobility or of migrants' characteristics, there are those which are mainly centred on spatial mobility, and others whose principal topic is different, but which nevertheless include one or more questions on spatial mobility. This is the case in particular of the Labour Force Surveys⁶.

By examining these various collection methods in greater detail, we can highlight their advantages and disadvantages, as well as the possibilities of comparison that they offer.

⁶ This refers to annual surveys centred on employment and the manpower and organised in a comparative way by Eurostat, the Statistical Office of the European Community. Several Central and Eastern European countries implemented similar surveys.

The reply to the last question is obviously subjective and largely depends on the context which surrounds the response to the questionnaire of the census. In several Western European countries, it would be nowadays unimaginable to introduce such a question within the questionnaire of a future census.

The same applies to one or of five years, if this period is also retained as a reference for this question. This type of survey was mainly developed by Daniel Courgeau in the INED, Paris, in order to grasp in migratory and professional parallel the routes of the individuals as well as the chronology of the demographic events intervening in their household. We however detected the existence of a minimum period of a year in Lithuania to be regarded as emigrant whereas this same period is of 2 months in Poland.

3. Measurement of international mobility using the census

The principal interest of the census with regard to the measurement of international mobility is to obtain information on the non-national population stock. This population is generally identified on the basis of legal nationality (citizenship). Though the data generally provide reliable answers, interpreting them in order to determine international migration is difficult. In point of fact, the concept involved is primarily legal, and the acquisition of citizenship of the country concerned can erase any trace of the foreign origin of the individual. Thus, second-generation foreigners, who were born in the country and have probably never experienced international mobility are counted, whilst naturalised persons who, for their part, have probably effected international migrations, are counted as nationals. It is, however, possible to make the most of this question about citizenship either by pairing it with that on place of birth, or by asking for citizenship at birth. It can be pointed out that neither the censuses of the Baltic States, (or indeed those of the other republics of the former-USSR), nor that of Poland raise the question of citizenship. The latest census of the Czech and Slovak Republics, like that of the United Kingdom, the United States or Canada ask specifically for the ethnic minority of the individual⁷.

The changes in non-national population stock between two successive censuses are not devoid of interest, but they provide only a skewed view of the scale of international migratory movements. In point of fact, those changes concern only the non-national population. Moreover, account has to be taken of the natural movements specific to the foreign population, and of the quite important role of acquisitions and losses of the citizenship of the host country.

⁷ The reply to the last question is obviously subjective and largely depends on the context which surrounds the response to the questionnaire of the census. In several Western European countries, it would be nowadays unimaginable to introduce such a question within the questionnaire of a future census.

Table 2. Questions asked in censuses in order to measure international migrations

	Date	Place of birth	Citizen-ship	Ethnic nationality	Year of immigration	Place of residence in the past	Previous place of residence	Duration of stay in the residence	Emigrant status
BULGARIA	1991			2			*	*	
CROATIA	1991	*		*			*	*	*
CZECH REPUBLIC	1990	*	*	*					
ESTONIA	1989	*	*	*			1	*	
F.Y.R.O.M.	1994	*	*	*	*		*		
HUNGARY	1990	*	*	2		*	*	*	
LATVIA	1989	*	*	*			1	*	
LITHUANIA	1989	*	*	*			1	*	
POLAND	1988						*	*	*
ROMANIA	1992	*	*	*			*	*	
SLOVAK REPUBLIC	1990	*	*	*					
SLOVENIA	1991	*		*			*	*	*

1 Only the rural or urban location of the housing is asked

More specifically, several questions make it possible to determine spatial mobility, and can provide some information on international mobility. The question which is most generally asked and which gives indirect information on international mobility is none other than the place or country of birth. Comparing it with the place of enumeration, distinguishes natives from non-natives of the country concerned. The reliability of this question is good, but its use to measure international mobility nevertheless leads to some difficulties:

- First of all the place of birth may not have been the place of habitual residence at birth of the person and/or of his mother, (for example, the mother might have moved in order to give birth). However, even though the children of diplomats and international experts are generally born abroad, their number remains negligible.
- It remains nevertheless a fact that the identification of the place of birth can raise some difficulties as a result of changes of border or of names. The number of natives and of non-natives can be ascertained easily if the country concerned has not been the subject of territorial changes. Moreover, the distribution of non-natives by country of birth requires some adjustments in order to take account of geopolitical developments and the frequent changes of national borders over the last hundred years.
- Lastly, during the analysis, one can lose sight of the fact that the comparative study of natives and non-natives remain of a somewhat limited interest because these concepts describe a migratory assessment throughout the interested parties' life, without making it possible to determine in any closer detail the mobility in itself.

Operationally, the statistical results obtained, even if they are broken down by sex, age and citizenship, bring little or no information on the scale and characteristics of international mobility at the time of the census. As Table 2 shows, all the Central and Eastern European countries except Poland and Bulgaria included this question in the last census questionnaire.

The year of the first immigration in the country is collected in some countries. It can make it possible to calculate the duration of stay in the host country although this calculation does not generally take account of any possible returns or stays in other countries. This also involves making sure that it is the date of first arrival in the country which is taken into account, and not that of the most recent entry. Even by taking such precautions, it will be noted that an analysis of international cannot be made on the basis of this question alone.

The two questions best suited to determining international mobility and more specifically international immigration are those relating to the place of the previous dwelling (which provides us with the country of previous residence) and to the location of a dwelling occupied at a fixed date in the past (i.e. the country of residence at a fixed date in the past). Generally, the question about the situation of previous

dwelling makes it possible to take into account the last migration of the individual concerned; it will be international immigration in so far as the last occupied dwelling was located abroad.

If, following international immigration, another change of dwelling has taken place inside the country, only the latter will be taken into account thus completely masking the international immigration. This bias is considerable if one considers the high propensity to migrate among those who have recently arrived in a country. By coupling this question to another giving the duration of residence at the current dwelling it is possible to pinpoint, in space and time, the last international immigration of the individual, provided that it was also the last migration. These data consequently relate to only an unspecified fraction of all international immigrants, and it is thus scarcely possible to infer from them an estimate of international mobility. Obviously, therefore, the question about the last migration, even if it allows a satisfactory measure of overall mobility including both internal and international, gives no precise idea of the scale of international mobility taken separately. Of the Central and Eastern European countries, Bulgaria, Poland and the Republics of former Yugoslavia ask this question coupled with the duration of residence, but no statistical table on international mobility is produced from the responses. In the Baltic States, only the rural or urban situation of previous dwellings is asked, which does not even permit identification of international immigration.

Asking the census respondent to specify the situation of his dwelling a fixed date in the past, we are longer concerned with migration as a demographic event, but with the individual personally, by comparing the location of his dwelling at two precise moments: at the census on the one hand, and one , five or ten years before, on the other.

When the dwelling occupied by the interested party in the past is abroad, it is certain that the person has effected at least one international immigration since the earlier date. This approach gives the unquestionable advantage of asking only one, fairly precise question. It will be noticed nevertheless that the remoter the date selected, the more answers will suffer from weaknesses in the respondent's memory. Moreover, it is important to note that neither this nor the previous question allow precise identification of international immigration, but rather the net result of an individual's mobility over a fixed period. This question allows an indirect approach to mobility which nevertheless satisfies the needs of demographers for effecting population projections⁸.

All the proposed questions so far are limited to international immigration, since any international emigration is outside the scope of the census. There are nevertheless some approaches which make it possible to consider some of these international emigrations on the basis of the declaration of the household members who have remained in the country. The best approach is that proposed by Ireland which, in its Labour Force Survey, asks about household members residing abroad who a year previously had been members of the surveyed household residing together in the

⁸ The same applies to one or of five years, if this period is also retained as a reference for this question.

country. Independently of the problem of the reliability of the replies to this question, it must be noted that only emigrants with members of their household remaining in the country can be the subject of such a declaration. This consequently excludes all households emigrating en bloc, whilst all household dissolutions and transformations also influence the replies to this question.

The question about the place of the respondent's siblings and children (or both), increasingly used by third-world countries, is not used and could constitute a significant source of statistical data to assess migration in the Central and Eastern European countries. Lastly, the attempts to count nationals who are more or less temporarily or definitively abroad do not seem very successful, given the obstacles to be surmounted are important.

In conclusion, it is worth asking how useful the census is for measuring the level of international mobility. For several reasons the answer must be "not very":

- By its nature, the census can measure only international immigration and, in the majority of the cases, it can do so only indirectly. The only direct question consists in asking whether the respondent changed habitual residence from a foreign country during a given period. Attempts to measure international emigration were unsatisfactory.
- Because of its often very long periodicity of 5 to 10 years and, in certain countries, even more, the census does not make it possible to follow the development of migratory flows in any way.
- Lastly, the census does not permit harmonisation with the definition of international migration proposed by the United Nations. The question which seems most appropriate would be that asking for the situation of the habitual residence one year before the census. Even if the answer indicates a location abroad, it cannot be concluded that it is short- or long-term immigration without information on the duration of stay to the country. The only satisfactory approach to meet the proposals of the United Nations would be to ask to specify the last change of residence from a foreign country, also called last international entry. In this case, those corresponding to a duration of stay to the country longer than one year could be taken into account in counting long-term international immigrants. To the best of our knowledge, no country does this.

4. Measurement of international mobility from population registers

A population register gathers, in various forms, all demographic and administrative information concerning the individuals whose (and apparently habitual) residence is a given locality. This file is kept constantly up to date on the basis of the entries in the population of the locality by birth or immigration and of the exits by death or emigration. Consequently, this system of administrative population management of a place is likely to provide statistical data on spatial mobility in general and international migration in particular., Population files exist operationally or in a

project phase in all of the Central and Eastern European countries. The management of this population register is the responsibility of the Ministry of the Interior. All in all, only five EU Member States do not have system of files for the management of the population at the level of the basic administrative unit. They are Ireland, the United Kingdom, France, Portugal and Greece.

Computer management of these population files is becoming general and progressing very rapidly. The problem of the cost of computer hardware is nevertheless very clear in the Central and Eastern European countries. However, it is most likely that by the end of the century, all population register systems will be computerised.

The centralisation of population files at national level is now fully operational in the following countries of Central and Eastern Europe: Poland, Czech Republic, Slovak Republic, Hungary, Slovenia and Bulgaria.

The transfer of information between the local files and the central register at national or regional level varies appreciably according to country as well as data updating methods. The maintenance of very relative independence between the local files and the central register can be reflected, as is the case in Luxembourg, by the existence of discrepancies in the data.

Table 3. The different ways the population register and the data collection are organised

	LOCAL Population registers or files	Computerization at local level (P = partial)	Centralisation at regional level (R) at national level (N)	Data collection on a copy of all migrations only	Use of statistical forms	
					at regional level	at national level
BULGARIA	*			*		
CZECH REPUBLIC	*	P	N		*	
CROATIA	*	P	N			*
ESTONIA	*	P	R			*
F.Y.R.O.M.						*
HUNGARY	*	P	N	*		
LATVIA	*					*
LITHUANIA	*					*
POLAND	*	P	N	*		
ROMANIA	*					*
SLOVAK REPUBLIC	*	P	N		*	
SLOVENIA	*	P	N			*

How does the population register system make it possible to measure international mobility?

First of all, let us recall that the population file records the administrative residence of the individual and that the administrative nature of this 'residence' can result in a lack of correspondence between it and the dwelling actually occupied by the respondent. Thus, in several countries, certain residences are notional, and have nothing to do with the true situation. This is due mainly to the difficulties of the housing market and in particular to the occupier's priority purchase option on housing being privatised. Such discrepancies also exist in numerous West European countries because, for example, of local variations in the level of taxation. To assess these discrepancies and measure their impact on the reliability of the measure of spatial mobility, it is advisable to take into account all the advantages or disadvantages associated with a declaration of change of residence.

Access to extended education, free health care, priority access to new housing, lower local taxes, etc.-there are many situations where financial advantage, can result in a false statement of change of residence or the more or less deliberate failure to declare an effective change of residence.

The concept of current residence differs according to country. Generally, three separate systems are distinguished. In the majority of West European countries, the unique residence procedure is applied, and migration is automatically defined as being the transfer of this unique residence. In a second category of countries, more specifically Finland and Austria, besides what is deemed to be the principal residence, the individual may have one or more holiday residences recorded. In practice this more complex system corresponds much better to reality when an individual occupies several residences successively and periodically. In this case, statistically speaking, migration is defined as being a transfer of the principal residence exclusively. It remains however to be decided which this principal residence is on the basis of criteria established by the administration. Two criteria can apply: the occupancy of each dwelling or the existence of a family link (the principal residence will be that which brings together the family, for example). In the Central and Eastern European countries, one has the possibility of declaring a temporary residence by stipulating the planned occupancy. However, if this occupancy continues beyond the fixed limit, the request for occupancy of a temporary residence can be renewed.

Lastly, in the Baltic States, residence was until recently connected with the possession of an internal passport and of a residence permit. The object of this was formerly to check population mobility and in particular to limit the rural exodus and the disproportionate growth of cities. In these cases also, numerous differences between the official administrative residence and the dwelling actually occupied by the individual were observed.

Generally, systems not built on the principle of the unique residence will tend to underestimate spatial mobility because changes of dwellings between principal and secondary residence or between principal and temporary residence will not be taken

into account, even if the occupancy of temporary holiday residences exceeds substantially the thresholds applied for the identification of migration. This is also a problem in the case of international migrations, and more particularly tourists wintering in the sun. Thus, there are numerous British people on the Spanish coasts whose situation is illegal because they occupy a temporary residence in Spain for a winter period which often exceeds three months whilst they are not registered in the Spanish population register.

