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SOCIAL AND DEMOGRAPHIC STATISTICS

MIGRATION STATISTICS

Draft recommendations on statistics of international migration

Report of the Secretary-General

SUMMARY

At its seventeenth session, the Statistical Commission commented on proposals for revision of the existing recommendations on statistics of international migration and indicated steps to be taken in the preparation of final draft recommendations for its consideration.

The present document has been prepared on the basis of the Commission's comments and in accordance with the steps it indicated. The document reviews the stages in its development (paras. 1-3), considers the need for statistics of international migration (paras. 5-10) and for revision of the previous United Nations recommendations (paras. 11-21), and discusses and presents draft recommendations on (a) the definitions of categories of international migrants and of immigrant stock (paras. 22-52); (b) sources of data on migrants and immigrant stock (paras. 53-90); (c) characteristics of migrants and immigrant stock to be investigated (paras. 91-99); and (d) tabulations and publication of statistics (paras. 100-106).

The Commission may wish to (a) adopt the revised recommendations with any required modifications; (b) request the Secretary-General to publish and circulate the recommendations, as modified; and (c) request the Secretary-General to draft guidelines on consolidated statistics of all international arrivals and departures or, alternatively, to prepare technical manuals and provide other forms of assistance to Member States to help in the implementation of the revised recommendations on statistics of international migration.

CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
INTRODUCTION	1 - 3	3
I. ACTION BY THE COMMISSION	4	3
II. BACKGROUND CONSIDERATIONS	5 - 21	4
A. Need for statistics of international migration	5 - 10	4
B. Previous United Nations recommendations and the need for their revision	11 - 21	6
III. DEFINITIONS OF MIGRANTS AND OF IMMIGRANT STOCK	22 - 52	8
A. Discussion	22 - 46	8
B. Recommendations	47 - 52	20
IV. SOURCES OF DATA	53 - 90	23
A. Discussion	53 - 81	23
B. Recommendations	82 - 90	29
V. CHARACTERISTICS OF MIGRANTS AND OF THE IMMIGRANT STOCK TO BE INVESTIGATED	91 - 99	31
A. Discussion	91 - 97	31
B. Recommendations	98 - 99	32
VI. TABULATIONS AND PUBLICATION	100 - 106	35
A. Discussion	100 - 104	35
B. Recommendations	105 - 106	36

ANNEXES

- I. MIGRATION AMONG MEMBER COUNTRIES OF THE ECONOMIC COMMISSION FOR EUROPE IN 1972
- II. QUESTIONNAIRES USED IN THE STUDY OF NATIONAL PRACTICES IN THE DEFINITION, COLLECTION AND COMPILATION OF STATISTICS OF INTERNATIONAL MIGRATION

INTRODUCTION

1. At its seventeenth session, the Statistical Commission commented on proposals for revision of the existing recommendations on statistics of international migration that had been adopted by the Population Commission and the Statistical Commission at their seventh sessions, in 1953, and indicated steps to be taken in the preparation of final draft recommendations for its consideration. ^{1/} In the interim, a revised draft of the proposals, taking into account the Commission's comments, was presented for discussion at the first session of the Meeting on Migration Statistics of the Conference of European Statisticians and a study was conducted of national practices in the definition, collection and compilation of statistics of international migration. Provisional results of the study (ST/ESA/STAT/80) were circulated to Governments and regional commissions for corrections and additions.

2. The present document has been prepared on the basis of the Commission's comments at its seventeenth session, the comments of the first session of the Meeting on Migration Statistics, ^{2/} the provisional results of the study of national practices with corrections and additions received up to the beginning of November 1975 and the document before the Commission on the improvement of statistics on the outflow of trained personnel from developing to developed countries (E/CN.3/485), prepared in response to Economic and Social Council resolution 1904 (LVII) of 1 August 1974.

3. Of the five substantive portions of the present document, section II considers the need for statistics of international migration and for revision of the previous United Nations recommendations. Sections III-VI are concerned, respectively, with the definitions of categories of international migrants and of immigrant stock, the sources of data on migrants and immigrant stock, the characteristics of migrants and of immigrant stock to be investigated and the tabulation and dissemination of the statistics. Each section begins with a discussion of the existing situation and the problems to be solved, and concludes with the relevant recommendations. It is hoped that the reasoning leading to each recommendation will thus be made clear.

I. ACTION BY THE COMMISSION

4. The Commission may wish to:

(a) Adopt the revised recommendations to be modified, as required, in accordance with its discussion and conclusions in respect of the present draft;

^{1/} Official Records of the Economic and Social Council, Fifty-fourth Session, Supplement No. 2 (E/5236), paras. 118-122.

^{2/} "Meeting on migration statistics, report of meeting held in Geneva, 17-21 September 1973" (CES/AC.42/2), paras. 8-52.

(b) Request the Secretary-General to publish and circulate the recommendations, as modified, for the use of member States;

(c) Request the Secretary-General either to use resources that may become available in the future to prepare draft guidelines on consolidated statistics of all international arrivals and departures, taking into consideration the comments of the Commission on the present document and on the "Draft guidelines on statistics of international tourism" (E/CN.3/486) or, alternatively, to devote the resources that may become available to the preparation of technical manuals and the provision of other forms of assistance to Member States to help them in the implementation of the revised recommendations on statistics of international migration.

II. BACKGROUND CONSIDERATIONS

A. Need for statistics of international migration

5. Of the three demographic variables - fertility, mortality and migration - it is with migration that procedures for the collection and tabulation of data are least developed and standardized, resulting in a paucity of available information on population movements between countries (international migration) and within the same country (internal migration) and a lack of international comparability among the national data. Because of the numbers involved and, more particularly, because the sex and age structure of migrants often differs substantially from that of the rest of the population, migration can have pronounced effects on population composition, the rate of natural increase and the supply of human resources. It can also give rise to certain social and economic problems. Immigration can relieve manpower shortages, stimulate the economy and introduce desirable social changes but it is frequently also a cause of sizable problems of assimilation, housing and health, with related impacts on social and educational services. It can result in an immediate surplus of manpower for which there is no suitable economic opportunity. Emigration, though capable of easing population and employment problems, has on occasion resulted in the reduction of needed manpower. This is particularly important in the developing countries, especially as it reduces already scarce supplies of highly trained personnel. Further, emigration has sometimes resulted in markedly distorted sex and age structures.

6. Information on the number, sex and ages of persons entering or leaving a defined area during a given period of time, together with data on the number of persons enumerated in that area at the beginning of the time interval and the births and deaths occurring during the interval, is important for the estimation of the size and structure of the population at the end of the interval and also for the preparation of population projections.

7. Data on migration thus form an integral part of the totality of a country's demographic statistics, of which the remainder relates to vital events and to the size and composition of the national population itself.

8. All of the above considerations generally apply to migration within the borders of a given country (internal migration), as well as to migration across a national border (international migration). The types and sources of the data on these two kinds of migration and the techniques of analysis and estimation required for their study, however, differ sufficiently to necessitate separate approaches to improvement of the statistics on each. The previous United Nations recommendations on migration statistics ^{3/} have, in fact, dealt entirely with international migration. The present document is also limited to international migration.

9. As is true of population census statistics and vital statistics, international migration statistics were originally generated by collection mechanisms intended for strictly administrative purposes. The identification of migrants started as part of a process of identification and control of all of the persons entering a country from abroad, or at least of designated groups of such persons. Awareness of other uses of the statistics thus generated developed over time. It is now widely recognized that statistics on international migration are needed in order to ascertain both the amount of immigration and emigration that has taken place during a given period of time and the characteristics of the migrants. Such statistics are necessary for appraising the nature and magnitude of any problems involved in these movements and for designing programmes intended to cope with the problems. They are also needed for the scientific analysis of the nature and causes of international migration and of its demographic, social and economic consequences. For the calculation of merely crude rates of population increase, it is enough to have only the net difference between the numbers moving into a territory and the numbers moving out of it. Where migrants are a major part of a population, the absolute numbers may have significance in and of themselves but because they show nothing concerning the personal characteristics of the migrant population, they have limited utility for population forecasting. Absolute numbers alone are also not sufficient in forecasting the demand for schooling, for various kinds of housing, for employment and social security; in assessing the influence of foreign human resources on the labour market or the influence of the withdrawal of human resources; and in understanding the nature and magnitude of any problems there may be in the social and cultural assimilation of immigrants or in the readjustments of non-migrants to changes caused by the loss of certain segments of the population.

10. The kinds of information needed for all of the purposes mentioned above require investigation not only of the characteristics of migrants at the time of migration (or shortly thereafter) but also investigation of the characteristics of former immigrants after they have resided in the country for some time. Only in this way is it possible to determine the effect of their migration on their characteristics, on the growth of the population of their country of immigration and on the social and economic life of the country. Data are required, therefore, not only on migrant flow but also on immigrant stock.

^{3/} International Migration Statistics (United Nations publication, Sales No. 53.XVII.10), chap. II, "Recommendations for the improvement of international migration statistics".

B. Previous United Nations recommendations and the need for their revision

11. The previous United Nations recommendations pertaining to statistics of international migration ^{4/} were issued in 1953. They dealt with methods of collection of the statistics, the delineation of major categories of arrivals and departures of civilian travellers crossing national frontiers and of subcategories of migrants and visitors, the statistics to be collected relating to "permanent" immigrants and emigrants and to "temporary" immigrants at the occasion of border crossing, and tabulations and classifications of the statistics.

