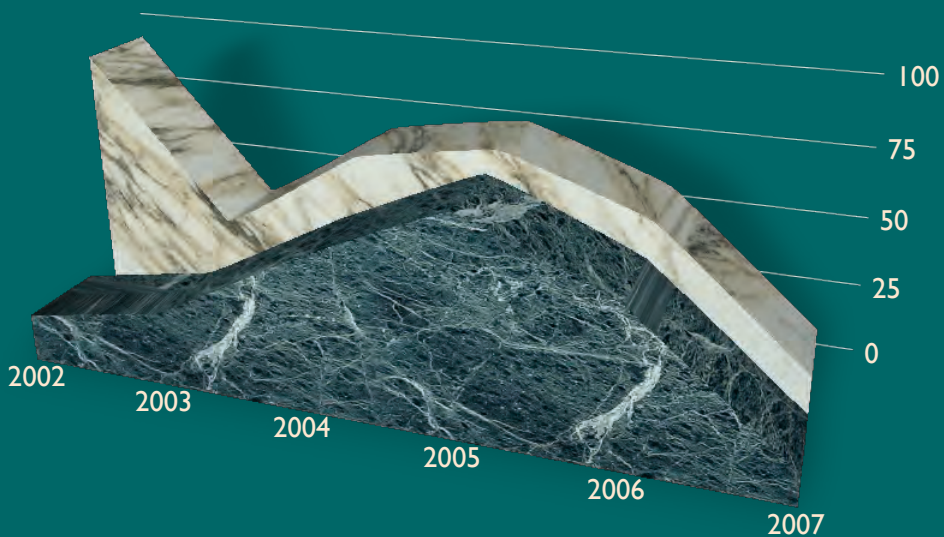


# Sharing Data: Where To Start



An Emerging Approach To  
Migration Data Management

Written and edited by  
Claus Folden, Marina Manke, and Thomas Mortensen

Opinions expressed in this document are those of the authors and do not necessarily reflect the views of IOM.

IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental body, IOM acts with its partners in the international community to: assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.

Publisher: Technical Cooperation Centre for Europe and Central Asia  
International Organization for Migration  
Nibelungengasse 13/4  
1010 Vienna  
Austria  
Tel: +43 1 585 33 22 12  
Fax: +43 1 585 33 22 30  
Email: [infotccvienna@iom.int](mailto:infotccvienna@iom.int)  
Internet: <http://www.tcc.iom.int>  
<http://www.dsm-migration.net>

ISBN 978 92 9068 390 2      Sharing Data – Where to Start: An Emerging  
Approach to Migration Data Management

ISBN 978 92 9068 391 9      Sharing Data – Where to Start: An Emerging  
Approach to Migration Data Management  
(Russian version)

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Factual information in this book has been verified until December 2006.

Cover design: Avocado Design  
Text editor: Caroline Mackenzie  
Text layout: Hubert Weitzer

# Sharing Data - Where to Start

AN EMERGING APPROACH TO MIGRATION DATA MANAGEMENT

*Written and edited by Claus Folden, Marina Manke  
and Thomas Mortensen*





**ACKNOWLEDGEMENTS**



This book is dedicated to those who unselfishly seek to let facts improve the lives of migrants.

The authors would like to express their sincere gratitude to all those who contributed to the making of this publication.

Written contributions were prepared by: *Valeriu Chertan*, Ministry of Information Development of Moldova, *Olga Chudinovskikh*, Moscow State University, *Officials in the Tajik Government*, *Officials in the Statistical Committee of Ukraine*, *Yuriy Shokamanov*, Kazakhstan's Agency for Statistics, and IOM staff: *Alena Murzina*, *John Myraunet*, *Oleg Povoroznyk*, *Samira Rakhimova*, *Frederick Runsten*, *Sergey Shkloda*, and *Simion Terzioglo*.

The authors gratefully acknowledge the contributions, suggestions and comments provided by *Enrico Bisogno* and *Angela Me*, Statistical Department of the United Nations' Economic Commission for Europe (UNECE), *Bela Hovy*, United Nations' Population Division, *David Thorogood* and *Piotr Juchno*, Eurostat, *David Reizenzein*, Austrian National Focal Point of the European Migration Network, *Seidy Avarez*, SIEMMES, *Luis E. Monzón* Technical Secretariat of the Regional Conference on Migration, *OECD representatives*, *Harald Friedrich*, *Mike Bisi* and *Scott Busby*, Intergovernmental Consultations on Asylum, Refugee and Migration Policies, *Dr Gustav Lebhart*, Statistics Austria, *Pier Rossi-Longhi*, IOM, *Florian Bruckner* and *Andreas Simek*, 3 Kraft, *Lubov Stelnykh* and *Olga Ostapchuk*, Ukraine. Our longstanding close cooperation on the DSM with *Dr. Vladimir Shkolnikov* and his team at OSCE ODIHR should be mentioned here.

Helpful comments, input and assistance were provided by: *Elodie Fischer* and *Katarina Gembicka* (IOM TCC), *Sergey Brestovitskiy*, *Alessia Castelfranco*, *Berta Fernandez*, *Andreas Halbach*, *Charles Harns*, *Jobst Koehler*, *Frank Latzko*, *Bakyt Omurzakov*, *Caroline San Miguel*, *Damien Thuriaux* (IOM) and *Poul Mose Hansen* of the Danish Immigration Service.

Special thanks go to *Gervais Appave*, who inspired and gave guidance for the evolution of the Data Sharing Mechanism process and to *Tamara Babiuk*, who contributed to the early draft of this book.

*Caroline Mackenzie* edited the manuscript and *Hubert Weitzer* designed and layout the publication, special thanks for their patience. *Avocado Design* created the concept for the cover.

This book would not have been made possible without the funding of the IOM 1035 Facility which was requested by the Governments of Kazakhstan, Moldova, Tajikistan and Ukraine. Additional funding was provided by the Danish Ministry of Foreign Affairs' DANIDA via the Central Asian Partnership Group Programme 2005-2007.

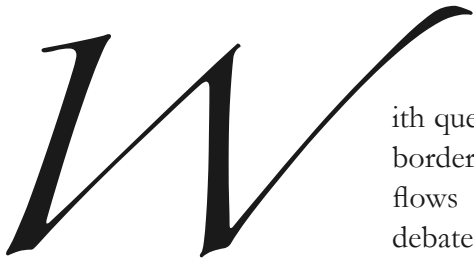
Finally, we would like to thank our loved ones, families and friends, who stood ready to support our work during endless weekends and holidays.



# **EXECUTIVE SUMMARY**





A large, stylized, black letter 'W' that serves as a decorative element at the beginning of the first paragraph. It is written in a calligraphic style with thick strokes and a slight shadow effect.

With questions on integration of foreigners, border security and international migration flows topping the international policy debate and daily media broadcasts, there is widespread awareness of an urgent need to have credible, comprehensive and timely statistical data on migration. Lack of such data can have unforeseen, or even counterproductive, consequences for assessing and addressing the real situation at hand, and is a risk few governments can afford to take.

In Eastern European and Central Asia (EECA), this realization came to the fore at an international conference on ‘Cross-border Cooperation and Migration Legislation Development’ organized by the International Organization for Migration (IOM) in Almaty, Kazakhstan, in 2001. Participating States acknowledged that their emerging national legislation to support effective migration flows should also take in account the need to improve national systems’ ability to collect and store migration statistics. One year later, when the same group of countries congregated in Prague, delegations specifically requested that IOM, together with the Organization for Security and Cooperation in Europe/Office for Democratic Institutions and Human Rights (OSCE/ODIHR), provide assistance in developing a sustainable approach to building technical capacity in the EECA region to collect data for policy-making purposes. Representatives welcomed the idea of establishing a common exchange mechanism for the collection, sharing and direct application of migration-related data in the region. Consequently, IOM’s Technical Cooperation Centre for Europe and Central Asia (IOM TCC) and OSCE/ODIHR, together with expertise from the Danish Immigration Service (DIS), conceptualized a new approach that built on the flexibility and style of other regional mechanisms on migration and asylum data management and policy development.

Rather than introducing new templates, indicators, and methodologies this new approach builds upon existing data already available and agreed (in some cases, publicly available) within each participating State. The

approach is designed as a step-by-step process which takes into account the level of participating States at any given moment. The Model would build on existing national infrastructures, taking into account experiences and lessons learned from other countries and from other migration-related data management models.

Four years later, the States piloting this General Model (Moldova, Kazakhstan, Tajikistan and Ukraine), despite limited resources, have achieved substantial results in working within the framework of the General Model for the Collection, Application and Sharing of Migration-related Data, as envisioned in 2002. National expert missions to Chisinau, Almaty, Dushanbe, and Kiev and practical discussions with governments have resulted in initiating inter-agency dialogues and mapping-out of the countries' current data management systems. Technical and thematic regional meetings have allowed these countries to agree upon six key data indicators which are relevant as overall indicators to be shared between participating States. A virtual and bilingual data sharing mechanism (DSM) ([www.dsm-migration.net](http://www.dsm-migration.net)) with protected and public access web sections was launched online in March 2005 and essentially reflects the procedural wishes and terminology defined by the participating States. To use the password and access protected database, participating States were provided training on administering the Site and uploading data and statistics.

Following these regional meetings, other States are eager to join the Mechanism as soon as possible. Information exchange on policy has already resulted in cross-border dialogue on how to develop the General Model further and how to manage migration in the region. Given these achievements, this publication will cover the following issues:

- The Preface reviews the chain of events leading politicians and ministers with migration in their portfolio to translate political commitments into durable solutions for agreeing to make efforts on the collection and exchange of such information both nationally and internationally.
- Chapter One introduces the new approach to migration-related data collection and provides a step-by-step analysis of some of

the most compelling (and tested) components of this approach.

- Chapter Two is intended to serve as a stand-alone manual on where to start the work in the area of enhancing migration-related data collection and sharing at both national and regional levels.
- Chapter Three offers national examples of participating in such an approach, the challenges, and national priorities vis-à-vis regional needs and realities.
- Chapter Four looks into practical experience from other regional processes for collecting, applying, and sharing migration data, with a review of their organizational structures and formal and informal mechanisms for authenticating the release of data among partners.
- Chapter Five summarizes the results achieved to date and perspectives in the field of future work and international cooperation in the field of migration statistics.
- Annexes provide specific examples on how to work with data management in practice.





# **PREFACE**





**Inspiration has always been an important element in fuelling creation. It is in this spirit that we have prepared this publication as a contribution to the further sharing and promotion of migration statistics worldwide.**

We hope that this publication will become a useful tool, a handbook if you like, for policymakers, officials, practitioners, researchers, and scholars in their search for means that will assist them in facing the challenges of a world with ever-increasing migration flows, a reality now at the top of the international agenda.

During the many years spent working with data and statistics on migration, we have realized that there is a real need for this publication as a source of information where one can look for practical examples and advice on working with the whole range of issues relating to migration data and statistics. We have worked and held numerous discussions with colleagues and stakeholders in a process where we faced many challenges and gained much from our exchange of ideas. This book is the fruit of these mutual experiences and will, we hope, provide readers with concrete examples and an accumulation of best practices with which to build further development of migration statistics.

Throughout the publication, there are countless examples and technical explanations on producing, processing and sharing migration data and statistics. Focus is on statistical data and on cross border migration: in other words, there is no discussion on data relating to individual persons, nor to internal migration within countries.

*“Migration statistics or not - policy will be made anyway”*

(Gervais Appave,  
former Director of IOM’s Migration Policy,  
Research and Communications Department)

Government decisions on migration policy are often based on scarce data and perceptions and sometimes on myths. Policy is therefore sometimes developed with no data available.

Some Western governments realized that, from time to time, they faced new migratory trends, such as a dramatic rise in the number of asylum seekers from a certain country or region. They soon came to the conclusion that there was a need for the production and exchange of statistics in order to have a meaningful exchange of information and discussions on policy. Acknowledging the need for allocation of resources, some States began to establish budgets for developing the capacity to produce and process data and statistics: these were sometimes fragmented, sometimes based on newly developed systems. By holding discussions on trends, policies and responses to emerging situations, they have allocated more and more resources and become increasingly skilled and sophisticated in their production methods. Analysis of the statistics and trends formulated in reference to data from other countries has increasingly led States to change and adjust the way they make policy, a change which has also facilitated a more precise response to the realities of asylum and migration.

People looking at and handling migration statistics fall, to put it simply, into two different schools of thought, top-down and bottom-up. For many years, the top-down school has dominated. According to this approach, there should be an international definition and worldwide standards for collecting migration statistics. Based on our experience, we believe that the bottom-up approach is just as efficient and realistic, since it builds on existing structures and statistical methods which take into account national and regional realities and contexts. This said, we believe that international efforts for developing common standards and definitions serve as useful inspiration at national and regional levels. In an ideal world, all migration data would be clearly defined and such definitions would be accepted by all States, but the world is not ideal, migration is not a natural science, but a phenomenon that changes constantly.

In our experience, migration statistics are increasingly in demand but still, all too often, the response to this demand is “We cannot afford to produce statistics” or “We have no mandate to share the statistics”. Such comments can be heard from States with both developed and developing migration management structures, from donors who often show little interest in providing support just for capacity-building

activities in statistics. Of course, there will always be competing priorities and, unfortunately, in our experience, the production, processing and sharing of statistics are not yet seen as a high profile issue and therefore not considered worth long term investment. This makes winning the competition for resources so much more difficult.

Regardless, migration is becoming an increasingly important item on the international agenda and not just for governments: media, civil society and international organizations are all asking for information and statistics on migration. All these demands have one thing in common: the search for data and information which describe today's reality and, in best case, contribute to forming a transparent public opinion, good governance and democracy.

States themselves increasingly acknowledge the need to share information between national stakeholders and agree that collection and sharing of migration statistics enhances cooperation and understanding with other States at regional level, forming a solid basis for the development and harmonization of common policy. We have often witnessed situations where stakeholders, at first hesitant or even negative about changing and developing existing systems for producing statistics, have changed their position once faced with new ideas and concepts and became passionate advocates: seeing the light in the eyes of a colleague makes all our efforts worthwhile.

A stable and efficient environment for the production and usage of statistics will only work where there is true ownership and interest, not only from officials involved but from the whole of the government. However, at the same time, volatile political environments may sometimes erase all previous efforts when a change in leadership leads to the removal of a team of statistics officers.