In conclusion, only the system of the unique and habitual residence is justified. It is the only one which is likely to provide a good measure of spatial mobility, both internally and internationally. But the existence of individuals who have several residences cannot be neglected because they are becoming more numerous. Moreover, it is not rare that these multiple residences are in different countries, which disturbs the measurement of international mobility.

The procedure for declaring a change of residence

In most other countries, the document recording international migration is the same as for internal migration, but additional forms exist for immigration of non-nationals. This is the case for most Central and Eastern European countries. Any international migration should, in theory, be the subject of two separate declarations, one in the country of departure and the other in that of destination. Except for the Scandinavian countries, there is no transfer of information between the administrations of the two countries concerned. It is easy to see that emigrations will be substantially under-declared, irrespective of the country. Generally, immigration statistics are of better quality than emigration statistics. But as the quality of statistics varies according to the country, perhaps for the same migratory flow, emigration statistics given by the country of departure are more satisfactory than immigration statistics provided by the host country.

The links between the body responsible for the keeping these centralised registers and the National Statistical Institute differ according to the country. Table 5 allows a comparison of the systems in force in the various countries for the transfer of information to the statistical offices. Two methods can be distinguished:

- Direct processing of statistical data from the central population register. This can be done directly when there are close links between the managers of the centralised register and the statisticians of the National Statistical Institutes, as is the case in Iceland, Norway and Sweden. In most countries, however, there is transfer of anonymised individual data concerning all migrations, in machine-readable form in Hungary, Poland and Bulgaria.
- Statistical processing of the form recording international migration. Here, two procedures are concerned. In the first, the statistical tabulations are compiled by the local administrations and results in the form of summary tables, are transmitted to regional level before being centralised nationally (Italy and Switzerland). In the second, the original forms or copies intended for statistical use, are centralised regionally (Czech Republic and Slovak

Republic) or nationally (Romania and the Baltic Republics) for computer processing and compilation of the requisite statistical tabulations.

5. Measurement of international mobility from border crossing record

In contrast to what happens in the USA and Canada, the method of recording border crossings is little used by the statistical services in Europe because generally, they have more effective alternative solutions. three possible forms exist for the statistical measurement of border crossings:

- Exhaustive collection using a form filled out by all persons entering or leaving the country;
- exhaustive collection using a form distributed only to specific categories of persons, these categories being determined by the individual's status or reason for travelling;
- larger surveys of a representative sample of the individuals crossing the border or of a quite specific category amongst them.

The International Passenger Survey organised in the United Kingdom by the Office of Population Censuses and Surveys (OPCS) on behalf of various government departments is a sample survey which refers to passengers entering or leaving the United Kingdom by one of the principal air and seaports. If the respondent intends to remain in the United Kingdom or to stay away for a year or more and had been abroad or in the country for at least a year, a number of supplementary questions are asked and the answers serve as a base for the published statistical tabulations on international mobility in the United Kingdom. One must be careful however because of the weakness of the sample and the clear difficulty of making it representative in the context of increasing international mobility that reduces the quality of the statistical data provided by this method.

The statistical services in Bulgaria also organise a sample survey at the borders. Its aim is primarily statistical and it is supplemented by surveys conducted by the embassies of the principal Western countries and of the international organisations. The objective of the operation goes beyond considering the scale of migration movements, seeking a more all-round and explanatory view, from the social point of view in particular, in order to typify and illustrate migratory flows.

In Poland, collection operations at borders were organised systematically in the past, but were abandoned very recently. Intensification of international movements, more particularly of tourism and business, made this collection extremely onerous and not particularly valuable for the measurement of international mobility.

Nevertheless, this type of collection has been again operational since 1 January 1993 in the Baltic States. This date corresponds to the liberalisation of the issuing of the international passports and abolition of exit visas. The aim is to provide information

on emigration flows which have increased in the various Republics of the former USSR.

Before closing this section concerning border crossings, it is appropriate to point out that although all European countries have a system for allotting entry visas of various types, the statistical tables which could be produced from the administrative process of issuing visas are of little use for the measurement of international immigration.

Table 4. Statistical data collection at the border and visa system

	Data collection on international migration through arrivals and departures at the border?	Publication of statistical data on number of visas issued
BULGARIA	Yes	Yes
CROATIA	No	No
CZECH REPUBLIC	No	No
ESTONIA	No	No
F.Y.R.O.M.	No	No
HUNGARY	Only on total traffic with some characteristics (e.g. citizenship)	Not by the Stat. Office, perhaps by the Min. of Int.
LATVIA	No	Only total numbers of issued visas
LITHUANIA	Estimations based on traffic	Only total numbers of issued visas
POLAND	No	Only total numbers of issued visas
ROMANIA	Yes only for nationals leaving for good	Only total numbers of issued visas
SLOVAK REPUBLIC	No	No
SLOVENIA	No	No

6. Measurement of international mobility from residence permit records

The system for granting and renewing residence permits is also a potential source of data to describe international mobility, in all European countries. But on the strength of the few statistical tables published from permit data it must be said that despite the potential of this source, the current assessment is low, particularly in the Central and Eastern European countries. (table 5)

Some comments are necessary to explain this statement:

- First of all, it is clear that a residence permit is not needed by nationals, or certain specific categories of non-nationals. This has been the case for all citizens of the Community and EEA countries since 1 January 1993. In Central and Eastern Europe, certain similar rules exist which allow individuals to remain in the other countries without a residence permit. Essentially, then, this system should allow measurement of the international mobility of third-country nationals in the EEA on the one hand, and in Central and Eastern Europe on the other.
- Secondly, the links, if any, between this register of non-nationals holding a residence permit and the population register vary according to country. Residence permit issue generally falls within the competence of the police, specifically its aliens department. This service may be the responsibility of the Ministry of the Interior, of Foreign Affairs or of Justice, according to country. In addition, the population register, if it exists, is generally under the responsibility of the Ministry of the Interior, and there is not always a direct link between the two responsible institutions. Lastly, the statistical services of the country rarely depend on the Ministry of the Interior, and this hampers the gathering of the statistical data and heavily restricts the data published from the file of foreigners holding a residence permit.

In the Central and Eastern European countries, the population file concerns generally only the national population but in certain cases includes foreigners with a permanent permit. Thus there is little relation between the two sources of data. However, in Slovenia it is envisaged that in the near future all foreigners, whatever their status, should figure in the population register, thus merging the population register and the aliens' register. (table 6)

- Finally, , generally, it is noted that the links and the exchange of statistical data between those responsible for residence permits and the statistical services are often tenuous. This is mainly due to the fact that the police generally seek to keep confidential any statistical data on the non-national population. This also touches upon the crucial problem of enumerating illegal immigrants. The difficulties encountered updating and anonymising files, and the fact that it is not statisticians who compile the statistical tables, are the two major reasons why little reliance can be placed on the statistical data available from residence permit sources.

Table 5. Data file for the stock of non nationals with residence permit and statistical data collection

	Is there a data file for the stock of non nationals with a residence permit	Availability of statistical data based on residence permits issued
BULGARIA	SKRECK (Statistical data available but not compatible with other sources)	Only total numbers (Ministry of Interior)
CROATIA	Data available at the Ministry of Interior (will be published by the Stat. Off)	No
CZECH REPUBLIC	TUC/DUC (Statistical data available but not published)	No, but the information might exist at the Ministry of Interior
ESTONIA	Statistical data available at the Ministry of Interior but not well updated	No
F.Y.R.O.M.	Probably available at the Ministry of Interior	No
HUNGARY	Statistical data available at the Ministry of Interior but not well updated	No, except for short-term permits
LATVIA	Statistical data available at the Ministry of Interior	No, but can be produced
LITHUANIA	?	Yes, only total number (more data exist in the Ministry of Interior)
POLAND	No system	No
ROMANIA	Statistical data available at the Ministry of Interior	No
SLOVAK REPUBLIC	No system	Yes, only total numbers
SLOVENIA	CRP (statistical data produced by the Statistical Office)	No

Table 6. Which population is included in the census or the population register ?

	Census 1989-1994			Population Registration system		
	only citizens	+ permanent residents among non citizens	+ temporary residents among non citizens	only citizens	+ permanent residents among non citizens	+ temporary residents among non citizens
BULGARIA	*	*	*	*		
CROATIA	1	*	2	*	3	
CZECH REPUBLIC	*	*	*	*	*	*
ESTONIA	*	*	*	*	*	*
F.Y.R.O.M.	*	*	*	*		
HUNGARY	*	*		*	*	3
LATVIA	*	*	*	*	*	*
LITHUANIA	*	*	*	*	*	
POLAND	*	*		*	*	
ROMANIA	*			*		
SLOVAK REPUBLIC	*	*		*	3	3
SLOVENIA	1	*	2	*	4	

1. Including citizens living abroad
2. Data collected but not processed. This group is not included in the total population
3. Separate registration system for foreigners
4. This group will be included in the New Population Registration System that will come into operation in 1998

7. Measuring international mobility from surveys

In parallel to the censuses, certain countries organise micro-censuses at more frequent intervals, or an annual Labour Force Survey. If the questions that can be asked in these to determine international mobility are the same as those just detailed for the census, it means that in most cases the sample size or method of construction precludes the measurement of international mobility. In point of fact, it must be recalled first of all that the phenomenon is relatively rare, in particular if one wishes to break down the results according to other criteria such as country of previous residence or of destination. Moreover, it is difficult for the sampling bases to include recent immigrants in a representative manner, and obviously to exclude emigrants. The encouraging results obtained in this direction by Ireland (with a more substantial survey rate) must however be noted. Certainly, immigration there is not very great but a degree of emigration exists and can be measured from the question about the household's members living abroad.

More limited and more specific surveys are carried out exclusively for the analysis of spatial mobility such as surveys of the triple-biography type⁹. Unfortunately, this type of survey, which aims to cover all the spatial mobility of an individual gives only limited information on international mobility.

There are also mainly specialised surveys on international mobility. Some try to monitor migrants between the country of departure and the host country while others try to estimate the propensity to emigrate. The Rand Corporation in the USA has undertaken a broad project on potential migration in the central and eastern European countries while Bulgaria has developed specific surveys to evaluate this propensity to emigrate from the queues at foreign embassies and consulates and the representations of international organisations.

Despite these various efforts, one can only note that specific surveys contribute very little to our knowledge of international mobility in Europe, at least from a quantitative point of view.

8. Conclusions

In conclusion, the statistical data currently available to describe international migration in the Central and Eastern European countries and, more broadly, European international migration are clearly scant. Moreover, the few data available still suffer from limited reliability. To remedy this state of affairs, several recommendations can be made.

⁹ This type of survey was mainly developed by Daniel Courgeau in the INED, Paris, in order to grasp in migratory and professional parallel the routes of the individuals as well as the chronology of the demographic events intervening in their household.

1. The reliability of the recording of international migratory movements would improve if the example of the Scandinavian countries were followed, with all countries collaborating either bilaterally or within the framework of multinational collaboration. In the context of the substantial migratory traffic between the east and the west and in view of the fact that immigration is better counted than emigration, such collaboration between Central and Eastern Europe and countries of the EEA should allow better measurement of these East-West flows by using immigration data in the host countries.
2. This cooperation could foster the harmonisation of the statistical data collected on international mobility, although the first aim must be to ensure harmonisation of the concepts and criteria used, the collection methods and the variables and data collected. The United Nations recommendations are being reviewed with this in view.
3. Ideally, all the countries with a system of population registers and recording of change of residence (which includes all the Central and Eastern European countries) could, at least in the long term, exchange minimum information on international migrants. With this aim, a common body of questions should exist in all countries' forms for declaring a change of residence. Lastly, data exchange between statistical services or qualified administrations could prove very useful.
4. In the Central and Eastern European countries, the criteria for identifying international migrants are not very clear. This is because the level of international mobility, in so far as it was legal at all, was low and mainly concerned emigration¹⁰. Nevertheless, most of these countries are drawing up laws on migration and non-nationals' right of entry. Precise criteria for identification of international immigrants and emigrants are planned in those laws.

Clearly, international migration represents a statistical field for which any attempt at harmonisation primarily requires precise knowledge of the prevailing situation, comparatively between the various countries.

¹⁰We however detected the existence of a minimum period of a year in Lithuania to be regarded as emigrant whereas this same period is of 2 months in Poland.

BULGARIA

Introduction

Over the last five years international migration has become an important phenomenon in Bulgaria. Nowadays Bulgaria considers itself as a country of both international emigration and international immigration.

As far as emigration is concerned, three waves have taken place in the last five years. In 1989, some 360 000 ethnic Turks left the country. In 1990, a number of qualified persons left Bulgaria for economic reasons. Finally, starting from 1992, the country has experienced small flows of short-term labour emigration.

As far as immigration is concerned, Bulgaria, like other countries of the region, is confronted with a significant inflow of migrants from the former Soviet Union, as well as from Asia and the Middle East. Following the liberalisation of the movement of people after the 1989 events, Bulgaria has become a transit country for migrants heading West. This is due also to liberal legislation on residence and work permits. Today, because of the more restrictive entry regimes in Western Europe, many migrants are stranded in Bulgaria, often without a clear legal status.

