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**THE EUROPEAN COMMISSION'S MEDSTAT-MIGRATION PROGRAMME:
RECENT DEVELOPMENTS**

Submitted by Eurostat

I. INTRODUCTION

1. MED-Migration (MED-Migr) is the European Commission's MEDSTAT sub-programme concerned with international migration statistics. MEDSTAT is a regional programme for statistical co-operation with the objective of developing the statistical information systems of the countries to the south and east of the Mediterranean. The MED-Migr Programme aims to improve the sustainable capacity of the 12 Mediterranean Partner countries to produce and publish comprehensive, reliable and timely migration statistics that comply with international standards and meet the needs of key users. This objective is ambitious because identifying and counting migrants is both difficult and expensive. Indeed, notwithstanding their long-established and sophisticated statistical and administrative systems and their wealth, many European Union countries do not yet fulfil the international requirements for harmonised and timely migration statistics. In the case of most Mediterranean governments, in contrast, interest in enumerating migrants and producing migration statistics is relatively recent.

2. Section II of the paper gives a brief summary of the current availability of statistics on international migration in the 12 partner countries. This description serves as a background for understanding the initiatives that are outlined in Sections III (border cards) and IV (residence permits). Other recently completed activities are listed in Section IV. The paper concludes with an indication of future plans.

II. CURRENT AVAILABILITY OF INTERNATIONAL MIGRATION STATISTICS

3. Table 1 compares the data collected in each of the 12 MED-Migr participating countries with the United Nations recommendations on statistics of international migration (UN 1998a, and UN 1998b). The key observations indicated by this table are:

- A wide range of data are available from a variety of sources. More plentiful information is collected in the four UNECE countries (Cyprus, Israel, Malta and Turkey) than in the countries of the UNESCWA region and the Maghreb.

- In general, the countries collect much of the data recommended by the UN in their censuses but relatively few of the statistics recommended by the UN for publication on an annual basis.
 - Only Cyprus currently conforms with the UN recommendations on long-term immigration by citizenship, reason and sex; no country can provide the equivalent data for long-term emigration.
 - Most countries can provide some arrival and departure data.
 - Several countries compile statistics from residence and/or work permit administrative systems but, as yet, no country can provide details by citizenship and age and purpose of stay.
4. These findings suggested that the most productive way forward was to build on the existing sources, specifically border cards and residence work permit systems.

TABLE 1. AVAILABILITY OF MIGRATION FLOW AND STOCK DATA FOR 12 MEDITERRANEAN PARTNER COUNTRIES

	<i>Algeria</i>	<i>Cyprus</i>	<i>Egypt</i>	<i>Israel</i>	<i>Jordan</i>	<i>Lebanon</i>	<i>Malta</i>	<i>Morocco</i>	<i>West Bank and Gaza Strip</i>	<i>Syria</i>	<i>Tunisia</i>	<i>Turkey</i>
Most recent census	1998	2001	1996	1995	1994	1932	1995	1994	1997	1994	1994	2000
Census data												
Citizenship, sex and age	Y	Y	Y	Y	Y	?	Y	Y	Y	Y	Y	Y
Country of birth, sex and age	Y	Y	Y	Y	?	?	Y	Y	Y	Y	Y	Y
Country of residence at specific date(s) in the past	Y	Y	N	N	N	?	Y	Y	Y	N	Y	Y
Annual data												
Population by citizenship, sex and age	N	N	N	N	N	N	N	N	N	N	N	N
Population by country of birth, sex and age	N	N	N	Excluding Arab population	N	N	Y	N	N	N	N	N
Arrivals by citizenship, purpose and sex	Y	Citizenship, purpose only	Total only	Purpose only	Citizenship only	Citizenship only	Citizenship, purpose only	Purpose only	N	Citizenship, purpose only	Citizenship only	Citizenship only
Departures by citizenship, purpose and sex	A	N	N	Purpose only	Citizenship only	Citizenship only	Maltese only, by sex	Purpose only	N	Total only	Citizenship only	Citizenship only
Long-term immigration by citizenship, reason and sex	N	Y	N	N	N	N	Maltese only	N	N	N	N	N
Long-term emigration by citizenship, reason and sex	N	N	N	N	N	N	Maltese only	N	N	N	N	N
Residence permits granted by citizenship, age and type	N	N	N	N	Total by duration	N	Total estimate	Stocks by citizenship only	N	N	N	Citizenship only
Work permits granted by citizenship, age and type	N	Stocks by age, citizenship only	N	Total only	N	Citizenship only	First permits by age	Total stocks	N	N	N	Citizenship only

For additional details see: Cantisani (forthcoming 2003) and Camilleri (forthcoming 2003)

III. ENHANCEMENT OF BORDER CARD SYSTEMS

5. Many of the Mediterranean partner countries operate border card systems. These systems were designed, and are used, for administrative and security purposes. All the border cards contain data items of both administrative and statistical value, such as sex, nationality and place and date of birth. In most cases, however, the cards lack items that are essential for deriving migration statistics that conform with the UN recommendations. In particular, information on (intended) duration of stay, purpose of visit, and, in some cases, country of usual residence is not collected. Also, although data entry at most of the borders in the countries concerned is fully computerised, the statistical tabulations are often produced manually and are not easy to adapt to changing user needs.