And yet, without reliable statistics, there is a high risk that decisions will cost the nation dearly at a later date. Sadly, we have seen all too many situations where this has happened. One word of advice: "don't give up". The benefits of having access to reliable, timely and sound statistics completely outnumber the arguments for the status quo.

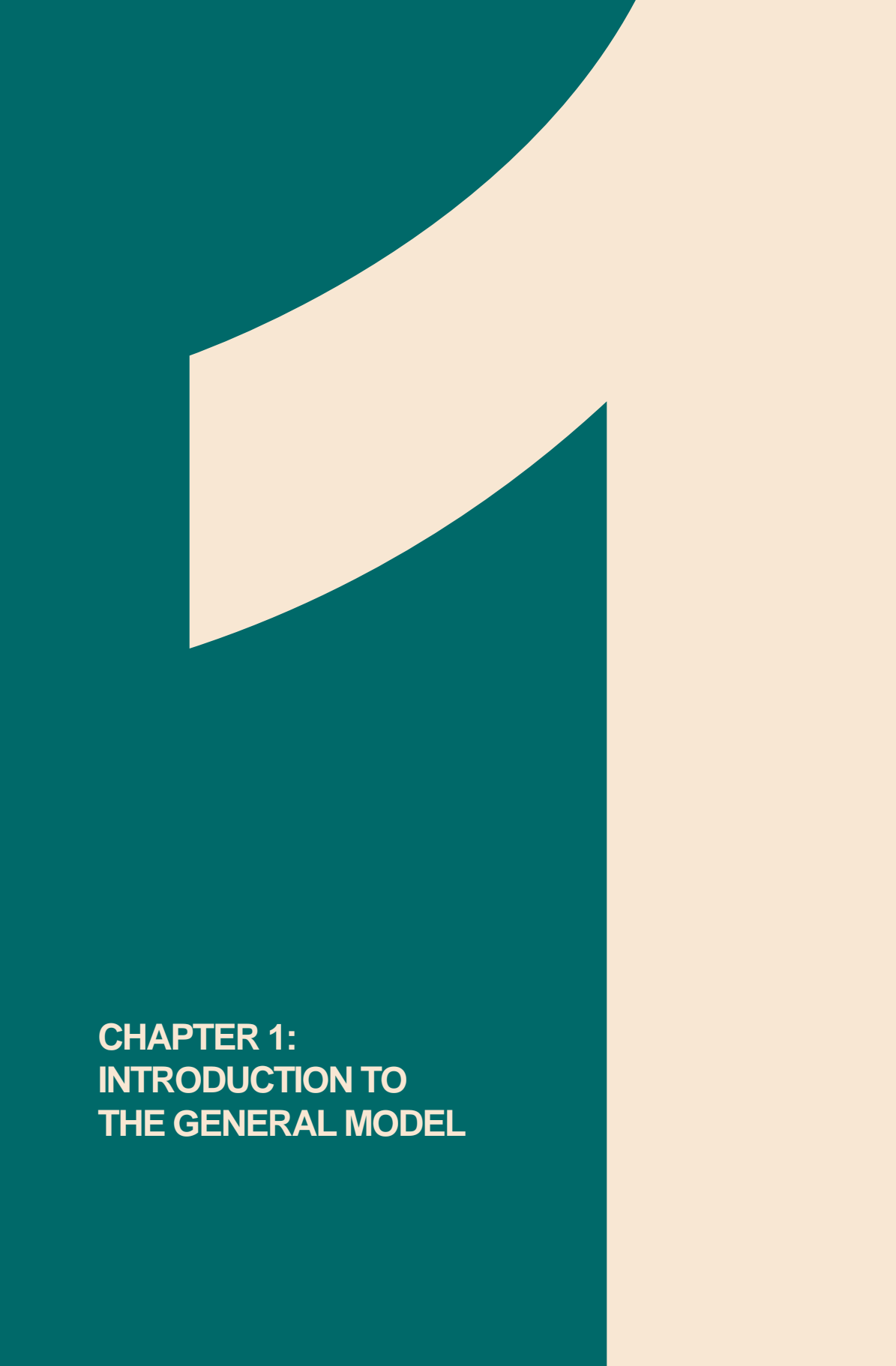


# TABLE OF CONTENT



# Table of Content

<b>Chapter 1:</b> <b>Introduction to the General Model</b>	<b>15</b>
<b>Chapter 2:</b> <b>Data Sharing Mechanism and General Model: Practices and Lessons Learnt at the National and Regional Level</b>	<b>37</b>
<b>Chapter 3:</b> <b>Migration-related Data in Eastern Europe and Central Asia: Sources, Institutions, Framework</b>	<b>83</b>
<b>Chapter 4:</b> <b>The Regional Approach</b>	<b>153</b>
<b>Chapter 5:</b> <b>Results and Perspectives</b>	<b>199</b>
<b>Annexes</b>	<b>209</b>
<b>Bibliography</b>	<b>321</b>



**CHAPTER 1:  
INTRODUCTION TO  
THE GENERAL MODEL**

# Chapter I

## 1.1 Why do we need a model?

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### Challenge ONE:

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Predomance of National Reality over International Standard.

### Challenge TWO:

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Multiplicity of source of migration data and the absence of a single instrument (or a well-tested functional tool in collecting data that covers all necessary categories) that is universally available or applied.

### Challenge THREE:

---

Perceived sensitivity of migration data and information power.

### Challenge FOUR:

---

Confusion over individual data and statistics.

### Challenge FIVE:

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Differentiation between various purposes for data application and ways of using migration data.

## 1.2 What is the approach?

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# Introduction to the General Model

At regional seminars in 2001 and 2002, IOM's Technical Cooperation Centre for Europe and Central Asia (IOM TCC), the Danish Immigration Service and the OSCE/Office for Democratic Institutions and Human Rights (OSCE/ODIHR) were asked by state representatives from Eastern Europe and Central Asia (EECA) to assist with improving their migration management capacity based on timely, objective and comprehensive statistics. To fulfil this task, it was apparent that a targeted data capacity-building programme had to be developed and that it should include follow-up events and activities that would lead to more accurate and coherent statistical collection and exchange in the region.

Attempts to enhance migration-related statistical collection in EECA countries had been made by international organizations and multilateral associations in the past, but were rarely sustainable. Making pilot visits to the region,<sup>3</sup> learning from best practices of other data collection processes (see Chapter 4 below) and capitalizing on the ownership and drive from the States and personal drive from key experts, IOM and its partners were able to set up a capacity-building programme for migration-related data management that was simple and operational.

A concept paper, which took an incremental approach, offered a strategy that provided options for States to make use of existing migration-related statistics (see Annex 2). The concept paper, *the General Model for the Collection, Application and Sharing of Migration-related Data*, also demonstrated how statistics could be improved through the implementation of several additional activities, which are equally important in understanding the origins of statistics. A comprehensive approach to migration statistics is not just about numbers, but also about policy documents, legal norms and bringing statistics providers and users together in a constructive dialogue.

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<sup>3</sup> Pilot activities were carried out in Moldova, the Kyrgyz Republic and Ukraine and site visits were also conducted in Kazakhstan and Belarus in 2004-2005.

## BOX 1.1 Background

For many years, IOM has been involved in building capacities in managing migration, in the EECA and other regions, including through assisting governments in such areas as legislation development, hardware and IT platform enhancement, and workflow assessment.

At the 2001 Almaty workshop on Cross-Border Cooperation and Development of Migration Legislation, a presentation on the Danish participation in the Schengen System evoked big interest, while the 'Grandfather' of the General Model and the Programme, G. Appave, made a general presentation on migration management with particular emphasis on data and statistics and their role in developing and implementing migration policies. At the end of the workshop, the 12 participating States recommended that efforts be focused on data collection, processing and sharing and IOM and ODIHR were requested to provide further assistance. As a result, the two organizations began working on the preparation of a regional event specifically devoted to migration-related data.

In June 2002, the Prague Workshop on Organizational Structures, Collection and Sharing of Migration-related Information laid down the foundations for the development of a new practical approach to migration data collection and sharing. At the workshop, a new concept for migration-related data management was presented, and a request was made for the creation of a data sharing mechanism.

From the start of the process, it was important that statistics are not seen in isolation. In addition, it was clear that the Programme should be practical and able to function with minimal, but targeted, resources.

As a result, an easy-to-use and simple electronic (multi-user password protected on-line) *Data Sharing Mechanism* (DSM) was designed and

created with the approval of the States. It was expected to be generically applied and adapted to any cluster of countries or ministries and could be developed and maintained with limited resources ([www.dsm-migration.net](http://www.dsm-migration.net)). This mechanism also includes public access sections containing States' policy and legal documents relating to migration-related data management and its requisite potential for policy making.

The General Model is a promising approach that is still evolving. However, the basic groundwork has now been laid and *generic tools* (training on data management, overview and mapping out of existing processes, and the establishment of inter-ministerial working groups (see Chapter 2 below)) have already been put in place in EECA and other regions. The generic tools are easy to use and are being enriched constantly by new and innovative methods provided by national governments and international organizations.

## 1.1 Why do we need a model?

*Effective management* of migratory processes implies that policies and strategies are based upon knowledge of the reality within those flows. *Informed management* of migration on the basis of data means being able to determine which sub-components are part of a country's migration reality (e.g. categories of migrants), and how to obtain needed information most effectively (i.e. what types of reporting and data collection systems exist?).

In addition to collecting data within a single state, 'holding' national data and information up against data and information from other relevant States can, in many cases, *further improve the effective management* of migratory processes. Such data is also essential and often critical for providing insight into cross-border migratory trends and emerging patterns, suggesting areas for useful common actions or, in a more general application, describing, monitoring, evaluating and developing national policies.

Of crucial importance is the building of migration data collection and

exchange on *shared principles* which ensure, wherever possible, a high degree of trust and confidence in the data.

Approaches to data sharing undertaken to date have rarely yielded practical results in the long run, i.e. making *timely, comprehensive and reliable data* available for policy-making purposes in migration. Traditionally, data incompleteness, incomparability and variability of national definitions are blamed for repeated failures in efforts to establish regular data collection and exchange in the field of migration. However, what do these obstacles mean in practical terms? What are the main challenges to efficient migration data management and statistics exchange?

### **Challenge ONE:**

Predominance of National Reality over International Standard

The UN Recommendations on Statistics of International Migration (UN, 1998) suggest a series of categories and definitions for forming the basis of international migration statistics collection. These should serve as references and guides for data collectors in compiling and sharing migration data. Nevertheless, most governments apply different or additional categories based upon their own legislation, regulations, administrative purposes, and traditions. Statisticians working at the national level find it quite difficult to comply with the UN Recommendations. As the Global Commission on International Migration (GCIM), for instance, stated in a special report:

“Countries collecting data do so to support their own national legislative, policy and administrative imperatives. For this reason most of the countries surveyed indicated that it would not be possible for them to adopt a standard or universal list of defined terminology. Even if there was a will to adapt to such a list, other possible reasons cited for making this impractical were listed, to wit, inconsistency with current data collection systems; expense associated with altering data collection systems; possible legislative difficulties for change to be facilitated; insufficient relevance for own data collection needs. The adoption of a standard list of defined terms appears therefore to be of academic interest only although the existence of lists such as that found in the Glossary to the UN Recommendations and other lexicons of terminology permits a general understanding of those terms”. (Parker, 2005)



**Challenge TWO:** Multiplicity of migration data sources and the absence of a universal single instrument for data collection

As a rule, migration data is a *by-product of administrative structures* and commonly gleaned from a multitude of sources not specially developed for the purpose of further statistical analysis. Many governments have only recently begun to include migration concepts into their domestic legislation. Very often, new national laws are being developed without a comprehensive analysis of their possible implication for statistics collection.

The collection of migration data does not only depend on different *legislative issues*, but also on *different administrative systems*, which are responsible for compiling the data. Streamlining administrative systems often facilitates the collection of migration data and leads to streamlining the number of migrant categories compiled at the national level. Where there is a lack of comparability at the national level, full comparability of migrant categories within a regional area cannot become a realistic target in the years to come.

More practically, in this situation, a choice has to be made between *broad and general definitions* of data categories with limited use to relevant producers of data, and *tables with numerous specific categories* documented by detailed descriptions if users are to understand exactly what lies behind the numbers (see Annex 15). Such a choice will enhance the use of data and present a complex picture of the situation in practice (especially if data is compared regionally/internationally).

**Challenge THREE:** Perceived sensitivity of migration data and power of information

Developing a clear and meaningful terminology for the purpose of analysing national and regional migration trends, which sometimes overlap with other data indicators, remains a challenge. A further complication in this process is the perception of migration as a sensitive

issue, as a result of which States may prefer to “sit on data”, rather than share it with other institutions at the national level.

In many countries, there is a deep-rooted belief that knowledge, once gathered, is the secret property of the government and belongs solely to certain ministries. This creates a situation where there *is not just a lack, but also an intentional lack, of inter-agency cooperation*. As a result, although national statistical bureaus would like to produce useful statistical data on, for instance, migration, they have no access to the relevant data because it is kept secret and furthermore they are not given the means to obtain access. Very often, officials from statistical offices never see colleagues from other ministries. However, stimulating such contacts is very important and the more this is done, the sooner there will be awareness of the need for inter-agency cooperation.

The closed-mindedness and the reluctance of officials to learn can be another significant obstacle. It is difficult to change such an attitude but proving that the reality is, in fact, different from the assumptions may help. Working on changing attitudes should be done in a very tactful way, as one has to be very sensitive about people not losing face. One way of selling this new approach would be to find ways that allow them to work better, to make them look good by making the situation more positive for them. Thus they will realize that information is power in a positive sense, since improving the collection, processing and analysis of the information and creating statistics serves a purpose. Once they can see trends and graphs and comprehend how stocks and flows are changing, they will be able to forecast and understand what is actually happening.

#### **Challenge FOUR:**

Confusion over individual data and statistics

When the issue of collection and sharing of migration-related data and information at the international level arises in a political discussion, it often becomes obvious that there is some confusion over what is meant

by ‘migration data’. These discussions are often hampered by the fact that migration officials and policy makers with no special technical knowledge of statistics often do not differentiate between individual data and aggregated data or statistics. However, clear understanding of what migration data and statistics entail is extremely important, as this has a direct impact on the framework of such data collection and sharing.