Bulgarian legislation on migration is rather outdated and has not kept pace with changes in the migration situation in the country. Concurrently, a new data collection system has been introduced and is now in its initial stage. Consequently the available statistics since 1990 are the product of a system where, on one hand, old and obsolete laws remained in force, whilst on the other hand, the new regulations, whilst not yet legally in force, were already anticipated in practice by official administrations. The National Statistical Institute has been experimenting a couple of new methods in order to collect an appropriate information mainly on migration outflows. To operate correctly, this new system needs legal and institutional changes but also financial support and training for all the officials collecting these data. Many difficulties are consequently now appearing in the data collection process, mainly as far as the demographic characteristics of emigrants and their country of destination are concerned.

Census

The last census, carried on 4 December 1992, was based on the *de facto* population and should in principle have included all residents, permanent or temporary, whatever their citizenship. Questions on residence status allowed a distinction between permanent resident (including legally-resident foreigners) and residents present

temporarily or absent. Three questions reveal information on persons both present and absent temporarily:

- reason for temporary absence or presence;
- duration of the absence or presence (less or more than six months);
- place or country of permanent residence at the time of the census.

Unfortunately, no question is asked on citizenship, although we do find questions on ethnic group, mother tongue and religion. For the ethnic group, a concept similar to that of nationality, several answers are possible: Bulgarian, Turkish, Romany, Tatar, Jewish, Armenian, Kazalbash, Tcerkez, Gagauz and others. Finally two questions are asked on the previous place of residence if the person has migrated since the previous census (in 1985) and on the duration of stay in the present residence. However there is no possibility in these questions of stating a foreign country as previous residence.

Population register

All persons officially and permanently resident in Bulgaria must obtain an identity card and are given a civil number or national identification number. The centralised system of registration of the citizens called ESGRAON is a population register computerised and centralised at national level.

Each individual has an place of permanent residence but can in addition declare a place of temporary residence. Both must be officially registered but only the first one is taken into account for statistical purposes. However, in some cases, the place of permanent residence is selected for administrative purposes without obligation of actual residence whereas the place of temporary residence is the one where the person effectively lives. This problem is essentially due to restrictions on dwelling in certain large cities. In the future, a distinction will be made between the permanent residence or domicile (i.e. the place where one has the right to acquire a private dwelling) and the temporary residence, this temporary character being limited to a period of one year.

All change of permanent or temporary residence must be declared to the local authority at the place of destination. Each month, the data are transferred by computer to the National Statistical Institute. All the changes of permanent residence are taken into account for the establishment of demographic statistics.

This system is totally inadequate for the registration of international migration flows, principally as far as the registration of emigration by Bulgarian citizens is concerned. Officially such international emigration has to be declared if the intended duration of stay is over one year, but in practice migrants gain nothing by being deregistered and, if they return, registering again. Most Bulgarians leaving the country do not deregister and therefore the figures provided by the population register are ridiculously low: 38

emigrations in 1990 and only 3 in 1991. For immigration, the figures are relatively higher but still underestimated: 300 in 1990 and 280 in 1991.

Visa system and border crossing data

The visa system includes two types of visa: entry visa and exit visa. Entry visa forms are filled out at the national border or in Bulgarian embassies abroad. The Interior Ministry, responsible for the visa system, provides statistical tables published quarterly and yearly with the following variables: motive for migrating to Bulgaria, intended duration of stay in the country, destination, type of passport and type of journey. Bilateral agreements mean that the entry visa is no longer necessary for Austrians, Scandinavians and citizens of other eastern European countries. Exit visa were the official way for measuring international emigration of Bulgarians. As in the other former Soviet satellite states, they have been abolished recently.

Since 1993, two kind of statistical forms have been used at the borders: white for Bulgarian citizens and yellow for foreigners. One or other form must be completed for all arrivals or departures. The following variables are collected: name, national identity number (Bulgarian citizens only), type of passport, aim of travel and country of origin or destination. The Interior Ministry is responsible for collecting the data, and the National Statistical Institute provides statistical tables based on them. This method produces approximately 10 000 000 forms for arrival of foreigners. This will unquestionably cause an overestimation of the volume of international mobility as regards Bulgaria. Therefore the main interest of this approach seems to be the possibility of estimating outflows of Bulgarians: about 60 000 in 1993, including tourists. A new system for registration of departures and arrivals when crossing the national borders will be implemented in the second half of 1996, applying to Bulgarian citizens as well as for the foreigners.

Residence permit system

In all cases, a foreigner with an entry visa is allowed to stay up to 3 months in the country before requiring a residence permit. Nevertheless, there are some foreigners entering the country as tourists or in transit and staying illegally in Bulgaria for a longer period. They are estimated to number about 10 000.

The System of control and registration of foreigners called SKRECH has survived the overthrow of the communist regime. It was a secret system to monitor the movements of foreigners in Bulgaria. In the SKRECH file, there were in 1994 about 30 000 foreigners with a permanent residence permit, 20 000 of them citizens of the former Soviet Union. Moreover fewer than 1000 applications for a permanent residence permit are in the pipeline, most of them justified by mixed marriages. Temporary residence permits are usually linked to an activity and issued in connection with a work permit. About 250 000 temporary permits have been issued for period of six months and over and are renewable. It is estimated than some 10 000 of them have not been renewed but it is not known whether these temporary residents have left the

country. In fact, this numerical information does not match data provided by the National Statistical Institute showing a number of temporary residents under 30 000. Revision of the law on residence permits for foreigners and refugee status is now in progress.

Specific surveys carried out by the National Statistical Institute

Special surveys were conducted in 1991 and 1992 by the National Statistical Institute at the main national frontier crossings. Its aim was exclusively statistical. This much more precise method concerned only a minority of persons who were potentially migrants. This survey was completed by some investigations in the queues of persons waiting outside foreign embassies or offices of the international organisations. The objective of this investigation was not limited to the estimation of emigration flows but also included besides a more prospective and analytical inquiry from the social point of view. This investigation was more oriented toward the emigration of Bulgarians and took specifically into account the problem of repatriating some 300 000 Bulgarians of Turkish origin, since 1989. This investigation identified the most attractive countries for Bulgarian emigration candidates; these were Canada on the one hand, and Germany, Italy and Hungary, on the other. A substantial return flow towards the Republics of the former Soviet Union was noted. Because of small-size samples, reliable and detailed data on the demographic characteristics of emigrants were difficult to obtain.

No special survey was carried out in 1993 and the migration data for this year were based on a sample from the statistical forms to be filled out when crossing the border. In 1994, two new migration surveys were organised and will serve as a good basis for the estimation of emigration flows in 1994. Finally, as far as the international emigration of Bulgarians is concerned, a measurement is possible via the registration in Consulates established in various foreign countries.

Conclusion

From a reading of this short country report, it is clear that the data-collection system in Bulgaria is in a transitional stage. The population registration system ESGRAON, as it works now, is inadequate for counting international migration. The alternative solutions to which the Bulgarian authorities had recourse are scarcely any better. Only the SKRECH system monitoring foreigners' residence permits give some satisfactory results, in so far as the data base is well updated and regularly checked. It should permit the best follow-up of international mobility of foreigners before receiving a permanent residence permit. But in all events, no system in force in the country is capable of giving a precise evaluation of emigration by Bulgarians.

As a consequence, it is generally admitted that the international migration figures for the two last years underestimate the number of migrants. According to the Bulgarian authorities this is due on one hand to methodological problems and on the other to an increasing number of illegals crossing the border.

CROATIA

Introduction

When the Republic of Croatia became independent, much changed in socio-economic reality and policy.

International migration became a major component of changes in the population of Croatia. Before the war Croatia, as one of the more developed republics of former Yugoslavia with a lower natural population increase, had been a land of immigration from the other, less developed republics of former Yugoslavia.

War began in 1991 on the territory of the Republic of Croatia and then in 1992 on the territory of Bosnia and Herzegovina and resulted in major population migration within and across Croatia's borders . During the war, a large number of persons migrated to Croatia as refugees.

Census

The last census was carried out on 31 March 1991 and covered:

- persons permanently and in fact resident;
- persons permanently resident but temporarily absent, i.e. working abroad or living there as dependents. The Personal Data Questionnaire asked the name of the foreign country and the number of years of working or living abroad;
- persons temporarily but not permanently resident, with details of their permanent residence and reason for presence (education or work). These data are neither used officially nor published.

The total population of the Republic of Croatia is obtained on the *de jure* principle. This includes all persons who claimed residence in Croatia even if they were absent for the shorter or longer term. Persons who claimed temporary residence in Croatia were not included in the total population, no matter how long they had spent in the country.

The Census provided the data on emigrants (stock data) from the following questions:

- place of birth;
- place of mother's permanent residence at birth;
- place of previous permanent residence;
- year of immigration to the current permanent residence.

The Personal Data Questionnaire also asked open questions about nationality, religion and mother tongue. These questions were open so that the respondent could answer

freely. According to the Law on the Population Census, answering these questions is not compulsory .

At the end of the Population Data Questionnaire were questions only for workers who returned from working abroad: number of years spent working abroad, year the respondent returned from working abroad and name of the foreign country.

Register of citizens and foreigners with permanent residence

A register of citizens and foreigners with permanent residence is maintained by Ministry of the Interior. According to the Program of Statistical Surveys approved by the Croatian Parliament, the Ministry must provide the Central Bureau of Statistics with data on population migration within and across Croatia's borders for:

- Croatian citizens with permanent residence in Croatia whether they actually live in Croatia or abroad;
- foreigners with permanent residence.

The permanent residence of an individual is defined by law as the place where that person settles with the intention of living there permanently. According to law, a citizen of the Republic of Croatia must report any change of his permanent or habitual residence within 8 days.

The law differentiates between temporary and habitual residence.

Habitual residence is the place where a person lives for longer than 30 days. This must be notified to the Regional Office of the Ministry of the Interior.

Temporary residence is a place where person lives for less than 30 days. There is no requirement to notify.

For financial or other reasons, people can report as a temporary residence the one where they are living in reality, whilst their permanent residence is only notional. Migration statistics produced by the Central Bureau of Statistics are based only on changes of permanent residence. The change of residence is recorded statistically only after the migrant has met the conditions for registration of permanent residence: dwelling, living, resources, citizenship, permanent residence permit, etc. A person living on Croatian territory with a temporary residence permit, regardless its duration, is not included in the migration statistics.

Temporary migration, which in Croatia is on the same scale as permanent migration, has not been statistically monitored until now.

Records of foreigners with temporary residence in the Republic of Croatia are maintained by the Ministry of the Interior. These data are available in the Ministry but they are not organized in a way permitting use for statistical purposes.

Data on international emigration are assumed to be somewhat unreliable, since nationals departing abroad have no interest to declare their leaving.

Visa system and border crossing

Foreigners entering the country must have valid passport and entry visa. A visa may be issued for the purposes of employment, education, specialist training, scientific research, medical treatment, tourism, marriage with a Croatian citizen, etc.

- A business visa may be issued for the purposes of economic and other activities as provided for in the regulations on foreign investment. A business visa will be issued to a foreigner employed for professional work specified by a business-technical cooperation contract, long-term production cooperation contract, etc. A foreigner with a business visa may stay on Croatian territory so long as neither the visa nor his passport has expired.

A foreigner with an entry visa issued for any other reason permitted by the law may stay on Croatian territory for the duration of the visa, but no more than three months from the date of entry.

The register of issued visas records name and surname, date, place and state of birth, citizenship, date and place of entry in the Republic of Croatia, date of validity and purpose of issuing the visa.

Croatia has agreements with some countries that their citizens may enter the country with only an identity card or a valid passport with no visa. A foreigner entering Croatia in this way may stay for three months from the date of entry.

Nationals leaving the country do not need an exit visa, and there is no statistical data collection at Croatia's frontiers.

Residence permit system

According to the Law on Movement and Residence of Foreign Citizens, any person who is not Croatian citizen is deemed to be a foreigner.

Foreigners wishing to stay in Croatia for longer than three months must apply for a residence permit. There are two types of residence permit:

- temporary residence permit (known in Croatian as an extended stay permit); foreigners wishing to stay in Croatia longer than three months and for educational, employment, scientific research or other reasons must apply for a temporary residence permit. Such a permit is issued for one year except for the purpose of employment, when it is issued for the duration of the contract up to a maximum of two years. A temporary residence permit may be extended, in the case of a permit

issued for education may for up to two years after completion of prescribed schooling.

- permanent residence permit: a foreigner may be granted permanent residence after at least one year of marriage to a Croatian citizen or to a foreigner who has permanent residence in Croatia, or after at least three years' continuous employment as the holder of a temporary residence permit. The other conditions for permanent residence, such as a secure source of income, also apply.

The Ministry of the Interior is responsible for the register of all foreigners with permanent and temporary residence permits. This records: name, sex, name of father or mother, place and date of birth, citizenship, marital status, language knowledge, occupation, professional qualification, employment in Croatia, date and place of entry into Croatia, type of passport, temporary residence and permanent residence in Croatia.

Conclusion

The main task facing the Central Bureau of Statistics is to revise existing population statistics methodology. The most urgent is to adopt new population definitions and to apply, as far possible, international recommendations for total population and for international migration statistics.

CZECH REPUBLIC

Introduction

The basis for the collection and processing of demographic and migration statistics in the new Czech Republic as well as in Slovak Republic will, for the time being, remain broadly the same as it was in CzechoSlovak Republic. The former Federal Statistical Office in Prague is now the Czech Statistical Office while new offices for Slovak Republic have been established in Bratislava. The most important consequence of the recent political changes, since 1 January 1993, is the fact that movements across the border between the two republics must now be counted as international migrations.

