

# International Migration Statistics in the Mediterranean Countries Summary report of missions to the 12 project countries (3/1999/E/n° 18)



EUROPEAN  
COMMISSION



THEME 3  
Population  
and social  
conditions

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## MISSIONS TO THE 12 PROJECT COUNTRIES AND RECOMMENDATIONS

### 1 Background

- 1) The joint declaration of the Conference of Barcelona, comprising twelve countries in the Mediterranean Basin, and the then twelve Member States of the European Union, held in November 1995, stressed the importance of sustained and balanced economic development in the Mediterranean basin as a whole. The agreed aim was to make the area one of shared prosperity.

Reliable, harmonised and up-to-date statistics will be necessary to measure and monitor programmes directed towards achieving this aim.

A seminar held subsequently in Naples in mid-1996 highlighted migration as a priority topic. The key fields identified were:

- a. to produce an inventory of sources and statistics, with the objective of proposing a regular collection of statistics and proposals for improving the statistical infrastructures;
- b. to measure flows in the receiving countries outside the 12 MED countries (Algeria, Cyprus, Egypt, Israel, Jordan, Lebanon, Malta, Morocco, Palestine, Syria, Tunisia, Turkey);
- c. to encourage the use of internationally comparable definitions (United Nations Recommendations) and the use of censuses of population to measure migration;
- d. to train statisticians working in the field of migration.

- 1) This plan comprised two major elements, namely:

- a. An evaluation of the current situation – what sources are available and which are currently used in each country; what migration statistics are produced and/or published and how reliable are they; what are the international organisations and what are the legal frameworks governing migration and the collection of data on international migration.  
Timescale Oct. 1997 to Nov. 1998
- b. Action to improve, as far as is practicably possible, the availability and quality of migration statistics in each project country, and to maximise data comparability between countries. The outcome will take the form of recommendations, followed by appropriate pilot studies in each country. For example, the pilot could be a feasibility study, for a new migration survey, or exploiting administrative sources to produce statistics, or enhancing existing statistical sources.  
Timescale Nov. 1998 to June 2001

***Training will be an integral part of this element and will run from mid-1998 onwards***

A Task Force (selected project countries) and Steering Group (all project countries) were set up to agree a Work Plan, and to continuously monitor and consolidate the whole programme. The Work Plan was agreed by the Steering Committee at a meeting in Cyprus in January 1998

- 1) Work on the first element is complete. A three-part questionnaire was sent to the project countries in February 1998, and the results presented to a meeting of the Task Force in Morocco in July 1998. The questionnaire covered the national legislation governing movement into and out of a country, actual and potential sources (administrative and statistical) for measuring both flows and stocks, and the needs for migration data, and a request for information to establish what is currently available. The latter complemented a study of what has recently been published by international organisations (the United Nations, Eurostat and the Council of Europe). All of this work has been published in the Eurostat Working Papers series, namely:-

3/1998/E/9 International Migration Statistics in the Mediterranean Countries: current data sources and statistics available from International organisations  
D Pearce

3/1998/E/20 International Migration Statistics in the Mediterranean Countries: Current data sources and statistics available in the countries  
D Pearce & D Rotolone

3/1998/E/21 International Migration Statistics in the Mediterranean Countries: Report on the legal situation  
C Hein

Reports 20 and 21 have been revised to take into account new or additional information and some corrections collected during Missions by individual experts to each of the 12 project countries..

## **2 Missions**

### **2.1 Aims**

The purpose of the Missions, taken from the Terms of Reference, is highlighted at Annex 1. The list of broad areas covered was agreed at the Task Force meeting held in Morocco in July 1998. In summary, the experts were asked to probe the users and uses of international migration statistics; the availability and access to administrative data sources and their links with legislation; the actual and potential value of sample surveys and censuses, and of a follow-up survey linked to the Census of Population and their agreement, in principle, to include the United Nations recommended question on international migrations (usual address one year ago) for the ECE Region. The experts were also asked to list some potential items which could be trialled or prototyped (pilot studies) in the second stage of the project (part of the second major element of the Work Plan). In particular, such pilot studies should have a regional or sub-regional context, involving several project countries, which would enhance the supply and/or reliability of statistics for national and international purposes. At a mission de-briefing session held in

Luxembourg in December 1998, it was agreed that it was important that all the project countries should be involved in the country specific project work. It was also agreed that a relatively high level plan should be put together, on which country specific projects should be progressed further within a general framework provided by CESD-Roma and agreed with Eurostat. National co-ordinators should provide direction on the priority areas. The high-level plan will need to be expanded into a detailed project plan of country specific projects in the second half of 1999. An implementation start date is planned for late 1999.

## 2.2 Timetable

The timetable for each mission, and the corresponding expert are shown below

	Dates (all 1998)	Experts
Lebanon Syria Turkey	19-23 October ) 25-29 October ) 16-20 November )	Jeannette Schoorl (NIDI - Netherlands)
Jordan Israel Palestine	3-7 October ) 2-6 November ) 31 October: ) 1,7-9 November )	Mauri Nieminen (Statistics, Finland)
Tunisia Algeria Morocco	2-8 November ) 9-15 November ) 16-23 November )	Jamal Bouchachen (DS-Morocco)
Malta Cyprus Egypt	22-24 September ) 29 September- 2 October ) 10-15 November )	David Pearce (ONS – United Kingdom)

The Mission Reports have followed a standard layout, which was illustrated in the terms of reference. Nevertheless, some variability in content and style is inevitable, reflecting the background and attributes of each expert. Consequently, the mission reports are published in blocks of three (that is, for each expert) in the Eurostat Working Paper series. This overall report is divided into three sections, namely:-

- a. A very brief summary of the Mission to each project country, using the completed questionnaires, as necessary.
- b. Common themes emerging from the missions.
- c. Recommendations for inclusion in the pilot studies.

### **3 Mission reports**

#### **3.1 Algeria**

##### **a) Major population issues**

The population of Algeria was 29.3 million according to the 1998 Census of Population. The main receiving country for Algerian emigrants has been France. In 1975, France had around 1.1 million residents of Maghreb nationality, of whom over 700 thousand (64 per cent) were Algerian. By 1985 the Algerian population had grown to some 820 thousand, but has since declined, by about 200 thousand. Sizeable populations from Algeria live in Belgium (10 thousand) and Germany (19 thousand).

There is special interest in Algerians living abroad, particularly their well-being and protection. Consular data are important. There is also interest in foreigners working in Algeria, with regulations in place about the conditions of employment of immigrant workers (though French and Tunisian nationals do not need a work permit). Likewise, there is interest in Algerians working abroad. The Ministry of Employment collects information on persons going abroad under conventions or agreements between States, involving primarily professional workers, such as doctors and engineers, going to specific Arab countries.

Against this background of interest, very few statistics are currently available on international migration, both flows and stocks. There is a keenness and awareness among the various interested Ministries, including, of course, the National Statistical Office (ONS), that this topic area should be developed through enhancing existing sources and co-ordination of interested bodies. The ONS is willing to play a leading role by, for example, setting up a small unit on migration.

##### **b) Major sources used**

The 1987 Census included questions on birthplace, nationality and place of residence in 1977. However, the place of residence question was only used only to measure internal migration.

Sample surveys have not been used, though a 1996 Survey on Employment covered transfers of money from members of a household who were living abroad. A 1970 Population Survey, which covered migration, is now, of course, very much out of date.

Statistics are collected, including nationality and residency status on border movements, through arrival and departure cards. However, historically the coverage in terms of statistics being sent to ONS is sparse; further, the publication of statistics is selective and ad hoc. Nevertheless, in the absence of other sources the border statistics have been used to estimate the net migration element of population change (for nationals). The Ministry of the Interior has not sent the statistics to ONS since July 1996, because of pressure of work on election issues.

### **c) Potential sources**

#### *a. Statistical*

The most important source, which can be and will be used, is the 1997 Census of Population. This Census included questions on country of birth, nationality and place of residence in 1987 (i.e. at the time of the last Census).

#### *b. Administrative*

A foreigner who wants to settle in Algeria needs a residence permit (card of residence). It is valid for 2 years, but can be renewed. Visas have a maximum time limit of 3 months. To stay in Algeria for longer requires a residence permit. These procedures are administered by the Ministry of Interior. There is a legal obligation on both employers (within 30 days) and landlords (with 24 hours) to notify the Ministry of foreigners working or living in the country. Moreover, when a foreigner living in Algeria leaves the country, he or she needs an exit visa (issued locally).

These procedures could generate useful information on both flows and stocks.

Likewise, information is collected on immigrant workers by the Ministry of Employment and Vocational Training. For employment, a work permit is required, which is renewable after 2 years. There are deficiencies in this source for measuring inflows; for example, self-employed persons are excluded, as are foreign spouses of Algerians who are automatically granted a residence permit. Further, the data are often out-of-date when they reach the central point. These data are only used for administrative purposes, although they have been made available to researchers and students. They are, however, a potential source for statistics on immigrant workers.