12. The 1953 recommendations and their accompanying explanatory and descriptive material were based on the assumption that information on the numbers and characteristics of international migrants would be collected almost exclusively through national frontier control at the time that a border crossing actually took place or at an airport. ^{5/} In the intervening years, however, it has become apparent that this approach is not sufficient.

13. In the first place, many statistically advanced countries with well controlled border crossings have become increasingly interested in the reduction of entry and exit formalities in order to facilitate the flow of traffic and have turned to other sources of information on arrivals and departures, including migrants. Other countries, with fewer advantages in respect of border control and/or with less well defined land borders, have not been able to observe all the persons crossing their borders and so could not collect the data even if they desired to do so. Some small countries with limited access by land or sea have collected information on all arrivals and departures but have apparently found the flow into and out of their countries too great for the collection of detailed information. There is, therefore, an increasing interest in other data-collection mechanisms to supplement or replace border control.

14. Secondly, there have been some marked changes in the numbers and categories of persons crossing international borders since 1953. Of particular interest in connexion with migration statistics is the increase that has taken place in the recent past in the number of so-called "seasonal workers", many of whom in fact remain in the country in which they are working for the major part of each year, returning to their country of legal residence in effect only for an annual vacation. These persons, and members of their households who may accompany them, were excluded from consideration in migration statistics in the 1953 recommendations. The number of persons travelling for recreation or on business has also increased greatly, adding to the volume of border crossings and the increasing difficulty of collecting data on migrants.

15. In addition, the 1953 recommendations, because they assumed data collection at the occasion of entry into, or departure from, a country, in effect relied upon

^{4/} Ibid.

^{5/} In the remainder of this document, "border crossing" should be understood to include arrivals and departures at airports.

a declaration of intent to distinguish migrants from other arrivals and departures. Other sources of information, at least on entries, may now be able to provide some information based on factual characteristics rather than on intent.

16. A general assessment of the impact of the 1953 recommendations, in terms of the availability and comparability of national statistics on international migration, can be derived from the experience with the migration data available for publication in the United Nations Demographic Yearbook, from the results of an analysis of reported migration flows among member countries of the Economic Commission for Europe and from a study of national practices in the collection, tabulation and publication of international migration statistics.

17. Beginning with its 1949/50 issue, the United Nations Demographic Yearbook presented, at irregular intervals, national data on (a) international arrivals and departures classified by the major categories differentiated in the 1953 recommendations; (b) long-term immigrants and emigrants by sex and age; and (c) long-term immigrants by country or area of last residence and long-term emigrants by country or area of intended residence. After the 1959 issue of the Yearbook, it became increasingly obvious that the statistics on last and intended residence were of limited value, principally because of the lack of internal consistency in the data. Migration statistics presented in subsequent issues were therefore reduced to those described in (a) and (b) above. Between the 1959 and the 1970 issues, explanations required in the attempt to make comprehensible to the reader the lack of comparability resulting from national deviations from the recommended categories of arrivals and departures became so numerous and complicated that the classification by major categories was abandoned beginning with the 1970 issue.

18. Another indication of the lack of comparability of available national statistics on international migration is provided by a comparison of the data on migratory flows among the countries of the Economic Commission for Europe in 1972. 6/ Examination of the data on 342 flows between pairs of countries for which figures were reported by the country of immigration and the country of emigration revealed that the total reported number of immigrants was 57 per cent greater than that of emigrants. The discrepancy is ascribed to a variety of causes including, inter alia, the fact that some ECE countries with a net immigration balance use a broader definition of an immigrant than the definition of an emigrant used by some ECE countries with a net emigration balance, lags between the recording of departures of emigrants and the recording of their arrival in the country of immigration, response and other errors, and the fact that coverage of immigration is generally better than that of emigration.

19. Responses from 157 national statistical offices to questionnaires circulated by the Statistical Office of the United Nations on national practices in the collection of international migration statistics 7/ indicated wide variations in

6/ "Statistics of migration among ECE countries" (CES/AC.42/4), paras. 37-38. See annex I to the present document.

7/ See annex II.

the degree of adherence to the 1953 recommendations in regard to the definitions of immigrants and emigrants, the sources of the data and the types of information collected. These will be discussed in sections III, IV and V.

20. It would appear, then, that the 1953 recommendations have not been followed substantially in practice and the collection of migration data is marked by a multiplicity of definitions and practices. This may, to varying degrees, reflect lack of awareness of the 1953 recommendations, financial or operative difficulties in implementation, the desire of many countries to simplify the formalities of border crossings, the reluctance of administrative agencies to collect items of information needed for statistical rather than administrative purposes or a failure to perceive any national need for the statistics that would be obtained. Whatever the causes, however, the result has been a paucity of data in a great many instances and a noticeable lack of international comparability among the data available.

21. The object of these recommendations is thus to encourage Governments to collect, tabulate and disseminate appropriate statistics on international migrants that will be of use for national purposes and that will be as comparable as possible internationally. The latter aim also enhances the usefulness of the statistics to all Governments because, for the time being, it is likely that many countries of heavy emigration will have to rely on the statistics of immigration of other countries for information about their emigrants.

III. DEFINITIONS OF MIGRANTS AND OF IMMIGRANT STOCK

A. Discussion

22. Of the 157 replies received to the questionnaire on international migration statistics mentioned in paragraph 19, 133 reported on the collection of immigration statistics and 120 reported on the collection of emigration statistics.

23. Of the 133 reporting on the collection of immigration statistics, 109 (approximately 82 per cent) responded to the request for the national definition of an immigrant. Unfortunately, many of the so-called definitions were in fact only descriptions of the arrivals for whom statistics were available. At least a quarter of them referred simply to all arrivals, with no further criteria and a few referred only to persons arriving by particular means of transportation or to other circumscribed subcategories of immigrants. At least 50, however, supplied definitions utilizing the criteria of intention to establish residence and/or a minimum duration of intended stay. The minimum time periods specified by 24 countries ranged from one month to three years, with 15 of the countries using one year and six using six months. Approximately 20 of the definitions referred to persons entering to seek or take up work, who were frequently distinguished from other immigrants by omission of the criteria of duration of stay or intention to take up residence. There was little indication, however, that these persons were to be distinguished in the tabulations. In fact, only in four or five instances did the definition distinguish between short-term and long-term immigrants, and then only on the basis of anticipated duration of stay.

24. Of the 120 reports on the collection of emigration statistics, 93 (approximately 78 per cent) responded to the request for the definition of an emigrant. Over a quarter of these referred simply to all departures and a few referred only to persons departing by particular means of transport or to other circumscribed subcategories of emigrants. As with the replies on definition of an immigrant, over 50 countries used a definition of an emigrant utilizing the criteria of intention of changing residence and/or departure for at least a minimum stated period or permanently. Among 32 countries applying a time criterion, 11 used "permanent" absence only and 21 specified a minimum period, ranging from six months to three years, with 16 specifying at least one year or more than a year. In only five instances was actual or intended employment abroad used as a criterion and only one of these differentiated short- and long-term employment.

25. These provisional results appear to confirm the impression that immigration statistics are collected more frequently than those of emigration and that immigrants are generally more broadly defined than emigrants. The more frequent and comprehensive collection of immigration statistics is usually attributed to the greater ease of collection of statistics of arrivals than of departures but it may also, to some extent, result from the fact that the collection of migration statistics has been furthest developed in many cases in countries that have been more interested in arrivals than in departures. Consequently, development has tended to be concentrated on the former.

26. In most cases, the definitions supplied took into account only long-term migrants or did not mention any requisite length of stay or absence. This may have happened because the questionnaire asked only for the definition of an immigrant and an emigrant without specifying long- or short-term and there is a tendency to think of migration as involving a long period of time. Seasonal workers, for example, may not be thought of as short-term migrants even though statistics on their arrivals are collected. On the other hand, the omission of the criteria of length of stay or absence when the migrant is entering or departing with the intention of taking up work would seem to indicate an awareness of the distinction, which may be reflected in the tabulations of migration statistics even though it was not explicitly mentioned in the definitions supplied.

27. Because migrants constitute only a part of all international arrivals and departures, the way in which they are defined can affect not only the number of migrants reported but also the numbers of individuals reported in all other categories of persons having crossed international frontiers. Hence, it is important to consider all of the categories into which travellers from one national territory to another may fall.

28. Since the 1953 United Nations recommendations were adopted, classifications of international travelers have emanated, inter alia, from the United Nations Conference on International Travel and Tourism (Rome, 1963) (E/CONF.47/18), the Expert Group on International Travel Statistics (Geneva, 1967) (E/CN.3/385), the United Nations Conference on Trade and Development (Geneva, 1971), 8/ and

8/ Guidelines for Tourism Statistics (United Nations publication, Sales No. E.71.II.D.9).

the International Union of Official Travel Organizations (1972). ^{9/} Also related are the "Draft guidelines on statistics of international tourism" now before the Statistical Commission (E/CN.3/486). Finally, a related classification appears in A System of National Accounts, in terms of persons actually within a country but not forming part of its resident population because "in view of their purpose in coming to the country, and their activities and length of stay in the country they may be said to have a centre of interest elsewhere". ^{10/} By implication, these persons should not be considered to be immigrants. Although these classifications are, in most respects, fully compatible, examination of the various classifications reveals some incompatibilities which must be analysed in detail as the first step in the development of definitions of migrants that would form part of a harmonized set of definitions of all categories of international arrivals and departures.