Census

The most recent census was carried out on 3 March 1991 before the dissolution of the Federation. The *de facto* population is concerned with distinctions between permanent resident, temporary resident and permanent resident temporarily absent. A number of questions were asked with regard to international migration. The question on citizenship permits a classification between Czech citizens, Slovak citizens, stateless and others citizens (to be specified). There is a similar question about nationality or ethnic group (Czech, Slovak, Polish, German, Romany or other to be specified). Questions also cover mother tongue, religion, permanent place of residence at time of birth, and mother's place of residence at birth. A further question asked for information about persons absent from CzechoSlovak Republic and living abroad.

Population Register

Prior to the dissolution of the Federation, all Czech and Slovak citizens were registered in the Central Register of Citizens (CRO) established in 1980. Unfortunately this was essentially a police register and not intended for the needs of migration statistics. This register was centralised and computerised; decentralisation towards the regions began 1992.

Each citizen is given a national identification number (Rodne Cislo) and has a principal or permanent residence. In parallel he may declare one or more temporary residences with a renewable maximal duration of occupation of two years. The permanent residence and the temporary residence(s) are recorded in the population register called REGISTR OBYVATELSTVA.

In the Czech Republic, a new denomination is used EVIDENCE OBYVATELSTVA, in English, Central Register of Population. However this tool remains principally oriented to satisfying police and administrative requirements and not for statistical use. When declaring a change of permanent residence, any Czech citizen must

complete statistical forms, and these are transmitted monthly to the Czech Statistical Office in order to produce migration tables of all kinds. This data collection is quite independent of the administrative procedure through the Central Register of Population and no checks are made even of total numbers. There is an urgent request from the Czech Statistical Office to the Ministry of Interior to compile demographic tabulations directly on the basis of the Central Register of Population.

Only Czech citizens are included in the Central Register of Population, but there are plans to expand the register to cover foreigners permanently resident in the country. So far, therefore, data on immigration of foreigners in the country cannot be obtained from this source. As far as international emigration of Czech citizens is concerned, the same procedure exists and the same statistical form has to be filled out. However there is a clear problem of underdeclaration that gives totally unreliable and inadequate statistics. Under the communist regime, citizens leaving the country under the cover of a tourist visa without notifying the fact to the local authorities were considered as illegal emigrants. Statistical data on illegal emigrants in the context of the communist regime are now gradually becoming available. Nowadays, there is no such thing as illegal emigration, but underestimation of legal emigration.

Visa system and border crossing

Entry visa

A foreigner must obtain an entry visa to enter Czech territory, unless he is a citizen of one of the 45 countries for which no visa is required under a bilateral agreement. Depending on the country, the period of stay without visa ranges from 30 to 90 days. Afterwards, a permit is required for all foreigners resident in the Czech Republic. The application for an entry visa (Zadost o ceskoslovenske vizum) is made in triplicate form and contains information such as name, nationality, sex, country of origin and citizenship. The few statistical tables available on the basis of this visa system are not precise and only provide estimates in thousands.

Exit visa

Prior to 1990, every Czech citizen wishing to leave the country had to obtain official authorization to do so. Therefore, he had to apply for a special emigration passport, which was only issued on the condition that the individual wishing to emigrate completed the record on migration. Nevertheless this procedure was unreliable and the statistics of legal emigration of Czech citizens are incomplete. Nationals who left the country under the cover of a tourist visa or who did not declare their exit were generally identified in due course by the local police and this discovery resulted in a declaration. The statistics thus obtained have only recently become accessible and constitute what is called illegal emigration. According to the tables produced by the Czech Statistical Office, illegal emigration represents two-thirds of the total estimated emigration during the 1980s.

Since 1991 all restrictions and regulations on emigration have been abolished, there is no emigration authorization, no exit visa and no more 'illegal' emigration. However every emigration still has to be declared to the local administration by returning the identity card. This does not always happen, but the proportion of emigrants who keep their identity cards remains unknown. One can conclude that the problem nowadays is more the under-registration of legal emigration by nationals.

Border crossing

No systematic checks are made at border crossings. Emigration of Czech citizens is thus not recorded on crossing the border. However gross estimates are made from monthly border checks. In practice these are made on basis of a vehicle check and are not broken down according to the purpose of the trip. Finally, current practice means that it is extremely difficult to differentiate between permanent and short-term emigration.

Residence permits system

As explained in the 1992 CSFR law on the residence of foreigners, there are three types of residence permit: temporary, long-term and permanent.

- Short term residence permit is granted for a maximum of 180 days and is granted mainly for tourist purposes. It does not allow the holder to work in the country.
- Long term residence permit is valid for a maximum of one year and may be renewed. It is linked to the exercise of an activity or studies in the country and allows the holder to stay as long as he is exercising an occupation or studying. In all cases, the permit's validity is limited to the reason for which it was issued.
- Permanent residence permit is issued in the case of family reunification and mixed marriage or for humanitarian reasons, or in cases which are in line with the interest of the Czech Republic foreign policy.

In 1993, there were approximately 30 000 foreigners with a permanent permit and 40 000 with a long-term permit, mostly for employment purposes. 41% of permanent permit are held by Poles and 15% by CIS citizens. Among the long-term permits holders, 20% are from Poland, the same proportion from the CIS and 15% from Vietnam. In the case of Poland and Vietnam, there are explicit bilateral agreements introducing the exchange of labour forces.

The Ministry of the Interior is responsible for the Central Register of Foreigners, which is largely based on information from long-term and permanent permits of residence. This register, partly computerised (30%), includes two main databases:

- the first, TUC, for foreigners holding a permanent residence permit

- the second, DUC, for long term residence permit holders.

These databases are updated regionally and centralised by the Ministry of the Interior in Prague. Yearly, the Ministry provides total figures on entries and exits in these databases as well as a description of the stock of foreign population. However these data are still unavailable for public information and a proposed change in the law will give access to these statistical data for the National Statistical Office.

What other categories of foreigners are currently living on the territory of the Czech Republic ?

First of all there are approximatively 1 000 UNHCR refugees under the Geneva convention. Besides, several thousands of asylum-seekers are defined as aliens and are allowed to stay in refugee camps or private accomodation whilst their application is being processed. They have freedom of movement and occasionally the possibility to work on a temporary basis. A special category of temporary residents was created in 1993 for displaced persons from the former Yugoslavia. These persons are housed temporarily and are intending to return to their home country.

In addition to the data of the Ministry of Interior some supplementary statistical information is collected by the Ministry of Labour and Social Affairs and the Ministry of Economy. The first is responsible for work permits issued to foreigners on the territory of the Czech Republic. In 1994, about 35 000 foreigners held a work permit, of whom 35% were Ukrainians and 26% from Poland. Moreover, approximatively 20 000 foreign workers are living temporary in the country under the cover of bilateral exchange of labour forces with Poland, Vietnam and some other countries.

Finally, there can be no doubt that transit migrants and illegals exist in the Czech Republic, notably from Romania and Bulgaria via Hungary and trying to enter Germany. Some estimates of illegal migration are made by the Ministry of the Interior by calculating expiry of visas and residence permits from the Register of Foreigners, but this is only one part of the total number of foreigners living illegally in the Czech Republic. Readmission agreements represent one of the present measures which contribute to reducing illegal migration and preventing its undesirable consequences. In 1994 and 1995, readmission agreements came in force with Romania, Hungary and Germany.

Migration between the Czech Republic and Slovak Republic: new international migrations

Migration flows between the Czech and the Slovak republics have traditionally been very intense. Before 1993, when the CSFR became two independent States, migration between the two parts of the country was a matter of internal migration. Since 1 January 1993, these movements count as international migrations. In this respect, international migration statistics will be an important information in the context of the

persisting positive migration balance between the two republics in favour of the Czech Republic and the potential for a massive exodus from one Republic to the other.

Conclusion

The process of collecting statistical data on international migration is not clear, as neither the data from the migration statistical form nor the population register system are suitable for international migration data collection. In all cases, a comparison of data published by the Czech Statistical Office with those provided by the Ministry of Interior is strongly recommended. Moreover there is no common approach towards registration of Slovak citizens among the Czech official administrations. As an example, the Ministry of Interior includes Slovaks in the Register for Foreigners while the Statistical Office does not include the migration between the Czech and Slovak Republics in international migration data. Clarification has to be found on this particular point.

ESTONIA

Introduction

Current demographic statistics and population registration systems are similar to those in other Republics of the former Soviet Union and more particularly those of the two other Baltic Republics. However, recently, some improvements have been introduced which vary from one republic to another.

Census

The last census was carried out on 12 January 1989. It was organised in the framework of the statistical activities of the former Soviet Union. The questions linked to migration were:

- place of birth with the possibility of determining the number of persons born abroad;
- length of residence in the present dwelling (for a 25% sample only);
- whether the previous residence was situated in rural area or in urban area (no precise identification of this previous residence is provided, notably if it was abroad) (for a 25% sample only).

A question about citizenship was asked, but data cover only persons who were foreigners in terms of the entire former Soviet Union (for example, citizens of western European countries); all others were considered to be USSR citizens. As in the other Baltic Republics, the process of restoration and determination of the new Estonian citizenship has rapidly changed the structure of the population according to citizenship. However, data about these changes are not yet available for statistical purposes.

Internal passport system and Population Register

Under the former Soviet regime, the Ministry of the Interior was responsible for the whole passport system. Since January 1994 in Estonia, the issuing of passports and the population registration system have been the responsibility of the State Citizenship and Immigration Board.

Basically, there used to be two main types of passports: internal passports and international passports of the former Soviet Union. As in the other Baltic Republics, the internal passport of the former Soviet Union remains as it was under the Soviet

regime but is valid only with the stamp of permanent registration including the address of residence in Estonia.

Since July 1992, Estonian international passports have been issued. These are also widely used internally. The internal passport of the former Soviet Union remained valid until 12 July 1996 with the stamp of the permanent residence in Estonia. In both passports the place of residence must be shown. Nevertheless, in practice, the existence of numerous advantages linked to the location of this permanent residence has caused significant differences between the *de jure* situation of the place of residence fixed in the passport and the *de facto* situation. For example, access to property ownership was recently recognized, but only with respect to persons officially resident in the dwelling in question. This means that the reliability of migration figures based on this system of internal passports and registration of residence is very largely dependent on the fact of these advantages. One can nevertheless suppose that their importance will be reduced in the future. Every time a change of residence is declared, the procedure requires two administrative forms (in-registration and out-registration), information from which is transmitted monthly to the Statistical Office. The latter publishes statistical tabulations on internal mobility. In Estonia, as the Ministry of Interior has not yet begun with an identity-card system, the situation remains much the same and the internal passport of the former Soviet Union is still valid until 12 July 1996 with the stamp of permanent registration including the address of the place of residence. This is necessary in those passports which are also used for internal functions.

A system of computerised and centralised population registration is currently being studied in the three Baltic Republics. In Estonia a population database has been created under the responsibility of the State Computing Centre of the Ministry of Finance. In practice, this database has served until now as a Population Register, but as the corresponding law has not been enacted, it is not officially declared as a Population Register. New laws on Registration of population in the place of residence, the law on Protection of personal data and laws on personal names and place names are now under discussion in the Parliament, so that a law introducing a centralised and computerised population register is expected to come into force during 1996.

For aliens living permanently in Estonia and leaving the country for a period of more than six months for specific reasons such as study or temporary employment it seems to be necessary to re-establish the register maintained from November 1992 to July 1993 by the State Citizenship and Immigration Board but abolished with the new law on Aliens.

Under the Soviet regime, the data collection for internal (and also international) migration statistics was based on the administrative form that has to be completed by each person changing his or her place of residence, arriving from or departing abroad, one copy of this form being collected by the State Statistical Office. Since the law has changed following restoration of Estonia's independence, this system no longer works so effectively. In the next few years, new computing technologies will allow meaningful improvement in data collection, the compilation of tables and the analysis of migration statistics.

Visa system and border crossing

Entry visa

To enter one of the Baltic Republics for a temporary stay a foreigner who is not permanently resident must have an entry visa and proof of an invitation to the country. However, the entry visa is no longer necessary for certain European countries. Moreover an agreement between the three Baltic Republics, signed in 1992, defines a common visa area in the three countries and free movement across the territories of the three republics for all citizens and permanent residents irrespective of their nationality. This agreement does not, however, grant the right to work in the other republics. In addition this agreement provides that entry, departure and transit visas issued by any of the three Baltic States are valid on the territory of all three. Nevertheless this agreement is more oriented regulating movement between the three countries, while for international migration separate policies are still operating through various laws, decrees and regulations, most of which date from Soviet times. A law on Immigration was adopted on 1 July 1990 to supervise and limit immigration into Estonia from the former Soviet Union and establish entry controls. More recently, in 1993, the Law on Aliens established the basic provisions concerning the right of aliens to enter, remain or work in Estonia. This law introduced an immigration quota into Estonia: the annual immigration total may not exceed 0.1% of the permanent population of Estonia.

Exit visa

Under the soviet regime, international emigration was not in principle possible without an exit visa. Such a visa was issued only in an international passport on presentation of an invitation from the country of destination. For the countries of the former Soviet Union, this exit visa was not necessary, and the number of emigrations might consequently be underestimated. New laws in the three Republics give all citizens the right to leave their country and to return. All Estonians citizens may request a new passport with ten years international validity; an exit visa is no longer needed. Additionally to the exit visa, Estonia has introduced the resettlement visa for persons returning voluntarily to their country of origin. This type of visa is for multiple entries and valid for 2 months for civilians and 12 months for military personnel of the former Soviet Army and their family members. The exit visa is thus now issued in order to leave Estonia only for persons living illegally in Estonia with no permit or for persons whose visa or residence permit has expired.