*Individual (or personal) data is an information set from which reference can be traced down to a concrete individual.*

This data usually includes some bio-characteristics, such as gender, date of birth, educational attainment, and marital status. Further, individual data contains a person’s name or other attributes which allow the data set to be traced to an individual person. States collect individual data for administrative and law enforcement purposes and keep it in an individual file (or personal record) in record books and registers, on paper or in an electronic database. Such data is extremely sensitive and special national laws strictly spell out which persons or institutions, and under what conditions, can access individual data.

Different agencies collect different sets of individual data, based on their mandate and functions. There are some cases when individual data are transferred from one agency to another according to law and by a decision taken on each personal case.

At the same time, personal files can also be used to generate statistics, in which case linking a personal file with an individual person (usually through their name) becomes irrelevant. As individual data files contain valuable information on gender, country of birth, etc., their aggregation becomes crucial in developing statistical indicators.

In dealing with individual data, the most important challenge is data protection, which is specified in most national and international laws and is linked to the right to privacy. To ensure that the same individual is not counted twice, an individual number can be assigned to each person in the system, and this then allows quality controls in statistical data generation.

## BOX 1.2 Data Protection

In the production of statistics, the underlying nuclear data is individual data, known as bio-data. Handling bio-data on an individual person, some protection issues must be taken into account.

First, it is crucial to protect against unauthorized access to personal data, since it is highly sensitive for the person involved. Unauthorized access could lead to criminal use of data, such as identity theft and fraud schemes. Protection against unauthorized access can be ensured with technical means (e.g. firewalls, access codes, biometric login) and enforced by creating a legal and penal framework. Furthermore, protection levels are maintained by careful selection and training of staff in order to reduce potential for corruption and misuse.

In societies with an open administration, there is often legislation on public disclosure of information. Here, a citizen has the right to access information on him- or herself produced by the public administration and that information can only be withheld in very specific cases. A law on public disclosure must go hand in hand with strict data protection laws, because no personal information may be revealed through public access to information.<sup>4</sup> Under the public disclosure laws, citizens are given a right to access as much available statistics as possible. Sometimes the information is available but not publicized, and there are no legal regulations requiring that the administration must publicize everything. In fact, the data producer may even not have aggregated statistics for which a citizen may request public disclosure, in which case the requested statistics will then have to be generated upon request. Requests from politicians are usually answered and the response may go to the parliament.

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<sup>4</sup> Individuals can have access to information on their own data. If statistics are built on very small numbers of persons, it may be necessary either to not publicize or to mask the numbers to ensure that individuals cannot be identified.

Protection of data is not only an issue at the national level, but it is increasingly an international concern. For example, within the context of the European Union, a working party has been set up to deal with the aspects of data protection. The Article 29 Working Party was set up, under Article 29 of EC Directive 95/46/EC, as an independent European advisory body on data protection and privacy.

The working party consists of:

- a representative of the supervisory body, to which each EU Member State has appointed a member;
- a representative of the EU body responsible for the area;
- a representative of the European Commission.

Its tasks are described in Directives 95/46/EC and 2002/58/EC and include the following:

- "examine any question covering the application of the national measures adopted under this Directive in order to contribute to the uniform application of such measures;
- give the Commission an opinion on the level of protection in the Community and in third countries;
- advise the Commission on any proposed amendment of this Directive, on any additional or specific measures to safeguard the rights and freedoms of natural persons with regard to the processing of personal data and on any other proposed Community measures affecting such rights and freedoms;
- give an opinion on codes of conduct drawn up at Community level."

Source: EC (1995:Arts. 29-30; 2002:Art. 15)

Sharing individual data takes place under the protection of national and international laws. But individual data sensitivity and the need for protection do not mean that such data cannot be transferred across national borders. With international terrorism coming to the forefront of the international security agenda, States are more prepared to provide data on their citizens in cases where such a move is justified by international prosecution or the fight against terrorism and organized crime. Europol and Interpol are international institutions through which sharing of individual data takes place on a regular basis. They have concrete provisions in their regulations specifying the conditions under which such sharing may take place.

Unlike individual data, *aggregate data* does not have the same strict implications for data protection. Practically speaking, it is not possible to trace an individual person through data once it has been aggregated. *Aggregate data usually represents the sum of numbers of individuals or cases of a certain category registered within a set period of time.*

### **BOX 1.3 Individual Data vs. Aggregate Data**

Individual data is information on a single event, for instance, that a certain Mr. Smith, male (category: gender), born on 1 August 1990 (category: date of birth) with a passport (category: travel document) is a citizen of a certain country (category: citizenship) and has crossed a national border on a particular day (category: time of event). This type of information can be extended further, for instance, to include the border point, type of travel document, whether the individual is travelling alone, etc.

Aggregate data, in comparison, is the sum of similar events that took place within a certain period of time: that, within any given month, a certain number of citizens from a specific country crossed a national border within that period of time. All the above-mentioned categories of information (gender, border point, citizenship etc.) can be used to generate statistics.

Although tracing an individual through aggregate data is practically impossible, in cases where the numbers are small (usually up to 5, as with, for instance, numbers reported by UNHCR), measures can be taken to conceal this data through representing them with an asterisk.

Although aggregated data does not need special data protection laws, special procedures and frameworks must be created in order to ensure that no unauthorized access to personal data takes place during the process of personal data aggregation and statistics generation.<sup>5</sup>

Regardless “non-sensitivity”, countries are still often reluctant to share statistics, despite their potential for serving as a basis for efficient policy-making. There are many reasons for this, including poor quality of data and incomparability of national data (i.e. methodological aspects). Further, data can, like any other kind of information, have political implications, since it can prove or deny political statements. These two sides of aggregated data sharing are examined in more detail elsewhere (see Chapter 4 below).

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<sup>5</sup> A comprehensive overview of the issue can be found in UN (2001) which contains documents in English and Russian.

**Challenge FIVE:** Differentiation between various purposes for data application and ways of using migration data

Efforts to collect and share migration data, whether by using ad hoc methods or by organizing a sustainable data collection system, will only succeed where there is a clear understanding on the goals to be met and the questions to be answered.

**BOX 1.4 Different Needs for Migration Data: National and Regional Levels**

When statistics are to be produced at the regional level (i.e., how many asylum seekers are registered in the region), the available national numbers are added up. However, for this exercise, some technical questions often arise, such as should minors be included or not? If not, there must be a statement or footnote specifying that, in some countries, these figures do not include minors.

There are, of course, cases where it is important to know the exact number of people registered in the asylum system, for instance for the management of a reception centre. At that level, having the exact number is essential and knowing the exact number of unaccompanied minors means that it may be necessary to create a special section in the reception centre.

At the regional level, however, the needs are different. Policy makers need to know whether the number of asylum seekers from a particular country is going up or down. It may not really matter whether unaccompanied minors are included, except at a very concrete technical level.

In other words, there is very often no need for 100% compatible data, but it is important to be able to see tendencies and trends: are the figures going up or down, with, for instance, the arrival of Iraqi asylum seekers? If 100 or 200 unaccompanied minors are not included, this is not particularly significant. However, when 20,000



Iraqi asylum applicants from Iraq are registered in Europe in the first month, and 10,000 the next, this means that something has happened and there is a significant trend and that a policy reaction can be expected.

Thus, it is important to note that at the national level, it is important to have detailed information, while at the regional level, it is the more important to see trends: hence, the need for different statistics on migration at the national and regional level.

The purpose of data collection is closely linked to the end user and there are again many different **types of users** of migration data with different objectives and functions:

- At the agency level, migration data is collected for the purpose of assisting in carrying out a number of operations and administrative procedures, such as taking decisions on applications (e.g., asylum, residence permit, work permit, visa). Here users are mid-level officials processing personal files. Some data aggregation is still needed for senior management, as statistics on the number of files processed may be a good performance indicator, while disaggregating into different categories can shed light into applicants' profiles.
- At the national level, access to personal data may be needed only in rare cases and is usually linked to questions of law enforcement and national security. At this level, access to aggregated data is much more important for policy making and analysis purposes. Potential users of migration data are national governments and public institutions. Civil society organizations, mass media and academics also need access to migration statistics for the purpose of monitoring and analysis.
- At the international level (sub-divided into regional, inter-regional and global levels), there is mainly a demand for aggregated data and statistics. Yet, there are also cases of sharing individual data internationally, for instance through Europol, Interpol, Eurodac and the Schengen System.<sup>6</sup>

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<sup>6</sup> Due to data confidentiality, sharing personal information at the international level is especially complex, as was revealed during US/EU negotiations on the issue of sharing personal data on arriving passengers (Mahony, 2007).

## BOX 1.5 Statistics on migration stocks and flows

These can be used for four purposes:

1. Resource management (knowing the number of people crossing a particular border point allows allocation of appropriate human and financial resources) - agency level;
2. Performance indicators (knowing how many applications are processed within a certain period allows setting of standards and monitoring of actual performance of officials compared to standards and norms) – agency level;
3. Analytical purposes – national level;
4. Assessment of migration policy – national level.

Source: EMM Manual (IOM, 2004)

This book looks primarily at the management of migration-related **aggregated data** and statistics. Work on individual data is intentionally excluded as such data requires a much more complex framework due to its sensitivity and confidentiality. In addition, collecting and sharing individual records are, as mentioned earlier, usually carried out for law-enforcement and security purposes and do not come within the scope of this publication.

It has already been stressed that migration-related aggregated data and statistics can be used for a number of purposes. Within a single country, aggregated data and statistics help to perform pure managerial tasks of a concrete agency, such as counting volumes of transactions and cases for the purpose of resource management and evaluation of employees' performance. Furthermore, migration-related statistics can be analyzed and used to identify trends and to monitor the development of a situation with concrete migration flows or stocks over time.

Such an analysis is extremely useful for making policies. For this reason, ministries and migration authorities often establish special analytical departments which can process available data and report on findings to senior management.

This latter aspect of applying migration data to the design, monitoring and modification of policies is the main focus of the present publication. Two important issues need to be borne in mind:

- differentiation between mobility and migration; and
- the key requirements for statistical data.

### **BOX 1.6 Mobility vs. Migration**

Movements of persons are very complex in nature and should be considered in two main dimensions: time and space in accordance to which types of human mobility are to be distinguished.

With regard to time, movements can be divided into short-term and long-term. Long-term moves are referred to as 'migration', whereas the term 'mobility' is used for short-term moves.

With regard to space, movements can be internal and cross-border. Migration can be divided into internal and international movements.

The human dimension refers to types of individuals who move or migrate. Thus we can speak of migration of nationals or foreigners and single out a number of categories (country of origin, destination, birth and citizenship).

## BOX 1.7 Requirements for Data

To be useful for policy-making purposes, data on migration should correspond to certain key requirements, such as:

1) *timeliness*, i.e. showing trends on current processes and not those which are two or three year old. In migration issues, tendencies and reversion of trends happen all the time and they require instant reaction by the policy maker;

2) *reliability*, i.e. the user must be able to trust the data presented. This means that the origin of the data, its sources and the methodology used for its collection must be clearly stated. In addition, the user should be aware of potential problems with, or errors in, the data, in order to be able to deduce the real situation;

3) *comprehensiveness*, i.e. the user should have as complete a picture of the processes as possible and be able to understand what stands behind the numbers being analyzed.

## What is the approach?

The philosophy behind the General Model is that each State finds itself at a different stage of development in migration data management, level of sophistication in infrastructure, access to resources, and level of commitment.

The General Model is based on the premise that gauging the reality of migratory trends can only be carried out with *timely, consistent and objective data* and that certain data already exists and is defined at the country level. There is, thus, no need to create data templates or statistical definitions from scratch.

However, some publicly available data (e.g., stock figures based on census results, asylum figures, etc.) *is not necessarily shared* between national agencies within countries, between neighbouring and like-minded countries, or between transit and destination countries along a migration route. Data, although presented in similar ways, may have different sources and definitions, all of which must be well documented in order to present a comparable report.

The Model is also based on the fact that *producers and users should be connected*: it is not just a question of policy makers talking to other policy makers, but of statistical experts talking to policy makers, and IT specialists to border officials.

The main elements of the General Model are:

- establishing a *network of core institutions* dealing with migration-related data with well-defined focal points or coordinating institutions and an agreed workflow for collecting and exchanging data within the country;
- *mapping out existing national statistical infrastructures*, by investigating what data is shared by whom, how, why, when and where;
- identifying national demand for migration data in order to establish *an agreed minimum set of 5-10 aggregated overall data indicators* that are officially recognized and applicable for

- the country (documentation for this data is crucial);
- creating an *efficient electronic exchange mechanism* via integrated or compatible databases, at both the national and regional levels. Sharing of data is driven by the network and can gradually be expanded in terms of the network membership and the frequency and type of data indicators shared;
- organizing *regional workshops* to discuss new data management and policy trends in the region and beyond;
- addressing national needs through *training modules* and technical assistance.

These elements correspond to the basic principles of the General Model, which are:

- **Flexibility Principle:** The General Model, and its components, is open to States interested in, and committed to, further developing and enhancing their statistical infrastructure. In this way, state ownership is ensured while state capacity is being built. Both offer a flexible, proactive approach to data management. States that commit to share data on agreed indicators can do so bilaterally or within the informal Data Sharing Mechanism framework. Others may choose to act as observers, benefit from workshops, and share selective policy and legislative material.
- **Universality Principle:** The Model can be used for all types of migration data and indicators, although there are only six ‘test’ indicators at present:
  - stock figures on number of foreigners in the country;
  - applications on work permits;
  - decisions on work permits;
  - numbers of foreigners entering the country;
  - numbers of foreigners leaving the country;
  - number of asylum applications and refugee status determinations in the country (the latter of which is supplied by UNHCR according to country inputs).

- **Ownership and Capacity-building Principle:** The General Model's key components (training, site visits, IT support, expert consultations, etc) can be applied at different times and in a different order. Their application will correspond to the immediate needs of each State ensuring national ownership and targeted individual approach.

The General Model promotes regional dialogue through which States agree on statistics to be shared and define commonly understood templates that can inspire countries to change their data collection methodology *if needed*, and enable a more effective comparison of country-to-country data over time.

### **BOX 1.8 „Whole of government approach“: the case of Denmark**

If data and statistics are to make any sense, if they are to be commonly defined and useful for other purposes than the production itself, then producers and users must be connected, and must communicate and interact.