29. A consolidated list of the major categories of arrivals distinguished and defined in the 1953 United Nations recommendations and/or in one or more of the sources mentioned in paragraph 28 is presented in table 1. The list is confined to arrivals because, with the exception of the 1953 United Nations recommendations, the sources are concerned primarily with arrivals or with persons within a country.

30. The wording of the definitions used is essentially that of the most comprehensive source. The source is given in brackets following the definition. Variations in terminology among the sources that affect the categories themselves are indicated in foot-notes.

^{9/} Guidelines for the Collection and Presentation of International Travel Statistics (Geneva, 1972).

^{10/} United Nations publication, Sales No. E.69.XVII.3, para. 5.116.

Table 1. Major categories of arrivals distinguished in previous international recommendations

Category	Definition
1. <u>Permanent immigrants</u>	Non-residents (nationals and aliens) intending to remain for a period exceeding one year. /1953 United Nations recommendations/
2. <u>Temporary immigrants</u>	Non-residents intending to exercise for a period of one year or less a/ an occupation remunerated from within the country. /1953 United Nations recommendations/
3. <u>Seasonal workers</u>	Persons who are, or will be, in the given country explicitly for purposes of seasonal employment only. /A System of National Accounts/
4. <u>Visitors b/</u>	Non-residents intending to remain for a period of one year or less a/ without exercising an occupation remunerated from within the country (including dependants of persons in category 2 c/). /1953 United Nations recommendations/
5. <u>Dependants of temporary immigrants</u>	Dependants of persons in category 2. /Conference on International Travel and Tourism/
6. <u>Official diplomatic and consular representatives and members of the armed forces of a foreign country who are stationed in the country</u>	/ ⁱⁱ Draft guidelines on statistics of international tourism ⁱⁱ /
7. <u>Crew members of foreign vessels or aircraft docked or on layover in the country</u>	/A System of National Accounts/
8. <u>Residents (nationals and aliens) returning after a stay abroad not exceeding one year</u>	/1953 United Nations recommendations/
9. <u>Border workers</u>	Persons who cross the border between two countries daily, or slightly less frequently but regularly, in order to work in one country but live in the other country. /A System of National Accounts/

(Foot-notes on following page)

/...

(Foot-notes to Table 1)

a/ In A System of National Accounts and the "Draft guidelines on statistics of international tourism", the limit is "less than one year".

b/ In A System of National Accounts, the term "visitors" is used only for tourists, but there are two additional categories that would fall within the concept of "visitor" as defined in the 1953 United Nations recommendations. These are (a) commercial (business) travellers and employees of non-resident enterprises who are to be in the given country for less than one year for purposes of installing machinery or equipment purchased from their employer; and (b) employees of international bodies not citizens of the country and on a mission of less than one year in duration. In the "Draft guidelines on statistics of international tourism", these two categories (with the addition to category (a), of professional travellers, such as musicians and lecturers, in the country to render services for short periods, and youth on working holidays) and category 7 (including in all cases their accompanying servants, companions and family members) are included under the general heading of "non-resident visitors".

c/ The Expert Group on International Travel Statistics proposed that dependants of temporary immigrants be classified in the category to which the head of the family belonged, rather than in the category of visitors.

31. There is no disagreement among all of the sources mentioned in paragraph 28 that category 1 in table 1 properly defines a permanent immigrant ^{11/} and that categories 6-9 do not form part of the immigrant population. Discrepancies exist, however, in connexion with categories 2-5.

32. The most serious problem is the difference between temporary immigrants (category 2) as defined in the 1953 United Nations recommendations but not mentioned in A System of National Accounts and seasonal workers (category 3) as defined in A System of National Accounts but not mentioned in the 1953 United Nations recommendations. Although A System of National Accounts does not define the duration of a "season", it can be assumed that it is substantially less than a year. Seasonal workers could therefore be included among temporary immigrants but not all temporary immigrants would be seasonal workers and A System of National Accounts gives no indication of the treatment of persons entering to work for more than a season but less than a year. Pending the forthcoming review of A System of National Accounts, which should clarify the possible ambiguity, the present draft follows the practice of the 1953 United Nations recommendations because seasonal workers can be identified, if necessary, as a subcategory of short-term immigrants.

33. A second discrepancy is in the treatment of persons accompanying temporary immigrants or seasonal workers, who do not plan to engage in an occupation

^{11/} Except for the question of the time-limit used in the definition, which is discussed in para. 35.

themselves, which potentially affects the composition of categories 2-5 in table 1. The 1953 United Nations recommendations classified dependants of temporary immigrants as visitors, the Expert Group on International Travel Statistics advocated that dependants of temporary immigrants be included in the category of temporary immigrants, the Conference on International Travel and Tourism recommended that they be placed in a separate category, A System of National Accounts makes no mention of dependants of seasonal workers and the "Draft guidelines on statistics of international tourism" imply that "accompanying servants, companions and family members" be classified in the same category as the person they accompany. The present draft places them in the same category as the persons they accompany but suggests that the category be subdivided if possible.

34. Another possible discrepancy may arise in regard to the recommendation in the "Draft guidelines on statistics of international tourism" that professional travellers, such as musicians and lecturers who enter to render services for short periods and youth on working holidays, be classified as visitors. The fact that these persons are in working status and compensated from within the country might warrant their classification as temporary immigrants. They are therefore not excluded from the category of short-term immigrants in the present draft recommendation, pending the expression of the Commission's opinion.

35. Finally, a minor discrepancy exists in regard to the minimum time period of stay distinguishing permanent immigrants from temporary immigrants and visitors. The 1953 United Nations recommendations set "a period exceeding one year" in defining permanent immigrants but both A System of National Accounts and the "Draft guidelines on statistics of international tourism" use "less than one year" as the period of stay in defining a visitor. Although the hiatus of one day appears negligible, it may be significant in the case of persons entering with a one-year work contract or students entering for one year of study, who would have to be classified as permanent immigrants if the latter criterion were used. The present draft retains the time-limits set in the 1953 United Nations recommendations, pending discussion by the Commission.

36. A point to be considered, apart from the possibility of discrepancies among world-wide recommendations is that category 8 in table 1 is a catch-all which does not differentiate between (a) returning residents who were away as tourists or other visitors to another country; and (b) those who were away as short-term emigrants. In the present draft, it is recommended that the latter group be separately identified because of its importance to countries unable to identify their short-term emigrants when they depart.

37. Another point is that no consideration has been given in the world-wide recommendations to arrivals of nomads, who constitute a substantial part of the persons crossing some national borders. In a way, their arrivals and departures can be likened to those of short-term migrants and border workers, with some entering and departing at fairly fixed intervals during the year and remaining in the country for substantial periods of time, while others, because of their proximity to a border, cross and recross with great frequency for short periods of time. For purposes of migration statistics, the major difference between nomads,

on the one hand, and short-term migrants and border workers, on the other, probably is an economic difference, with nomads constituting part of the subsistence economy and hence not being "remunerated" in the sense in which the term is applied to short-term migrants. The difference may tend to fade with the passage of time as nomads begin to enter more into the market economy, even if only on a part-time basis. For the present, however, the distinction should be maintained because of this difference and because it provides the opportunity of obtaining indications of changes in the migratory and economic habits of nomads. It would be extremely unrealistic, however, to recommend the collection of statistics of nomads who enter frequently during the course of a year. The present draft therefore deals only with those whose arrivals may roughly be at the same rate as those of short-term migrants.

38. Paragraphs 29-37 have dealt entirely with categories of arrivals but, obviously, migration statistics are equally concerned with departures. The categories and definitions of departures need not be discussed because they are logical consequences of the categories of arrivals.

39. Both sets of definitions are dependent upon the concept of residence in a country. An immigrant must not already be a resident of the country he or she has entered and an emigrant must have been a resident of the country from which he or she is departing. The definition of a resident set forth in A System of National Accounts uses the criterion of residence in a country for a year or more, except for official diplomatic and consular representatives and members of the armed forces of a foreign country. This criterion seems to be in accord with usage in the countries employing a year as the minimum period of intended residence or intended absence in the definitions of long-term migrants. As mentioned in paragraphs 23 and 24, however, other countries use different minimum periods and many of the definitions do not use any minimum. Intention to become a resident or to give up residence may therefore not always be the equivalent of intention to reside in a country, or to be absent from it, for a year or more. Further, less than 10 countries included in their definitions any direct indication of what constituted a resident in the definition of an emigrant or of what constituted a non-resident in the definition of an immigrant. For purposes of international comparability, it seems more suitable therefore to define migrants entirely in terms of actual and intended periods of presence in, or absence from, a country, rather than using the terms "residents" and "non-residents" as they were employed in the 1953 United Nations recommendations. By this means, it is hoped to avoid the lack of comparability caused by the national use of undefined terms or of varying residence criteria.

40. To accomplish this, it is necessary first to examine all the possible major categories of arrivals and departures, according to what would have to be their presumed residence status in the country of arrival and of departure, respectively, at the time of migration if the definitions of residents and of the various categories of arrivals and departures were entirely consistent among countries. It can then be determined how the arrivals and departures that constitute migration could best be distinguished from all the remaining categories.