Border crossing

There was at one time a project, similar to the Russian one, to introduce an administrative and statistical form to be completed on crossing the border. The variables proposed for collection through this form are sex, place and date of birth, nationality and citizenship, motive of migration and, in case of emigration, last place of residence and country of destination or in case of immigration place of new residence, country of origin and certain other variables on type of stay and work intentions. However, this form has not yet been implemented and no project of data collection at the border now exists. There are consequently no data available about border-crossing.

Residence permit system

According to new legislation adopted in 1993, a temporary residence permit may be issued for a period up to 5 years allowing any alien to work (provided he has a contract and a work permit), study, or settle at the residence of an immediate family member (family reunification) provided his income is sufficient to cover personal expenses. A permanent residence permit may be issued to any alien who has resided in Estonia on the basis of the temporary permit for at least three of the previous five years. Every alien residing in the country is obliged to inform state authorities of any change of residence or early termination of work contract or study. Every alien with a residence permit for more than one year (long-term immigrants) is given a personal code. In the context of this law, "permanent resident in Estonia" means any Estonian citizen residing in Estonia or any alien residing in Estonia who holds a permanent residence permit.

Since January 1994, the State Citizenship and Immigration Board in the Ministry of Interior is responsible for all questions concerning aliens. There are some databases which can be used in the future, but at present these are not available for statistical purposes.

As far as Nationals and other permanent residents are concerned, the registration of international migrations follows the same procedure and involves the same forms. In Estonia it takes place not at the time of the border crossing but at the municipality of residence. Nevertheless, only Nationals leaving permanently for abroad must be declared and are taken into account for the statistics; this could give rise to an underestimation of international emigration. In fact there is no special investigation of this particular point and this underestimation may be attributed to short-term trips abroad that are illegally prolonged beyond one year or even trips that are not recorded statistically at all.

Conclusion

It is clear from the above that migration policy in Estonia (as in the two other Baltic Republics) is still in the formative stages. Overall, it would appear that migration policy in the Baltic States has no specific aims, apart from ensuring that the level of the main nationalities is maintained. This concerns immigration from the Republics of the former Soviet Union which had gone unsupervised for many years.

As far as the data collection for international migration statistics is concerned, the system should theoretically cover all changes of residence, but in practice it enables information to be obtained only about persons who have chosen to report their change of residence. A foreigner who settles in Estonia is obliged to report his arrival to the local municipality, but no effective system to check this yet exists. A certain proportion of foreigners who arrive or leave the country may thus remain unregistered. For registration of nationals, the situation is even worse because the registration of the place of residence is linked to payment of several taxes. People often fail to declare their moves and this problem mainly concerns internal migration and temporary absences of nationals abroad. The strict system of population accounts which was in force in the Soviet period thus no longer works. In all events, the laws on the registration of the place of residence now being drafted are necessary to solve the problem, but this still requires the payment of taxes not to depend on registration of the place of residence.

FORMER YUGOSLAV REPUBLIC OF MACEDONIA

Introduction

As in other European countries in transition, the changes in the political and socio-economic situation in the Former Yugoslav Republic of Macedonia (FYROM) since the beginning of the 1990s have influenced the size and direction of migration flows.

FYROM is a country of both emigration and immigration. In the period 1989-1992 net migration was negative, but in 1993 it became positive for the first time (+ 1 069 persons).

Since recognition of FYROM as an independent country, several changes have been made in legislation: laws have been adopted on citizenship and on entry and residence of aliens.

Census

The latest census was carried out 20 June 1994. In this census the *de jure* concept and questions on citizenship were used for the first time.

In accordance with the Census Act, the total population includes:

1. Persons who have an official (legal) place of residence in the FYROM, regardless of whether at the time of the Census they were present at that residence or elsewhere in national territory;
2. Persons who held a residence permit in the FYROM and had been temporarily present in the country for at least one year, but had an official (legal) place of residence abroad, with the exception of refugees and persons under humanitarian care;
3. Persons with an official (legal) place of residence in the FYROM but who, at the time of Census and for a maximum of one year prior to it, were working abroad temporarily, and members of their families; and
4. Persons with an official (legal) place of residence in the FYROM and who at the time Census were working abroad in diplomatic and consular representative offices of the FYROM, in the UN and its organizations, representative offices or representatives of the Chamber of Commerce, business offices, FYROM military personnel and civilians engaged in international, technical and other kinds of cooperation and education and members of households who are staying temporarily abroad with the aforesaid persons.

Several questions were asked on ethnic affiliation, mother tongue, religion, place of birth, place of mother's permanent residence at birth, place of previous residence and the date (i.e. the year) of first entry into the country.

Population register

The Law on the Single Population Register (ERN) was adopted in December 1990.

An identity card with a unique Citizen's Personal Identification Number of (EMBG) was introduced in 1981. This allows the pairing of all data linked to the same person.

The ERN is maintained by the Statistical Office and updated monthly from the database of the Ministry of Interior, as well with the Census data.

The term place of permanent Residence or stay of a citizen of the FYROM means the place where a person has settled with the intention of staying i.e. residing.

It is important to mention that because the introduction and updating of the ERN are not yet complete, it is not fully operational and no data or tables concerning migration are yet being produced. For this purpose the regular statistical surveys on migration and Census data are used.

Visa system and border crossing data

A foreigner may enter the territory of the FYROM at designated border crossings.

He/she may stay in the country only if in possession of a valid foreign travel document specified by a relevant international agreement, or a valid travel document issued by the Ministry of Interior or a FYROM diplomatic or consular office abroad.

The travel document used to enter the country should also contain a visa unless otherwise provided for by international agreement or law.

Depending on the nature of the visit, the individual may have an entry, exit, entry/exit, settlement, diplomatic, business, tourist or transport visa. All visas are issued in diplomatic and consular offices of the FYROM abroad and in the Ministry of Interior. The validity of each visa, i.e. the number of trips, depends on the kind of visa.

A foreigner entering the FYROM with a valid travel document and a visa may stay in the country for up to three months (i.e. for a period of the visa validity) unless otherwise specified by a relevant international agreement.

Residence permit system

Upon request, a temporary or permanent residence permit is issued to a foreigner arriving in the FYROM for the purposes of education, training, medical treatment, business activity, marriage with a FYROM citizen, work in connection with an employment, or owning real estate in FYROM territory or any other good reasons.

The temporary residence permit is valid for up to one year i.e. until the expiry of the foreign travel document, when the latter's validity is up to one year.

The permanent residence permit may be issued to a foreigner who has been legally resident in the territory of the FYROM for at least three consecutive years and meets the criteria specified by law for temporary residence.

A foreigner being oppressed due to his/her democratic political attitudes and actions may be granted the right to asylum in the FYROM. In such cases, he/she is also granted the right to permanent residence in the FYROM and is provided with accommodation, financial support and health care for at least two years following the obtaining of the decision granting the right to asylum in the FYROM.

Refugee status may be granted to a person without citizenship status, or a foreigner who has left his/her country of citizenship status or permanent residence due to his/her democratic and political beliefs and actions, cultural and scientific actions or his/her own or ethnic, racial or religious affiliations.

The granting or cancellation of refugee status is the competence of the Ministry of Interior.

Refugees are provided with the necessary accommodation, financial support and health care until leaving for another country or until they are able to support themselves for up to a maximum of two years following the decision granting refugee status. This time limitation is not applied in cases when a foreigner i.e. a person without citizenship status, is objectively unable to support himself/herself.

Specific surveys carried out by the National Statistical Institute

Until 1978, migration in the FYROM (within the framework of former Yugoslavia) was covered by special forms completed at border crossings. In the period 1978-1987, statistics did not cover this phenomenon. In 1987, internal migration statistics were experimentally introduced in the FYROM and, one year later, in the other republics of former Yugoslavia. Thus all migration from FYROM to other Yugoslav republics was recorded, actually representing of both internal and external migrations.

In 1992, following the dissolution of Yugoslavia and proclamation in 1991 of the sovereignty of the FYROM, internal and external migration began to be monitored

through a survey on population migration: the Internal Migration Survey, the External Migration Survey and the Survey on Immigrant and Emigrant Foreigners.

The Internal Migration Survey covers citizens of the Republic changing their places of residence within national territory (changing the address of the permanent dwelling within the same civil parish, from one parish to another in the territory of the same municipality and from one parish to another in two different municipalities).

The External Migration Survey covers citizens of the FYROM emigrating from the territory of the FYROM or immigrating to the FYROM from abroad.

The Survey on Immigrant and Emigrant Foreigners covers foreign citizens changing their places of residence from abroad to the FYROM or vice versa, or within the territory of the FYROM itself.

Every person changing place of residence is obliged to notify that fact to the Ministry of Interior, which in accordance with relevant regulations is responsible for maintaining registers on these persons. On this basis, the Ministry completes the appropriate statistical forms and submits them to the Statistical Office of the FYROM; the Office is responsible for gathering, processing and publishing these and similar statistical data.

Statistical forms must be completed by any person migrating, irrespective of age or socio-economic status. Forms covering migration flows contain questions on several topics: name and family name, date of birth, marital status, level of education, occupation, previous place of residence (whether permanent or temporary), new i.e. current place of residence (whether permanent or temporary) and whether the respondent is migrating alone or accompanied by family members.

The content of these forms is identical in all three migration surveys; they differ only in colour.

Forms on emigrants-immigrants are submitted monthly by local offices of the competent ministry, by the fifth day of the month following the month reported. Data are then processed manually i.e. prepared for automatic processing.

Following the mathematical and logical check, aggregated data are tabulated and published annually, in publications issued by the Statistical Office.

The organization of gathering procedures for data relating to migration enables great coverage of persons migrating.

It should be noted that population migration data gathered cover only legal population migration. For instance, surveys in this area do not cover illegal immigration into the FYROM.

Also, these surveys do not cover persons in transit, members of foreign armed forces and tourists; however, data on these persons may be found in registers of other

ministries, whilst tourists are covered by other surveys by the Statistical Office so that relevant data may be obtained from its publications.

Conclusion

It is clear from this short country report that the migration data collected by the Statistical Office are sourced from the Census and the regular statistical surveys on migration. Although the scope and the legislative background concerning this matter are satisfactory, there are still possibilities for improving both the relevant regulations and the data coverage. For instance, unless requested the responsible Ministries do not at present report to the Statistical Office on the number of illegal entries prevented, or extensive data on asylum seekers and refugees; this is, however, a practice already established in some countries gathering and publishing data on immigrants.

HUNGARY

Introduction

The subject of international migration in today's changing Europe is becoming a timely matter particularly in Hungary. In the past few years, the scope and type of migration affecting Hungary has changed. While migration out of Hungary (presumably mainly among the well-educated) continues, in the last three years, migration into Hungary has become an important social, economic and political problem for Hungarian society. Hungary was the first Central European country to shift from the status of emigration country to that of host country for immigrants. Nowadays, the country may be considered as the "waiting room" for entry into the European Union for most immigrants of East European origin. In this context, the government of Hungary has in the last few years taken a series of stricter measures to regulate residence and settlement by foreigners in Hungary. First, work permits have become more difficult to obtain, then the control of entry has been made more scrupulous and on 1 October 1993, obtaining citizenship became more complicated. Finally a new law on entry, residence and immigration in Hungary came into force on 1 May 1994.

Census

The latest census was held on 1 January 1990. It covered both the permanent and the temporarily-resident population. No concept of temporary absence or temporary presence are included in the census except one question in the complementary questionnaire on a 20% sample about the date and the reason for residence in a temporary dwelling. In the main questionnaire for the full population, nationality and mother tongue are asked for. For the ethnic nationality, several answers are proposed: Hungarian, Slovak, Romanian, Croat, Serb, Slovene, German, Romany and other to be specified. This is in fact the ethnic origin and no other question on state citizenship is included in the census questionnaire. In the complementary question for the 20% sample, there are additional questions such as mother's place of residence at birth, permanent residence one year before, previous residence and the length of time at the present residence.

Population Register

All persons officially resident in Hungary hold an identity card with a national identification number. All demographic events - births, deaths but also changes of residence - must be recorded in a population register centralized nationally. This

register is the ALLAMI NEPESEGE NYILVANTARTO (A.N.N.) "State Population Register".

Every individual has a permanent residence, but may also declare a temporary residence (there are about 70 000 individuals with a temporary residence in the country). Any change of permanent residence must be declared to the administration of the township of destination, theoretically, within one week (in reality, this delay can be very much longer). Any change of temporary residence or transformation from temporary residence to permanent must also be declared. These declarations are made on an administrative form, JELENTOLAP ALLANDO (permanent)/ IDEIGLENES (temporary) LAKCIM VALTOZASAROL. A copy of this form is kept in the township of arrival and the information transferred to the service of the State Population Register in order to update the centralised and computerised population register.

The State Population Register sends monthly to the Central Statistical Office all the demographic information gathered through this system, including changes of residence. Statistical tables on spatial mobility in Hungary are produced on this basis but the reliability of the data suffers by the presence of the dual concept of permanent and temporary residence.

International migration is registered using the same procedure and the same administrative form. However as far as international immigration of foreigners is concerned only permanent residents are considered by this system. International emigration of nationals escapes this system because most emigrants do not declare they are leaving the country to the administration of the place of departure. In this case, the emigration is not registered but may be discovered later through the population register system. However, in this case the country of destination is rarely known and the statistical data do not take these migrations into consideration.