The administrative procedures at the borders also have the potential to measure flows. Part of this process would be the regular production of statistics; part would be to enhance the information collected by including questions on duration of stay.

Consular statistics, which are currently not sent to the ONS in Algeria, could also be exploited, though there are known deficiencies (for example, irregular emigration, those not using Consulate services, dual nationality, multi-consulate registrations). Many Consulates are now computerised, particularly in those countries where there is a high concentration of Algerians, and there are plans for the automatic transmission of data from such Consulates to the Director-General for Consular Business in Algeria.

#### **a) Further Censuses**

Algeria will include a one-year migration question in their next (2008) Census.

They also intend to include a module on emigration.

**b) Recommendations**

- 1. Evaluate the use of residence permit data and exit visa data kept by the Ministry of Interior and of the work permit data kept by the Ministry of Employment (though known to be deficient and selective).**
- 2. Evaluate the use of border statistics; in particular on enhancement to include duration of stay question.**
- 3. Assessment of the statistics produced from the 1998 Census of Population.**
- 4. Assistance (technical and training) to help planned the new unit in the Statistical Office develop information and publish statistics on international migration, and with co-ordination between the appropriate Ministries.**



## **3.2 Cyprus**

### **a) Major population issues**

Population policy is important to Cyprus, being a small island (660 thousand population). Issues about the labour force are of particular importance. In particular the Government has taken steps to increase return migration of persons of Cypriot origin abroad, particularly those with skills, thus reducing the dependence on foreign workers. Thus the policy is to encourage population growth by selective immigration.

The ability to assess the effectiveness of the return migration policy is, however, poor because of lack of statistics. The decennial Census of Population is currently the major source.

Cyprus is an applicant country to join the European Union, with a target accession date of 1 January 2003. Cyprus is active in either currently providing figures required by Eurostat (the Statistical Office of the European Union), or being in a position to provide them before or at the time of accession. This work is top priority. It includes an initiative to explore ways of using an aliens register and a social insurance register to meet a European Union request for statistics on foreign workers.

### **b) Major sources used**

Arrival and departure cards were used as a major source for estimating international migration up to mid-1991. Their abolition from that date created a vacuum until June 1997, when a Passenger Survey on arrival was introduced. This new source, designed primarily for tourism purposes, has provided an estimate of both long-term and short-term immigration, though more data are required for a thorough assessment of its longer-term value.

The Census of Population is the major source. The last census held in 1992 included stock questions on country of birth and citizenship and a flow question on place of usual residence one year prior to census date.

### **c) Potential sources**

#### *a. Statistical*

A small pilot survey at departure points has recently been initiated with the main aim to get information on tourism expenditure. There are two problems in developing this source to measure emigration. The first is financial. The second is methodological. The sample does not provide a large enough sample of migrants. It is not distributed across all flights. Some are given more weight than others. There needs to be a methodological study to examine whether a migration filter can be introduced; and to determine whether such a filter would complicate the survey, and add to the cost.

A Labour Force Survey is to be trialled in the Spring quarter of 1999. It will conform to the European Union model, and as such, will include questions on nationality, number of years of residence in Cyprus, country of birth, and country of residence one year ago. The

sample size is relatively small, as with most voluntary sample surveys, and this could impinge on its value as a source for measuring migration. An assessment is needed.

**b. Administrative**

Cyprus will be combining an Aliens Register and a Social Insurance Register to form a Migrants Workers Register. The work is due to take place in 1999. Both the Aliens and Social Insurance Registers are computerised.

The Social Insurance Register includes foreigners with an aliens register certificate, and provides information on type and nature of employment, as well as basic demographic data on age and sex. The register only identifies non-Cypriots as a group (and Cypriots). A common number on both registers would, however, enable nationality information on the Aliens Register to be used to provide a detailed nationality breakdown of the non-Cypriot group.

Further, the Aliens Register consists of a live database which can be accessed, and updated if necessary, on-line. It covers all foreigners with duration of stay of more than three months by selected types. There is potential to distinguish stays of less than or more than one year, to compare entrance /departures with earlier departures/entrances, to match one version of the database with a later version. Thus it is a potential source for measuring stocks and flows.

**a) Future Censuses**

The next Census, planned for 2001, will include a question on usual address one-year ago, country of birth and country of citizenship.

While there is some interest in using their next Census as a sampling frame for a follow-up survey, such a survey could not be contemplated until the mid-2000s. The top priority is the effect the statistical developments required from European Union membership. EU funding for a survey might make a difference.

**b) Recommendations**

- 1. Fuller assessment of the Passenger Survey as a source for measuring immigration, and development and assessment of the tourist pilot survey to measure emigration.**
- 2. Evaluate the use of the Aliens Register as a source for measuring migration**
- 3. Evaluate the reliability and coverage of the statistics from the Migrant Workers Register (using the Social Insurance Register and the Aliens Register).**
- 4. Access the Labour Force Survey as a potential source.**

### **3.3 Egypt**

#### **a) Major population issues**

Egypt is the seventeenth most populous country in the world, with a population of 59.3 million (1996 Census). Most (97 per cent) live in the Nile Valley and Delta comprising just 4 per cent of total area of the country. In Cairo the density of population has reached 31.7 thousand persons per square kilometre. Population growth is considered by the Government to be too high, impeding development and frustrating improvements in the quality of life for each inhabitant. The population of Egypt doubled in just 22 years, from 1976 to 1998.

Immigration into Egypt is negligible. In contrast over 2 million Egyptians are temporarily working abroad while a further one million have settled abroad, in European Union countries, North America and Australia. The 'brain drain' started in the 1960s. Most of the short-term or temporary migrants go to other Arab countries and the Gulf States.

The most important population objectives are to reduce maternal and childhood mortality, improve health care and education and to create new settlements in the desert, to relieve the congestion along the Nile. Thus, there is greater interest in internal migration than international migration; and producing international migration statistics has less significance than other demographic statistics.

However, Egypt does have a particular interest in international migration in that registers have been set up, and detailed information published, on highly qualified and distinguished Egyptians who have permanently emigrated abroad. Such people are encouraged to return to Egypt for a short period to aid Egypt's technological, economic and social development. There is also a need to obtain a statistical picture of temporary migrants abroad, to incorporate them in population projections in the event of a sudden return migration caused by political changes or instability in the host countries.

#### **b) Major sources used**

The main source of overall flows statistics is the arrival and departure card system. The card includes information on purpose of visit, but not on intended duration of stay, and thus only provides information on, for example, tourism. However, statistics on total movement is one of the variables used to provide an annual estimate of net international migration, for population estimates purposes. Information from other sources is also incorporated in a model used to estimate international migration.

Those Egyptians intending to emigrate permanently have to complete a long-term emigration form. When the emigrant arrives in the country of destination, another form is completed at the Egyptian Embassy, effectively declaring a change of citizenship. Both forms are initially sent to the Ministry of Interior, and then to the Statistical Office (CAPMAS). However, this source only provides information on legal emigrants who intend to leave Egypt permanently.

Information is also published on short-term emigrants, whom need a work permit from the Ministry of Manpower and Emigration to work abroad. Such workers also need to re-

register with the Ministry of Interior on return in order to re-join the Egyptian labour force. This information is also published.

Students wishing to study abroad also need a permit, and to re-register on return. Information on such students is available back to 1898.

Work permits are also required by non-Egyptians intending to work in Egypt on a short-term basis, often as experts in specialised fields. A joint CAPMAS and Ministry of Manpower annual publication is produced showing the inflows by, for example, country of origin, field of work and occupation.

Emigration data have also been obtained from an emigration module in the census of population. The 1996 Census included questions on the status of family members living abroad; that is, whether they were on holiday, working abroad on a short-term or long-term basis. An estimate of wholly moving households living abroad was based on information supplied by relatives and neighbours.

The prime source for stock figures is the census of population. The 1996 Census included questions on country of birth and citizenship. It did not include a flow question because immigration is not a major issue. Most effort has been directed at measuring emigration.

### **c) Potential sources**

#### *a. Statistical*

Given Egypt's interest in emigration, a greater use of receiving country statistics may be helpful, particularly in producing a statistical picture of Egyptians living abroad.

#### *b. Administrative*

The arrival and departure cards could also be developed to include a question on (intended) duration of stay, which linked with the purpose of visit might provide information on migration flows.

A computerised population register also exists for Egyptian nationals. The Register is updated for legal emigrants, either short-term or permanent, and returning short-term emigrants. The Register is maintained by the Ministry of Interior, but has not been used to provide migration statistics. Its potential value needs to be assessed.

### **a) Future Censuses**

The next census in Egypt is planned for 2006. They would be prepared to include the UN recommended question on usual address one year ago, for international comparability.

They would also be interested in a follow-up survey of migrants, migrant and non-migrant households and covering such issues as reasons for emigrating or for not emigrating, remittances etc.