41. In order that countries may gain an unambiguous understanding of the conceptual basis of the present recommendations (including the source of the distinctions contained in them and, in many cases, the origins of the precise terms used in the recommendations), a comprehensive taxonomy of arrivals and departures is presented in table 2 and paragraphs 43-44 and the identification procedure required to distinguish between various categories of persons of relevance to the study of international migration is presented in tables 3 and 4 and paragraphs 45-46. This identification procedure is admittedly complex but the complexity is essential, at least at the conceptual level, if the various categories are to be consistently distinguished in each country.

42. It is not anticipated that the entire identification procedure specified in tables 3 and 4 would be used in all countries in the near future. It is assumed, rather, that countries will give primary attention initially to those categories and distinctions that are most relevant to their own needs and circumstances as well as those of countries to which they are linked through sizable migration streams, bearing in mind the opportunities for international co-operation thereby provided. Nevertheless, a thorough grasp of the full identification procedure will enable countries to proceed as soundly as is possible in implementing the recommendations in whole or in part, as well as indicate how the definitions they use differ (if at all) from those recommended.

43. Table 2 shows corresponding categories of arrivals and departures in a simplified dichotomy that is intended solely for comparative purposes. It is not intended to imply that any given departure in a particular category must in fact fall into the corresponding category of arrival in the first country he or she enters, or in any subsequent country.

Table 2. Major categories of arrivals and departures

Arrivals		Departures	
<u>Non-residents</u>		<u>Residents</u>	
1. Long-term immigrants		1. Long-term emigrants	
2. Short-term immigrants		2. Short-term emigrants	
3. Visitors ^{a/}		3. Persons departing to visit ^{a/}	
4. Nomads ^{b/}		4. Nomads ^{b/}	
5. Border workers entering to work		5. Border workers departing for work	
6. Persons in transit		6. (not relevant)	
7. Diplomatic and consular representatives and members of the armed forces of a foreign country entering on official duty		7. Diplomatic and consular representatives and members of the armed forces of the country departing on official duty	
<u>Residents</u>		<u>Non-residents</u>	
8. Short-term emigrants returning		8. Short-term immigrants departing	
9. Persons returning after visiting		9. Foreign visitors departing	
10. Nomads ^{b/}		10. Nomads ^{b/}	
11. Border workers returning after work		11. Border workers departing after work	
12. (not relevant)		12. Persons in transit	
13. Diplomatic and consular representatives and members of the armed forces of the country returning on official duty		13. Diplomatic and consular representatives and members of the armed forces of a foreign country departing on official duty	

^{a/} A proposed classification of non-resident visitors and of residents visiting abroad by purpose of the visit is presented in paragraph 58 of "Draft guidelines on statistics of international tourism" (E/CN.3/486). Some of the persons in minor groups 2.2 and 4.5 of that classification might more appropriately be classified as short-term migrants. In the preparation of the present list, it has been assumed that persons entering into, and departing from, the same country on the same day for making purchases of consumer products would be included among excursionists although such a purpose is not mentioned in paragraph 58 of E/CN.3/486.

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

44. The necessity arises for definitions of table 2 categories 1, 2, 4 and 8 of arrivals and departures that will distinguish them from each other and from the total of all other categories of arrivals or of departures. Each of the definitions has to take into account two kinds of information. For categories 1,

2 and 8 of both arrivals and departures, the first kind relates to the duration of previous periods of presence in, or absence from, the country of arrival or departure, respectively. For arrivals, the second kind covers variously the circumstances of the arrival, (that is, the intended duration of stay and/or the purpose of the entry) and the purpose of the last departure (if any). For departures, the second kind covers variously the intended duration of absence, the purpose of the departure and/or the purpose of the last arrival (if any).

45. Table 3 shows the necessary components of the definitions of the three relevant categories of arrivals, arranged in the sequence in which the information is required, with a residual category of "Other" that includes all of the remaining categories except for categories 7 and 13, which will be excluded in the recommendations themselves. The corresponding scheme for departures is shown in table 4. Together, the tables constitute a frame for the delineation of all arrivals and departures, with great precision for migrants. With the addition of appropriate precision for non-migrants, the frame could be useful to the harmonization of statistics of all international arrivals.

Table 3. Components of definitions of arriving migrants

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

(table 3 continued on following page)

Table 3 (continued)

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

Table 4. Components of definitions of departing migrants

Components of definition	Category
A. Never away from country of departure continuously for more than one year:	
1. Intended duration of absence from country of departure more than one year	Long-term emigrant
2. Intended duration of absence from country of departure one year or less:	
(a) Departing to work at an occupation remunerated from outside the country (but not as a border worker) or to accompany or join such a person as a dependant or servant	Short-term emigrant
(b) Departing for any other purpose	Other

(table 4 continued on following page)

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Table 4 (continued)

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

46. The identification of the nomads mentioned in paragraph 37 cannot be standardized at this time because of the variations in migratory patterns. The definitions of nomads arriving or departing must therefore be very general and subject to refinement by the countries concerned on the basis of their knowledge of migratory habits.

B. Recommendations

1. For the measurement of migrant flow

47. For the purpose of statistics of the flow of international migration, it is desirable that the following categories of arrivals and departures be identified, regardless of whether they are nationals or aliens:

(a) Arrivals

- (i) Long-term immigrants, defined as persons who have entered the country with the intention of remaining for more than one year and who meet one of the two additional qualifications below.
- (ii) Short-term immigrants, defined as persons (excluding border workers who regularly cross the border to work daily or slightly less frequently) who have entered the country with the intention of remaining for one year or less for the purpose of working at an occupation remunerated from within the country and their dependants and servants who have accompanied them or come to join them, each of whom must meet one of the two additional qualifications below.

Whenever possible, this category should be subdivided to distinguish persons intending to work from their dependants and servants.

Additional qualifications for all immigrants

In addition to the qualifications above, all immigrants either (a) must never have been in the country continuously for more than one year; or (b) having been in the country at least once continuously for more than one year, must have been away continuously for more than one year since the last stay of more than one year.

- (iii) Short-term emigrants returning, defined as persons who have entered the country (excluding border workers) who were previously in the country at least once continuously for more than one year and not away continuously for more than one year since the last stay of more than one year, and whose last departure was to work abroad at an occupation remunerated from a foreign country or to accompany or join such a person as a dependant or a servant.
- (iv) Nomads who have entered the country with the intention of remaining for a fairly fixed portion of one year (excluding those who enter and depart frequently with no fixed pattern).

Even though they would otherwise meet the requirements of category (i) above, official diplomatic and consular representatives and members of the armed forces of the country and

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of foreign countries should not be classified as immigrants. Persons accompanying, or coming to join, them as dependants or servants should also not be classified as immigrants.

(b) Departures

- (i) Long-term emigrants, defined as persons who have left the country with the intention of remaining abroad for more than one year and who meet one of the two additional qualifications below.
- (ii) Short-term emigrants, defined as persons (excluding border workers who regularly cross the border to work daily or slightly less frequently) who have left the country with the intention of remaining abroad for one year or less for the purpose of working at an occupation remunerated from a foreign country and their dependants and servants who have accompanied them or left to join them, each of whom must meet one of the two additional qualifications below.

Whenever possible, this category should be subdivided to distinguish persons entering to work from their dependants and servants.

Additional qualifications for all emigrants

In addition to the qualifications above, all emigrants either (a) must never have been away from the country continuously for more than one year; or (b) having been away from the country at least once continuously for more than one year, must have been in the country continuously for more than one year since the last absence of more than one year.

- (iii) Short-term immigrants departing, defined as persons who have left the country (excluding border workers) who were previously away from the country at least once continuously for more than one year and not in the country continuously for more than one year since the last absence of more than one year, and whose last arrival was to work at an occupation remunerated from within the country or to accompany or join such a person as a dependant or a servant.
- (iv) Nomads who have departed after spending a fairly fixed portion of one year in the country (excluding those who enter and depart frequently with no fixed pattern).

Even though they would otherwise meet the requirements of category (i) above, official diplomatic and consular representatives and members of the armed forces of the country and of foreign countries should not be classified as emigrants. Persons accompanying, or departing to join, them as dependants or servants should also not be classified as emigrants.

48. Identification of these categories of arrivals and departures in accordance with the recommended definitions is essential for the compilation of comprehensive and unambiguous national statistics of immigration and emigration. Such statistics are required if a country is to have a clear picture of the changes in the total population caused by additions and deletions that result from international migration. They are also basic to the provision of consistent figures on migratory flow among different countries.

49. For both arrivals and departures, category (i) provides information needed for evaluating long-term changes in the resident population, while information on categories (ii) and (iii) contributes to the measurement of short-term changes caused by the arrivals and departures of persons (and their dependants) who are legal residents of one country but spend substantial parts of a year in the economically active population of another.

50. In view of the multiplicity of existing national definitions of international immigrants and emigrants, it is not reasonable to expect that the categories and their definitions will immediately suit all national purposes or that, even where they are recognized as desirable, the collection of the relevant data can easily be implemented. If, therefore, the categories do not correspond to the categories currently identified for national purposes, Governments are urged to consider the feasibility of adopting the recommended categories in place of those currently used. If they cannot make the change, they should try to provide data on the categories required for international purposes in addition to the grouping according to the definitions required for their own national purposes. For the many countries presently lacking definitions, the recommended criteria should be adopted as they can be implemented. In the process of implementation, as stated in paragraph 42, it is expected that first attention will be given to the categories that are of most significance for national purposes, with due regard to international needs.