Comparison of the stock of population according to the Population Register with the census of January 1990 showed a shortfall of 200 000 persons in the Census. This points clearly to the substantial underregistration of international emigration in the population register during the 1980s.

Visa system and border crossing

Entry visa

The rules regarding entry to national territory require an entry visa, except in the case of citizens of a long list of countries linked by bilateral agreements. For the citizens of these countries only a valid passport is required. Any bilateral agreements entitle the immigrant to stay in Hungary for maximum of 30 days. This period has been extended to 90 days in new bilateral agreements. In the specific case of the United Kingdom a visa-free stay for 6 months has been concluded. For citizens of countries without bilateral agreements, it was previously simple to obtain an entry visa at the border. Now, however, it can be done only in exceptional cases.

All entry visas issued by Hungarian diplomatic or consular missions are valid for six months and allow a stay in the country of a stated duration, not more than 90 days at most. During the visa's period of validity, local police may extend the duration of stay determined in the visa up to 90 days at most, calculated from the date of entry.

Exit visa

Concerning international emigration, the main source of information is linked to the issue of passports. Nevertheless, this does not mean that the issue of a passport systematically gives rise to an emigration. Until 1988, an exit visa had to be applied for to leave the country. permanently As in other ex-communist countries, most nationals leaving the country were only covered by a tourist passport without an exit visa, or left totally illegally. Statistical data now available shown that illegal emigration during the 1980s was at least two or three times higher than legal emigration. In 1994, the majority of the passports delivered in 1989 under the new regime are approaching expiry, and it should therefore be possible to check the number of Hungarians living abroad having emigrated under this new passport regulation.

Border crossing

Statistical data on border traffic prepared by the Border Patrol of the Ministry of Interior for the Central Statistical Office reflect a high intensity of movement at border check points. Nevertheless, with more than 100 millions border crossings yearly, these data are almost useless for international migration measurement. Starting in 1991, Hungary has strengthened the border control and therefore adopted some new legislation. The free visa abolishment agreements have been reviewed. An entry visa can only be considered as a promissory note, not guaranteeing entry itself. At the border every foreigner must have a letter of invitation or demonstrate a per diem deposit in local currency to cover the costs of his stay. These documents are checked carefully. As a result of these changes, since the last quarter of 1991 the Hungarian border authorities have sent back about two million people not meeting the legal conditions to stay in or cross Hungary. The ethnic composition of these expelled persons shows that the larger ethnic group were Romanians. Moreover most of these expulsions and refusals of entry took place at the Romanian border.

Residence permit system

According to the new law of 1 May 1994, a foreigner arriving in Hungary has to report his place of residence to the police administration for registration. This registration with the local authorities is obligatory, and the reason for a prolonged stay in the country must be stated. Failing this, the person concerned is deemed to be illegally on Hungarian territory.

When the period of 30 or 90 days linked to the entry visa expires, the police headquarters may issue a temporary residence permit for a period of one year. Individuals wishing to obtain a temporary or permanent residence permit must apply using the appropriate form. The information collected on this form are centralised in a database at the Ministry of the Interior, the Police Aliens Department. This data base, KEOK, (KULFOLDIEKET ELLENORZO ORSZAGOS KOZPONT - National Aliens Register). This database was begun in the early 1980s and in 1994 held data on 227 000 foreigners currently residing in the country either temporarily or permanently. Only individuals with an intended duration of residence over one year are recorded in this database. The following variables are held: sex, citizenship, occupation, place of work abroad and type of residence permit. A very complex classification of situations is used. Unfortunately this database is currently not well updated and cannot give a reliable figure for the total number of foreigners living in the country. This is clearly an urgent problem to solve.

Alongside KEOK, the Ministry of Interior keeps a second register, of foreigners with a temporary residence permit of one year or less. There is a plan to put these data also onto computer and this will allow the production of statistics on short-term migration. In addition to the 227 000 foreigners mentioned above, the estimated numbers of other foreigners living in Hungary in 1994 are, by category, as follows: about 150 000 holders of temporary residence permits (under one year), up to 70 000 illegals, 5 000 refugees, 66 000 displaced person with temporary protection and several thousand asylum seekers.

Conclusion

The current situation in international migration data collection is characterised by dissipation and lack of harmony between data gathering and uniform definitions which only allow for a limited statistical study on international migration. This situation makes it virtually impossible to detect or even estimate the outflow of Hungarian citizens, those staying abroad for an extended period of time, or those returning home from abroad. Different domestic institutions collect and update a register on matters related to international migration. Such data are contained in the population register, population census, refugee affairs, foreign nationals and labour-related records, social insurance, revenue service and various religious or social organisations' data and databases. But in spite of this large number of data-gathering institutions, the available statistical data are not sufficient to satisfy even the most basic needs for information on international migration. The available records are limited to specific migrant groups, based on different criteria, with major overlaps that are difficult to clear up. Moreover, the reliability of the registration of international migrations in Hungary shows a clear underestimation of both immigration and emigration. In fact, the three main data sources, the Census, the Population Register and the Aliens' Register (KEOK), produce some incompatible figures. There is a hope that the new law on immigration will enable the Ministry of Interior to ensure the statistical comparability of these basic sources of information and to transmit complete data to the Statistical Office for statistical use.

LATVIA

Introduction

Current demographic statistics and population registration systems are similar to those in other Republics of the former Soviet Union and more particularly to those of the two other Baltic States.

Census

The latest census was carried out on 12 January 1989, in the framework of the statistical activities of the former Soviet Union. The questions linked to migration were the following:

- place of birth, with the possibility to determine the number of persons born abroad;
- length of residence in the present dwelling;
- whether the previous residence was situated in a rural or urban area (the location of this previous residence, and notably whether it was abroad, was not identified).

Internal passport system and Population Register

The 10-year Latvian passport is used both internally and internationally. This passport does not need any special stamp to be valid at international level. Strictly speaking, the concept of internal passport is quite similar to that of legal residence in Western countries. The Ministry of Interior is responsible for the system of internal passports; these are linked to the legal place of residence and for every individual there exists a corresponding place of residence.

Every time a change of residence is declared, the procedure introduce two types of statistical forms. These are sent monthly to the local offices of the Central Statistical Bureau of Latvia. The latter publishes statistical tabulations on spatial mobility in Latvia. The same procedure is valid for a person departing abroad for more than one year.

A computerised central population register has been established in Latvia according to the Act of Parliament of 11 December 1991, based on the Danish model. This register is now developing under the responsibility of the Ministry of Interior, Department of Citizenship and Immigration. Every month the Central Statistical Bureau will receive from the Population Register individual data files about all immigrants, emigrants and persons who change the place of residence inside the country. There are some problems concerning data collection on short-term migration flows.

Visa system and border crossing

The registration of international migrations follows the same procedure as internal migration and involves the same administrative and statistical forms; this will take place at the place of exit from or at entry into the country. In agreement with the current United Nations recommendations on statistical data collection for international migration, only departures of more than one year (previously this minimum period was 6 months) must be declared and are taken in consideration for the tabulations.

Entry visa

To enter Latvia for a temporary stay one must have a Latvian entry visa and proof of invitation to the country. However, no entry visa is now necessary for several European countries. Moreover an agreement between the three Baltic States signed in 1992 defines a common visa area in the three countries and free movement across the territories of the three republics for all citizens and permanent residents with no regard to their nationality. This agreement does not, however, provide the right to work. In addition this agreement provides that entry, departure and transit visas issued by any of the Baltic States are valid throughout the territory of the three States. Nevertheless this agreement is more oriented to a regulation of movement between the three countries: for international migrations separate policies are still operating through various laws, decrees and regulations, most of which date from the Soviet regime.

Exit visa

Under the Soviet regime, international emigration was not in principle possible without an exit visa. The latter was only issued in an international passport on presentation of an invitation from the country of destination. As in the two other Baltic States, this type of visa was abolished after the independence and all citizens have the right to freely leave the country and return. A citizen may therefore request a new passport with five-year international validity and no longer needs an exit visa.

Border crossing

There was a project, similar to the Russian one, to introduce an administrative and statistical form when crossing the border. The proposed variables collected through this form are sex, place and date of birth, nationality and citizenship, motive of migration and, in the case of emigration, place of residence being left plus country of destination or, in the case of immigration, place of new residence, country of origin and some other variables on type of stay and work intentions. However this data collection on the State border has only been established for short-term migration statistics.

Residence permit system

At present immigration laws in Latvia only affect those persons coming to Latvia to reside permanently. A new Migration Act was adopted in June 1992 and concerned immigration and permits to stay in Latvia for foreigners and aliens. Additional regulations were decided in 1993. A further Act on Citizenship was adopted by Saeima (Parliament) of Latvia in July 1994. Generally speaking the residence permit system is much the same as in the two other Baltic States. The norms of this law and those of the law on Citizenship are quite similar to those of the two other countries.

Conclusion

Since the restoration of independence in 1990, the Government of Latvia has taken pains to establish and develop a new system for migration statistics data collection. Several improvements were introduced in 1994 on the transfer of data files from mainframe to PC. In the near future, the development of the Population Register under the responsibility of the Ministry of Interior will facilitate data collection, transferring every month complete individual data files about immigrants, emigrants and persons who change the place of residence within the country. Like other countries, Latvia has some problems collecting data on short-term migration flows, and some improvements are under development at the time of writing.

LITHUANIA

Introduction

Current demographic statistics and population registration systems are similar to those in other Republics of the former Soviet Union and more particularly to those of the two other Baltic Republics.

Census

The latest census was carried out on 12 January 1989, in the framework of the statistical activities of the former Soviet Union. The questions linked to migration were the following:

- place of birth, with the possibility to determine the number of persons born abroad;
- length of residence in the present dwelling;
- whether the previous residence was situated in a rural or urban area (the location of this previous residence, and notably whether it was abroad, was not identified).

For the next census, to be organised in 1999, the Lithuanian Department of Statistics intends to include new questions on temporary absence and temporary residence but also the place of previous residence including foreign countries.

Internal passport system and Population Register

The Ministry of the Interior is responsible for the whole system of passports. The new Lithuanian passport is the same for internal and international use though these passports are valid abroad only with a special stamp and their validity is limited to 5 years. Soviet passports, which were different for internal, international or international business use, began to be exchanged for Lithuanian ones in 1992.

Internal passports remain as it was with the Soviet passport. The Ministry of Interior is responsible for the system of internal passports, these are linked to residence permits. For every individual there exists a corresponding place of residence for which he holds a residence permit. Nevertheless, in practice, the existence of numerous advantages linked to the location of this residence are to the basis of important differences between the *de jure* situation according to the residence permit and the *de facto* situation. For example, access to property ownership is only recognised in respect of persons officially resident in the dwelling concerned.

So the reliability of the migration figures on the basis of this system of internal passports and the registration of residence is extensively dependent on the existence

of these advantages. One can nevertheless suppose that their importance will diminish in the future.

Two types of statistical form are used for each declared change of residence; they are transmitted monthly to the Statistical Office in Vilnius, which publishes statistical tabulations on spatial mobility in Lithuania.

A system for a computerised central population register is currently being studied by the Lithuanian Department of Statistics and the Ministry of the Interior. Data collection started in April 1992 when the Ministry of Internal Affairs issued the new Lithuanian passports. Unfortunately, there are approximately 120 000 adults, plus all children aged 4-16, who still have no new passport and are not therefore yet included in the Population Register. Because of this, the Population Register cannot for the present be used for compiling migration statistics.

Visa system and border crossing

Registration of international migrations follows the same procedure and involves the same forms; this will either take place at the place of exit from the country (departure statistical form) or at the place of entry (arrival statistical form). Only departures for more one year (previously this minimum period was 6 months) must be declared and are taken into account for statistics following the UN recommendations on long-term migration. There is no other special investigation of short-term emigration and an underestimation of long-term emigration may be attributed to short-term trips abroad that are illegally prolonged over one year or even trips that do not fall under any statistical registration.

Entry visa

To enter Lithuania for a temporary stay one must have a Lithuanian entry visa and proof of invitation to the country. However, no entry visa is now necessary for several European countries. Moreover an agreement between the three Baltic States signed in 1992 defines a common visa area in the three countries and free movement across the territories of the three republics for all citizens and permanent residents with no regard to their nationality. This agreement does not, however, provide the right to work. In addition this agreement provides that entry, departure and transit visas issued by any of the Baltic States are valid throughout the territory of the three States. Nevertheless this agreement is more oriented to a regulation of movement between the three countries: for international migrations separate policies are still operating through various laws, decrees and regulations, most of which date from the Soviet regime.

Exit visa

Under the Soviet regime, international emigration was not in principle possible without an exit visa. The latter was only issued in an international passport on

presentation of an invitation from the country of destination. As in the two others Baltic States, this type of visa was abolished after the independence and all citizens have the right to freely leave the country and return. The number of emigrations may therefore be underestimated. Nowadays Lithuanian citizens with the new passport and the stamp of five year international validity no longer need an exit visa.

Border crossing

There was a project, similar to the Russian one, to introduce an administrative and statistical form when crossing the border. The proposed variables collected through this form are sex, place and date of birth, nationality and citizenship, motive of migration and, in the case of emigration, place of residence being left plus country of destination or, in the case of immigration, place of new residence, country of origin and some other variables on type of stay and work intentions.