**b) Recommendations**

- 1. Evaluate and prototype the use of arrival and departure cards to measure international migration.**
- 2. Evaluate the use of the multi-source model to measure net migration which uses arrival departure cards, legal emigration, work permit data, and re-registrations of returning migrants.**
- 3. Evaluate the potential of the computerised population register to measure stocks and flows.**
- 4. Assess the reliability of information provided by the 1996 Census emigration module.**
- 5. Set up training seminars covering methodologies and sharing common experiences, possibly at a sub-regional level.**

### **3.4 Israel**

#### **a) Major population issues**

The major population issue for Israel is immigration. The current size of the population is some 6 million. Between 1948 and 1996 over 2½ million people emigrated to Israel, with ¾ million entering between 1990 and 1996 – around 650 thousand from the former Republics of the USSR and over 30 thousand from Ethiopia. While most immigrants obtain prior permission to settle in the country, a sizeable proportion (14 per cent in 1996) obtain a status change while in the country (settling tourists). The legal provisions reflect the special interest in immigration – for example, the Law of Return (1950), the Law of Entry into Israel (1952 – amended 1996) and the Foreign Workers Law (1991).

Considerable attention is given to the absorption of immigrants, particularly to help them settle after arrival. A special agency, the Ministry of Immigrant Absorption, exists. This Ministry maintains a database of immigrants receiving services and publishes an annual report, containing many statistics, some provided by the Central Bureau of Statistics. The most recent report (Immigration and Absorption 1989–1997) was published in June 1998. The Central Bureau of Statistics publishes an annual report of immigration statistics, which includes current and historical data. The statistical picture has been supplemented by specialist sample surveys such as the Longitudinal Immigrant Employment Survey.

In general, the statistical systems in Israel are well developed, though an assessment on the reliability of outputs is desirable.

#### **b) Major sources used**

Both administrative and statistical sources are used. A border control database and a national population register are the main sources used for measuring flows.

Each non-resident or non-national entering Israel completes a card in duplicate – one is registered on arrival, and the other returned on departure. Selected information, including passport number, are entered into a border control database. The corresponding information is also collected at departure, with the passport number being the key identifier to check departures against entrants. Information is also collected on residents and nationals entering and leaving the country and this information together with personal details are also entered into the border control database, maintained by the Ministry of the Interior. Database information is linked to population register. Further, each immigrant with a visa to settle in Israel completes a relatively extensive registration form containing such details as date and place of birth, religion, nationality, marital status, sex and educational level. Some of this information is used to establish the initial record in the population register. The population register, computerised in 1970 and run under the authority of the Ministry of Interior, is used to generate statistics by the Central Bureau of Statistics.

The main source of stock figures is the census of population updated annually on the basis of change recorded in the population register. The 1995 Census included questions on country of birth, year of immigration, parents' country of birth, and in the sample section,

a question on usual address five years ago. The continuous labour force survey which includes birthplace questions has also been used to measure characteristics of stocks.

The two statistical sources have been supplemented by specialist surveys on, for example, illegal workers, the employment of immigrant populations, and immigrants from the former Republics of the USSR.

#### **c) Potential sources**

All potential sources are being exploited, in particular, the elaborate procedures for controlling entrants and exits at the border, and the integration of statistics collected at the border with the population register. Maintenance of high quality and reliable statistics does, however, require continuing co-operation between the Border Control Authorities, those running the population register and the Central Bureau of Statistics. Currently, the issuing of work permits is not computerised.

#### **d) Future Censuses**

The date of the next census has been set for 2006. (No information is available in the Mission Report on whether Israel would be prepared to include the UN Recommended flow question in the next census or whether they have any interest in a follow-up survey.)

#### **e) Recommendations**

- 1. Evaluate the procedures for estimating emigration from the border control procedures, and the reliability of emigration data produced so far.**
- 2. Improve procedures for estimating characteristics of stocks, flows and duration of stay of:**
  - a. permit holding foreign workers**
  - b. undocumented workers**

**(Data based on work permits are not currently available)**

- 3. Support border control systems which are under increased pressure for change (arrival and departure cards may be abolished in the near future for budgetary reasons), perhaps with passenger surveys.**

### **3.5 Jordan**

#### **a) Major population issues**

A major concern in Jordan is the scale of foreign workers, many without work permits, in a country with unemployment at around 10 per cent in 1999 among Jordanians. The foreign population is estimated to be over 600 thousand in a country of 4½ million people. Most of the foreigners originate from surrounding countries – Egypt, Syria and Iraq – though there has been an increase in immigrants from Asia. In particular, the Jordanian Government is committed to ensure that those living and working in Jordan are legally entitled to do so.

The amount of information available on international migration is sparse, most of it coming from statistical sources such as the Census of Population.

#### **b) Major sources used**

The major source on international migration is the Census of Population. The 1994 Census included questions on country of birth, citizenship and current and previous place of residence and duration of residence. It also included a module on Jordanian emigrants, using information supplied by relatives living in Jordan at the time of the census. Further information was collected from non-Jordanians, principally about the reason for entry (work, study, tourism etc) and duration of stay.

Sample surveys carried out by the Department of Statistics have all included a question on citizenship, though small sample sizes have generally limited their usefulness. The Jordanian Living Conditions Survey of 1996 also included a question on address one year ago. Other surveys, which have been used, are now very much out of date; for example, the Internal-External Migration and Labour Force Survey of 1986.

Detailed information on work permits issued is published, cross-tabulating permit data by sex, nationality groups, occupation groups and status (permit issued for the first time, renewed or change of place of work). In 1997 the number of work permit issued was 117 thousand, about half of them being issued for the first time.

#### **c) Potential sources**

##### *a. Statistical*

An Arrivals and Departures Survey was carried out in 1998. The main aim was to provide information on tourism for residents of Jordan who had been abroad (arrivals), or visitors to Jordan (departures). The survey covered the main purpose of the visit (vacation, visiting relatives and friends, business, medical treatment, study etc;) expenditure inside or outside Jordan and means of transport. The survey included a question on place of usual residence, and a future survey (if there is one), could be modified to identify international migrants, also using information on purpose of visit.



*b. Administrative*

Most scope for improving international migration statistics lies with the administrative systems on border control in which arrival and departure cards are completed for nationals and non-nationals, and the issue of residence permits, which are administered by one Department (the Department of Residence and Border Control). Both these systems are now computerised.

A residence card is issued to every foreigner who stays in the country for more than two weeks, and is required to be renewed after one year. Linking and developing the border control and residence permit sources could provide estimates of both short-term and long-term migration.

The statistics on arrivals and departures are published by the Department of Statistics, which contains expertise in statistical methodology. This will be important if the sources are to be exploited.

**a) Future censuses**

The next Census will be held in 2004. (No information is available in the Mission Report on whether Jordan would be prepared to include the UN Recommended flow question in the next census or whether they have any interest in a follow-up survey).

**b) Recommendations**

- 1. Develop the computerised systems on border control and residence permits**
- 2. Evaluate the reliability of the emigration data derived from the 1994 Census of Population and border control statistics.**
- 3. Prototype an extension to the arrivals and departures survey to identify international migrants**

### **3.6 Lebanon**

#### **a) Major population issues**

Lebanon has a population of about 3½ million. About 10 per cent of the population are Palestinian refugees. There are refugees from other countries, principally Iraq (nearly 2 thousand in 1998). Statistics are available from UNHCR. Lebanon is not a party to the 1951 Geneva Convention and the 1967 Protocol.

The country is recovering from a long and devastating civil war, which lasted from 1975 to 1991. Consequently, there are many practical needs on, for example, vocational training, action plans to deal with child labour and setting up new employment offices. Improving the statistical systems to meet user needs, including those for migration statistics, is just one. Nevertheless, international migration, both emigration ('brain drain') and immigration of non-nationals have featured prominently in the history of Lebanon. Emigration was particularly significant in the second half of the nineteenth century, when many Lebanese went to North and South America and West Africa. More recently, emigration has been to Gulf States given the opening of new job opportunities, though this is not largely seen as permanent emigration. Certainly, the civil war stimulated many to leave, in the same way that political tensions and conflicts elsewhere have led to recent inflows.

The Government is keen to attract back former emigrants as part of the building process within Lebanon, as well as making the country more attractive to foreign investment.

#### **b) Major sources used**

The last population census was taken in 1932, when Lebanon was under the French mandate. However, a number of large-scale sample surveys have been carried out, two of which included migration questions on stocks and flows, including emigration. A population and housing survey in 1996, covering 65 thousand households, included questions on citizenship, country of birth, place of previous residence and emigrants who left the country after 1 July 1993. Two volumes have been published and an in-depth analysis is currently being carried out. A survey on conditions of life covering nearly 17 thousand households was carried out in 1997. This survey included questions on citizenship, and on household members working abroad.

Administrative sources used include information on work permits issued (valid for one year but renewable). Data collected include nationality, date of birth, sex, occupation, salary level, national origin (Lebanese or non-Lebanese). Statistics are published. The data for 1998 will be computerised. Certain groups can obtain a work permit (domestic servants and agricultural workers) without a residence permit. No statistics on the issue of residence permits are published.