In order to develop a coherent and reliable framework for compiling statistics for the whole area of immigration and asylum from all appropriate authorities and for all types of cases, an inter-ministerial working group was established in Denmark. Chaired by the Danish Immigration Service, this group was given the task of developing a number of key statistical reports summarizing a significant amount of information in simple and global tables and graphs. Another task was to develop statistical reporting case management tools for the various authorities. Moreover, the working group has created a network of focal points and coordinates data strategies and priority issues related to metadata in a well-planned and coordinated holistic manner.<sup>7</sup>

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<sup>7</sup> See Danish Immigration Service (2006) for more information.

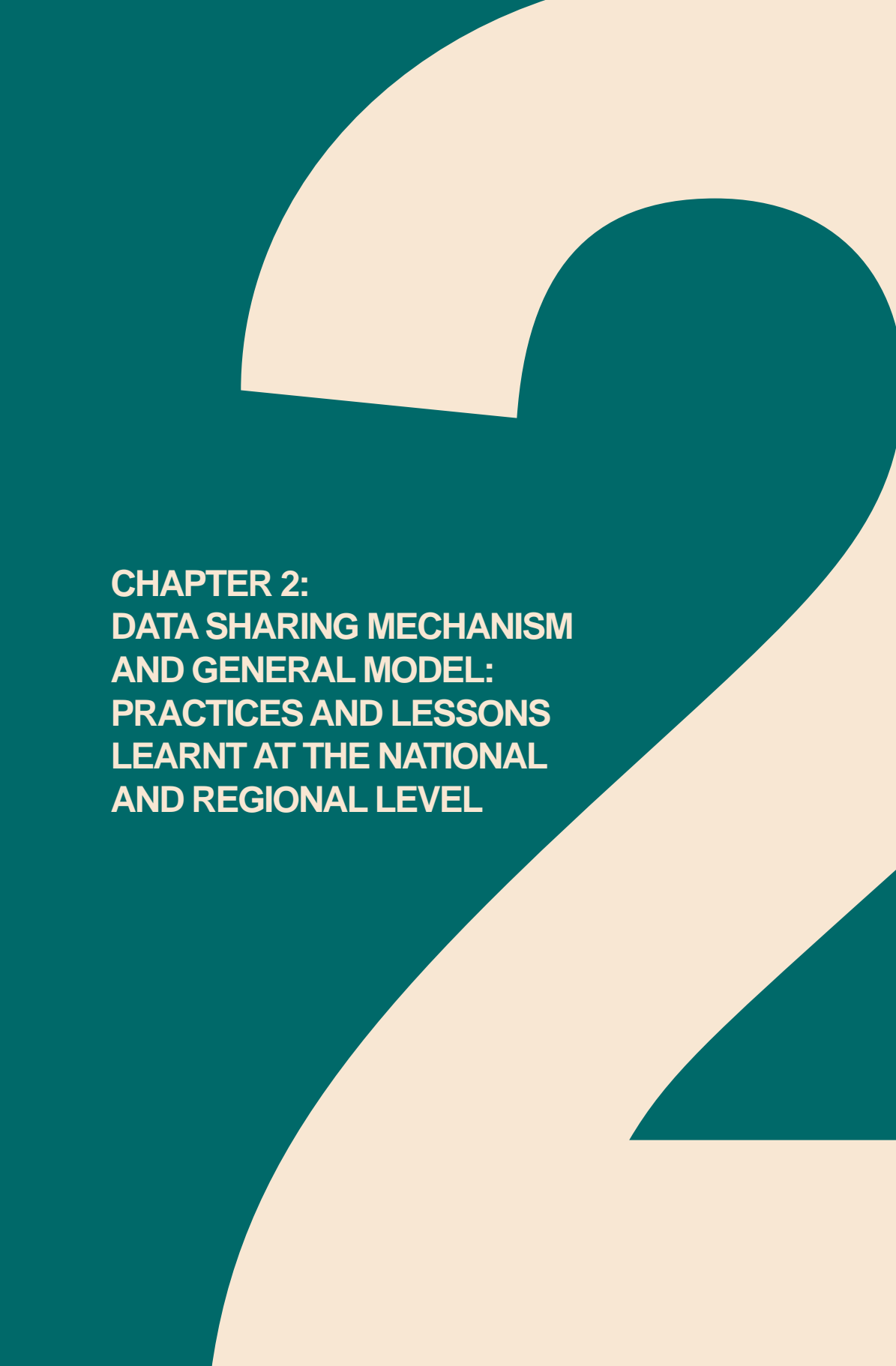
In addition to providing managers and decision makers with vital statistics, integrated data management needs to have a history. Dealing with these issues, one has to ask the following questions:

- where does the data come from?
- who provides it?
- how often is it collected?
- which legislation or procedural norms validate, at the national level, how data will be defined?
- for every type of statistics, where are the data sources?
- can there be multiple data sources?
- if so, what are the potential factors that may affect data quality or data reliability?

Most governments have at some point recognized that statistics are only the tip of the iceberg and that the whole process of data management is much more complex than merely counting and analyzing numbers. It also involves investment in designated focal points from national ministries, mapping out of collection methods, development of templates, and knowledge about legal and policy developments through information sharing. It is about creating efficient and electronic sharing mechanisms that are affordable and suitable for each country's IT and human resource capacity.

Chapter 2 looks at the elements of the General Model in more detail, with a presentation of results to date and of good practices for enhancing national capacities in collecting, applying and sharing migration-related data.





**CHAPTER 2:  
DATA SHARING MECHANISM  
AND GENERAL MODEL:  
PRACTICES AND LESSONS  
LEARNT AT THE NATIONAL  
AND REGIONAL LEVEL**

# Chapter 2

## 2.1 Enhancing National Capacities to Collect Migration Data

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### Step ONE:

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“Know Your Counterparts”: Establishing a Network of Core Institutions with Well-defined Focal Points

### Step TWO:

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“Work with Your Counterparts”: Establishment of an Inter-Ministerial Working Group

### Step THREE:

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“Know Your Data”: Mapping out Existing Statistical Infrastructures

### Step FOUR:

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“Know Your Needs”: Identify the National Demand for Migration Data

### Step FIVE:

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“Know Your Gaps”: Workflow and targeted IT Upgrades, using modern technologies to facilitate the process

Step SIX:

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“Enhance your knowledge and skills”: Training and  
‘Train the Trainer’ courses

## 2.2 Interstate Data Exchange:

**Data Sharing Mechanism and Regional Dialogue**

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# E nhancing National Capacities to Collect Migration Data

Work on the Data Sharing Mechanism (DSM) and the General Model programme involved a number of national assessment visits, workshops with different migration-related agencies and annual technical meetings with focal points from States participating in the pilot programme. During these meetings, it became increasingly evident that it was not enough *to share knowledge* on methods of collecting and analyzing migration-related data in other contexts (e.g., international organizations, migration authorities in EU member states and other regions).

Participants in the DSM process also wanted to understand how they could actually *start applying* those best practices from other countries and regions *in their national realities*. In other words, how should they start working towards the goal of collecting comprehensive and reliable data on migration in a timely and regular manner? The debate has thus moved away from “what data to collect” to “how to collect data”?

The purpose of this chapter is to offer examples of activities and steps that can be implemented at the national level, to describe key elements of the General Model approach, and to share results of implementing this approach in the EECA pilot countries, by building on initial experience and results gained from active involvement and dialogue with participating States. It is important to emphasize that the process has been, and should continue to be, state-driven, with support from IOM and other international organizations.

## **BOX 2.1 Specific Challenges to Migration Data Management in the Eastern Europe and Central Asia region**

In addition to the main general challenges to sharing migration-related data, such as prevalence of national reality over international standards, incomparability of national definitions and data collection practices, perceived sensitivity of migration data, necessity for ensuring data protection and different data needs at the national and international levels – in the EECA region, participating countries also have to deal with:

- **Different levels of development in state institutions and infrastructures:** a flexible approach offers the possibility of targeting the needs of countries with developed infrastructures, without discouraging other countries;
- **Different practices of data collection resulting in different sets of data collected:** countries should start with a minimum set of data and move gradually towards broadening the scope of data exchange;
- **Building further trust among the EECA governments:** recognition of the importance of ensuring confidentiality of data exchange and state ownership over the process;
- **Different understanding of migration-related data:** with emphasis on the need for documenting data through providing ‘meta data’ for each indicator, as well as legal and political background on existing data collection practices;
- **Broad variation in national capacities (both financial and expertise):** justifying the development of capacity-building activities and individual ‘national approaches’;
- **Need for enhanced coordination at the national level:** need for special activities aimed at enhancing inter-agency cooperation.

Many elements of this chapter could serve as inspiration for governments in drawing up action plans to streamline migration data management. Furthermore, elements could also be used, and have already been applied, for training purposes and serve as a manual.<sup>8</sup>

When looking at or applying the different steps described in this Chapter, it is important to remember that the approach is flexible and elements do not have to be implemented in each country, nor do they have to follow a certain hierarchical order. Although it would be sensible to implement some of the key elements (for instance, establishment of a national network or mapping out data structures and institutions), different national realities may mean that countries may choose a different scenario by taking into account specific circumstances in their situation, such as different levels of IT infrastructure development, institutional arrangements and cooperation among agencies. Because the DSM is State-driven, it is up to governments to decide which elements will be implemented first and how to proceed.

The Model simultaneously works at two levels:

- within each participating country, development of *national activities and programmes* for enhancing data collection and improving migration data availability and timeliness;
- *at the regional level*, promotion of dialogue and practical exchange of expertise and statistical information and information in general.

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<sup>8</sup> For example, the introduction of General Model elements into real situations was demonstrated at the Regional Seminar on “Irregular Migration and Data Collection” (Tirana, 9-12 March 2005), as part of the CARDS Regional Programme on Establishment of EU compatible legal, regulatory and institutional framework in the fields of Asylum, Migration and Visa Matters. Seminar participants stressed the importance of timely data for migration policy making and, following the seminar, a number of national assessment visits took place in Western Balkan countries.

## 2.1 Enhancing National Capacities to Collect Migration Data

### Step ONE: „Knowi your Counterparts“: Establish a Network of Core Institutions and Well-defined Focal Points

Modern migration is a dynamic and complex process and has long surpassed the traditional definition linked to changes of place of residence. Circular migration, temporary emigration for economic reasons, irregular migration: these are just a few examples of the dynamic and complex character of today’s migration.

With this in mind, efficient migration management can no longer rely just on information on the registered number of migrants who have settled in a new location. Migration policy makers and analysts need to have a comprehensive overview of a whole range of different types of migrant stocks and flows and often have to rely on multiple sources produced by multiple agencies.

The cornerstone in the General Model approach is the creation of a **national network** of institutions producing migration data with clearly defined focal points. *In other words, “knowing your counterparts” (agencies, positions responsible for collecting and analyzing data) should be the first step in enhancing migration data management.*

The development of an administrative and organizational framework for regular migration data collection and exchange within a country is crucial to the whole approach. It assists with ensuring ownership of the participating States and helps to create sustainable mechanisms for interagency work and cooperation.

Clear definitions of responsibilities, functions and procedures for data collection and of sharing mechanisms within and among concerned agencies is also very important. In particular, dispersion of migration

management functions across many agencies results in collected data being recorded in many different formats in the data systems of several agencies along the continuum of migration.

From the graphs in Box 2.2, it is clear that authorities involved in a national network on migration data will, in most cases, include:

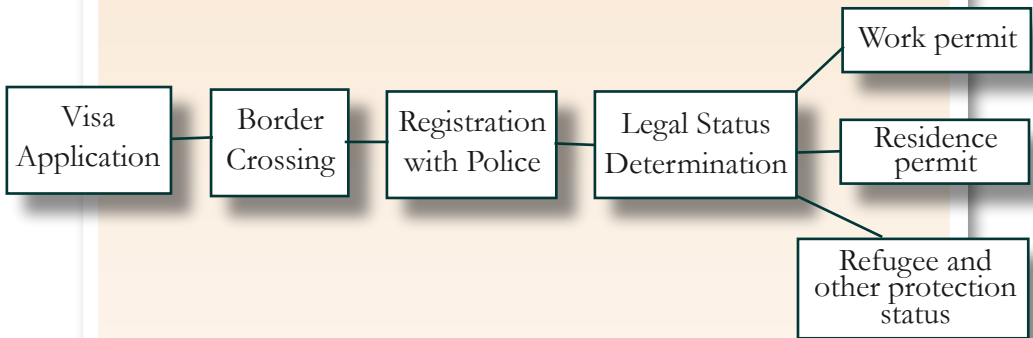
- MFA, which has records on visa applications;
- Border Guards which have information recorded during border crossings;
- MOI, which has records on registering foreigners (usually for temporary stays), and data on irregular migration (including offences and law violations committed by foreigners, actions taken in law-enforcement purposes, such as deportations, cases of forced and voluntary return, counter-trafficking actions, etc.);
- other ministries and departments, such as Ministries of Labour and Employment, Ministries of Justice, and specialized migration agencies, which have information on work permits, residence permits, asylum applications and refugee status determination.



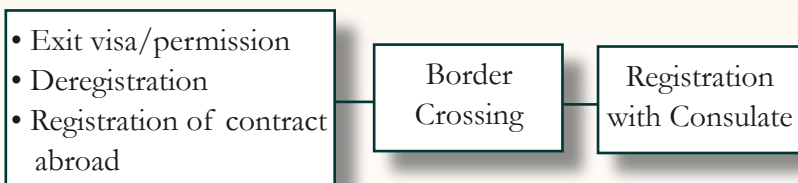
## BOX 2.2 Regular migration and travelling steps

Basic systems for registering migrants and travellers include the following steps:

Case One: Incoming migrants and travellers:



Case Two: Outgoing migrants and travellers:



Depending on a person's status (a citizen or a foreigner, a citizen of a country with a visa-free regime, foreigner with an established legal status, etc.), he/she may not need to go through all the steps on this continuum. The number of data records linked to each movement will therefore differ.

*The composition of a national network* on migration data will depend on the migration management structures existing in each country. A simple operational tool that can be applied during the process of establishing a network is an electronic chart listing the relevant agencies and the contact details of focal points in each agency (see Annex 3). By the fact that all stakeholders have a continuous overview, the network will more likely stay in contact. Obviously this chart needs to be updated on a regular basis to ensure that network members are always aware about staff changes in other agencies.