51. In any event, Governments should avoid the practice, revealed in the study mentioned in paragraphs 23 and 24, of defining a migrant simply in terms of the arrivals and/or departures on which statistics are collected. For both administrative and analytical purposes, it is more useful to indicate clearly what are the groups for which data are available than to label them indiscriminately as "immigrants" or "emigrants". When the groups do not correspond to the recommended categories, published statistics should be accompanied by an explanation of the differences.

2. For the measurement of immigrant stock

52. The immigrant stock of a country consists of all foreign-born persons present in the country for more than one year. Hence, they are the survivors within the country, at a given time, of all long-term immigrants who entered the country more than a year before the given time, whether or not they were considered to be immigrants when they arrived. This group will probably include a very small number of persons born outside the country whose mothers were residents of the country although not present in it at the time the birth took place. Such persons should probably not be considered as part of the immigrant stock and many of them may legally be treated as residents since birth but their numbers are usually insignificant and can be ignored for the purposes of these recommendations.

IV. SOURCES OF DATA

A. Discussion

53. Migration statistics are obtainable from border collection, from registration and from field inquiries.

54. Border collection encompasses the collection of information at points of entry into a country and at points of departure, regardless of whether they are actually located at the border or are airports or other sites at which persons formally enter or leave the national territory. The information can be collected by the use of documents completed for administrative purposes or through the use of ad hoc statistical slips.

55. Registration encompasses the collection of information through the medium of permanent population registers, employment registers and other administrative records aside from those completed at border collection.

56. Field inquiry encompasses the collection of information through population censuses and sample surveys. The latter may range from surveys that include a simple question on place of birth or residence at a prior date to specialized surveys designed for the study of migration.

57. Of the 157 replies received to the questionnaires on national practices in the definition, collection and compilation of statistics of international migration, (see para. 19), 130 provided information on the sources of data. Of the 130, 33 came from Africa, 26 from North America, 9 from South America, 18 from Asia, 30 from Europe and 13 from Oceania; the USSR also replied. Border collection was the method reported most frequently in Africa, North America, Asia and Oceania. Registration was reported most frequently in Europe and was the source reported by the USSR. No clear preference among sources appeared in South America.

58. In total, border control was reported by 87 countries or areas, registration by 65 and field surveys by 34. Thirty-eight of the 130 replies indicated that more than one of the three types of sources was used, 22 reporting both border control and registration, 8 reporting both border control and field inquiries, 4 reporting both registration and field inquiries and 4 reporting the use of all three sources.

1. For information on migrant flow

59. Each of the three methods of obtaining information has particular advantages and disadvantages in respect of statistics on migrant flow.

(a) Border collection

60. Border collection is well suited to the gathering of data on a continuous basis and on a seasonal basis. It records definitely observed moves with a high

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degree of accuracy as to time, place and mode of travel and it can theoretically include the collection of any pertinent information. The method lends itself to sampling: an adequate sample can readily be assured (since the population consists entirely of persons observed to be entering or departing), supervision is easy and non-response is minimal.

61. In practice, however, the method has been demonstrated to have certain short-comings for the collection of information on arrivals and departures. It is manifestly unsuitable where there is little or no border surveillance and where borders are not clearly demarcated. In the industrialized countries of the world, where these drawbacks are less likely to be serious, the magnitude of border crossings is often so great as to make the collection of detailed information on a 100 per cent basis impossible. This is particularly true at road border crossings that carry heavy amounts of motor-vehicle traffic. Mass transportation, such as aeroplanes, ships and trains, offers the opportunity for arrivals, at least, to complete administrative and/or statistical forms immediately prior to entry but these forms must usually be kept rather simple because they must apply to all of the different categories of arrivals.

62. Sampling, although more feasible, means an additional chore for border-control personnel, which the authorities may be reluctant to undertake on a regular basis. Also, since there is usually a larger proportion of non-migrants than of migrants, the sample may be insufficient for an adequate representation of migrants.

63. An additional drawback of border collection for identifying migrants is that it depends to a considerable extent on declarations of intent, some of which may be more in the nature of hopes than of reasonable expectations or may for example reflect "... the natural wish of the emigrating worker to protect his social security and other benefits in his home country by conveying to the authorities an expectation of early return; at the same time he may seek to enhance his status in the country of destination by indicating the likelihood of a lengthy or permanent stay". ^{12/}

64. Despite these drawbacks, border collection offers a wide range of possibilities for the collection of useful data, particularly on immigrants. It is employed effectively by a number of countries alone or in conjunction with registration and field inquiries. In the latter cases, results from the two or three collection mechanisms can be periodically compared for evaluation of comprehensiveness and accuracy. It may represent the only feasible method where registers are not sufficiently developed or accurate to provide information on migrant flow and where field inquiries cannot be conducted with enough frequency. Further, it can be implemented in successive stages, beginning with the crossing points that offer the best opportunity.

^{12/} Edith Adams, "International migration trends affecting Europe in the 1960s", International Population Conference, 1969 (Liège, International Union for the Scientific Study of Population, 1971), vol. IV, p. 2540.

(b) Registration

65. The identification of migrants and of some of their characteristics can be made from entries in permanent population registers, social insurance registers, labour or employment registers or any other set of administrative records maintained on a regular basis. Some of these sources may have been specifically designed for use in connexion with the control of migration, for example, registers of aliens or passport and visa records. Others, such as permanent population registers and social insurance registers, have usually been designed primarily for other purposes but are often adaptable in varying degree to the extraction of information on migrants.

66. An important consideration is the completeness and speed with which entries are made. This, in turn, depends on the administrative requirements for registration, that is, the particular categories of persons who must be registered, the time interval between their arrival and compulsory registration, the method by which the authorities are notified of departures and the time interval for recording departures. In some countries, permanent population registers are able to furnish data on immigrants with a negligible time-lag, so that they serve in much the same way as border collection for providing information on a continuous basis.

67. An advantage of registration data is that they are more likely to be based on fact in some respects than are border-collection data. Registration is often not accomplished until particular requirements that are useful in distinguishing among categories of arrivals have been met. Labour or employment registration, for example, is more specific than a declaration of intent to work. Fulfilment of the minimum period of presence in the country required before entry into a permanent population register or into the social insurance scheme is more specific than a declaration of intent to remain for a particular period. Similarly, removal from the register after an absence of specified duration is more specific than a declaration of intent to remain abroad for a particular period. If the register also provides information on the date of entry into, or departure from, the country, this is an added advantage. Information on household composition may be more readily available from a register than from border collection when various members of the household arrive at different times.

68. There are several disadvantages in reliance on registers. Because most registers and other administrative records have not been designed specifically for obtaining information on migrants, they may not collect all of the desired information. Even those that have been designed for purposes of migration control may contain only the facts needed for administrative purposes. But these may be considered minor drawbacks. Far more serious in regard to permanent population registers is the likelihood that residents leaving the country for less than a specified period of time may not have to inform the registry officials of this fact or of their return. Hence, the departure and return of short-term emigrants may be completely unrecorded. If the responsibility for reporting intent to depart rests with the individual concerned or another

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household member and there is no apparent advantage in reporting, even longer-term emigration may not be recorded until long after the departure, if ever. Equally serious is the possibility that reliance may be placed on poorly maintained registers of an unknown level of accuracy. Well-maintained registers of a high level of accuracy, checked periodically against other sources of data, are providing useful information on migrant flow in a number of countries but maintenance of reliable registers is not simple to accomplish and reliability cannot be taken for granted. 13/

(c) Field inquiry

69. Field inquiry can be used by itself or as a supplement to border collection and registration for the investigation of international migration during a given time interval. It offers the opportunity of obtaining extensive detail that is not ordinarily available in registers and that cannot be investigated at border crossings.

70. The simplest application of this method of collection depends only on establishing in what country each person included in the inquiry was living at a fixed date or dates previous to that of the inquiry (for example, one or five years previous to the inquiry date), in order to identify persons who were living in another country at the earlier date and who therefore arrived in the country in the interval. This information can be collected by the use of a single question on place of residence at one or more dates in the past. Such a question serves also to obtain information on internal migration during the same interval. To the extent that population censuses and relevant household sample surveys are already regularly undertaken, limited information of this kind can be collected using the administrative apparatus already in existence. If the topic is already investigated in connexion with internal migration, very little additional expenditure of time and money is required to extend the scope of the question to cover the name of the foreign country of residence in the past.

71. The information thus collected makes it possible to calculate net arrivals from various countries during the period under consideration but the calculation of net immigration requires further information to make possible the elimination of visitors, particularly if the inquiry is taken completely on a de facto basis. Further questioning would also be required to distinguish precisely between short- and long-term immigrants. The information needed includes country of usual residence, intended duration of stay and/or purpose of arrival. These items are, however, inappropriate for investigation in a complete population census because they are time-consuming and relevant to only a small part of the population.

13/ See Methodology and Evaluation of Population Registers and Similar Systems (United Nations publication, Sales No. E.69.XVII.15).

72. Whatever subset of arrivals is identified in a census or sample survey, however, either type of field inquiry has the advantage of enabling comparisons to be made between the group and the remainder of the population with respect to all the individual characteristics that are ordinarily investigated in the inquiry, the number and variety of these characteristics being limited only by the scope of the inquiry. Where both birthplace and residence at some prior date are obtained, it is also possible to obtain some indication of return migration of earlier emigrants.