Each person entering or leaving Lebanon has to complete a card, providing information on nationality, country of birth, occupation and place arriving from (at entry) or going to (at departure). International migrants are not identified. This source is used to provide statistics on total arrivals and departures cross-analysed by a detailed breakdown of nationality.

### **c) Potential sources**

#### **a. *Statistical***

There are no plans to hold a census of population; rather the aim is to continue to rely on sample surveys. A potential source is the Labour Force Survey, though the sample size is relatively small (1½ thousand households), and, in principle, will only be held every three years. The last survey was held in 1997.

#### **b. *Administrative***

Administrative sources provide the greatest potential. The border collection system could be enhanced to include the information necessary for identifying international migrants. The work permit and resident permit systems, run under the authority of the Ministry of Labour and Ministry of Interior respectively, could be developed. Moreover, the entry visa application includes a range of demographic and socio-economic information about the applicant as well as the purpose of the journey and expected duration of stay. This system, run under the Ministry of Foreign Affairs, has not been used to produce published statistics.

### **a) Future censuses**

There are no plans to hold a census in Lebanon.

### **b) Recommendations**

- 1. Provide some training for those concerned with both producing and disseminating migration statistics, ideally associated with funds to carry out surveys and improve data collection.**
- 2. Evaluate the use of arrival/departure cards to measure international migration.**
- 3. Develop the work and residence permit systems.**

### **3.7 Malta**

#### **a) Major population issues**

Malta is a small island state with a population of 376 thousand people but with a very high density of population (nearly 1,200 persons per square kilometre).

There are no major population issues, and what interest there is concerns immigration, particularly illegal entrants and refugees. High population growth and the availability of economic resources after the Second World War led to a pro-emigration policy, with many Maltese settling in Australia, Canada and the United Kingdom. This situation continued to the mid-1970s. With a declining birth rate and economic development, there is little pressure or desire to emigrate these days. Conversely, about four hundred Maltese-born persons return each year.

The main use of migration statistics is for population estimates (Maltese citizens only). While the systems for producing migration statistics could be developed or enhanced, there is a greater demand for other demographic indicators. Malta's application for membership of the European Union, reactivated by a new Government which came into power in October 1998, will impinge on the statistical systems and activities in Malta; for example, the embarkation and landing cards are likely to be abolished for EU citizens.

#### **b) Major sources used**

The main source on immigration and stocks is the Census of Population. The 1995 Census included questions on country of birth, citizenship, usual place of residence, whether a returned migrant or not, year of return, country from which returned and usual address one year ago and five years ago.

A further source on immigration is information collected by the Comptroller of Customs on persons intending to settle in Malta. This administrative system, introduced in 1987, enables goods to be released from customs, free of duty. The Central Office of Statistics extracts entries for Maltese nationals only (to be consistent with population estimates), and publishes the figures in their annual Demographic Review.

The main source of statistics on emigration is the data supplied by embassies in Malta for the major countries of emigration (Australia and the United Kingdom). A previous system, using emigration forms, was disbanded at the beginning of 1995, and with it a separate Department of Emigration. This decision reflected the demise of emigration as an issue.

#### **c) Potential sources**

##### *a. Statistical*

An international passenger survey is being developed and will be piloted in 1999; on inbound visitors leaving the country. The main purpose for this initiative is to measure tourism, and the pilot questionnaire does not include migration questions. However, it is a potential source for measuring migration, and there may be scope for using the experience

Cyprus has gained on international passenger surveys. This is important given that the current border card system is likely to be phased out over the next five years.

Malta's application to join the EU will be a spur to the introduction of a labour force survey and this is under discussion. An LFS could be used to measure stocks and flows, on, for example, foreign workers.

*b. Administrative*

The Department of Expatriates deals with individuals born in Malta who have left Malta and changed citizenship but now wish to return permanently (through the Permanent Residence Scheme). Statistics have been collected on these returned migrants since 1989 and is a potential source of data for the Statistical Office, but needs to be brought together with the data from the Comptroller of Customs on returning Maltese nationals.

A further potential source is the system for granting residence permits to foreign nationals of non-Maltese origin. The responsible body is the Department of Expatriates.

Work permit information is a potential source for both inflow figures and stock information on foreign workers. This could help fill the gap on non-nationals immigrating into Malta. Again, the system is operated by the Department of Expatriates.

A work permit can be obtained prior to arrival in Malta, or after arrival provided an introductory letter from the prospective employer is produced. A list of individuals with a work permit is held, and this is updated each month. Thus, it can provide both a snapshot (stock figure) and, by changes to the list, statistics on inflow.

**a) Future censuses**

A usual address one year ago question will be included in the 2005 Census. A follow-up survey on migration is not perceived as being useful.

**b) Recommendations**

- 1. Develop the residence and work permit systems.**
- 2. Evaluate the use of the planned international passenger survey as a source for measuring migration.**

### **3.8 Morocco**

#### **a) Major Population Issues**

Morocco has a population size of 27.7 million.

Population issues are similar to those of the other Maghreb countries, and the sources used or potential sources which could be enhanced or exploited are very similar.

Of particular concern is the position of emigrants. According to consular statistics there were over 1½ million Moroccans living abroad in 1997; nearly 70 per cent in France. The report also provided figures (under-estimates) on irregular migration (70 thousand in Belgium, 12 thousand in Spain, 13 thousand in Germany, 15 thousands in Italy and 12 thousand in the Netherlands).

The content of recent surveys and seminars illustrate the major issues. A recent seminar (held in December 1998) discussed migration and human rights, particularly for irregular migration. A Family Survey in 1995 analysed the interaction between international migration and the family. A survey carried out in 1998 analysed the migratory process, including the development of the socio-economic characteristics of emigrants, their aspirations and attitudes, and the transfer of income to the country of origin.

While the statistical sources are perhaps more developed for measuring migration than in Algeria, the scope for the co-ordination of sources under different Ministries is similar.

#### **b) Major sources used**

The main source is the Census of Population. The 1994 Census included questions on birthplace, nationality, place of previous residence (fixed point), place of last residence and duration of residence. A Working Party on Migration, set up in 1997 under the Director of Statistics has produced a report on foreign residents in Morocco using 1994 Census data. A further study on international immigration is nearly complete.

A national survey of 130 thousand households carried out in 1987 included an international migration module, from which estimates of emigration, immigration and net international migration were made (net outflow of 39 thousand people). These statistics are now, of course, ten years out of date.

Statistics of arrivals and departures, from border statistics, are published annually by the Director of Statistics. The figures are cross analysed by nationality and whether a resident or not a resident of Morocco.

In 1992 there were 5.6 million arrivals and 5.5 million departures; the corresponding figures for 1997 were 4.2 million arrivals and 4.4 million departures. Passenger figures are, however, not a reliable basis for estimating net international migration.

### **c) Potential sources**

#### **a. Statistical**

The Census will continue to be a major source. Greater emphasis on measuring international migration will be part of the next (2002) Census, than in the past. Consideration is currently being given to the possibility of using an annual survey on employment (30 thousand households) to collect information on migration. This may be a useful source as the sample size could be increased, given a need for regional information on employment.

#### **b. Administrative sources**

There is much scope, through enhancement, co-ordination and co-operation, to use the various data sources available (as in the other Maghreb countries). These sources include residence permits and visas (Ministry of Interior). Visas are granted for a maximum 3-month duration, after which a residence permit is required (renewable year by year) though for some countries it is longer (e.g. 10 years for France). A particular problem on coverage is that there are an increasing number of illegal workers from African countries.

The issue of work permits is another potential source, though there are deficiencies. Statistics on the employment of immigrants under employment contracts are published by the Ministry of Social Development, Solidarity, Employment and Vocational training. Such people need a residence permit.

The statistics collected from arrival and departure cards could be enhanced. There are two parts to the card. A detachable part contains duration of stay in Morocco for entrants (or abroad for exits). If this detachable part was completed for all arrivals and departures at all points of entry/departure it could be a valuable source of international migration statistics.

Consular statistics could also be more fully used for those registering with the Consulate to register a birth or death etc, though as with other Maghreb countries there are known deficiencies in coverage. A further problem is that the transfer of data to the Ministry of Foreign Affairs is manual (as opposed to the electronic process in Algeria).

#### **a) Future Censuses**

The 2002 Census will include questions on nationality, country of birth, usual residence one year ago (the UN/ECE Recommendation Question for the 2000 Round of Censuses), previous country of residence and duration of residence.

Morocco is also considering including a module on emigration and a specific post-Census follow-up survey on migration.

**b) Recommendations**

- 1. Evaluate the use of administrative data, particularly that held by the Ministry of Interior; that is, assess and develop border statistics and resident permit statistics.**
- 2. Test and evaluate including duration of stay questions on the arrival and departure cards.**
- 3. Provide technical assistance including training and computer applications**



### **3.9 Palestine**

#### **a) Major population issues**

The population of Palestine was estimated to be 2.9 million people in 1997 – 1.02 million in the Gaza Strip and 1.9 million on the West Bank. 90 per cent were born in the Gaza Strip or the West Bank, 3.3 per cent in Israel and 6.3 per cent elsewhere. The total fertility rate is estimated to be just over 6 children per woman.