**Tip: Create an electronic chart with national network members and contact details for focal points and update it regularly.**

Agencies that could be linked in a national network include *data producers* who collect data for their internal purposes i.e. measuring performance or managing resources. Senior managers in these agencies also need data for strategic decision-making and policy formulation for their agency, as well as for suggesting policies at the national level. In many countries, migration-related agencies' reports to policy makers are produced in an ad hoc manner and do not provide a comprehensive overview of all migration processes taking place within the country. Usually, if an agency prepares materials for an external report, it bases its presentation on the information it has at its disposal at any given time.

To ensure that all needs for migration data are addressed, a national network should also include representatives of *data users*, such as policy making institutions, parliamentary migration committees, councils of ministers, presidential administrations and other governmental structures. In most cases, the notions of a data user and a data producer is interlinked, as data producers are also users of data from other agencies.

## **BOX 2.3 Linking Producers and Users of Data: Experience in the EECA Region**

In the General Model approach, it is particularly important, at the national or regional level, to bring producers and users together in a constant dialogue, in which the interests and actions of both can be taken into consideration.

In the DSM, producers and users work towards the same objective: users involved in developing policy need certain data and can request an authority to produce this data within existing regulation, or give the authority the resources necessary for this type of data collection.

Producers are authorities dealing with migration-related issues and they may also become users of DSM numbers at the regional level. For example, a sending country's authorities may be interested in how many labour migrants have gone to Russia so that they can create or enhance programmes for the protection of their citizens' rights while in that country. These authorities in sending countries are thus users of data produced by Russian authorities. At the same time, sending countries are producers of their own national data on labour migration. In this case, comparing national data of sending and receiving countries may bring some additional insights into migration processes.

**Tip: Link data producers and users in a single national network**

As in many countries, each agency has its own procedures for collecting data and very often standards of data collection differ from one agency to another (e.g. in coding reasons for migration, dates of birth, citizenship, age sub-divisions). This can be explained by the fact that agencies established their procedures at different times, sometimes without internal coordination and often with different procedures for handling statistical information for management purposes. This can lead to incomparability of data across agencies. In addition, there is often a lack of common rules and regulations for producers of data.

Experience has shown that a national network can be very useful and operational in efforts to overcome the continuous resistance of agencies to share their data with others. When people from different agencies do not know their counterparts, there is often poor national coordination of migration management, which contributes to over-bureaucratization of inter-agency relationships and consequently hampers rapid data sharing. If data from another agency is needed for carrying out an assessment of migration trends, for instance, it is sometimes necessary to submit an official request for a specific set of data. Naturally, in countries with low IT capacity and little regular generation of statistics, responding to such requests is a very cumbersome task and often requires substantial human resources. Ad hoc systems for data sharing and lack of agreed procedures and templates discourage inter-agency contacts and, in the long run, hinder comprehensive policy-making.

A national network of well-defined focal points helps promote informal communications between migration-related agencies at both the technical and policy making levels (see Annex 3). Having personal contacts with counterparts is a key aspect of the General Model approach and also offers opportunities for looking at the same issue from the perspective of different agencies and for a more comprehensive approach to policy decisions.

### **BOX 2.4 Benefits of creating national networks on migration data**

In implementing the General Model in EECA countries, there are numerous occasions where cooperation between agencies in terms of sharing data has been improved at the national level. For instance, in Ukraine, the Statistical Committee obtained access to data on work permits from the Ministry of Labour. This allowed the Committee to produce more comprehensive reports on migration showing not only general migration flows, but also different types of flows, such as economic migration or seasonal flows.

There are often problems when staff members are rotated away from their position, which happens regularly in a national network. One possible solution to this challenge is to assign the responsibility of working within the network not just to a specific individual but also to a specific position, when deciding on a focal point from each relevant agency. This will to some extent ensure that, even if one person leaves, the task of working within the network remains part of this position's responsibilities.

**Tip: Choose a focal point from each agency and ensure continuity in the event of staff rotation.**

In other words, institutionalization of the national network is a very important challenge. In order to ensure that a network remains functional, a national coordinator, or a country administration (in the DSM terminology), should be nominated. The national coordinator's main tasks are to coordinate activities relating to migration data management at the national level and to serve as a contact point for any international inquiries concerning migration data and statistics.

### **BOX 2.5 Possible functions of a national coordinator**

- Follow developments in migration data collection practices within a country;
- Collect data from different sources relating to migration;
- Analyze migration-related data and produce regular reports;
- Serve as a contact point for international inquiries on national data;
- Coordinate communication between agencies collecting migration data.

From experience in working in the General Model programme, most countries will have to create a *legislative framework* in order to have a sustainable national network. The functions of a national coordinator, as shown in Box 2.5, require resources (both human and financial). Agencies are often unwilling to accept this additional burden unless there is a clear directive from a higher level stating that they will be given this responsibility, and the resources, as part of their portfolio.

### **BOX 2.6 Legislative framework for migration data collection and sharing: Examples in Moldova and Ukraine**

In Moldova, a special Governmental Decree issued in autumn 2005 specified the functions of the National Bureau for Migration<sup>10</sup> (NBM), and designated the NBM as the central agency responsible for migration management. While preparing this Decree, NBM representatives specifically suggested that it include an article spelling out its competencies for coordinating the process of collecting and sharing migration-related data at both the national and international level. In other words, a national legislative act provided the framework for Moldova's participation within the DSM process.

In Ukraine, a different solution was found. Following participation in national and regional activities, the Government issued a special order for the continuation of these activities specifically within the General Model Programme.

The choice for a legislative framework for migration-related data management (including sharing data at the international level) is made by the national government. In Moldova, the process was described in general terms in order to allow greater sustainability in the future, since it

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<sup>10</sup> The Moldovan migration structures have since then changed.

does not depend on a specific programme or organization, whereas in Ukraine, a legislative document was issued for a specific programme and thus provided more legitimacy to concrete activities.

## **Step TWO:** „Work with your Counterparts“: Establishment of an Inter-Ministerial Working Group

Another important lesson is that improving the availability of migration data in a country depends, to a large degree, on how efficiently structures for national cooperation on statistics operate.

As has already been stressed, the point of departure should be recognition of the fact that migration data is very difficult to obtain and is often scattered among different authorities. Furthermore, the same principles and formats are not necessarily used in the collection of data and very often it is very difficult to have an overview of the infrastructures producing data.

In addition, there is often only ad hoc or sporadic contact between migration authorities. In other words, to work continuously and cooperatively with other agencies towards the goal of collecting timely and reliable statistics on migration is an important requirement for the management of migration data.

One way to tackle this is to apply the concept of ‘whole-of-government approach’ by creating an inter-ministerial working group (IMWG). The best way to put all the bits of the puzzle together is to have all users and providers of migration data physically sitting in the same room. In this way, everyone remains focused on the same issues, namely making available migration statistics for the entire government, not for any one authority, and on all aspects of migration, not for any one type of

migration. Furthermore, attention should be given to the prioritization of all the recognized and recognizable types of migration that the government wants to include in its official statistics.

**Tip: Establish an Inter-Ministerial Working Group specifically to deal with streamlining migration-related data collection and enhancement through regular meetings and action plans.**

The lessons learnt in many states show that establishing an inter-ministerial working group provides additional benefits. Denmark's IMWG, for example, is recognized as a best practice, in particular since the establishment of this high-level IMWG made it easier to publish commonly defined statistics and agree on common principles on how to define and compile statistical indicators. This process has greatly facilitated the setting of priorities on what information should be made available and which procedures should be improved.

Another useful practice, at the regional level, is to have a national coordinator (or national focal point) who collects data from different agencies and shares the data within regional sharing mechanisms.

By acting with a holistic approach through the establishment of the IMWG, it is much easier to raise awareness of the contribution of statistics to policy, prioritization of resources, production of public reports and sharing of information with other states.

This of course does not happen overnight. It is a process requiring the establishment of a regional network and trust among States. There must be a commitment to the process at the highest levels and to the investment of national resources for a constructive exchange of best practices and statistics and of other information if the IMWG is to function efficiently and effectively.

Denmark's success lies not only in establishing such a network and making more statistical indicators available in a recognized and recognizable way,



but also in producing a number of overall key statistics that facilitate the assessment and evaluation of major migratory trends. However, the IMWG does not just make statistics available but also adjusts the available information to different migratory trends over time for policy making and monitoring purposes.

This example has inspired the governments in Eastern Europe and Central Asia to learn more about this approach and apply it in their national contexts. Thus, for instance, at a very early stage of the General Model programme (2003-2004), Ukraine established its IMWG. At that time, the Ukrainian authorities did not know one another or did not know what data was available at each authority. However, they agreed that, at the national level and among themselves, they could start sharing the 6 standard DSM indicators suggested for the regional data exchange, and also coordinate among themselves overall indicators for assessing the flows of migration in the country. In a very short time, they succeeded in defining 25 overall indicators. This exercise provided a very good and practical example of how cooperation can work when both users and providers of data work together and prioritize their work on different available indicators.

Moldova was unique in that the government had established a special agency with centralized migration management functions: the Department for Migration, and later the National Migration Bureau. The mandate of this agency required other governmental institutions to send it their data for the production of special annual reports on migration. It was able to provide a very comprehensive and detailed overview of the migration situation.

Overall, the establishment of IMWGs has proved to be a successful instrument in achieving a common goal: focusing on what common data exists at the agency level and at the national level. This is a prerequisite for exchanging migration data between different countries and makes sampling the pieces of the puzzle much easier than before.

In some states, it may be necessary to pass a decree or law to establish an IMWG, while, in others, it can be created by a simple endorsement by the government (as in Denmark).

**Tip: See whether a legislative framework is necessary for setting up an Inter-Ministerial Working Group on migration data**

Experience has shown that it is very important that IMWG participants are in a position to take decisions at the appropriate level. Ideally, they should be high senior officials representing the participating agencies. Where participants are not authorized to take decisions, there is the risk that the process will lose momentum and that IMWG meetings will end inconclusively.

**Tip: Include decision-makers in the IMWG**

Furthermore, it is important that IMWGs are established with very clear mandates and structures (including a chairman) and with an agreement on priorities, time frames and the prioritization of resources. A secretariat could be established to perform tasks given to the IMWG. In terms of the frequency of meetings, there is no magic formula but experience has shown that, in the early days, meetings may need to be held more frequently. To ensure sustainability, it might be appropriate to agree on a minimum number of IMWG meetings per year, but the frequency will depend on the IMWG's specific needs.

Over time, the IMWG may be able to reduce the frequency of high-level meetings and start holding more frequent technical meetings. Specific smaller and more concrete issues-oriented technical working groups can be established over time to support the IMWG. The high level IMWG is not meant to decide on technical issues, but to act as a forum for prioritizing tasks, activities and initiatives. Between meetings, governmental officials or the secretariat, if one has been set up, will carry out the work and perform some of these activities for the IMWG.

**Tip: Create a clear structure and mandate for the IMWG**

The Danish experience also confirms that an informal approach is a very efficient one, but this may not be appropriate for other countries.

An informal approach promises more practical and timely results. However, another important question remains: how to promote the idea of establishing an IMWG at the national level. The advantages of creating and maintaining an IMWG should be understood by everyone concerned, in particular with regard to providing a holistic approach to migration management.

**Tip: Remain as informal as possible**

In an IMWG, the main interest is the national level regardless of possible diverging or conflicting interests and needs at the agency level. This again confirms the need for establishing a clear mandate for the group.

In addition, the IMWG should be used to share general information and thus ensure that statistics are not seen in isolation but as a tool for formulating policy, prioritizing resources, and collecting statistics for the purpose of exchange at both the national and international level.

*In some countries, attempting to create an IMWG may end up with no continuation, no sustainability, thus giving the impression that the government is not really interested in coordinating the collection on migration-related data.* In most cases, this is an indication that the government has not yet clearly realized the benefits of consolidating migration statistics at the national level and using them for policy making, assessing and identifying the common trends of migration and prioritizing available resources. It goes without saying that if there is not a strong commitment to the IMWG at the highest levels, it will be difficult to obtain and guarantee commitment at the mid-levels.

Luckily, more and more States now recognize that knowledge of migratory trends cannot be built on perceptions and estimates, and that the reality of trends must be monitored closely through access to factual information available in the country. Although this is not in itself an argument for establishing an IMWG, it acknowledges the importance of

recognizing the need for statistics.

Since many different authorities collect statistics, the IMWG serves as a facilitator for identifying the entities and persons responsible for statistics in the different authorities working on migration-related issues.

*As long as there is a lack of coordination of the knowledge on migration trends, decisions will continue to be based on perceptions and estimations.*

As mentioned above, success can only be achieved when the process is anchored at the highest level and this can be promoted, in the short run, in a broad number of ways, via a project, for instance, such as the DSM and the General Model, or by efforts of other international organizations (IOs). However, in the long run, only States can drive the process because of its status as a state priority. There is no single way for setting up an IMWG, as the needs, ambitions and possibilities of the national government must be taken into consideration.

*Much more effort should be put into raising awareness about the importance of statistics and how these numbers can be used for policy making.*

The fact remains that the IMWG has proved to be a very effective way of bridging the gap between different authorities and ensuring that they cooperate to collect and share statistics. In addition, governments should consider delegating competence and responsibility to a central authority, as the core authority on migration.

*The focal point or the IMWG: could the responsibilities be delegated to the national statistical office? The statistical office has the experience in dealing with statistics; while the agencies tend to focus on their own data, statistics and personal data.*

In general, users and producers should work together in one group. Statistical offices have their own interest in producing statistics, but are usually not users of information themselves, whereas most operational agencies are often both users and producers of statistics. Furthermore, when the different agencies collect similar or the same statistics, it is important to decide which data is considered the 'official data' for the country at the regional and international level IMWGs.

*Which authority should be the focal point?*

Deciding on which authority should be the focal point should be resolved within the country and the solution will differ from one country to another. At the national level, there may be a number of reasons for having one specific authority, rather than another, as a focal point. It is possible to have several focal points, so long as coordination is clearly defined and there is a clear and recognized mandate for the IMWG.

### **Step THREE:** „Know your Data“: Mapping out Existing Infrastructures

The first two steps of the General Model (creating a national network with well-defined focal points and establishing a regularly convened inter-ministerial working group) target various actors involved in migration data collection through enhancing the institutional framework. In other words they answer the question ‘WHO?’