6. The assessment of data sources that comprised the initial phase of MED-Migr suggested that development of these existing border data collection systems represented perhaps the greatest opportunity for improving the statistical data on inflows and outflows of international migrants. An integral part of the rationale for proceeding was that, since tourism is currently or potentially a significant source of revenue in the partner economies, data pertinent to tourism should also be collected. Hence the activity was developed in synergy with the MEDSTAT Tourism sub-programme (MED-Tour) and was supported by partner country Ministries of Tourism as well as the national statistical institutes.¹

7. The countries that opted to participate in the border card activity were Jordan, Morocco, Syria, Algeria, Lebanon and Tunisia. The three Maghreb countries and Lebanon require all travellers, both nationals and foreigners, to complete both arrival and departure cards. The Jordanian system is computerised and paper cards have been phased out in 10 of the 13 border posts. In Syria, in contrast, only non-Syrian Arabs and foreigners are required to fill out border cards. The choice of countries for the pilot studies was largely determined by the feasibility of carrying out the tests within the limited time available. The countries which agreed to carry out the pilot studies were Morocco, Syria, and Jordan.

8. The description and results summarised in this section are drawn from, *Adapting border card systems in the Mediterranean region to measure international migration and international tourism: new initiatives and technical guidelines*, 2003, forthcoming. This report was written by Jeannette Schoorl, with contributions by Ibrahim Ali and Samir Farid. Additional details on the pilot studies are available in Al-Asaf and Farid (2002), Chachoua and Schoorl (2002) and Ismaeel *et al.* (2002).

9. The MED-Migr team, comprising the National Co-ordinators from the partner national statistical institutes, international experts and Eurostat officials, agreed that the border card activity should include:

- Comprehensive assessments of the existing systems of border data collection, data processing, and production and dissemination of statistics
- Proposals for adapting the existing systems, taking into account the goals of harmonisation and international comparability while respecting national priorities including security considerations and administrative regulations
- Pilot studies to test the adapted cards and propose modified data collection and processing procedures, and

¹ A discussion of tourism statistics is beyond the scope of this paper; the interested reader is referred to other papers cited elsewhere in this text.

- Recommendations for future action.

10. From the outset, it was recognised that the success of the border card activity depended on a strong commitment to inter-institutional co-operation within each pilot country. In particular, since the border card systems are administered by the Ministries of Interior/General Directorates for Public Security, the agreement and active participation of these institutions was essential.

Pilot studies

11. The contents of the border cards that were tested in Jordan, Morocco and Syria were determined by the needs and priorities of all the institutions concerned with the systems. In all three countries compromise was necessary. Thus, in order to accommodate administrative priorities, the migration-related data items were partially, but not completely, harmonised. The general principle adopted was that existing cards and existing procedures should be altered as little as possible and the addition of data items should be kept to a minimum. Further justification for these compromises was the expectation that minimising changes would limit costs and hence increase the likelihood that the countries would agree to modify their existing systems if the pilot tests proved successful.

12. The outcome of the inter-institutional discussions was that Jordan and Syria tested 'integrated' cards that asked about the data items required for statistical purposes on the same card as the administrative data items. These cards were designed to minimise the burden for the traveller and included pre-coded items to facilitate data entry, but necessitated the adaptation of existing data entry systems and procedures. Morocco, in contrast, tested arrival and departure cards with detachable stubs. These cards allowed for separate data entry for administrative and statistical purposes but required travellers to fill in the same four or five data items on the two parts of the card as well as some data items that were only on the administrative side of the card and others on the detachable statistical stub.

13. Field work for the pilot schemes was conducted in 2002. Sample sizes were around 10,000 in Morocco and Syria, and 12,000 in Jordan, and in each country two or three important land, air, and/or sea border posts were chosen for the test. In all three countries, for the purpose of the pilot, data entry was carried out by the Central Bureau of Statistics, using IMPS software.