The administrative sources of border controls and the population register, are in a transitional state between Palestine and Israel. An (interim) agreement on rights, functions and exchange of information was signed in Washington in September 1995. Article 28 refers. Consequently, these sources have not been used to generate migration statistics, at least, any that are published.

The progress of the peace process is clearly very important to establishing an independent statistical system in Palestine.

#### **b) Major sources used**

Some limited information (net migration) has been published in the Statistical Abstract of Israel for 1967-1993 for the West Bank (excluding Jerusalem) and for 1994 (excluding Jerusalem and Jericho). Net migration figures for the Gaza Strip cover the period 1967-1993. A demographic study of the Palestinian population on the West Bank and Gaza Strip, mainly using statistics from Israel, was published in 1994.

The major source used is the first Palestinian population census carried out in 1997. It included questions on duration of residence, place of previous residence, reason for a change of usual place of residence (work, study, marriage, displacement etc), place of birth, nationality and refugee status. A plan to use the census statistics to estimate migration has been agreed.

The other major statistical source is a Demographic Survey of the West Bank and Gaza Strip carried out in 1995, and published in August 1997. This survey of nearly 16 thousand households included questions on refugee status, place of birth, place of residence in 1987 and current residence, place of residence included in identity card and current residence of relatives abroad (with or without an identity card). The definition of a migrant was a person who was intending to establish a new residence for a year or more.

#### **c) Potential sources**

##### *a. Statistical*

A start has been made. Both the 1997 Census and the 1995 Demographic Survey were carried out by Palestine. The development of specialist migration surveys and the inclusion of migration questions in sample surveys is under consideration.

*b. Administrative*

At present border control is largely under Israeli authority. Any foreigner or Palestinian without an identity card needs a visa or permit issued by Israel to enter the West Bank or Gaza Strip. The Palestinian Border and Passage General Department only controls movement between Egypt and the Gaza Strip, and Jordan and the West Bank, both in coordination with Israel.

The Ministry of Interior maintains a population register, based on the Population Register of Israel. The Palestinian register has not been updated by adding immigrants and removing emigrants. While total figures on arrivals and departures are available, they are not published. Likewise, selected information is collected on people using specific checkpoints, but statistics are not published. Both the register and border collection system have the potential to be enhanced and exploited to produce migration statistics, in particular, and demographic statistics in general. Technical assistance from Statistics Norway is being provided to develop a population register, incorporating data from the 1997 Census, and to update it using regular information supplied by the Ministry of Interior. The aim is to set up a population register for statistical purposes, alongside a register set up for administrative purposes.

**a) Future Censuses**

(No information from Mission Report, though it does appear that Palestine would be interested in a follow-up survey to their next census.)

**b) Recommendations**

- 1. Provide technical support and advice as Palestine develop their sources, particularly the Statistical Population Register (already supported by Statistics Norway) and border control statistics. Co-operation between Ministries within Palestine and with the Statistical Office in Israel will be important in this process.**

### **3.10 Syria**

#### **a) Major population issues**

The population of Syria is some 15 million people. Emigration is of particular interest. It was especially important in the period 1920 to 1950; in the 1960s a considerable number of Syrians left the country to look for work, often on a seasonal or temporary basis, in places like Lebanon and Saudi Arabia. A new trend in migration developed in the 1970s as a result of the rapidly expanding economic opportunities in the Gulf. Between 1974 and the mid-1980s, such migration had a significant impact on the Syrian labour force, particularly on skilled manpower. The three major recipient countries were Saudi Arabia, Kuwait, and Libya. The level of migration has since declined, partly because of the changing economic conditions in the Gulf. Despite an overall low net level of migration between 1981-94, Syria still considers emigration to be too high, though there is less concern about the brain drain compared with 15-25 years ago.

Many emigrants, including some who left as long ago as 1920 to 1950, are still registered in the civil registration system and are included, even if they have died abroad, in the annual population estimates. This has led to a substantial discrepancy between population estimates and census results (around 2 million in a population of 15 million). The lack of data on Syrians abroad and on emigration of Syrians is seen as a serious problem. It affects both the preparation of population estimates and policy planning.

#### **b) Major sources used**

There is an absence of flow data on international migration. Essentially, only statistics on foreign arrivals and Syrian departures are available, as well as stock data on the population by citizenship.

The 1994 Census included a question on citizenship, but not on country/place of birth. The same situation applied to the 1970 and 1981 Censuses. While a question on previous place of residence was included, if it was outside Syria, 'abroad' only was coded. The statistics from the flow question were used to measure internal migration.

The 1994 Census also contained questions on household members abroad. The purpose was to measure emigration, but it was concluded that measuring emigration in this way is difficult, because of the problem of wholly moving (emigrating) households. Given the interest in historical migration, to correct the population estimates, this was an even more serious problem. Nevertheless, the questions were used to gather information on households affected by emigration, with one or more of its members residing abroad.

Syrian nationals going abroad need an exit visa. The Ministry of Interior and the Ministry of Foreign Affairs are responsible for the administration of the regulations. The number of departures by country of destination are published in the annual Statistical Abstract of the Syrian Central Bureau of Statistics.

The border collection system in which all foreigners are required to fill out an identical entry or exit card is used to produce the count of total numbers of arrivals by citizenship and the total number of arrivals by point of arrival and month.

Though there are many surveys, including a Labour Force Survey are not used to measure migration, either because questions were not included, or the answers not appropriately coded (e.g. 'abroad' for previous residence outside Syria).

There have been two special migration surveys. The first was in 1976-79. The second in 1995 used the 1994 Census as the sampling frame, and covered 1.2 thousand households. The main purpose was to report on the impact of international migration on households with a member abroad.

### **c) Potential sources**

#### *a. Statistical*

The use of receiving country statistics collected by international organisations could be considered.

The place of previous usual residence included in Censuses and Surveys could be coded to give country detail.

#### *b. Administrative*

At present, all foreigners are required to complete an entry and exit card. Two copies of the card are filled out at entry; one is kept by the entrant until he or she leaves the country. The second is collected by the border police at departure. There is an open question on the purpose of stay in Syria. Further, at arrival both the date of entry and exit are asked, and the latter could be checked at departures. This should give a measure of actual as opposed to intended duration of stay.

To be fully exploited as a source it would also need to cover Syrians, and there is some interest for this in the Central Bureau of Statistics.

An issue about using and developing certain administrative sources is that 96 per cent of the population of Syria are nationals, and over 2 per cent are Palestinian. Arabs in many respects are treated as Syrian (for example, they do not need a residence or work permit JJS: at CBS they thought that Arabs did not need such permits, but this was unconfirmed info). Thus, for example, statistics on work permits and residence permits are not produced and not needed.

### **d) Future Censuses**

The next Census is planned for around 2004. Syria are prepared to include the United Nations recommended question on previous place of residence in order to enhance the harmonisation of statistics.

A follow-up survey was attached to their last Census in 1994, and consideration may be given to such an exercise after the next Census.

**e) Recommendations**

- 1. Evaluate the options for developing the system of border statistics, to measure and produce flow statistics on international migration. This exercise should cover both foreigners and Syrians.**
- 2. Assess the value of receiving country statistics produced by international organisations.**

### **3.11 Tunisia**

#### **a) Major population issues**

Tunisia is the smallest of the three Maghreb countries, with a population of about 10 million, about one-third the size of Morocco and Algeria respectively.

The major population issue is related to the very high level of unemployment, now impinging on professional and qualified people, and moves to find work abroad for Tunisians through, for example, the Tunisian Agency for Technical Assistance and the Ministry of Vocational Training and Employment. There is some interest in nationals living abroad, for two reasons. Firstly, to try to help improve their cultural and socio-economic position in the countries of destination. A separate Office has been set up to do this. Second, to encourage Tunisian emigrants to invest back home. There are regulatory provisions for the transfer of funds.

Thus, the main interest of Tunisian is on people rather than statistics and outflows rather than inflows, and this is reflected in the sources used, and those potential sources not used. In general, interest in international migration has diminished since the mid-1970s, as emigration to the traditional countries of destination started to fall. The vast majority of Tunisians abroad live in France, though there are significant numbers living in Italy and Germany.

#### **b) Major sources used**

The 1994 Census included questions on birthplace, place of residence on 7 November 1987 (7 years before the 1994 Census) and nationality. The census also included a module addressed to women whose husbands were working abroad, but these data were not exploited. Further, countries of birth and countries of residence outside Tunisia were coded to one category (foreign). Data were mainly used for internal migration purposes.

Tunisia also has mid-term mini censuses. The last exercise, carried out in 1989 covered 120 thousand households. It included a question on place of residence in 1984 (the date of the previous census).

The sources used to provide information on Tunisians abroad are various. Data on Tunisian placed abroad under an employment contract are kept by the Ministry of Vocational Training and Employment and the Ministry of Co-operation. Information is also available on family re-unification including those from marriage. These two Ministries provide information on foreign labour markets, both in Arab countries and Europe, and provide training (in languages and IT) to maximise a person's chance of getting a job. A manual register exists on people who have been placed, by sex, age, marital status, qualifications and countries of destination. Summary tables are produced from time to time.