Migratory exchanges between Lithuania and the Republics of the former Soviet Union

In this particular case, there is the specific problem of repatriation, mainly Russians returning to their country of origin and similarly, Lithuanians returning from Russia or other Republics. Most of these migratory movements are monitored by the department of Migration in the Ministry of Social Security in order to ensure, inter alia, that house exchanges occur between migrants as well as better reinsertion in the host country. An administrative form is consequently completed, with some statistical data. However this data collection is not exhaustive because not every migrant passes through this channel. The same department has made some projections of future repatriation movements, and it would seem that the problem should be resolved by 1997 and will involve some 100 000 Russians leaving Lithuania. In the opposite direction, the number of Lithuanians returning will be much less significant.

Residence permit system

At present immigration laws in Lithuania only affect those persons coming to Lithuania for permanent residence. As regards temporary immigrants, a specific law exists on the legal status of foreigners. That law does not affect persons entitled to Lithuanian citizenship or persons who had permanent residence in Lithuania prior to the law being enacted.

A permit for permanent residence in the Republic of Lithuania can be issued to a foreigner who

- is an immediate relative of a citizen of the Republic of Lithuania,
- is a dependant of a Lithuanian citizen,
- is married to a Lithuanian citizen

- or has a legal source of support in the Republic of Lithuania.

Other than certain categories of persons not allowed to enter or reside in the country, anyone may apply for the right of residence, provided that the number involved does not exceed a fixed quota (2500 per year). Unfortunately, there are still many unresolved problems as regards quotas. This quota system does not apply to Lithuanian citizens.

Conclusion

It is clear from the above that migration policy in Lithuania as, in the two other Baltic States, is still in the formative stages. Overall, it would appear that migration policy in the Baltic States has no specific aims, apart from ensuring that the level of the main nationalities is maintained. This concerns immigrants from the republics of the former Soviet Union, most of whom come without any control. The currently increasing illegal immigration is therefore quite difficult to evaluate. Illegals can be divided into two main groups, those in transit through Lithuania heading for western European countries and those with Lithuanian citizenship wanting to remain and settle in the country.

As far as migration statistics are concerned, the reliability of the data collection is rather difficult to evaluate but three weak points have to be considered :

- the incompatibility between the *de jure* residence (as recorded in the residence permit) and the *de facto* residence (actual situation);
- the problem of underestimation of international emigration;
- the existence of an increasing amount of illegal immigration.

POLAND

Introduction

The changes in the political and socio-economic situation in Poland since the 1980s have influenced radically the size and direction of migration flows and basic types of migrants. Poland has become at the same time a country of emigration, a country of immigration and a country of transit migration. However, change in the legislation and administrative regulations are progressing very slowly, and the new sources of information have scarcely been examined with a view to permitting the production of appropriate statistical data. It has become clear that new laws and new methods for data collection are necessary.

Census

The latest census, carried out on 6 December 1988, classified as permanently resident the population that were present or absent and temporary resident. It included a question about permanent residents who were absent from the household for more or less than two months. The aim of this question was to identify the migratory potential of split families rather than to identify the country of destination. The only information available is found through the answer "abroad" under the question on reason for absence. Neither date nor country of destination was asked. Household members considered to be abroad "for ever" were excluded from the count through this question. The same questions were asked of temporary residents: staying for more or less than two months, and reason for presence. There was also a question on the previous place of residence, to be answered by persons who had moved into the dwelling during the last decade. However the answer did not allow for a foreign country. The 1995 microcensus on a 5% sample of households was supposed to provide better results concerning international migration by introducing more details on the reason for absence and the name of the country of temporary residence. However, the Polish Parliament did not wish to introduce more questions than above mentioned on international migrants.

Population register

According the Act on Population Register and Identity Cards adopted in 1974, all persons residing permanently on Polish territory hold an identity card with a national identification number (numero ewidencyjny). Besides this unique permanent residence it is possible to declare one or more temporary residences. A temporary resident is a person who has arrived in a dwelling for a limited period with the intention of returning to his permanent place of residence. This temporary stay should be more than two months, and from the formal point of view should be renewed after two years if necessary. A permanent resident is a person who declares that he

proposes to stay indefinitely in his new dwelling with the status of owner/occupier or tenant. So the occupation of a dwelling as a permanent residence is linked to the resident's occupation status. For example, a student's accommodation, and lodging with friends, are both considered to be a form of temporary residence. Taking up a permanent dwelling or renting a dwelling in one's own name can transform a temporary residence into a permanent one.

Each municipality or GMINA registers the population by the use of an individual card-index system grouped together by household and address. Since the late 1970s all information gathered in this system has been centralised and computerised in a central population register called PESEL (Powszechny System Ewidencji Ludnosci) under the responsibility of the Ministry of Interior. Foreigners permanently resident in Poland are likewise included in this population register.

Any individual wanting to transfer his place of permanent residence must make a declaration to the local authority of the place of destination on a special form within four days. This document is then transferred to one of the 15 regional centres of the PESEL. According to the Public Statistics Act of 1995, the Central Statistical Office (GUS) is the institution responsible for collecting and processing population statistics. However, all individual information, especially in the case of migration, is nowadays processed directly by the PESEL for the Central Statistical Office.

According to instructions issued by the Central Statistical Office the following categories of migrants have to be considered :

- persons arriving to reside permanently residence in a municipality from another municipality in Poland;
- persons changing their residential status from temporary to permanent;
- persons arriving to reside permanently in a municipality from abroad;
- persons leaving a permanent residence in a municipality to live abroad permanently.

The form completed in the course of this administrative procedure provides the following basis demographic variables: age, sex, marital status, education, profession, origin and destination, and reason for migration.

Given that only changes in the place of permanent residence are included in the statistical tables, the result is most certainly an underestimation of spatial mobility. All in all, only some 500 000 changes in permanent residence occur each year. Another source of underestimation and inaccuracy originates in the negligence of migrants who do not report their change of residence for various reasons and officials who may either overlook or misreport the information received. A part of these inaccuracies has to be seen in the context of the past administrative restrictions aiming at the limiting migration into the biggest cities, for which a permit was necessary.

The method used for measuring international migration is the same as that used for internal mobility. Arrivals from abroad are registered on the same basis but only in case of permanent settlement in Poland. The main consequence is that, on one side, foreigners entering the country on a temporary basis are not taken into consideration and, on the other, international emigration is only rarely declared upon leaving the country. From the a legal point of view, temporary migrants' duty to register was established by the 1974 Population Registration Act but that was not respected in practice due to the intensive growth of this kind of migration. Moreover, any emigration for a period exceeding two months must be also declared, but in practice most individual emigration can easily be disguised.

Visa system and border crossing

As we have seen, there is no current and direct information on migration of foreigners coming to or leaving Poland on a temporary basis. These questions are regulated by the Act on Foreigners adopted in 1963 that is now being amended to meet the present situation. As explained earlier, all cross-border migrants for permanent residence must register their arrival or departure with the local authority. For temporary immigration this situation has changed recently due to the intense inflow of temporary or illegal migrants originating mainly from Romania and the Republics of the former Soviet Union. Outflow from Poland has never been measured properly. During the communist era outward migration was considered antipatriotic behaviour with the result that most emigrants did not apply for an official exit visa prior leaving the country, and used their passports with a tourist visa to cross the border. As a result, the difference between the registered and the actual outflow is difficult or even impossible to estimate.

Another type of registration connected with border crossing concerns individuals setting out for a temporary stay abroad, and requires them to complete a border crossing form. Until autumn 1989 this procedure, called SERP, worked as a subsystem of the PESEL and sought to record all crossings of the state borders. In practice, this system was unable to determine the real duration of absence; data were consequently unreliable and the system stopped when the cross-border emigration flows increased.

It is worth mentioning the registration of tourist movements into and out of Poland. This type of movement is registered at the frontier at the moment of the border crossing. The data are compiled as collective information of movements in and out for every day and every border crossing-point by direction, citizenship and mode of transport. The statistics collected would seem to be reliable for movements in from the West, but they are certainly inaccurate with reference to immigration from the East.

Residence permit system

According to the Act on Foreigners still in discussion in the Parliament, three kinds of stay will be considered:

- short stay permit for one year or less;
- temporary permit for more than one year based on the purpose of stay in the country;
- permanent permit of stay as permanent resident.

Amendment of this law has been prepared on the basis of the regulations currently applied in the EU on entering and leaving the country as well as the rules for the transit or the stay of foreigners in the country.

Nowadays, the only source which provides information on the characteristics of resident foreigners in Poland is the registration of permanent residence permits. Most foreigners get permanent residence status after being in Poland for a few years. Foreigners with permanent residence are included in the population register.

In practice, few foreigners request and obtain a permanent residence permit in Poland except the cases of mixed marriages or ethnic Poles repatriating from the Republics of the former Soviet Union. Besides these permanent residents, a large number of transit migrants have to be taken into consideration. Large numbers of Bulgarians, Romanians, Kurds, Iraqis or Ethiopians, for example, consider Poland as a waiting room to enter Germany and other western European countries. Their number is estimated between one and two thousand yearly.

Conclusion

The current statistics of international migration were introduced for the first time in Poland after World War II and remain unchanged since. Among foreigners, only permanent residents, refugees and asylum seekers are counted. That means a large part of the flows of international migration are not taken into account. The same underestimation concerns the emigration of nationals, because emigrations are rarely declared and easily disguised even if the expected duration of absence exceeds two months. The new Act on Foreigners to be approved in 1996 is expected to lead to a substantial improvement in international migration data collection, especially concerning immigration. More concretely this law will introduce special registers for specific categories of foreigners including those who are temporary residents, refugees, asylum seekers, long-term immigrants, short-term immigrants and other special categories.

ROMANIA

Introduction

Like other Central European countries, Romania is more concerned by emigration by nationals than immigration by foreigners. As a result of the political changes which took place at the end of 1989, several legislative measures have been adopted in order to remove all restrictions on international emigration.

For Romanian citizens, exit visas have been abolished and only a valid passport is necessary to leave the country. Symmetrically, no laws restrict stays by foreigners on the national territory. There are some rules governing the issuing of tourist, diplomatic and service visas. At the same time, the number of illegals in Romania has increased recently.

Census

The latest census was carried out on 7 January 1992. The population is classified as present, temporarily absent elsewhere in the country or abroad, absent for a long period (more than 6 months) and temporarily present with a permanent residence elsewhere in Romania. Various questions were asked on citizenship, ethnic nationality, mother tongue, religion and previous residence. For citizenship and ethnic nationality, the possible answers were Romanian and other (please specify). Only 2 708 foreign citizens were recorded, most of them from the CIS, Greece, Hungary and Germany.

Population Register

All nationals aged 14 and over are given an identity card (Buletin de identitate). Children under 14 are linked with their parent's identity card. Apart from the permanent place of residence, every individual may declare a temporary residence for a maximum duration of one year (renewable).

The Ministry of Interior maintains an up-to-date population register called EVIDENTA POPULATIEI. The complete system is currently being converted to a computerised central register. In order to achieve this, a personal identification number has been given to all permanent residents. The computerised central register already exists for the capital, Bucharest.

All changes of permanent residence must be notified to the local administration of the place of destination. The forms used to register this change of residence contain a statistical section which is transferred each month to the National Commission for Statistics in order to publish the demographic tables on spatial mobility. This statistical form records several variables including sex, date of birth, place of

departure and place of destination, date of change of residence, occupation, reason for moving, occupation status in the new dwelling and identification of children under 14 moving with the person, including their sex and date of birth.

Individuals are also obliged to notify any change of temporary residence and the National Commission for Statistics uses this information twice a year in order to fix the situation of the temporarily resident population. The existence of a temporary residence introduces a clear underestimation of the spatial mobility in Romania, since only changes of permanent residence are taken into consideration. Up to now the population register gives no information on international migration.

Visa system and border crossing

Entry visa

In order to cross the Romanian state border, citizens of a foreign state with which Romania have not concluded any bilateral agreement abolishing visas must obtain one of the following categories of visas:

- diplomatic visa, with a validity linked to the duration of the diplomatic mission in Romania ;
- official visa,
- temporary stay visa,
- tourist visa
- transit visa.

These visa give the right to stay in Romania for the following periods: for diplomatic and official visas, the duration of the mission; for the temporary stay visa, one year with the possibility of renewal for a further year; for a tourist visa, 60 days with the possibility of renewal for a further 60 days.

Beside these foreigners with permanent residence in Romania, another category of foreigners with temporary residence comprises 27 000 persons employed by or associated with mixed and foreign companies in the country, and 22 000 students. These foreigners are not included in the census.

Prior to 1990, the main source of information on international migration was provided by the Ministry of Interior, Directorate-General of Passports and Border Police, on the basis of exit visa applications. This information was kept secret, but it is now considered as a potentially interesting source. However, legal emigration by nationals up to 1989 is estimated to have been only one third of the total emigration flow. All other emigrants detected a posteriori from the local population register were defined as illegal emigrants.

Since 1990, emigration data have been based on passport applications. In practice, a Romanian intending to leave the country will apply to settle abroad. The form for this purpose, EVIDENTA SOLICITANTILOR DE DOMICILI IN STRAINATATE represents a *de facto* application to settle abroad. In principle, all these documents will constitute a register of Romanian citizens living abroad. At the time of emigration the emigrant will leave his identity card at the local administration and retrieve it on returning to the country. This is the way emigrations and return of nationals can be measured, the statistical information being transferred between the local administration and the National Commission for Statistics. Nevertheless, this system suffers from several shortcomings: a large number of nationals leave the country not with a blue full passport, but a green tourist passport which is valid for only 5 years, and then neither return within the 5-year period nor renew their passport for a second period of 5 years. Moreover another group of Romanian citizens leave the country without a passport and without notifying the local authorities. Most of these illegals are Romanians who are heading towards Hungary, Germany or Austria. Among the applicants for a passport during the year 1990, about 60 000 were of German nationality or ethnic origin, 17 000 were Romanians and 9 000 Hungarians.