73. Among countries applying essentially the same definitions as to time period, personal characteristics, etc., and also conducting their inquiries on essentially the same date, it is possible with the field inquiry method to obtain approximate information on the number and characteristics of those emigrating if information on immigrants into a country from another given country can be made available to the country of emigration. The widespread application of United Nations recommendations on population censuses and sample surveys would, of course, greatly facilitate this more extensive utilization of migration data acquired by means of field inquiries as would, also, the enactment of agreements as to coverage and timing of data collection on the part of countries between which migration is extensive.

74. There are some differences in advantage between the use of complete population censuses and of sample surveys for the collection of data on international migration. In any given situation, the trade-offs between geographical and subject-matter detail required, anticipated sampling and non-sampling errors, and anticipated costs have to be carefully assessed. For example, the census may more efficiently provide the small-area statistics that would be needed if the internal settlement patterns of immigrants are of interest but, as mentioned in paragraph 71, it is not suitable for distinguishing precisely between long-term immigrants and short-term immigrants. It is also not appropriate as part of a census to inquire into causes of migration, occupation in the country of origin or similar topics that require time-consuming questioning. Sample surveys, particularly those designed specifically for the investigation of migration alone or in conjunction with only a few other topics, offer a more suitable vehicle for questioning on such topics and are also useful for the collection of migration histories.

75. One of the drawbacks of the use of a field inquiry of either type is that at best it does not permit assessment of the flow of migration on a continuous basis because immigration coverage is restricted solely to net residual immigrants in the population at the time of the inquiry and information on emigrants collected in the country of emigration is dependent on proxy response, which is often inadequate for household members who have emigrated abroad and even more so when an entire household has emigrated. Field inquiries also suffer from memory lapse and other types of response errors associated with any retrospective inquiry into a "flow" phenomenon. In addition, because censuses are usually held decennially or, at the most, quinquennially, they can provide information only infrequently. Household sample surveys repeated at frequent intervals can provide more current information but, because they require relatively large samples

if they are to include an adequate representation of international immigrants, they may become prohibitively costly unless it is possible to design a very efficient sample. Another feasible procedure might be the use of samples of immigrants, identified from censuses or registers, for purposes of surveys to gather additional information on their characteristics. A variation of this procedure may be particularly appropriate for collecting data on special groups of immigrants who may constitute very small portions of the total population but about whom there is a particular interest. For example, information on immigration of trained personnel could be collected through special surveys on the basis of persons reported in censuses as immigrants with a high level of educational attainment and/or with particular occupations or on the basis of registers of personnel in particular occupations. 14/

2. For information on immigrant stock

76. Of the three possible sources of information on migrant flow during a specified time period, only registration and field inquiries can also provide data on the stock of immigrants within a country. Border collection, because it measures only arrivals and departures, cannot be used to discern the number and characteristics of persons who form part of the population residing in the country but who were born abroad.

(a) Registration

77. Permanent population registers can be a most useful source of information on the numbers and many of the characteristics of the immigrant stock of a country. The prime requisites, aside from the requirements of completeness and reliability, are inclusion in the register of indications of country of birth and of date of arrival in the country of those born abroad and a suitable means of extracting the relevant information from the register. Register information on migrant flow usually comes from records of entries and deletions but information on immigrant stock often involves extraction from long-standing records. If register information is compiled and published regularly for statistical purposes, the separation of the data on immigrant stock from that of the remainder of the population can probably be accomplished easily with the usual tabulation procedures. If, however, the register is not ordinarily used for statistical purposes, procedures must be carefully planned. Since the value of the data on immigrant stock depends on comparison with that of native stock, the register information should be tabulated separately for each.

78. Stock information extracted from special registers and other administrative sources is not likely to be as useful as that from permanent population registers because its coverage will be restricted to particular groups and because of the overlapping that may occur, with some persons appearing in more than one register. On the other hand, there may be an advantage in the use of special registers to identify particular components of the immigrant stock, such as highly trained persons engaged in specified occupations.

14/ See "The improvement of statistics on the outflow of trained personnel from developing to developed countries" (E/CN.3/485).

(b) Field inquiry

79. Population censuses and household sample surveys offer better opportunities for collecting information on immigrant stock than on migrant flow because they are designed for obtaining data on the composition of the population at a given moment. The same questions used for identifying arrivals during a fixed period preceding the inquiry, that is, place of birth and place of residence at a fixed time prior to the inquiry date can provide the identification of the immigrant stock. Comparison of characteristics of the stock of immigrants with the characteristics of the native population can be accomplished as part of the regular census processing.

80. If information on place of residence at a fixed time in the past is not collected, the foreign-born population may be used as an approximation for the immigrant stock. It must, however, be remembered that the foreign-born population will include short-term immigrants and visitors if the inquiry is taken completely on a de facto basis.

81. Household sample surveys have the same advantage for stock data as for flow data in regard to the collection of detailed information. Their disadvantage in regard to representation of immigrant stock in the sample is likely to be less than that in the case of immigrant flow, particularly in countries that have received a significant amount of long-term immigrants over a recent number of years, because the stock of long-term immigrants will be much greater than the annual flow. The frequency with which sample surveys can be held, as compared with censuses, is not as much of an advantage in the investigation of stock as of flow because the immediacy of the information is not as critical.

B. Recommendations

82. There is no single source of information on international migration that can be used effectively by all countries at this time. Each of the three possible sources (border collection, registration and field inquiry) offers advantages and disadvantages in regard to the types of information it can provide and the requirements for its effective use. An integrated system of collection would employ all three sources for complementary purposes and would use the results from each in the evaluation of the accuracy of the others.

83. For the assessment of the flow of migration on a continuous basis, border collection and registration are the most appropriate sources and they are usually the only sources for information on short-term migration. Registration and field inquiries can provide data on the characteristics of some migrants that may not be collectable at border crossings and, at any rate, will be based more on fact than on expectation. Field inquiries, particularly sample surveys, are most appropriate for the collection of detailed information on immigrants.

84. For the assessment of the immigrant stock of a country, registration and field inquiries are the appropriate sources because border collection is relevant only to the moment of migration.

85. In fact, of course, no country has complete freedom of choice in the sources it can use and must operate within the limits of feasibility.

86. The source that is probably most feasible for the greatest number of countries is the population census. The almost universal recognition of the importance of population censuses taken at regular intervals as the primary source of basic national population data required for administrative purposes and for many aspects of economic and social research and planning seems to promise that more and more countries will embark on programmes of decennial censuses and associated sample surveys. Advantage should be taken of the opportunity annual sample surveys can provide to investigate net immigration during the year preceding the inquiry and the size and characteristics of the immigrant stock. If the decennial census or a quinquennial survey is the only feasible source of migration statistics, investigation of net immigration or at least of net arrivals during the five-year period preceding the census should also be undertaken.

87. Countries with established permanent population registers of proven reliability that are being used as sources of international migration data should continue their use for this purpose. Countries contemplating the establishment of such registers should take into account their usefulness for this purpose, among others, when planning the types of information to be registered. This recommendation should not, however, be construed as urging the establishment of permanent population registers for statistical purposes. Their establishment and maintenance are not simple procedures and should be undertaken only under appropriate conditions. Appropriate existing registers of all types and other administrative records not being used as sources of migration data should be examined for their possible utility in providing direct information or as frames for sample surveys of immigrants.

88. Existing border collection systems should be maintained at least at the level at which they are functioning unless they can be replaced by a system of registration that will provide flow data of the same or better quantity and quality. In the absence of registers adequate for this purpose, efforts should be made to introduce, improve and extend border collection as circumstances warrant. In introducing or extending the system, consideration should be given to beginning with a simple procedure by which only the information required to identify the numbers of persons in each category listed in paragraph 47 is collected, in order to keep border formalities to a minimum, with collection of information on the characteristics of long-term immigrants undertaken through field inquiries.

89. Where none of the three major sources of data exists or where they exist to only a very limited extent, the determination of which source efforts should be concentrated on should be made by taking into account the effectiveness and cost of each source within an integrated programme of data collection.

90. Regular evaluation of the reliability of any of the sources is important and is enhanced by intercomparison of results from more than one source.

V. CHARACTERISTICS OF MIGRANTS AND OF THE
IMMIGRANT STOCK TO BE INVESTIGATED

A. Discussion

1. Migrant flow

91. Information collected about migrants can be divided into two kinds. The first kind is the information needed for identifying migrants by category and is related variously to the circumstances of the current arrival or departure (that is, intended duration and/or purpose), the duration of certain previous periods (if any) of presence in the country or absence from it, and the purpose of the last arrival or departure. The second kind, required for measuring the demographic, economic and social consequences of migration, relates to geographical, personal and economic characteristics of the migrants. In the draft recommendations, therefore, the topics include those necessary for identification and determination of total numbers, as well as those required for determining the other characteristics of migrants on which information is most urgently needed.

92. The identification topics are derived from the items of information set forth in tables 3 and 4 above. The other topics cover the countries from which immigrants "come" or to which emigrants are "going", the country in which short-term emigrants returning last worked, country of birth and/or citizenship, sex, age, marital status, occupation, educational attainment and/or educational qualifications, and the country in which education at the second and the third levels was received.

93. The greater part of the topics of the second kind were included among the "recommended" and "other useful" topics for the 1970 round of population censuses. ^{15/} They are also, for the most part, among the eight topics most frequently investigated among the 136 countries that reported on types of data collected in reply to the questionnaire on national practices in the definition, collection and compilation of statistics of international migration (see para. 19). Age was investigated by 134 countries, sex by 123, citizenship by 121, occupation by 108, country of last residence by 97, marital status by 81, country of birth by 77, and country of intended residence by 68.