A manual file, updated annually, of information supplied by Consulates is kept by the Directorate-General for Consular Business (within the Ministry for Foreign Affairs). It suffers from certain shortcomings, such as inflation because departures are not deleted and deflation because those not requiring consulate services are not included. Statistics are sent to the Office of Tunisians in foreign countries (OTE) who maintain a database on Tunisian

emigrants. OTE also gathers receiving country statistics, particularly census data, though the cost of purchasing the tables is often very expensive. Further, OTE carries out its own surveys from time to time, such as the Survey of Tunisians Abroad undertaken with the Arab League. The database is regularly updated and an annual report produced.

Border statistics are produced from the arrival and departure cards completed by all passengers (nationals and foreigners). Residents are distinguished from non-residents, cross-analysed by nationality. The National Statistics Institute publishes the statistics in their yearbook.

### **c) Potential sources**

#### *a. Statistical*

Both the Census and mini-Census have scope for improvement. Tunisia agreed during the Mission, that in their 2004 Census, individual countries of birth and previous residence would be coded, that a module on emigration would be included and follow-up survey planned.

More immediately, it was also agreed that individual countries of birth should be coded in the mini-Census of 1999, and that a question on place of residence in 1994 and a module on emigrants between 1994 and 1999 should be included.

Sample surveys, have not been exploited to produce migration statistics because of small sample sizes, even when migration questions have been included, such as a 1995 Survey on Consumption (3 thousand households).

#### *b. Administrative*

The Ministry of Vocational Training and Employment keeps statistics on foreign workers in Tunisia. To get a residence permit, each foreign worker has to have an employment contract endorsed by the Ministry, to ensure legal requirements are observed. A database is regularly updated, which for each worker gives age, sex, qualifications, the employing company, job start date and entry to country date. The information is not published. However, it is a potential source on foreign workers. Further, all foreigners settling in Tunisia need a residence permit, and this is a potential source of inflows and stocks.

The administrative procedures at the borders, under the Ministry of Interior could also be developed. A better coverage of departures and a question on (intended) duration of stay should be considered, though there is the problem of the cards being available in three languages (Arabic, French and (planned) English).

### **a) Future censuses**

Tunisia has agreed to include a one-year migration question in its 2004 Census. It has also agreed to consider the value of a follow-up survey, with particular emphasis on emigrants.

**b) Recommendations**

- 1. Evaluate border collection to identify international migrants, and to pilot a system.**
- 2. Evaluate the use of residence permits and work permits.**
- 3. Evaluate the results from the enhanced mini-Census of 1999.**
- 4. Provide technical assistance, particularly training, on methods for collecting and analysing international migration statistics.**



### **3.12 Turkey**

#### **a) Major population issues**

Turkey has a population of over 62 million with a current annual growth ratio of about 1½ per cent. It is the only country within the Council of Europe, which has a total fertility rate above replacement level, though there has been a significant decline over the last 40 years. It is geographically large, ¾ million square kilometres, with many entrance-exit points.

Until recently, Turkey has been an emigration country, with Germany and other western European countries being the main countries of destination. In recent years immigration and transit migration have grown. There are concerns about illegal migration and the inflow of refugees. UNHCR estimate that almost 2 million refugees have entered Turkey over the last twenty years. The main countries of origin have been Iran, Iraq and Bulgaria. About ½ million Kurds fled to Turkey at the end of the Gulf War. It is also estimated by the International Organisation for Migration that over the last ten years, substantial numbers of transit migrants have arrived from African and Asian countries such as Ghana, Nigeria, Tanzania, Ethiopia, Sudan, Afghanistan, the Philippines, and Sri Lanka; and from Tunisia as well. Thus, there is interest in various types of international migration – return migration and out-migration of Turks, including the loss of qualified people, immigration and emigration of foreigners, including transit and illegal migration.

The quality and quantity of data, particularly on flows, are, however, sparse. Consequently, the Turkish State Institute of Statistics (SIS) acquired project funds from the United Nations Fund for Population Activities (UNFPA) to help improve Turkish migration data – systems, knowledge, creating a database and dissemination. This work, in 1998-99, complements the MED-MIGR project, and has provided a valuable input into potential recommended future work.

#### **b) Major sources used**

The main data sources for measuring stocks are Censuses of Population and residence permit registration. Censuses were held every five years up to 1990, but they will be decennial in the future (the next census is planned for 2000). The 1990 Census included questions on citizenship, country of birth, place of permanent residence five years ago (previous census data) and place of permanent residence. The Census also included a question on absent household members, identifying those outside the country. The questions were not sufficient to provide a reliable estimate of emigration. A de jure and de facto population count was taken in November 1997, which included a question on citizenship and place of birth.

A residence permit is required by all foreigners who intend to stay longer than the duration of their visa, so they are acquired after variable durations of stay in the country (but less than one year). The registration form includes, inter alia, questions on citizenship, place of birth, purpose of visit to Turkey, current address and permanent address in home country, profession and date of birth and marital status. Selected information is registered for family members. The categories of registration are workers, students, family reunification, marriage, health and scientific research. Tables on resident permits are published in the annual Statistical Yearbook of the SIS; the information being supplied by the General

Directorate of Security within the Ministry of Internal Affairs. Work permit data are incorporated in the residence permit statistics.

Flow data on international migration are lacking. A system of arrival and departure cards started in 1953, though implementation over the last seven years has been irregular. The cards included questions on (intended) duration of stay in Turkey for foreigners entering the country, for Turkish citizens (intended) duration of stay abroad and country of origin/destination for those citizens with a permanent residence in Turkey or (intended) duration of stay in Turkey for those residing abroad. However, the forms were not collected in 1992 and 1993, departure cards only were collected in 1994 to 1996 and departure forms were not sent to SIS in 1997.

Data are also collected from passports, which are sent directly to SIS and published monthly by the Division of Tourism Statistics. Data required to identify international migrants are missing.

The statistics from other countries are exploited in an attempt to fill some of the gaps. The Ministry of Labour and Social Security collects quarterly data from about 15 foreign countries on Turkish citizens residing in those countries. The statistics come from two sources, namely registrations at embassies and consulates, and from official organisations in those countries such as National Statistics Institutes. The most recent report was published in 1998 by the Ministry of Labour and Social Security (“Developments and Statistical Information about Turkish Citizens Abroad. Report 1997”).

Some selective, but restricted information on international migration has also been included in sample surveys; for example, the quinquennial Demographic and Health Survey addressed to ever-married women of reproductive age.

A dedicated Migration Survey held in 1996 (NIDI/Eurostat), covering 1.8 thousand households, examined the determinants of international migration. Recent and non-recent migrants and non-migrants were covered.

### **c) Potential sources**

#### **a. Statistical**

Further analysis of 1990 Census data are being undertaken by SIS, on Turkish return migrants.

The regular Labour Force Survey covering around 30 thousand households each year has not included questions on migration. However, it is intended to include questions in the 2000 Survey to identify returning Turkish migrants. Other sample surveys, such as the Income and Consumption Survey could also be considered as potential sources, for example, on remittances from household members abroad.

#### **b. Administrative**

Border data obtained from passports could be enhanced by adding those questions necessary to identify international migrants. This would require information on (intended)

duration of stay, purpose of stay and country of residence; that is, the type of questions which were included on the arrival and departure cards.

The residence permit registration system could also be developed to produce a register of foreigners, and as changes of addresses are to be reported, a source for measuring flows. De-registration would need to work to provide information on outflows.

The visa registration system for foreigners could also be explored, as a potential source of statistics on short-term migration. The procedures and statistics kept by the Ministry of Foreign Affairs would need to be examined.

#### **a) Future Censuses**

The next Census is planned for October 2000. Turkey would be willing to consider a question on usual address one year ago, to enhance international harmonisation and comparability. There is preference, however, for questions on place of previous residence and date of moving to current residence.

There is interest in a post-census follow-up survey on migration.

#### **b) Recommendations**

- 1. Evaluate the quality of border statistics and how the current system could be enhanced to produce migration statistics.**
- 2. Provide specialist and in-dept training on methods of measurement and analysis, and enhancing current potential sources.**

## 4 Common themes

The Missions confirmed that the twelve countries are quite heterogeneous both in terms of the statistical and administrative sources used and in the relative importance of international migration. Further, there are some clear differences in the specific migration issues of interest; for example, in many countries the main concern is the well-being of former emigrants in the countries to which they have gone; in others, policy plans to attract former emigrants to return, particularly those with skills and qualifications, whilst in others it is the level of immigration or illegal migration or refugees or the number of foreign workers.

Thus, while one aim of the Med-Migr is to improve the quantity and quality of international migration statistics, both flows and stocks, and in the process improve international comparability, national priorities and needs also need to be acknowledged and taken into account. The following table attempts to classify countries by three criteria: the priority status of international migration; the main focus; and how well the current statistical systems have been developed. It is, of course, partly a subjective assessment, and some of the markings could be debated. Nevertheless, the table is a helpful guide to which countries need most assistance.