The next important step is to answer the question ‘WHAT?’ by looking at the migration data itself as it is collected within the country. Unlike other approaches which may specify international standards and require adherence to those standards, the General Model takes ‘a bottom-up’ approach. It deals with the types of data already available and collected in the country and pays particular attention to ‘**mapping out**’ sources and types of data.

#### **BOX 2.8 Potential Data Sources**

- Registers;
- Administrative records (work permits, residence permits, border crossings);
- Police records (foreigner’s apprehensions, deportations);
- Censuses.

Understanding the numbers and what stands behind them is extremely important. The so-called ‘metadata’, or – to put it simpler - ‘data about data’, can be defined as information on the source of the collected data, the methods used for collecting it, and the definitions and meanings behind the terms used. Properly interpreting metadata often requires technical expertise, which policy makers and general practitioners may not have acquired.

**Tip: Make metadata simple and comprehensive in order to ensure that it is useful for policy makers**

*Data is not just about numbers, but also about the legislative and political context in which it is produced. Therefore, to know what stands behind each number, it is important to document data sources with legal documents, to explain how data has been collected, to provide templates for registrations and applications, to study cards for registration. These are key tasks for providing useful insights on metadata.*

IOM conducted a number of assessments of migration data sources in different regions.<sup>11</sup> For instance, in Western Balkans during the final stages of the EU financed CARDS programme, the main purpose was to describe organizational structures in those countries and assess their ability to comply with evolving EU standards on migration-related statistical indicators (see Annex 23).

Within the General Model, mapping out exercises have been carried out in the four actively participating States of Moldova, Kazakhstan, Tajikistan and Ukraine. The results of these assessments are presented in Chapter 3 in the form of national reports on migration data collection and sharing in these countries.

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<sup>11</sup> In addition to the pilot countries in EECA, elements of data assessment were also carried out in Cambodia (2005) and Western Balkans (2005). IOM’s partners in the Caribbean, such as the Economic Commission for Latin Americas and the Caribbean (ECLAC) used the General Model to map out existing statistical infrastructures in the Netherlands Antilles.

## Step FOUR: „Know your Needs“: Identify the National Demand for Migration Data

Creating an institutional framework (a national network and an IMWG) and mapping out statistical infrastructures and data sources are important initial steps in national migration data enhancement. At the end of the mapping out exercise, a chart with an overview of all the statistical indicators and data that are or could be generated in the country can be created (see Annex 7).

Collecting data on all these indicators is dictated first of all by national legislation and agencies' priorities. However, national migration policy makers do not necessarily need to receive regular updates on **all** potential statistical indicators generated in the country. *Prioritizing and agreeing upon a minimal set of statistical indicators is the key to ensuring regular and comprehensive reports.*

**Tip: Start slowly while remaining ambitious: agreeing upon 5-10 indicators on migration is more important than covering all aspects and all sources of data available at once**

National policy making in the field of migration is as complex as the phenomenon of migration itself. It can be broken down into several components, such as:

- visa policy;
- (re)admission policy;
- immigration policy (including family reunification);
- work permits;
- emigration policy;
- return policy;
- asylum and refugee status determination;
- (re)integration policy;
- counter-trafficking and anti-smuggling.

In addition, migration policy is closely linked to a number of other state policies, such as regulation of the impact of migration on demography, employment and the labour market. Naturally, each of these aspects will require a set of different statistical indicators. However, at different times, different aspects of national policies may be given higher or lower priority and this will change the needs for statistical data on migration.

Nevertheless, there appears to be a minimum set of statistical indicators that should be monitored on a regular basis. These indicators may differ from country to country, but it is very important that agencies agree on these priority indicators and then use them to track overall development of the migration situation.

Many countries have realized the importance of making a regular analysis of migration processes and have excelled in producing regular migration reports. Best practices for well-written and revealing statistical and analytical overviews include the *Statistical Overview (Denmark, 2005)*, the *Norwegian Directorate of Immigration's Annual Reports and Facts and Figures (e.g., Norway, 2005a, 2005b)*, the Australian Department of Immigration and Citizenship's *Managing the Border: Immigration Compliance (2005)*, Yearbooks of Immigration Statistics of USA (e.g.; USA, 2006).

In other countries, however, statistical reporting on migration is not yet regular practice. In the EECA region, Moldova's National Migration Bureau has produced annual reports on migration which included data on a number of different migration indicators. It remains to be seen whether this practice will continue, given the restructuring of migration management that is currently taking place.

Other EECA states also produce annual publications on migrations. However, they are mainly published by national statistical offices, are based on demographic data and very rarely include information from administrative sources.



## **BOX 2.9 Know your Indicators: Avoiding Confusion between Stocks and Flows**

Knowing what is behind different numbers widely reported in public is very important as misunderstandings often lead to false conclusions.

One persistent misunderstanding related to migration statistics is the confusion between stocks and flows:

- Stocks of a particular population group (or total population) indicate the total number of persons belonging to this group who are present in a certain location at a certain time point;
- Flows of a particular population group indicate the number of persons belonging to this group who have either arrived or left a certain location (registered or deregistered; recorded in a national system) within a certain time period.

For example, when the UN General Secretary reported during the 39th Session of the UN Commission on Population and Development (UN, 2006) that “[i]n 2006, the number of international migrants in the world reached 191 million”, he was referring to the stocks of those who were registered as residing long-term outside their country of origin.

However, even reputable news agencies, such as BBC, often misrepresent migration statistics by stating that “... 191 million left their home countries to migrate during 2005” (BBC,2006b), stating the number as if it was flow data. A clear case of confusion between stocks and flows.

Knowing what stands behind data is very important for avoiding misinterpretations of data and thus avoiding incorrect policy decisions and, in extreme cases, fuelling nationalistic feelings and xenophobia.

In addition to the above mentioned misunderstanding between migration stocks and flows, other types of errors while interpreting migration statistics include confusion between cases and persons (see Box 2.10). It is important to make clear statements of definitions and thus reduce this potential for confusion.

### **BOX 2.10 Ways of Calculating Stocks of Irregular Migrants in a Country: Border Crossing Statistics**

Border statistics are often erroneously used for calculating stocks of irregular migrants: for instance, when the number of foreigners leaving a country within a particular time period is subtracted from the number of foreigners entering this country within the same time period and the remaining residual is then interpreted as being the number of illegal foreigners in residence.

This interpretation is in fact a total misunderstanding of border crossing data. Border crossing posts usually record the number of persons crossing the border, but do not cross-check whether the same person has crossed the border several times during this period. In other words, border statistics represents 'cases' and not 'persons', and it is impossible to discover whether persons who entered the country overstayed the authorized period.

To interpret border statistics properly, they must be broken down into several categories, rather than seen as a volume of border crossings. Nevertheless, the actual number of border crossings may be still useful for the purposes of resource management, that is, for deciding how many border officers are required to ensure efficient border procedures.

Creating good quality statistics is not an easy matter even in well-established migration management systems (see Box 2.11).

## **BOX 2.11 Are migration statistics „inadequate“**

“Government statistics underestimate the true number of immigrants, leading to under-funding and a burden on services”, says the UK Local Government Association.

The inclusion of eight Eastern European nations into the European Union has led to a surge in immigrants, according to LGA chairman Sir Sandy Bruce-Lockhart, who also claimed that government figures were no longer adequate for calculating an area’s financial needs. As a result, the government was refusing to fund services, he said. „It is totally unacceptable that the government has no proper information on [migrant] numbers,” he told BBC Radio 4’s Today programme. „[The government] has not got information and therefore it is refusing to fund the services, although it has been advised by the Office of National Statistics that that would be a sensible thing.”

“Woefully inadequate”

Cheryl Coppel, chief executive of Slough Borough Council, said that migration statistics for the area were „woefully inadequate”. Over the past 18 months, some 9,000 new National Insurance numbers have been issued in Slough, a town west of London, of which 150 went to British nationals. In contrast, the Office for National Statistics recorded 300 international migrants settling in the town in 2004. “We just simply don’t have the money we need to provide basic services”, she says.

However, according to government statistics, which are used to allocate central funding, show that the borough’s population is falling. This, says the council, will mean the loss of £15 million between now and the next census in 2011. Ms Coppel said: „Because the government’s figures are now woefully inadequate to represent Slough’s population, we just simply don’t have the money we need to provide basic services. We have to consider cutting a lot of the things we would like to do for local people.” Ms

Coppell also said the influx of newcomers from Poland and other Eastern European countries was threatening social cohesion of the town, where 37% of residents are from ethnic minorities.

„Slough has a very good reputation for social cohesion, but we are now being pushed to stretching point and we are very worried that some of these new incoming communities are having displacement effects on our existing communities,” she said. „For example, we have seen Pakistani employment rates fall over the last few months, and we believe that that is because some of the new incoming migrants are taking their jobs.”

The council says there is now an increase in the number of overcrowded houses, with 50 complaints during the past six months, and that the influx of migrants into the area had led to some houses having as many as 15 migrant workers.

Source: BBC News (2006a)

### **Step FIVE:** „Know your Gaps“: Workflow and targeted IT Upgrades, using modern technologies to facilitate the process

Modern technologies facilitate the process of collecting and sharing data and information. Practically all agencies working in the migration area are now moving away from the practice of keeping paper records and are increasingly using computers to create special databases and IT platforms and carry out their everyday work more efficiently.

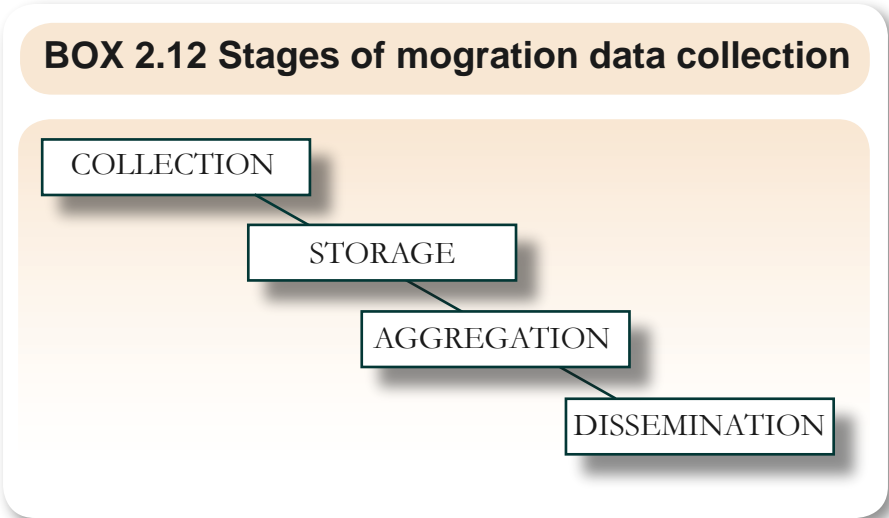
This process is to a large degree dependant on the resources available, both financial and human expertise, and therefore takes place with in various tempi in different countries and even among the agencies within a single country.

In many countries, migration management capitalizes on information collected through special population and aliens' registers. Systems created for border crossing controls also store large amounts of information and data. In addition, many institutions create small local databases to serve their specific needs.

An important notion in the General Model approach is 'data management' or 'migration data workflow'. The General Model offers a number of activities aimed at assisting governments by revealing the gaps in migration data management and providing suggestions on actions to be taken to improve the situation. In particular, IT and workflow assessment (see Annexes 8 and 9) are the two initial steps that can reveal such gaps.

**Tip: Needs assessment (IT and Workflow) provides very useful estimations of existing gaps and suggests the best ways of working towards migration data enhancement**

Both IT and workflow assessment look at how agencies and government manage data at all four stages: collection, storage, aggregation, and dissemination.



**Step SIX:** „Enhance your knowledge and skills“:  
Training and „Train the Trainer“ courses

An important element in the General Model approach is the availability of sufficient expertise and personal capacity in the participating countries to enhance migration data collection and statistics generation. For this purpose, strong emphasis has been made on the need to train migration officials involved in data management: first, the focal points from the agencies involved and then other employees working with the General Model.

Special training modules within the DSM have been developed to target the specific needs of migration officials who will collect data and produce statistics. In addition to technical aspects, the modules cover general issues, such as the need for data and its application for policy-making. The list of training modules created within the DSM can be found in Annex 21.

**Tip: Training modules should remain simple but to the point.**

**Create an electronic curriculum (a CD with step-by-step instructions and self-assessment). This encourages the process of self-learning and allows a cost-effective and sustainable approach**

Good practice is to ensure that “train the trainer” courses become an integrated element in the development of the capacity of authorities. In this way, focal points will develop the skills to become trainers themselves: for example, Moldovan experts trained their counterparts in Tajikistan and shared their experience with a delegation from Kyrgyzstan visiting Moldova.

**Tip: A sustainable approach should not only include single training events, but also aim at raising training capacities of governmental officials who then become trainers**

The DSM includes a full training programme which may be developed into an electronic curriculum on migration data management (see Annex 21).<sup>12</sup>

## 2.2

### **Interstate Data Exchange: Data Sharing Mechanism and Regional Dialogue**

The DSM is the first database of its kind. In addition to allowing secure storage of both qualitative and quantitative information related to migration, it also contains a flexible hierarchical access system for sharing this information among its users on agreed-upon conditions.