94. Topics not recommended for the 1970 round of censuses but included in the draft recommendations below are "country in which last worked" and country where education at the second and third levels was received. The topic of "country in which last worked" has been introduced because it provides information on where short-term emigrants returning spent their period of absence from the country. Information on the country in which education at the second and third levels was received is especially important for the study of the outflow of trained personnel from developing to developed countries. ^{16/}

^{15/} Principles and Recommendations for the 1970 Population Censuses (United Nations publication, Sales No. 67.XVII.3); para. 175.

^{16/} See E/CN.3/485.

95. In considering the data to be collected for the different categories of migrants, it is useful to bear in mind the limitations of the various possible collection mechanisms in respect of the information required for identification of each category of migrant and in respect of the information on the characteristics of migrants. Border collection is appropriate for obtaining both kinds of information. The feasibility of registers varies widely according to their population coverage and the information registered. Both of these sources have the additional advantage of potential coverage of both immigrants and emigrants. Field inquiries are rarely suitable for collecting information on departures. In respect of arrivals, censuses can be used readily for collecting information on geographical, personal and economic characteristics but they are not appropriate for collection of the detailed information needed for exact identification of long- and short-term immigrants. Sample surveys are appropriate for obtaining both kinds of information for long- and short-term immigrants and for nomad arrivals. Neither censuses nor sample surveys are suitable for collection of any data on short-term emigrants returning because they cannot provide even an approximation of the persons in this category.

96. Rather than simply itemizing topics to be investigated for each category, therefore, the recommendations summarized in table 5 below indicate also the possible sources of data on each topic.

2. Immigrant stock

97. The identification of the immigrant stock of a country requires only information sufficient to distinguish all persons born outside the country who have lived in the country for over a year at the time of the inquiry. Data required on their geographical, personal and economic characteristics closely parallel those for long-term immigrants but there are two significant additions, that is, number of children born alive and number of children living, which provide information on fertility and (to some extent) mortality among the immigrant stock.

B. Recommendations

98. The elements of the proposed recommendations are presented in table 5, showing, for each proposed topic, the category of migrant for which the information should be collected and the possible sources of the information. It is envisaged that, in the final recommendations, this table will be supplemented by material showing the definition and specifications of each substantive topic (part B of table 5). For all topics that are also included in the Principles and Recommendations for the 1970 Population Censuses, ^{17/} the definition and specifications would be the same as those recommended for census purposes, with appropriate updating of certain specifications. For example, reference would be made to the International Standard Classification of Education, ^{18/} which was not available when the 1970 census recommendations were adopted.

^{17/} United Nations publication, Sales No. 67.XVII.3.

^{18/} United Nations Educational, Scientific and Cultural Organization, International Standard Classification of Education, abridged edition (ED/B/E/CONF/NTED.35/Ref.8).

Table 5. Characteristics of migrants and of immigrant stock to be investigated and possible sources of information

(The following abbreviations are used for the sources of information: B = border collection; R = registration; C = census; S = sample survey. "X" indicates that the topic is recommended and the source is appropriate; "-" that the topic is recommended but the source is not appropriate; "." that the topic is not recommended for the particular category.)

Topic	Category of arrivals				Category of departures				Immigrant Stock
	Long-term immigrants	Short-term immigrants	Short-term emigrants returning	Nomads	Long-term emigrants	Short-term emigrants	Short-term immigrants departing	Nomads	
	B R C ^a /S	B R C ^a /S	B R	B S	B R	B R	B R	B	
<u>Information required for identification and determination of total numbers:</u>									
1. Date of arrival	X X - X	X X - X	X X	X X	.	.	.	.	.
2. Year or period of arrival	- - X X	.	.	.	.	.	.	.	X ^b / X ^b / X ^b
3. Date of departure	.	.	.	.	X X	X X	X X	X	.
4. Intended duration of stay ^c	X X - X	X ^b /X ^b - X ^b	.	X ^b /X ^b	.	.	.	.	.
5. Intended duration of absence ^d	.	.	.	.	X X	X ^b / X ^b	.	X ^b	.
6. Actual duration of stay	.	.	.	.	.	.	X ^b / X ^b	X ^b	.
7. Actual duration of absence	.	.	X X	X ^b /X ^b	.	.	.	.	.
8. (a) Presence in country continuously for more than one year at any time	X X - X	X X - X	X X	.	.	.	.	.	.
(b) If present continuously for more than one year at any time, absence continuously for more than one year since most recent continuous stay of more than one year	X X - X	X X - X	X X	.	.	.	.	.	.
9. (a) Absence from country continuously for more than one year at any time	.	.	.	.	X X	X X	X X	.	.
(b) If absent continuously for more than one year at any time, presence continuously for more than one year since most recent continuous absence of more than one year	.	.	.	.	X X	X X	X X	.	.
10. Purpose of current arrival	.	X X - X	.	.	.	.	.	.	.
11. Purpose of current departure	.	.	.	.	.	X X	.	.	.
12. Purpose of last arrival	.	.	.	.	.	.	X X	.	.
13. Purpose of last departure	.	.	X X	.	.	.	.	.	.
<u>Geographic, personal and economic characteristics</u>									
1. Last country of stay of more than one year	X X X X	X X - X	.	.	.	.	.	.	.
2. Country of intended stay	.	.	.	.	X X	X X	.	.	.
3. Country in which last worked	.	.	X X	.	.	.	.	.	.
4. Country of birth and/or country of citizenship	X X X X	.	.	.	X X	.	.	.	X X X
5. Sex ^d	X X X X	X X X X	X X	X X	X X	X X	X X	X	X X X
6. Age ^d	X X X X	X X X X	X X	X X	X X	X X	X X	X	X X X
7. Marital status ^d	X X X X	X X X X	X X	.	X X	X X	X X	.	X X X
8. (a) Educational attainment and/or educational qualifications ^d	X - X X	.	.	.	X -	.	.	.	- X X
(b) Country in which education at second level was received	X - - X	.	.	.	X -	.	.	.	- - X
(c) Country in which education at third level was received	X - - X	.	.	.	X -	.	.	.	- - X
9. Occupation: ^d (a) In country of departure	X - - X	X - - X	X -	.	X -	X -	X X	.	.
(b) Actual or anticipated in country of arrival	X X X X	X X X X	X -	.	.	X -	.	.	- X X
10. Children born alive ^d	.	.	.	.	.	.	.	.	- X X
11. Children living ^d	.	.	.	.	.	.	.	.	- X X

^a/ Long- and short-term immigrants can be only approximately identified in censuses but the investigation of topics shown below is recommended for the approximate categories identified.

^b/ Also useful as a characteristic for tabulation.

^c/ Distinguishing intended stay or absence of "one year or less" and of "more than one year". The period of one year or less should be further divided into "less than 3 months", "3-6 months", "6-9 months" and "9-12 months".

^d/ To be defined as in 1970 population census recommendations.

99. Stress would be laid on the importance of comparability of statistics of migrants and of the immigrant stock with corresponding statistics of the remainder of the population. It would be pointed out that, although the recommendations call for the collection of information on the same personal and economic characteristics for immigrants and for emigrants, it is recognized that the likelihood of collecting the data for emigrants is considerably less than for immigrants. Countries would be advised to concentrate their efforts on the collection of information for the categories of most significance to them but countries with high rates of immigration would be reminded of the usefulness to the countries of emigration of the data on "last country of stay of more than one year" for immigrants. Countries with high rates of short-term emigration would be reminded of the useful information collectable from their returning short-term emigrants.

VI. TABULATIONS AND PUBLICATION

A. Discussion

1. Migrant flow

100. Considering the relative inability of countries to provide the Statistical Office of the United Nations with internationally comparable statistics of long-term immigrants and emigrants by age and sex at this time (see para. 17), it is obviously not reasonable to expect that even a minimum comprehensive set of internationally comparable tabulations of all categories of migrants can be made available in the near future. Nevertheless, standards for minimum tabulations must be established as a goal if any progress is to be achieved in this respect. Accordingly, the tabulations recommended below provide the subject-matter elements considered to be most useful for the examination of the rates of international migration and of its effects but it is to be understood that their complete accomplishment cannot be expected immediately.

101. The fact that information on immigrants can be collected more easily than that on emigrants presents a temptation to stress tabulations of the former to compensate for the greater dearth of data on the latter. While it is to be anticipated that the situation will continue for some time to come, the improvement, in the long run, of national statistics will not be served if it is taken for granted that countries with high rates of emigration will never be able to collect for themselves the data that they require for their national purposes. Hence, with one exception, the proposed tabulations for emigrants balance those for immigrants. The exception is for short-term emigrants returning and short-term immigrants departing. The recommended tabulations for the former category have been somewhat expanded compared to the tabulations for the latter category. It is hoped that this will encourage countries with high rates of short-term emigration, which are known to face great difficulties in collecting and tabulating information on their short-term emigrants as they depart, to attempt at this time to collect and tabulate the information on persons in this category as they return.

102. It may also be noted that the tabulations for long- and short-term immigrants provide some information of interest to the countries of emigration. The immigration tabulations should not, however, be considered as substitutes for those on emigration. They are designed for their usefulness in respect of immigration even though they may, in the short run, assist the countries of emigration. Even the tabulation of long-term immigrants by country in which education at the second level and/or at the third level was received, originally suggested as an aid to countries of emigration, can be a useful indicator to the countries of immigration of the cultural background of their immigrants.