14. The main results indicated by the tests were (Al-Asaf and Farid, 2002; Chachoua and Schoorl, 2002 and Ismaeel *et al.* 2002):

- Higher completion rates were achieved in the pilots that used integrated cards (Jordan, Syria) than in the pilot that tested cards with a detachable statistical stub (Morocco);
- The questions on intended duration of stay and purpose of stay were less well completed than the other questions. Possible explanations for this result are: lack of familiarity with the new questions, including confusion about who was required to answer them, time pressure (especially among one-day excursionists), and refusal;
- A higher non-response among nationals of the country than among foreign citizens;
- As expected, tourists form a much larger group among the travellers than either long- or short-term migrants.

15. The small pilot tests reflected the limited resources available for the activity. Not surprisingly, very few migrants were identified. The indications are that the integration of systems including border cards similar to those that were tested would give reasonable measures of legal migration (professionals, marriage and family reunification, study, etc.). It is important to note, however, that such systems would not capture any migrants among the following groups:

- undocumented travellers avoiding the border posts;
- travellers who overstay their short-term visa or permits, whether intentionally or not;
- travellers who are effectively changing their country of residence but are also frequent travellers (and therefore may report short durations of stay).

Country-specific conclusions and recommendations

16. *Jordan*: The recommendation is to add the four piloted data items (country of birth, country of current residence, intended duration of stay, and occupation) to the computerised border record in order to meet international recommendations for migration and tourism statistics. These four items should also be added to the traditional border card still in use in three border posts, until these posts are covered by the national computerised system. It is expected that the eventual response rates will be much higher than those obtained in the pilot study, especially in view of the fact that, under the computerised system, information is gathered and entered by the border police. The Ministry of Interior, in principal, has no objections to the addition of these questions to border cards and to adapting the border card system in Jordan to enhance the availability of statistical data. However, the costs associated with changing the existing computerised border card system would be substantial. Therefore, the current system could only be modified if and when sufficient funding is made available.

17. *Morocco*: All the concerned parties accept that, for both financial reasons and to ensure optimal response rates, the preferred option is an integrated border card system (i.e. joint data collection and data processing for administrative and statistical purposes). However, new resources would need to be identified to cover the costs of developing an integrated data collection and processing system. At the same time, the introduction of such a system would allow the data collecting authority to fully computerise the existing manual system for production of statistics. At the end of 2002, and following consideration of the pilot results, the Direction de la Statistique, the Ministry of the Interior, and the Ministry of Tourism decided to draft a proposal for an integrated border card. A committee consisting of representatives of the authorities concerned will be set up to study the possibilities for adopting such a card. The contents of the current draft version are given in Schoorl (forthcoming 2003).

18. *Syria*: The card tested in Syria was for completion by non-Syrian Arabs and other foreigners only. Following the pilot test, this card was modified slightly. The new card has since been adopted and distributed for use from the beginning of 2003 (Figure 1). The border card system does not cover the movement of Syrians; further work is required to assess whether the combination of information extracted from the optical reading of passport details and that elicited from additional oral or written questions can yield migration flow statistics for Syrians.

19. *Algeria and Lebanon*: Considerable progress has been made in adapting the border card systems. Co-operation between the authorities concerned has started, and this has

resulted in proposals to adapt the existing cards, with a view to harmonisation and international comparability. In *Algeria*, a modified card, including items on duration of stay, purpose of visit, and sex of the traveller was issued by the Ministry of the Interior in August 2002. Further work is required on the data processing systems, and on improving the potential of the computerised administrative system to incorporate the production of statistics, especially as the new cards are not pre-coded. In *Lebanon*, the Central Administration of Statistics and the Ministry of the Interior agreed to add reason for visit, expected duration of stay and country of usual residence to the existing entry and exit cards. There are plans to start using the new cards early in 2003.

20. *Tunisia*: An adapted version of the existing border card was proposed. Future steps will include efforts to further inter-institutional collaboration, and assessing the options for adopting a revised card and for the production of statistics.