**National Priorities**

	Migration Priority Issues (Current situation)	Main Focus (one item only)	Developed Statistical System
Algeria	M	Emigrants abroad	L
Cyprus	L	Return migration of skilled people	M
Egypt	L	Emigrants abroad	M
Israel	H	Immigration and immigrants	H
Jordan	M	Foreign workers	M
Lebanon	L	Return migration of skilled people	L
Malta	L	Immigration	M
Morocco	M	Emigrants abroad	M
Palestine	L	Immigration	L
Syria	M	Emigration	L
Tunisia	L	Emigrants abroad	M
Turkey	H	Immigration and Emigration	M
H = High                      M = Medium                      L = Low			

The Missions also confirmed, and explored, current sources already used and those which could be exploited. Much information was obtained from the original questionnaires on the former. As the terms of reference indicate, the Missions were particularly concerned with:-

- a. Establishing potential data sources, and to propose prototype systems or pilot exercises to test using them.
- b. Evaluating the reliability of statistics already produced and the vehicle for producing them, both sources and methodologies
- c. Establishing future plans, particularly whether countries would be prepared to include a standard set of international migration questions using the UN Census Recommendations for countries in the ECE Region, in their next censuses.
- d. Establishing whether countries required technical assistance.

The following main common areas or common themes were established, again using broad headings. They indicate the current position, and thus reflect national priorities.

	<b>Exploitation/ Enhancement of border Collections</b>	<b>Exploitation/ Enhancement of work permit/ Residence permit systems/visas</b>	<b>Evaluation of current statistics produced (E=Emigration Modules in Census)</b>	<b>Evaluation/ Enhancement of Passenger Surveys</b>	<b>Assistant including Technical Training</b>
Algeria	×	×	×		×
Cyprus			×	×	
Egypt	×		×(E)		×
Israel	×	x(I)	×	×	
Jordan	×	×	× (E)	×	
Lebanon	×	×			×
Malta		×		×	
Morocco	×	×			×
Palestine	×				×
Syria	×		×(E)		×
Tunisia	×	×	×(E)		×
Turkey	×	×			×

(1) Not computerised

(2) Finally, most countries agreed to include the United Nations recommended question for the ECE Region on usual address one year ago in their next Census of Population, though there was less positive feedback on the need for a follow-up survey using the census as the sampling frame. A general picture is provided below.

	Include UN Recommended Questions in next census (address one year ago)	Date of Census (if known)	Interest in Follow-up Survey
Algeria	Yes	2008	Emigration module
Cyprus	Yes	2001	Not top priority (maybe in mid-2000)
Egypt	Yes	2006	Yes (cover non-migrants as well)
Israel	No	2006	?
Jordan	Yes	2004	?
Lebanon	No	No plans to hold a Census	-
Malta	Yes	2005	None
Morocco	Yes	2002	Yes (and emigration module)
Palestine	Yes	2010	Yes
Syria	Yes	2004	Maybe
Tunisia	Yes	2004	Maybe
Turkey	Yes <sup>1</sup>	2000 (October)	Maybe

<sup>1</sup> Willing to consider

If all the countries include the one year question, then a common measurement will be available, albeit at different points of time in the decade.

## 5 Recommendations

The common themes indicate a priority order of activities which should be included in the next stage of the project (Activity 10 of the Workplan). This stage, the country specific projects, has a start date of October 1999 (subject to contracts being agreed and signed) and an end date of December 2001. The aim of this report is to propose broad recommendations, which would need to be expanded into a detailed work plan – resources, timetable and end products. Three broad principles should underpin these recommendations, namely that :-

- a. Each project country should be actively involved.
- b. Any such work should have a sustainable future resourced from within the project country or, by its nature, have a unique ‘one-off’ value (such as training).
- c. They should have a regional or sub-regional character; that is, the work should involve several countries.

The list of recommendations for activities would appear to be, in priority order: -

- a. Exploitation and enhancement of border card systems to measure immigration and emigration.
- b. Assistance to countries in developing international migration statistics, and technical training.
- c. Exploitation and enhancement of work permit and residence permit systems.
- d. Evaluation of the coverage and reliability of statistics already produced.
- e. The construction of collection and dissemination models applicable to the region.
- f. Evaluation of the use of passenger surveys to measure international migration.

Some of these activities are substantial in that they involve field work, while others can be undertaken at a desk. This variety makes the second stage of the project attractive because outputs should be delivered over its life time during 2000 and 2001.

It is likely to be unrealistic to carry out a pilot exercise on border collection in each country, because of limited resource. Nevertheless, it should be possible for all relevant countries to be involved in the planning and the operational aspects, irrespective of which countries are selected for the field work. With this in mind, the following **recommendations** are proposed.

## **5.1 Priority order**

### **A. Enhancement of border card systems to identify international migrants**

- It is recommended that two pilot exercises should be carried out.
- It is recommended that one of the countries selected should be Syria because of their system which enables entry and departure cards to be matched at the entry/departure points
- It is recommended that the second trial should involve including questions on the entry and departure cards which identify international migrants.
- It is recommended that synergies with MED-TOUR should be progressed, as the card system could provide some basic information on tourism (to be used in conjunction with the more in-depth information from passenger surveys).
- It is recommended that a small group (or groups, if the countries split into two), comprising a representative from each country should steer the work.
- It is recommended that the countries involved should be ALGERIA, MOROCCO, TUNISIA, JORDAN, SYRIA, LEBANON and TURKEY.
- It is recommended that the outcome from the pilot exercises (methods, advantages and disadvantages, benefits and problems of enhancing border collection) should be published as a technical manual.

### **B. Assistance and technical training**

- It is recommended that the basic training course on sources, data collection and dissemination should be expanded and made more country (sub-regional) specific.
- It is recommended that this process of expansion should enable countries to maximise the numbers attending, based on national needs
- It is recommended that a course specifically concerned with methodologies, including computer applications, should be arranged.
- It is recommended that technical workshops or seminars where experiences can be shared on issues which are of interest to a number of countries should be convened (in particular, to enable countries to gain knowledge on developments they wish to explore),
- It is recommended that inputs and outputs of the technical workshops should be published.



- It is recommended that the project countries should attend international meetings on migration, as appropriate (in particular, the Eurostat Working Party on Migration Statistics planned for February 2000 and the United Nations (Economic Commission for Europe and ESCWA) and Eurostat joint meeting to be held in Geneva in May 2000.
- It is recommended that any country with an interest should be included in the activity, though ALGERIA, LEBANON, PALESTINE, SYRIA, TUNISIA and TURKEY would be expected to take part.
- It is also recommended that countries should indicate their willingness to host a workshop.

### **C. Exploitation and enhancement of work permit and residence permit systems**

- It is recommended that pilot exercises be carried out in several countries to develop data from these sources to provide indicators of time trends in international migration.
- It is recommended that existing uses of these sources should be taken into account in the pilots, which should cover both stocks and flows.
- It is recommended that technical manuals based on current uses and the pilot exercises should be published.
- It is recommended that the countries involved should be MALTA, MOROCCO and TUNISIA. JJS: add TURKEY?

### **D. Evaluation/study the coverage and reliability of statistics produced from selected sources (surveys, emigration modules, population registers and receiving country statistics)**

- It is recommended that the coverage and reliability of statistics from sources already being used should be examined with the aim of illustrating good practices and developing regional specific tools.
- It is recommended that emigration modules should be studied. It is recommended that the countries involved should be EGYPT and JORDAN.
- It is recommended that there should be studies of the statistics derived from the Labour Force Survey (CYPRUS), from a Population Register (ISRAEL) and from the use of **receiving** countries data (SYRIA).
- It is recommended that the results of these studies should be published.

## **E. Regional models for collection and disseminating data**

- It is recommended that subject to the results, a model emigration module specific for the region, also incorporating the ILO guidelines, should be developed for use with a census or survey.
- It is recommended that a model survey on qualitative aspects (e.g. push-pull factors) should be developed. This model would take into account the work by Jeannette Schoorl in Turkey, Egypt and Morocco, and any other relevant material such as the ILO guidelines
- It is recommended that the model survey should be trialled in at least one country (not those included in the previous work).
- It is recommended that the information to be collected annually by Eurostat from the project countries from 1999 onwards (questionnaire to be sent out in September 1999) should be analysed and a standard model for publishing the output (form and media) produced.
- It is recommended that all the models should be published in technical manuals.

## **F. Evaluation and enhancement of passenger surveys to measure international migration**

- It is recommended that the pilot surveys at departure points in CYPRUS and MALTA should be evaluated as a potential source for measuring emigration.
- It is recommended that synergies with MED-TOUR should be explored, as the passengers surveys being developed and tested to provide tourism information, could also provide data on international migration.