103. It is not anticipated that even the fullest compliance with the recommended tabulations would provide perfectly balanced migration statistics. In the first place, a balance of the various categories of immigrants and of emigrants, or of the total number of immigrants and emigrants, can never be achieved so long as the data must depend to a great extent on statements of intent rather than of fact and

so long as self-interest leads to a certain amount of misrepresentation of both intent and of fact. Secondly, the time element involved may result in the counting of an individual in several categories in the course of even a single year. For example, a long-term emigrant may be recorded as a short-term immigrant or as a visitor in several countries before eventually entering a country as a long-term immigrant. The tabulations would therefore include several departures and arrivals of the same person between the time of emigration and the time of immigration. Each departure and arrival would, however, be of significance to the country concerned.

2. Immigrant stock

104. The proposed tabulations of immigrant stock are for the most part derived from those recommended for the 1970 population censuses, with the addition of information on period of arrival. The investigation of period of arrival was not recommended for the 1970 censuses and the recommended tabulation of the foreign-born population included cross-tabulation only of country of birth, age and sex. If the tabulations proposed below are adopted, therefore, their existence may have to be called to the attention of countries in connexion with future population census recommendations so that consideration can be given to expansion of the topics investigated and the tabulations prepared if the size of the immigrant stock warrants the expansion. Such expansion would not, however, necessarily include information on the country in which education at the second level and/or at the third level was received because this topic is not considered appropriate for collection on more than a sample basis.

B. Recommendations

105. In the interest of conciseness, only the titles of the proposed tabulations of migrant flow and indications of useful additional cross-classifications are presented in table 6 and those of migrant stock in table 7. It was envisaged that the final recommendations would provide detailed specifications for each tabulation. The recommended specifications would be designed, as far as possible, to provide comparability with the tabulations recommended for the 1970 population censuses. 19/

106. Regular publication of the tabulations of migrant flow on at least an annual basis would be recommended for countries able to collect statistics of arrivals and departures throughout the year, with quarterly publication if possible. Publication of tabulations of the immigrant stock would be recommended on at least a decennial cycle. Countries would be advised to concentrate their efforts on the tabulations for the categories of migrants of most significance to them but countries with high rates of immigration would be reminded of the usefulness to the countries of emigration of the data on "last country of stay of more than one year" for immigrants.

19/ Principles and Recommendations for the 1970 Population Censuses, para. 313.

Table 6. Tabulations of migrant flow

Immigrants

A. General

1. Total immigrants by category, age and sex.

B. Long-term immigrants

1. Long-term immigrants by marital status, age and sex.
2. Long-term immigrants by last country of stay of more than one year, age and sex. (Cross-classification by status as citizen or alien also useful.)
3. Long-term immigrants by country of birth or country of citizenship and sex. (Cross-classification by last country of stay of more than one year also useful.)
4. Long-term immigrants ... years of age and over by educational attainment or qualifications, age and sex.
5. Long-term immigrants 15 years of age and over by country in which education at the second level and/or at the third level was received, age and sex.
6. Long-term immigrants ... years of age and over by occupation in last country of stay of more than one year and sex. (Cross-classification by intended and/or actual occupation in country of immigration and by age also useful.)

C. Short-term immigrants

1. Short-term immigrants by marital status, age and sex, distinguishing (a) those entering to work and (b) those accompanying or coming to join them.
2. Short-term immigrants by last country of stay of more than one year, age and sex, distinguishing (a) those entering to work and (b) those accompanying or coming to join them.
3. Short-term immigrants ... years of age and over entering to work by intended duration of stay, intended and/or actual occupation in country of immigration, age and sex.
4. Short-term immigrants ... years of age and over entering to work by occupation in last country of stay of more than one year, intended and/or actual occupation in country of immigration and sex.

D. Short-term emigrants returning

1. Short-term emigrants returning by marital status, age and sex, distinguishing (a) those who worked abroad and (b) those accompanying them.
2. Short-term emigrants ... years of age and over returning after working abroad by country in which last worked, age and sex.
3. Short-term emigrants ... years of age and over returning after working abroad by duration of absence, occupation abroad, age and sex.
4. Short-term emigrants ... years of age and over returning after working abroad by occupation abroad, occupation in country to which returning and sex.

E. Nomads entering

1. Nomads entering by duration of absence, intended duration of stay, age and sex.

Emigrants

A. General

1. Total emigrants by category, age and sex.

B. Long-term emigrants

1. Long-term emigrants by marital status, age and sex.
2. Long-term emigrants by country of intended stay, age and sex.
3. Long-term emigrants by country of birth or country of citizenship and sex. (Cross-classification by country of intended stay also useful.)
4. Long-term emigrants ... years of age and over by educational attainment or qualifications, age and sex.
5. Long-term emigrants 15 years of age and over by country in which education at the second level and/or at the third level was received, age and sex.
6. Long-term emigrants ... years of age and over by occupation in country of emigration and sex. (Cross-classification by age also useful.)

C. Short-term emigrants

1. Short-term emigrants by marital status, age and sex, distinguishing (a) those departing to work and (b) those accompanying or departing to join them.

/...

2. Short-term emigrants by country of intended stay, age and sex, distinguishing (a) those departing to work and (b) those accompanying or departing to join them.
3. Short-term emigrants ... years of age and over departing to work by intended duration of absence, intended occupation abroad, age and sex.
4. Short-term emigrants ... years of age and over departing to work by occupation in country of emigration and sex.

D. Short-term immigrants departing

1. Short-term immigrants departing by marital status, age and sex, distinguishing (a) those who worked in the country and (b) those who accompanied them.
2. Short-term immigrants departing ... years of age and over, who worked in the country, by occupation in the country, duration of stay and sex.

E. Nomads departing

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

Table 7. Tabulations of immigrant stock

1. Immigrant stock by period of arrival, country of birth, age and sex.
2. Immigrant stock by country of birth, status as citizen or alien, period of arrival and sex. (Cross-classification by age also useful.)
3. Immigrant stock by marital status, age and sex. (Cross-classification by country of birth also useful.)
4. Immigrant stock ... years of age and over by educational attainment or qualifications, age and sex.
5. Immigrant stock 15 years of age and over by country in which education at second level and/or at the third level was received, age and sex. (Cross-classification by country of birth also useful.)
6. Immigrant stock ... years of age and over by occupation, period of arrival and sex. (Cross-classification by country of birth also useful.)
7. Female immigrant stock 15 years of age and over by age, country of birth and number of children born alive.
8. Female immigrant stock 15 years of age and over by age, country of birth and number of children living.

ANNEX I
MIGRATION AMONG MEMBER COUNTRIES OF THE ECONOMIC COMMISSION FOR EUROPE IN 1972

	Albania	Austria	Belgium	Denmark	France	Germany, Federal	Germany, Democratic	Greece	Iceland	Ireland	Italy	Luxembourg	Netherlands	Norway	Poland	Portugal	Romania	Spain	Sweden	Switzerland	Turkey	USUK	United Kingdom	United States	Yugoslavia	Other countries	All countries
Albania																											
Austria																											
Belgium																											
Denmark																											
France																											
Germany, Federal																											
Germany, Democratic																											
Greece																											
Iceland																											
Ireland																											
Italy																											
Luxembourg																											
Netherlands																											
Norway																											
Poland																											
Portugal																											
Romania																											
Spain																											
Sweden																											
Switzerland																											
Turkey																											
USUK																											
United Kingdom																											
United States																											
Yugoslavia																											
Other countries																											
All countries																											

Some countries have not given separate figures for immigration from the German Democratic Republic and the Federal Republic of Germany. The combined figures reported by Germany are as follows: Belgium 4,235; Greece 13,535; Iceland 77; Luxembourg 660; Norway 865; and United States 6,620.

Reproduced from "Statistics of migration among EEC countries" (United Nations document CES/AC.42/4), 27 February 1975, annex 1.

Some countries have not given separate figures for immigration from the country of origin. B = Figures reported by the country of emigration. *** = Not available. - = Magnitude zero.

ANNEX II

Information Sheet on International Migration

Please indicate by a check mark (✓) in the appropriate column or row the data and the method of collection/

	<u>Emigrants</u>	<u>Immigrants</u>
I. Type of data collected		
a) Country of intended residence		
b) Country of last residence		
c) Sex		
d) Age		
e) Marital Status		
f) Occupation		
g) Industry		
h) Country of birth		
i) Nationality		
j) Ethnic composition		
k) Other (specify)		
II. Method of Collection		
a) Census		
b) Registration		
Frontier control		
Place of employment		
Population registers		
Other (specify - e.g., alien registration, exit visas, etc.)..		
c) Sample Surveys		
d) Other (specify)		

III. Definitions used

Emigrants -

Immigrants -

STATISTICAL OFFICE OF THE UNITED NATIONS

International Migration Statistics Tabulation
and Publication Programmes

Please place a check mark (✓) in the appropriate row and column if data collected are tabulated and published; if data are not tabulated or published, please place a dash (-) in the appropriate row and column.

Country name: _____

Date: _____

	Data tabulated		Data published	
	Emigrants	Immigrants	Emigrants	Immigrants
Type of data collected				
a) Country of intended residence				
b) Country of last residence				
c) Age				
d) Sex				
e) Marital Status				
f) Occupation				
g) Industrial attachment				
h) Country of birth				
i) Nationality (citizenship)				
j) National or ethnic group				
k) Other (specify)				