IV. ADAPTING RESIDENCE PERMIT REGISTERS IN THE MAGHREB COUNTRIES

21. At an early stage in the Programme, the MED-Migr team identified work and residence permit registers as potential sources of information on foreigners in the Mediterranean partner countries. In Morocco, the Directorate General for National Security (DGSN) offered to collaborate with the National Statistical Institute (NSI) in a pilot study to work on the residence permit registers.² The forthcoming (2003) paper, *Adapting residence permit registers in the Maghreb countries to measure migration flows and stocks* by Jamal Bouchachen, provides a detailed description of both the Moroccan pilot study and parallel developments in Algeria and Tunisia. A summary of the principal achievements is given here:

- All aspects of the existing residence permit systems in the three countries were evaluated and a new, pre-coded residence permit application form was proposed. This form is shown in Figure 2.
- A detailed tabulation plan was specified.
- The difficulties of extracting migration statistics from register data were acknowledged, and a preliminary proposal that could help to address the problem of unrecorded exits from the registers was made.
- Country-specific technical manuals were written for Morocco and Algeria (Bouchachen 2002 and Bouchachen 2003). These manuals have been approved by the respective DGSNs and NSIs.
- Joint commissions have been established in Morocco and Algeria and these groups plan to examine the possibilities for implementing the technical recommendations made by the MED-Migr expert.
- An early result of the inter-institutional collaboration is the transmission of counts of residence permit holders from the DGSNs to the NSIs.

V. OTHER COMPLETED ACTIVITIES

22. The three other recently completed activities are described in forthcoming (2003) European Commission working papers:

² Limited progress has been achieved in Egypt, the other pilot country. This work is not discussed in this paper.

- Camilleri, R. *Census migration questions in the MEDSTAT Mediterranean countries: an inventory and comparative overview.*
- Camilleri, R. *Estimating emigration through an emigration module in the census.*
- Cantisani, G. *MED-Migration database and data collection.*

VI. THE FUTURE: MED-MIGR II

23. MED-Migr I ended at the beginning of April, 2003. The next phase, MED-Migr II, will last for three years and is scheduled to begin within two or three months. The key specific objectives of MED-Migr II are to consolidate the results achieved under MED-Migr I and in particular:

- To enhance the development of the collection of migration statistics in the Mediterranean partner countries,
- To promote the harmonisation of migration statistics in line with international and European Union standards,
- To contribute to the development of all actors involved in the production of migration statistics and to strengthen inter-institutional collaboration in the field,
- To take into consideration national, regional and international data users' needs,
- To increase accessibility to Mediterranean migration statistics and to promote the exchange of migration data between the Euro-Mediterranean partners,
- To enhance the visibility of the outputs of the Euro-Mediterranean statistical partnership in the field of migration statistics.

24. The main technical areas to be addressed will be border card systems, residence and work permit systems, illegal migration, transit migration, and asylum-seekers.

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FORTHCOMING EUROPEAN COMMISSION WORKING PAPERS, 2003

Bourchachen, J. Adapting residence permit registers in the Maghreb countries to measure migration flows and stocks.

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Kouider, S. MEDSTAT Migration Sub-Programme on international migration statistics, final report of activities.

Schoorl, J. Adapting border card systems in the Mediterranean region to measure international migration and international tourism: new initiatives and technical guidelines. In collaboration with I. Ali and S. Farid.

Figure 1. Border card introduced in Syria in 2003

Syrian Arab Republic	الجمهورية العربية السورية
Ministry of Interior	وزارة الداخلية
Department of Migration and Passports	إدارة الهجرة و الجوازات
Entry /Exit Card	بطاقة دخول / مغادرة
For Arab & Foreigners	للأجانب والعرب

Surname/Nom.....	الاسم :
First name/prénoms.....	الاسم :
Father's name/Nom du père	اسم الأب:
Mother's name/ Nom du mère.....	اسم الأم:
Date of birth(day/month/year)	تاريخ الميلاد (اليوم/الشهر/السنة)
Date de naissance (jour/mois/année)	
Sex/ Sexe	الجنس
female/ femelle <input type="checkbox"/> أنثى	male /mâle <input type="checkbox"/> ذكر
Country of birth:.....	بلد الميلاد:
Pays de naissance	
Nationality/Nationalité.....	الجنسية:
Original nationality	الجنسية الأصلية:
Nationalité d'origine	
Country of usual residence	بلد الإقامة الحالية:
Pays de résidence habituelle	
Profession:.....	المهنة:
Travel document	نوع وثيقة السفر
Genre du document de voyage	
Passport no.or Identity card no.	رقم جواز السفر أو رقم وثيقة السفر
No du Passeport ou No decarte d'identité	
Date & place of issuing:	مكان وتاريخ الإصدار :
Date et lieu d'émission	
Mean of transport / Moyen de transport	واسطة النقل
train/ train <input type="checkbox"/> قطار	ship/ navire <input type="checkbox"/> سفينة
car/ voiture <input type="checkbox"/> سيارة	plain/ avion <input type="checkbox"/> طائرة
Nationality of mean of transport.....	جنسية واسطة النقل:
Nationalité utilisée dans le transport	
Ship name/ Nom du navire.....	رقم الرحلة:
Flight No/No du voyage.....	
Train/ le train.....	رقم السيارة
Car No/ No de voiture	
Address in Syria:.....	العنوان في سوريا:
Adresse en Syrie	
Accommodation	نوع السكن:
apartment private/ appartement particulier <input type="checkbox"/> شقة خاصة	hotel/ hotel <input type="checkbox"/> فندق
Expected duration of stay in Syria	المدة المتوقعة للإقامة في سوريا:
Durée de séjour prévu à Syrie	
Less than 24 hours /moins de 24 heures <input type="checkbox"/>	أقل من ٢٤ ساعة <input type="checkbox"/>
If more than 24 hours (Specify)	إذا كانت المدة أكثر من ٢٤ ساعة حدد المدة
Si plus de 24 heures nombre de	
Years/ années	بالأعوام
Monthes/moins	بالأشهر
Days/ jour.....	بالأيام
Main reason for coming /motif principal du voyage	السبب الرئيسي للزيارة :
Health/sante <input type="checkbox"/> صحة	Education/études <input type="checkbox"/> تعليم
Tourism/tourisme <input type="checkbox"/> سياحة	work/travail <input type="checkbox"/> عمل
other/autre <input type="checkbox"/> أخرى	conference/conference <input type="checkbox"/> مؤتمر
Accompanying person/Accompagnateurs, trices	المرافقون
female/ femelle <input type="checkbox"/> إناث	male/mâle <input type="checkbox"/> ذكور
Signature/ Signature:	التوقيع:
Signature of employer/ Signature du fonctionnaire et le cachet :.....	توقيع الموظف والخاتم :