Finally, some bilateral agreements permit a temporary stay abroad associated with a work permit. There are some 3 000 agreements of this type with German companies, with stays ranging from 3 to 12 months.

Residence permit system

No law regulates the length of stay of foreigners on Romanian national territory. The existing rules concern the grant of visas. For example, no residence permit is delivered with the issue of a work permit. Apparently there is no system to track the presence of foreigners and the stock of foreign population is determined only by the census. Beside the 2 807 foreigners recorded in the 1992 census, another category of foreigners with temporary residence comprises 27 000 persons employed by or associated with mixed and foreign companies in the country, and 22 000 students. These foreigners are not included in the census.

Conclusion

Migration data are collected by the National Commission for Statistics from various official sources. In spite of this fact, migration statistics do not reflect a complete image of international migratory movements in Romania. According to the National Commission for Statistics, the main problem is the distinction between migration and tourism. They are hoping that recent changes in some western European countries' legislation concerning international migration, as well as the changes which will soon be in force in Romanian legislation, should result in improved migration data collection.

SLOVAK REPUBLIC

Introduction

The basis for data collection of demographic and migration statistics in both the Slovak Republic and the Czech Republic will, for the time being, remain broadly as it was in CzechoSlovak Republic. The former Federal Statistical Office in Prague is now the Czech Statistical Office, while the Statistical Office of the Slovak Republic has been established in Bratislava. In fact, under the Federal Republic the Statistical Office in Bratislava already acted as a central statistical office, competent for affairs in Slovak Republic. Except for methodological activity and participation in international cooperation programmes, this office performed all current activities of a national statistical authority. In 1993 the Statistical Office of the Slovak Republic took over responsibility for methodological activities as well as representation in international organisations. The most important consequence of the recent political changes, since 1 January 1993, is the fact that movements across the border between the two republics now have to be counted as international migrations.

Census

The most recent census was carried out on 3 March 1991 before the dissolution of the Federation. The *de facto* population is concerned with distinctions between permanent resident, temporary resident and permanent resident temporarily absent. A number of questions were asked with regard to international migration. The question on citizenship permits a classification between Slovak citizens, Czech citizens, stateless and others citizens (to be specified). There is a similar question about nationality or ethnic group (Slovak, Czech, Polish, German, Romany or other to be specified). Questions also cover mother tongue, religion, permanent place of residence at time of birth, and mother's place of residence at birth. A further question asked for information about persons absent from CzechoSlovak Republic and living abroad.

Population Register

Prior to the dissolution of the Federation, all Czech and Slovak citizens were registered in the Central Register of Citizens (CRO) established in 1980. Unfortunately this was essentially a police register and not intended for the needs of migration statistics. This register was centralised and computerised; decentralisation towards the regions began in 1992.

Each citizen is given a national identification number (Rodne Cislo) and has a principal or permanent residence. In parallel he may declare one or more temporary residences with a renewable maximal duration of occupation of two years. The

permanent residence and the temporary residence(s) are recorded in the population register called REGISTR OBYVATELSTVA.

Since the birth of the Slovak Republic, the Interior Ministry has developed a new concept of central registration; this was adopted by the Government in July 1995 and will come into force in 1997. It is designed to replace the present Central Register of Citizens established in 1980 and operated by the former Federal Interior Ministry. However, at the present time, some basic population registration functions are fulfilled by the CEPO (Central Registration of Inhabitants' Residence) organised under the responsibility of the Interior Ministry and based in Banska Bystrica.

Visa system and border crossing

Entry visa

The Act of the National Council of the Slovak Republic on foreigner's residence on the territory was adopted in July 1995. Compared to the previous legal framework, this law sets out the precise terms upon which an alien may enter the Slovak Republic country and may be granted a permanent residence permit on Slovak territory.

Exit visa

Prior to 1990, every Slovak or Czech citizen wishing to leave the country had to obtain official authorisation to do so. Therefore, he had to apply for a special emigration passport, which was only issued on the condition that the individual wishing to emigrate completed the record on migration. Nevertheless this procedure was unreliable and the statistics of legal emigration of Czechoslovak citizens are incomplete. Nationals who left the country under the cover of a tourist visa or who did not declare their exit were generally identified in due course by the local police and this discovery resulted in a declaration. The statistics thus obtained have only recently become accessible and constitute what is called illegal emigration. According to the tables produced by the Statistical Office, illegal emigration represents two-thirds of the total estimated emigration during the 1980s.

Since 1991 all restrictions and regulations concerning emigration have been abolished: there is no emigration authorisation, no exit visa and no more "illegal" emigration. However all emigration must still be declared to the local administration by returning the identity card. This is not what actually happens, but the proportion of emigrants who keep their identity cards remains unknown. One can conclude that the problem encountered nowadays is rather the under-registration of legal emigration by nationals.

Border crossing

No systematic checks are made at borders. Emigration of Slovak and Czech citizens is thus not recorded on crossing the border. However, as in the Czech Republic, gross

estimates are made by the frontier police as a body of the Ministry of Interior. Other estimates are produced by the Passport and Customs Service, based on the movement of private cars and buses. Finally, some data are also taken from tourism statistics.

Residence permit system

The CSFR Law on residence of foreigners (1992), was amended in 1995 by the Slovak Government. This law provides for three types of residence permit: temporary, long-term and permanent.

- A short term residence permit is granted for a maximum of 180 days and can be obtained mainly for tourism purposes. It does not offer the possibility to work in the country.
- The long term residence permit is valid for a maximum of one year and may be renewed. It is linked to the exercise of an activity or studies in the country and permit to stay as long as one is exercising an occupation or studying. In all cases, their validity is limited to the reason for which the permit was issued.
- Permanent residence permits are issued in the case of family reunification and mixed marriage or for humanitarian reasons or in cases which are in line with the interest of the governmental foreign policy.

The Statistical Office of the Slovak Republic does not estimate the number of foreigners of various types of residence in the territory of the Slovak Republic; neither does it have official data at its disposal.

Migration between the Czech Republic and the Slovak Republic: new international migrations

Migration flows between the Czech and Slovak republics have been traditionally very intense, but before 1993, in the CSFR, migration between the two parts of the country was a matter of internal migration. Therefore starting on 1 January 1993, by mutual agreement of both Republics' Statistical Offices, all these movements have to be counted as international migration. In this respect, statistical information on these migrations is now published as a subset of international migration statistics in both countries. These data provide important information in the context of the persisting positive migration balance between the two republics towards the Czech Republic and the potential for a mass exodus from one Republic to the other. However, the present situation of exchange of data on migration between the two republics does not allow for the supply and publication of information on flows between regions, districts or municipalities of the two countries.

Conclusion

In the Slovak Republic, the process of collecting statistical data on international migration is not clear as neither the statistical form for migration data collection nor the population register are suitable for the measurement of international migration. For example, data on emigration is assumed to be substantially under-reported. Since liberalisation of foreign travel, those leaving the country do not have to follow any special administrative procedures, and statistical measurement of emigration is thus unreliable. In all cases, as far as the future is concerned, the confrontation of data published by the Statistical Office with those provided by the Ministry of Interior is strongly recommended. The new Population Register will register all changes of the place of residence on a computer base, but coordination between governmental administration bodies and the Statistical Office will be needed, and the subject of special negotiation.

SLOVENIA

Introduction

Slovenia was the only Republic of the former Yugoslavia to have provided current migration statistics for a long period. Specific methodologies had therefore been developed taking into account the national situation and the international recommendations. Recent changes in the country's socio-economic and political fields resulted in the need for a wide improvement to the complete population statistics system and migration statistics in particular. Since recognition of Slovenia as an independent sovereign state, numerous changes have been made in the law, and new regulations adopted which have influenced data collection and methodology for producing migration statistics. In the past, Slovenia was especially attractive for the inhabitants of less developed areas of the Republics of the former Yugoslavia. Today, Slovenia attracts migrants from the east and the south on their way to western and northern Europe. Despite fairly liberal legislation on immigration, the number of illegal migrants has been increasing considerably in Slovenia over recent years.

Census

The latest census was carried out on 31 March 1991. Although the census was partly register-based, the whole de facto population was involved including :

- persons permanent resident and present ;
- persons temporarily present but not permanently resident (with indication of the place of permanent residence and the reason for presence, for work or education);
- persons permanently resident but temporarily absent (with the reason for absence including five reasons for being abroad). Another question asks the foreign country and the number of years of working or living abroad.

Other questions are nationality or ethnic group, religion, mother tongue and usual language. Note that respondents have the Constitutional right not to answer the question of ethnic nationality. No multiple choice is given this question: it is an open question. Besides the place of birth and the place of mother's permanent residence at birth, a question is asked on the place of previous residence (with the possibility to answer with the name of a foreign country) and the year of immigration to the current residence. Finally a question is asked on the number of years worked abroad and the year the respondent returned from working abroad.

Population register

The Central Population Register (CPR) was introduced in 1971, following the model of the Danish and Swedish population registers. It is a centralised and computerised register of all persons belonging to these categories :

- Slovenian citizens permanently registered and living in the country;
- Slovenian citizens who are migrant workers abroad;
- Foreigners permanently resident in the country (for these foreigners, the data serve only for the assignment of the Personal Identification Number and are not further updated).

An identity card with a Personal Identification Number was introduced in 1981 and allows the pairing of all data linked to the same person. A new law under discussion proposes to include in the CPR every person - citizens and foreigners with permanent or temporary residence, refugees, border workers, Slovenian migrant workers abroad and more generally all persons obliged to pay taxes in the country or persons with pension or inheritance rights.

The CPR is maintained by the Statistical Office of the Republic of Slovenia and updated on the basis of local population registers; these are under the responsibility of the Ministry of Interior., Data transmission from municipal registers to the CPR has been fully computerised since 1982. The CPR is updated weekly and statistical tables are produced on a monthly or annual basis. Since 1991, data have been added in the CPR on those nationals who departed abroad for more than three months and on those who have returned from abroad and had reported their temporary absence.

The permanent residence of an individual is defined by law as the place where he settles with the intention to live there permanently. However one may also declare a temporary residence. In several cases, financial advantage means that the temporary residence becomes the one where people are living in reality while the permanent residence is only notional. However, migration statistics produced by the Statistical Office are based only on changes of permanent residence. The intended duration of residence as well as the de facto duration are not taken into account, in accordance with the regulations. A change of residence (migration) is statistically recorded only after the migrant has met the conditions for registration of permanent residence (dwelling, living, resources, citizenship, residence permit). If these conditions for permanent registration are not met, a temporary registration is made but the associated change of residence is not registered in the CPR and thus not included in the migration statistics. Therefore, actual and recorded migrations are not strictly the same in either intensity or timing of migration. For example, the time difference can even extend to several years, which has an impact in the age structure of migrants. The essential deficiency of the migration data collection through the CPR is that only data on permanent residence of nationals are considered. Temporary migration, which in Slovenia is on the same scale as permanent migration, has not hitherto been statistically monitored.

As far as international migration is concerned, the registration of temporary residence (i.e. registration of residence for persons entering Slovenia from abroad and not meeting all the permanent residence conditions) and the notification of departure on leaving the country are required by law. The two have must declared on the same administrative and statistical forms as for the change of permanent residence within the country. Such data have been available in the municipalities since 1991. However, as the data collection is not yet organised, it has not yet been exploited for statistical purposes. Moreover as nationals departing for abroad have no interest to declare they are leaving, data on international emigration are assumed to be rather unreliable.

The use of a centralised and computerised population register such as the CPR and a frequent checks on the situation of the stocks of population, on the basis of census or microcensus, should permit better enumeration of emigration and return migration of nationals. Besides the CPR, the Ministry of Internal Affairs has a register of all nationals working temporarily abroad but there, too, underestimation occurs.

Visa system and border crossing

Foreigners need a valid passport with an entry visa to enter the territory of the Republic of Slovenia. There are different kinds of entry visa:

- work visa delivered in accordance with a work permit for the time fixed by the work contract;
- business visa delivered on the basis of evidence of business activities or technical cooperation for the time of performing the business.

Citizens of several countries with bilateral agreements may enter the country with an only identity card or a passport without visa. Nationals leaving the country do not need an exit visa, and there is no statistical data collection at the border.

Residence permit system

Foreigners arriving in the Republic of Slovenia with a valid passport may stay three months or for the time determined by the visa. Those arriving with an identity card or a passport without visa may stay 30 days.

All foreigners wanting to stay longer for whatever reason must apply for a residence permit. There are two types of residence permit:

- a temporary residence permit for specific purposes (including humanitarian reasons) with a validity of one year which may be extended;
- a permanent residence permit if the persons lives on the territory of the Republic of Slovenia for three years without interruption on the basis of a temporary residence permit and meets the conditions for permanent residence.

A register is kept of all foreigners with a permanent or temporary residence permit. The following data are systematically updated in this register: name, sex, date and place of birth, citizenship and occupation, last residence abroad, present temporary or permanent residence in Slovenia, date of arrival, reason for staying, means of subsistence, kind of passport and date of application for the residence permit and its expiry date.

Conclusion

The Statistical Office of Slovenia has decided to revise all its methodology of population statistics with a register-based system in order to comply as much as possible with international recommendations on population and international migration statistics. The main objective of this broad revision of population statistics is to harmonise all current demographic research, the Central Population Register and the censuses and, more particularly, to adapt the data collection process to the new international migration pattern in Slovenia.