## **5.2 Key Indicators**

The Med-Migr Workplan has been continuously monitored. Part of the process has been to deliver visible outputs, such as Eurostat Working Papers and training courses. The key indicators are:

- a. An assessment of the quality and quantity of statistics provided by each country from the annual Eurostat request starting in September 1999. The benchmark is what has already been provided (published in Eurostat Working Papers 3/1998/E/12 and 20). This is a medium to longer-term assessment.
- b. Working Papers published.
- c. Training courses held, using evaluation of participants.
- d. Workshops convened, using evaluation of participants.
- e. Technical manuals produced, including an assessment of their use.

- f. Models constructed with particular relevance to the Region, including an assessment of their use.
- g. Use of the United Nations recommendations in future Censuses. This is much longer-term, because some countries will not hold a census for 7 or 8 years.

The above outcomes are listed here because they are closely associated with the country specific projects.

### **5.3 Conclusion**

Each agreed project will need to be expanded into detailed work plans, covering the timetable, the activities and outputs and the resource implications. The overall programme will clearly be constrained by resources and a process for modifying projects, so that the sum of the parts does not exceed the overall budget, is likely to be necessary. The procedures for managing each project and steering the overall package will be important. Experts will need to be allocated to each cluster of recommendations (A to E).

## **Annex 1**

### **Purposes of the Missions and Issues to be studied**

The Experts for the Missions will need to cover the following agreed broad structure, to provide a common information base between countries. Experts will, of course, need to probe on individual topics, questions, detail etc, as the national situation requires.

The broad structure is:

- i. Clarify any outstanding queries from those countries, which have completed questionnaires, or obtain some basic information from those which have not, or have provided very little. The basic information would be to identify the statistical and administrative sources, and whether they have or have not, or could be used to provide statistics on flows and stocks.
- ii. Follow-up any specific country points which the Expert and National Co-ordinator agree should be pursued for that country or selected project countries, such as enhancing the use of border statistics. Any future plans should be identified at this stage, and countries should be asked about their definition of an international migration (short-term and long-term) as an input into the analysis of comparing national practices with the United Nations International Recommendations.
- iii. The following broad areas should be probed:
  - A. elaboration of the users and uses of international migration statistics, prioritising needs and how gaps in statistics affect decision making, planning etc. Establish why information available is often not published and why receiving country statistics are rarely used.
  - B. elaboration of the administrative data sources available, and the measures necessary for the sources to be enhanced, examining questions of availability, confidentiality, reliability and dissemination.
  - C. establish the value of household enquiries, from censuses to general sample surveys such as those on the labour force; establish the potential value of a follow-up survey linked to the census of population as the sampling frame, and determine what topics a country would wish to include in such a survey; determine whether common migration questions could be included in a future census, based on the UN Recommendations and national needs (in particular, whether a question on country of usual residence one year ago would be acceptable).
  - D. elaborate on the links between administrative data sources and legislation, particularly on the categories covered and definitions,

and whether the data source is embodied or reflected in the legislation.

- iv. According to the conclusions of the Task Force the Experts are requested to discuss with the project countries the priorities which have been defined for the follow up of the MED-MIGR project during the Task Force meeting. Reactions of the project countries will be taken into consideration while drafting Recommendations (Activity 7 of the work plan).

## LIST OF WORKING PAPERS PREVIOUSLY PUBLISHED

- E4/1997-1      Comparing data sources for measuring international migration in  
Central and Eastern Europe  
6    Michel Poulain - Université Catholique de Louvain
- E4/1997-2      La mesure des courants de migration internationale entre la Belgique,  
d'une part, le Danemark et la Suède, d'autre part  
Ingvar Johannesson, Statistics Sweden, Örebro  
Anita Lange, Danmarks Statistics, Copenhagen  
Michel Poulain, Institut National de Statistique, Bruxelles
- E0/1997-3      Living conditions and inequality in the European Union, 1994  
Joachim Vogel, Statistics Sweden
- E4/1997-4      Birth expectations and their use in fertility forecasting  
W. Van Hoorn, Statistics Netherlands  
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- E4/1997-5      Long-term internal migration scenarios for the countries of the  
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Nicole Van Der Gaag, Evert Van Imhoff, Leo VanWissen,  
Netherlands Interdisciplinary Demographic Institute
- E4/1997-6      Long-term international migration scenarios for the European  
Economic Area  
Andries De Jong, Harry Visser, Statistics Netherlands
- E4/1997-7      Now-casts of live births and deaths for 15 countries of the European  
Economic Area  
J. De Beer, K. Koldijk
- E4/1997-8      Improved migration statistics - An evaluation  
Ingrid Melin - Statistics Sweden
- 3/1998/E/n°1    Indicators of migration between the Republic of Ireland and the  
United Kingdom  
Central Statistics Office, Ireland  
Office for National Statistics, United Kingdom
- 3/1998/E/n°2    Swiss-swedish joint study on cohort-based asylum statistics  
Torsten Torstensson, Krister Isaksson, Swedish Immigration Board  
Stéphane Cotter, Marcel Heiniger, Swiss Federal Statistical Office  
Bern

3/1998/E/n°3	Analysis and projection of mortality by gender, age/generation, and main causes of death for France, Italy, the Netherlands, and Norway E. Tabeau, P. Ekamper, C. Huisman, A. Bosch NIDI
3/1998/E/n°4	Stock de migrants et population d'origine étrangère – Comparaison des concepts dans les pays de l'UE B. Krekels, M. Poulain
3/1998/E/n°7	La mesure de la migration clandestine en Europe D. Delaunay, G. Tapinos
3/1998/E/n°8	Long-term mortality scenarios for the countries of the European Economic Area W. van Hoorn, J. de Beer
3/1998/E/n°9	Méthodes de collecte des statistiques de morbidité
3/1998/E/n°10	Couverture des questions de santé publique par les enquêtes menées au sein de l'UE
3/1998/E/n°12	International Migration Statistics in the Mediterranean Countries: current data sources and statistics available from international organisations D. Pearce
3/1998/E/n°13	Developing a comprehensive framework for health care statistics
3/1998/E/n°15	Documentation of Eurostat's database on international migration: Central European Countries, Cyprus and Malta
3/1998/E/n°16	Documentation of Eurostat's database on international migration: Labour data
3/1998/E/n°17	Long-term fertility scenarios for the countries of the European Economic Area
3/1998/E/n°18	Draft manual on statistics of Asylum-seekers and refugees
3/1998/E/n°19	Asylum-Seekers and Refugees a statistical report Volume 3: Central European Countries



- 3/1998/E/n°20 International Migration Statistics in the Mediterranean countries:  
current data sources and statistics available in the countries  
Revised Version  
D. Pearce, D. Rotolone
- 3/1998/E/n°21 International Migration Statistics in the Mediterranean Countries:  
Report on the legal situation  
Revised Version  
C. Hein
- 3/1999/E/n°1 Final report on automated coding in Member States
- 3/1999/E/n°2 European Statistics on occupational diseases “evaluation of the 1995  
pilot data”
- 3/1999/E/n°3 Investigation of the methods of estimating migrant totals  
Sharon Bruce, Dave Elliot
- 3/1999/E/n°4 La fiabilité de la mesure des courants de migration internationale  
entre la Belgique et l’Italie  
E. Bisogno, M. Poulain
- 3/1999/E/n°5 Confrontation des statistiques de migration intra-européennes : Vers  
une matrice complète ?  
Michel Poulain
- 3/1999/E/n°6 Links between Stocks and Flows of the foreign Population in  
Germany  
Manfred Bretz
- 3/1999/E/n°7 Now-casts on international migration  
Part 1: creation of an information database  
Aarno Sprangers, Hans Sanders  
Statistics Netherlands
- 3/1999/E/n°8 National and Regional Population Trends in the European Union  
N. van der Gaag, L. van Wissen, E. van Imhoff, C. Huisman  
Netherlands Interdisciplinary Demographic Institute
- 3/1999/E/n°9 Analysis and Forecasting of International Migration  
by major groups (Part II)  
N. van der Gaag , L. van Wissen  
Netherlands Interdisciplinary Demographic Institute
- 3/1999/E/n°10 Guidelines and Table programme for the Community Programme of  
Population and Housing Censuses in 2001  
Volume II: Table Programme

- 3/1999/E/n°11      Statistiques sur la migration internationale dans les pays méditerranéens  
Rapport de mission : Algérie, Maroc, Tunisie  
Jamel Bouchachen
- 3/1999/E/n°12      International Migration Statistics in the Mediterranean Countries  
Mission Report: Cyprus, Malta, Egypt  
David Pearce, Barry Little
- 3/1999/E/n°13      International Migration Statistics in the Mediterranean Countries  
Mission Report: Palestine, Jordan, Israel  
Mauri Nieminen
- 3/1999/E/n°14      International Migration Statistics in the Mediterranean Countries  
Mission Report: Turkey, Syria, Lebanon  
Jeannette Schoorl
- 3/1999/E/n°15      Reports on the demographic situation in 12 Central European Countries, Cyprus and Malta
- 3/1999/E/n°17      Population, migration and census in Eurostat – A guide to existing data and publications  
T. Chrissanthaki