Figure 2. Demande d'immatriculation proposition de pré-codification pour les pays du Maghreb

<i>Libellé de la variable</i>	<i>Code</i>	<i>Libellé en arabe</i>
1. Première immatriculation 2. Prolongation	U	
N° d'immatriculation		
Etabli le	UU UU UUUU Jour Mois Année	
Nom et prénom		
Sexe 1 Masculin 2 Féminin	U	
Nationalité actuelle:	UUU	
Nationalité d'origine:	UUU	
Né le	UU UU UUUU Jour Mois Année	
Né à	UUU	
Nom du père		
Nom de la mère		
Profession actuelle:	UUU	
Profession habituelle:	UUU	
Adresse au Maroc (province ou préfecture) :	UU.....	
Date d'entrée au Maroc	UU UU UUUU Jour Mois Année	
N° du passeport		
Délivré à (pays) :	UUU	
Valable du	UU UU UUUU Jour Mois Année	
Valable jusqu'au	UU UU UUUU Jour Mois Année	
Situation familiale 1. Célibataire 3. Veuf (ve) 2. Marié(e) 4. Divorcé(e)	U	
Nombre d'enfants	UU	
Adresse à l'étranger (pays)	UUU	
Adresse du travail au Maroc (province/préfecture)	UU	
Pièce justificative principale 1. Contrat de travail (salarié) 2. Registre de commerce (investisseurs) 3. Attestation de poursuite des études ou de formation (étudiant) 4. Actes adulaire ou civil (raisons familiales) 5. Autorisation du SG du gouvernement (prof. Libérale). 6. Autre à préciser:	U	
N°		

<i>Libellé de la variable</i>	<i>Code</i>	<i>Libellé en arabe</i>
Valables du...	UU UU UUUU Jour Mois Année	
Valables jusqu'au	UU UU UUUU	
Délivré par Ministère du travail Ministère d' l'éducation Ministère des affaires étrangères Secrétariat générale du gouvernement Autre à préciser :	U	
Motif de séjour: 1. Tourisme 2. Voyage d'affaire (moins de 12 mois) 3. Etude, formation 4.Travailleurs migrant étrangers 5. Fonctionnaire international 6. Etrangers admis à s'établir 7.Raison familiale (constituer une famille ou rejoindre la famille) 8. Réfugiés 9. Cherchant asile	U	
Demande de séjour à compter du....	UU UU UUUU Jour Mois Année	
Jusqu'au..	UU UU UUUU	
Numéro de la première Immatriculation :		
Etabli le ...	UU UU UUUU Jour Mois Année	
A	UU	
<i>Conjoint</i>		
N° d'immatriculation Nom et prénom		
Né le...	UU UU UUUU Jour Mois Année	
Sexe 1 Masculin 2 Féminin	U	
<i>Enfants</i>		
N° d'immatriculation Nom et prénom		
Né le	UU UU UUUU Jour Mois Année	
Sexe 1 Masculin 2 Féminin	U	
Fait le ...	UU UU UUUU	

Source: Bouchachen (forthcoming 2003)