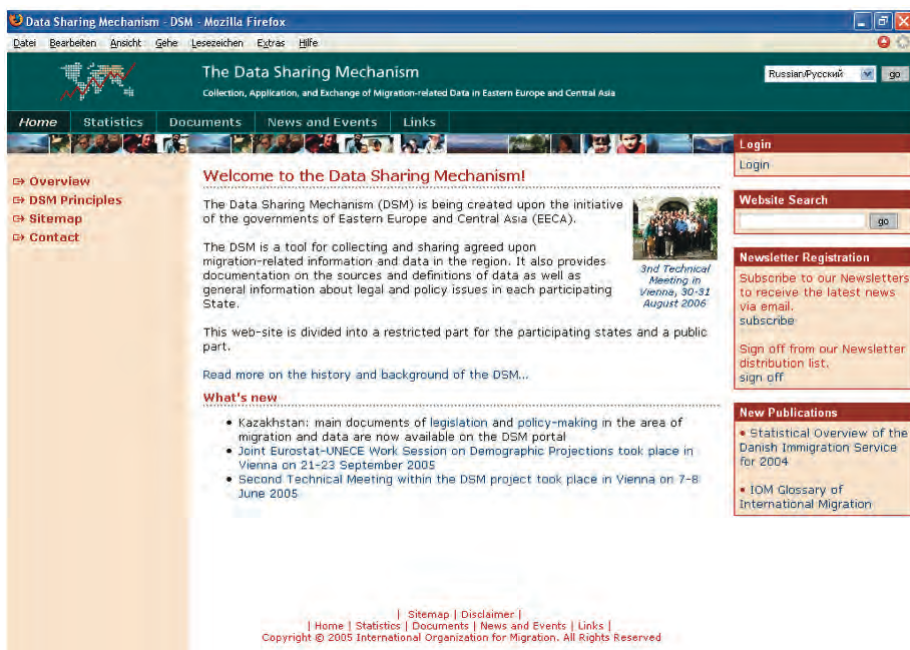
Another unique feature of the DSM is its user friendliness, as it requires only minimal IT knowledge of computers and very simple IT equipment: basically a computer with internet access. Specifically developed training modules, which are hosted on the web-site, guide the user step by step through the process of information retrieval, data upload and download, and content management (uploading legislative and policy-related documents and working with the national country page).<sup>13</sup>

At the same time, behind the seemingly simple structure, the DSM contains a complex system of access privileges which guarantee the security of stored information and comply with the requirement for data confidentiality, as requested by participating States. The States remain 100 % owners of the stored data and information.

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<sup>12</sup> The IOM manual, *Essentials of Migration Management*, contains several chapters which provide a framework for developing training sessions.

<sup>13</sup> In the beginning, officials were receiving one-to-one training, with the on-line modules serving as a facilitating tool.



## BOX 2.13 History of the DSM Creation

The DSM, in its current version, is the product of collaborative efforts and negotiations involving several partners: the IOM-led team of experts, national governments in the EECA region, and a recruited IT company.

The idea of creating a simple and flexible mechanism for migration-related data collection and exchange was first voiced at the Prague Workshop on Organizational Structures, Collection and Sharing of Migration-related Information in July 2002. Participants agreed that such a mechanism would considerably simplify the process of collecting and sharing data and information in the region and would become a powerful tool for developing effective policies in the area of migration management on both national and regional levels. IOM and its partners



(Danish Immigration Service (DIS) and OSCE/ODIHR) were vested with the task of designing a prototype of such a mechanism and presenting it to the attention of EECA states' representatives for further approval.

After the Prague seminar, experts from IOM and DIS conducted a number of assessment trips to the first pilot States (Kyrgyzstan, Ukraine, Moldova). The DSM was expected to become just one part of a comprehensive Programme which would offer a number of steps for raising the EECA States' capacity of collecting objective data on migration stocks and flows and initiating data sharing within the EECA region (see further Chapter 1 above).

In the course of talks with EECA governments, the first features of the future DSM crystallized. The initial idea was to create a DSM without an IT infrastructure: to be successful, the DSM was to be as simple as possible and, given the poor access to IT equipment in the region's migration-related structures, the non-IT DSM model appeared to be the most appropriate solution.

For the DSM to be a success, it had to take into account best practices found in existing similar models. IGC and SIEMCA stood out and provided an initial inspiration for the design of the DSM for EECA.

IGC provided a very good example of a functional inter-governmental process with a restricted access database where timely data on migration flows and stocks was made available for participating governments. The variety of data indicators from multiple sources and the extended data documentation for each indicator were the best features to be incorporated into the emerging DSM for EECA. In contrast to IGC, which existed only as a service to its participants, SIEMCA was 100 per cent open to public access and contained not only statistics, but also data surveys and analytical reports.

The study of best practices from these two models showed that a DSM which did not use IT was perhaps not the best

option. To be a success, the DSM had to incorporate the advantages of modern technologies to meet a number of requirements voiced by the EECA States:

- the highest level of security of transactions with data due to migration-related data sensitivity in the region;
- need for a maximum speed of data transferral as policy-making required timely and most recent data; and
- a flexible system of access to ensure the States' ownership over the data.

To comply with all these requirements, it was decided that the future DSM model had to take advantage of modern IT methods, so long as the principle of simplicity for the model remained intact.

In February 2004 a competitive tender was issued by IOM TCC, and the IT firm offering a proposal conforming best to the main requirements for the model was selected. A few months later, IOM TCC received the first features of the DSM prototype and these were then presented to the EECA States at the First DSM Technical Meeting in Vienna, in June 2004.

## Main Features of DSM: Data Base and Web-Portal

The DSM was launched less than a year after its prototype was presented to the EECA States: this was a remarkable event. However, even after its official launch, the DSM is not so much a finished product as a continuing process: the governmental representatives involved in its design continue to suggest new features they would like to see incorporated. This is where the uniqueness of this Mechanism lies, compared to similar processes: it is an evolving and constantly improving mechanism, where its final users are its prime masters and designers.

## BOX 2.14 DSM Database

- Shared application (with IOM acting as Application Service Provider. Centralized operation and system administration);
- Common database (Standardized and comparable statistical figures);
- Workflow engine supporting entry, validation, approval and publication;
- High level security model for isolated data access;
- Flexible privilege model for secure data sharing;
- Delegated administration giving participating countries full control over content, data, users and privileges;
- Fully localized and internationalized (Multiple character sets (Latin and Cyrillic); Possibility of translations into any language for all elements of the system (System texts, indicator descriptions, reports, etc.));
- Web Application (Client computers only need a web browser for access; No software installation necessary on client computers);
- Based on widely used standards (Relational Database with SQL for data storage; J2EE for server side logic and web browser access; extensible for future requirements).

### 1. *Storage of quantitative data on migration*

The database allows storage of aggregated national data on migration flows and stocks. The initially agreed indicators cover data in the areas of asylum, economic migration, and general border-crossings of foreigners but, over time, the list of indicators can be extended, provided there is agreement among the participating States.

The uniqueness of this approach lies in the fact that the database allows the submission of data even if it is not harmonized across states. Various sources can be used to provide data for each indicator and proper

documentation of data acquires top priority. In the initial stages, no goal is set for comparing data across States. However, existing templates for data submission do not exclude this possibility over time and will be able to provide insights into cross-country migration patterns and trends.

## 2. ***Timeliness of data***

The internet-based method for data submission and release allows data to become immediately available to authorized users (within and across States following mutual agreement on conditions). As a result, migration authorities in participating States have access not only to historic data, but also to data that has operational value and can be used directly for the development of migration-related policies. The possibility of submitting data by delegation (a responsible migration agency collecting data on an indicator can, with minimal training, input data directly into the data system) is a feature that is not available in any other existing mechanisms of migration-related data collection and exchange.

## 3. ***Dynamic graphical representation of quantitative data in pre-designed report formats***

DSM is a dynamic database that allows viewing of stored data via pre-designed report templates with tables and diagrams. There is virtually no time delay between the moment data is submitted into the system and it is possible to see data organized in diagrams or tables.

## 4. ***Possibility to collect and exchange migration-related legislative and policy-related documents***

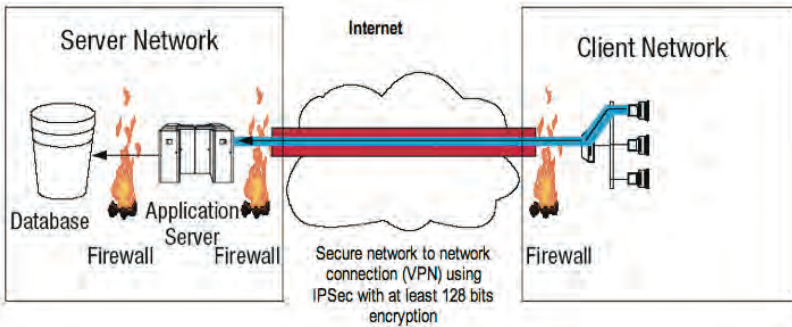
In the process of developing migration-related policy, it is vital to have access not only to timely and reliable data on migration stocks and flows, but also to be able to consult legislative and policy-related documents on migration from neighbouring States and regions. These resources are updated regularly and correspond to reality. The DSM gives participants the possibility of placing relevant documents on-line for public or restricted access.

## 5. ***Simplicity of model***

No sophisticated equipment or IT skills and only minimal hardware are required to manage and use the system (see Annex 22).

6. *High level of security guaranteed (see Box 2.15)*

### BOX 2.15 Secure Network



7. *Users submitting data remain 100 % owners of the data*

As prime users of the DSM, the EECA national governments are the main architects of the Mechanism and they retain total ownership over the data they submit: only users submitting data can provide other users with access on mutually agreed conditions. This is achieved through the system of delegated administration and a uniquely designed hierarchical structure for data access which guarantees the data ownership and provides a high level of security.

### BOX 2.16 DSM Privilege System

- System and Country Privileges:
  - Country/System Level:  
  
Create/Modify/Remove User, Assign Roles/Privileges, Submit/Validate/Approve/View Data (per Indicator)
  - System Level: Create/Edit/Remove Indicators/ Categories/Characteristics/Reports, System Administration Tasks (Backup);

- User/Role (Group) assignment:
  - Roles: System Administrator, Country Administrator, Data Submitter, Data Approver, Normal User;
- Privileges are combined to roles;
- Delegated Administration.

8. ***Bi-lingual web portal with a possibility to introduce any additional language***

The DSM database exists in parallel in two languages: Russian and English. This allows users to work in Russian which is the language widely used in the EECA region. At the same time, users of the public part from other regions have access to information on migration data management, latest news and updated policy and legislation-related documents in English. Further, the bi-lingual approach serves a second purpose of building up language skills as it provides an opportunity to access the same material and data report in both languages.

9. ***Uniquely developed shared software applications, with IOM acting as Application Service Provider***

The DSM software application was specifically developed to comply with the needs and requests of the pilot participating countries from the EECA region (see Annex 14).

10. ***Flexibility of the system and possibility of updates and additional features***

Another peculiarity of the DSM database is its flexibility: it can be easily changed and adapted to new needs identified by its users.

11. ***WWW. DSM-MIGRATION.NET web portal with part of its content open to general public***

## Sharing Migration Data through DSM

One important lesson learnt from the DSM process has been “start with the minimum, but stay ambitious”. In other words, from the very start, there has been no attempt to come up with an overall list of statistical indicators covering all aspects of migration. Rather, the approach has been to agree upon a minimum set of indicators, and then build upon existing data.

In the DSM, the participating States agreed to start sharing data on the following six initial indicators:

- number of foreigners in the country;
- number of applications for work permits and work permit extensions and number of decisions on such applications in the country;
- number of foreigners entering the country;
- number of foreigners leaving the country;
- number of asylum applications in the country;
- number of decisions on asylum applications in the country.

Each indicator is documented in detail via regularly updated data documentation tables: the so-called ‘metadata’ (see Annex 15).

Data documentation is an essential element of data sharing through the DSM. Since there is no intention to harmonize data for the sake of harmonization, the numbers collected and uploaded into the system may relate to different events. The assumption is that it is better to start sharing numbers that are already collected, than set up standards that are unattainable by the agencies. In this case, by consulting the corresponding data documentation tables, the user may induce what each number stands for, where potential errors may appear and where there are gaps in the numbers.

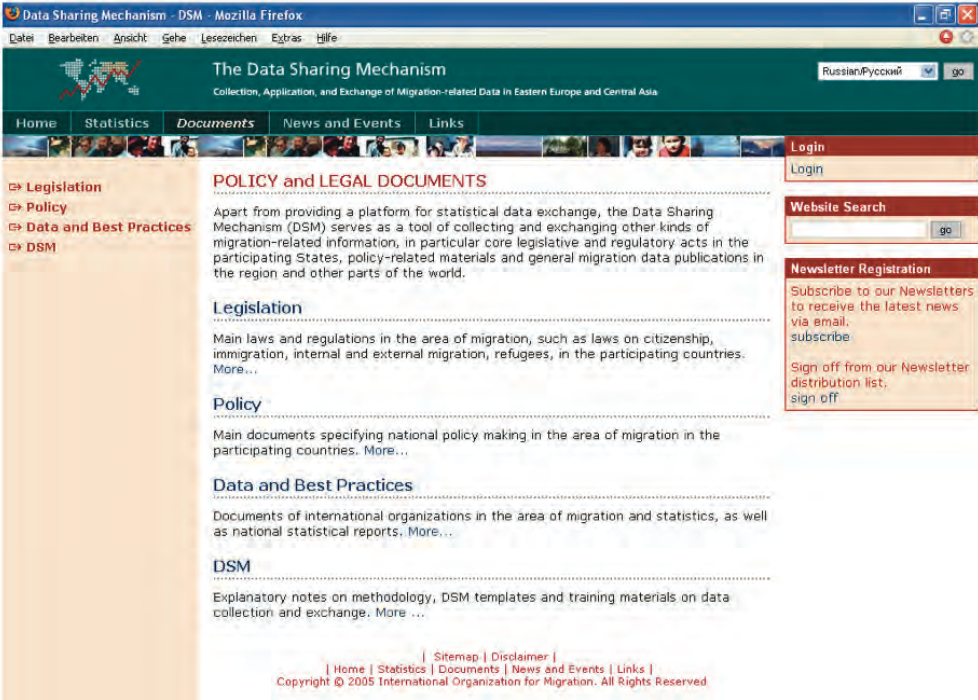
## Sharing Documents on Policy and Legislation

Data documentation has been a very effective tool for understanding migration statistics. In addition, when users need more detailed

background information on how migration statistics were generated, they can consult a separate section of the DSM portal ('Documents') which contains policy and legislation-related documents submitted and regularly updated by participating States.

The idea behind creating the Documents Section was that migration statistics should not be isolated from the political and legislative context. Having easy and fast access to relevant national laws, regulations and other documents have proved to be very important. This is especially true in countries where migration management is still undergoing restructuring and their administrative and legislative frameworks are being developed, as in the EECA countries. Updating documents in the DSM web-portal appears to facilitate the process of data collection and sharing.

**Tip: See migration statistics in the context of national legislative and political reality by providing easy access to relevant laws, regulations and news**





The *Links* section is another useful feature in the DSM, as it lists and provides Internet links to the main international, regional and national players in the area of migration data and statistics. It helps users to see the process of migration data collection and sharing in the EECA region in a broader perspective and assists in obtaining further information from other regional processes and fora, as well as from migration-related agencies in EECA and other regions

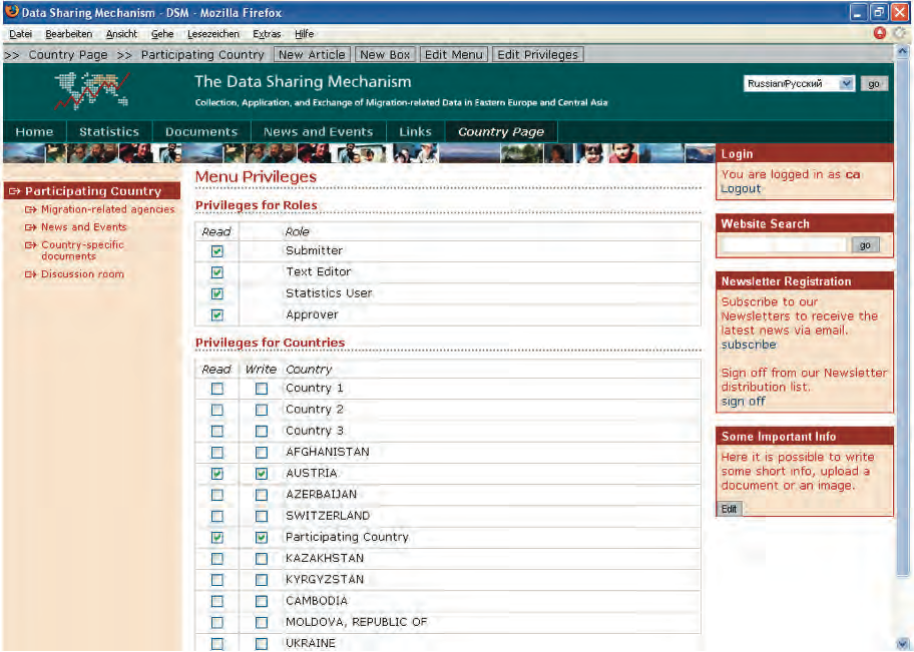
**Tip: Take advantage of the Internet by interlinking different web-sites and portals and obtain more efficient access to information**

An innovative approach to sharing migration data and relevant documents is the simplicity of the DSM content management system. This allows users located in different geographical sites to learn how to manage information on the DSM web-portal relatively easily and, therefore, become ‘owners’ of their part of the portal.

### **BOX 2.17 Content management system**

- Easy to use (no special skills required for content creation);
- Automatic menu generation (unlimited items);
- Unlimited content pages and articles;
- Fully template driven (multiple templates possible);
- Public and private areas (password protected, specific country areas (content maintained at country level));
- Upload of documents and images;
- Integrated full text search engine.

The simplicity of the content management system has an additional advantage: it allows the creation of an additional section of the DSM portal - Country Page -, where each participating Country can upload any information and documents it finds important. The sophisticated access system makes it possible for each country to allow open access to its Country Page or to keep it strictly for national use. By simply ticking the relevant box, the Country Administrator can manage access to the country page (as seen below).



Within the Country Page, the Country Administrator can create sub-menus, add articles and boxes, and edit privileges. Specially developed training modules provide a step-by-step explanation to the process of managing both the statistical part of the DSM portal and the Country page part.

## **BOX 2.18 IT Solutions to Challenges of Sharing Migration Statistics (see ANNEX 14)**

### 1. No Design Pattern Available:

For many applications, a ready-to-use design pattern may already exist, in which case this can be used to develop a new application. In the case of the DSM, the situation was different and its design was really unique: on the one hand, it is a data warehouse application which can use a design pattern that is already available, but, on the other hand, it is a data warehouse application which had to incorporate data already aggregated by Countries in their national contexts.

### 2. Confidentiality Requirement:

The level of control over access to data permitted to each user or to each country is not usually as complex as that created for the DSM system. In the initial stages, there is not a large quantity of data available in the system. Nevertheless, many different "sets of data" have been stored, so that controlling the access to each data combination makes this a rather special feature.

### 3. Multilingual Environment

Working with a number of languages is quite standard for a web application. In designing the DSM, special requirements and complications included bi-lingual Statistical Reports for the PDF output and design that could be adapted to both Western European and Cyrillic characters.

### 4. Dynamic Reporting

Another unique feature of the DSM was the creation of Statistical Reports in three different output formats: HTML, PDF and CSV. The DSM dynamic reporting system not only enables the user to produce Reports (charts and tables) in different formats in accordance with the user's access rights, but also immediately incorporates the amended numbers into all the available Reports once these numbers

are released into the system.

#### 5. Flexibility of the System:

Adding another indicator into the system is feasible at any moment and the DSM has been designed in such a way to enable this. This is specific to the DSM system since data uploading and storage are standardized: by simply extending the database, additional data can be incorporated into the system. This is unique, since other databases created to enter data according to concrete requirements do not usually need easy extensions. Standard databases are designed to be flexible only up to a certain point, unlike the DSM which requires a higher degree of flexibility.

#### 6. Intranet Function:

At the request of participating governments, the DSM system includes a special feature which allows them to store national content on a designated Country Page. Together with the Privilege System, we now have two-dimensional access: the Country level and the Role level. Possible Sources of Errors while Working with the Data Sharing Mechanism

#### 7. Data Entry:

With regard to errors, the most critical area is data entry or data uploading. To minimize the possibility of errors during this process, the user has the option of uploading data in a file, rather than entering data number by number.

#### 8. Privilege System:

Considerable thought was given to guaranteeing participating governments' control over access to their data and to distinguishing the different functions being performed within the system (User management, Data Upload and Data Confirmation, Country Page Management). Fortunately, a transparent system was found for the privileges system: by assigning the privilege to see data or content to a specific Country and to a specific Role. This double-layer privilege was initially expected to cause problems, but it was possible to find solutions which made this feature both operational and transparent to the end user.

## Promoting Regional Dialogue and Expertise Exchange: Technical and Regional Meetings, Study Tours

Regional aspects of working within the General Model and the DSM have been an important complement to efforts for enhancing national capacities to collect and process quality migration data. Quality of statistics will be enhanced when countries share expertise and regularly update each other on national progress. Without this sharing there is a danger that national systems will diverge, rather than converge, and this will lead to greater incomparability of international migration statistics.

To a large extent, EECA countries are still in the process of building comprehensive migration management systems. This can have positive benefits for migration data collection and sharing, since this situation provides a unique opportunity for these countries to coordinate their efforts regionally and avoid the current situation in the EU, where it has become very difficult to change established national practices and frameworks for data collection and sharing.

Conducting regional meetings is an extremely important activity. The meetings are usually of two kinds: technical meetings where concrete practical aspects of sharing data through the DSM are being discussed, and thematic meetings where migration statistics are discussed within a certain context (see Annexes 17 and 18).

Regional meetings on data provide a very efficient platform for developing concrete action plans which can then be followed up at the national level.<sup>14</sup>

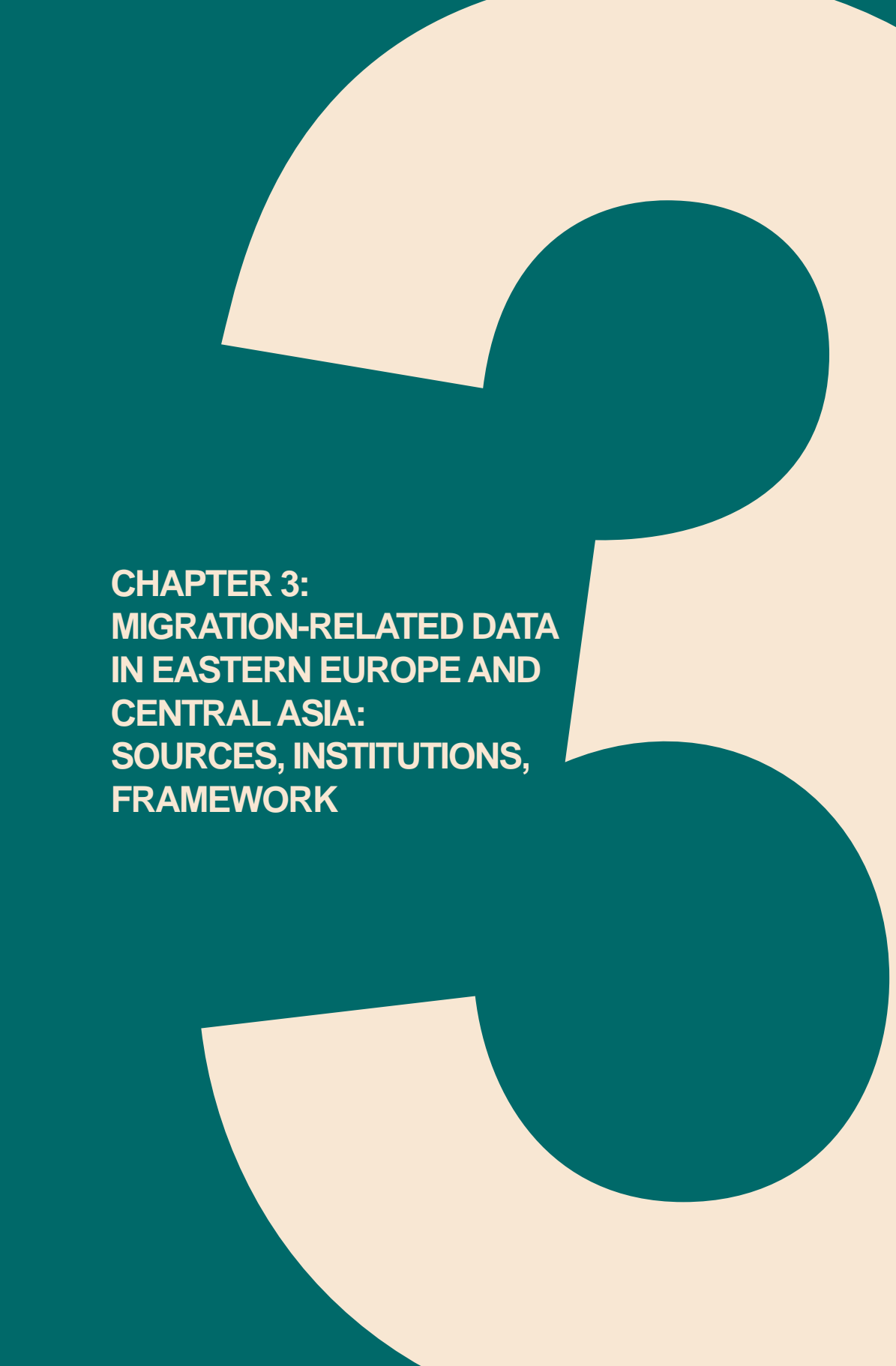
**Tip: Regional meetings at the technical and non-political level provide a great opportunity to share national practices and take advantage of the experience of others.**

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<sup>14</sup> For example, the Regional Seminar on Irregular Migration and Data Collection, held in Tirana on 9-12 March 2005 as part of the CARDS Regional Programme on Establishment of EU compatible legal, regulatory and institutional framework in the fields of Asylum, Migration and Visa Matters.

While regional technical and thematic meetings provide a very good framework for sharing experience within the region, it is still important to learn from good practices in migration data collection and sharing tested in other regions. Within the DSM process, it has become a well accepted practice to organize study tours to EU member states, during which visiting migration officials have an opportunity to see “live” how data is collected and processed.

**Tip: See how data is collected: looking at registers, databases and workflows helps to visualize sources of migration statistics and avoid possible future errors and mistakes.**



**CHAPTER 3:  
MIGRATION-RELATED DATA  
IN EASTERN EUROPE AND  
CENTRAL ASIA:  
SOURCES, INSTITUTIONS,  
FRAMEWORK**

# Chapter 3

- 3.1 **From Common Past to Diverse Future:  
Foundations of Migration Data Collection  
in Eastern Europe and Central Asia.  
Current Changes and Transformations**

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  - 3.2 **Migration Data Collection in Kazakhstan:  
Structures, Challenges, and Solutions**

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  - 3.3 **Migration Data Collection in the Republic of  
Moldova: Structures, Challenges, and Solutions**
  - 3.4 **Migration Data Collection in Tajikistan:  
Structures, Challenges, and Solutions**

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  - 3.5 **Migration Data Collection in Ukraine:  
Structures, Challenges, and Solutions**

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## igration-related Data in Eastern Europe and Central Asia: Sources, Institutions, Framework

All states in the world have their own unique migration data systems. This is only natural; each country defines categories of migrants according to their own legal and technical definitions, which then translate into specific national statistical definitions. If one asks why a certain category ended up being defined in a specific way, the answer will be complex and it may be that no one knows why. But the reasons for the development of a definition will often be historical, political, technical, practical and mostly a mix of all these factors. As the reader will notice in this chapter, the countries studied as examples have more or less the same line of development in the beginning due to the same historical background and legacy but, as time has gone by, they have developed in different directions.

When exchanging migration-related data at the inter-state level, or using statistics from other countries for migration monitoring, it is very important to understand the nature of the available data and review the possibilities for data comparison. This evaluation is necessary as there is always a very high risk of making erroneous conclusions and of thus distorting the analysis of migration trends.

In the context of migration, analysts and policy makers very often do not take into consideration political, economic, institutional and other factors which have an impact on the collection of migration-related data.

Underestimation of external factors can be especially adverse in the countries of Eastern Europe and Central Asia as they go through fundamental transformations in all spheres of public life. Collection and

processing of data on migration stocks and flows are also affected by these transformations.

The present Chapter consists of two parts: first, it presents a regional overview of the changes that have taken place in the national systems of migration-related data collection in the countries of the region since the early 1990s. Second, it describes institutional and legislative structures involved in migration data collection and management in the four EECA countries that have already begun implementing the General Model Programme: Kazakhstan, Moldova, Tajikistan and Ukraine.

### 3.1

## **From Common Past to Diverse Future: Foundations of Migration Data Collection in Eastern European and Central Asia, Current Changes and Transformations**

In the EECA countries, the distinctive feature of national systems of migration-related data collection remains their common past: the legacy of once being a part of a single system of migration statistics formation, which had to be transformed after the dissolution of the Soviet Union.

For a number of reasons, including the absence of real freedom of movement and of international migration, only a limited number of migration data collection sources existed in the Soviet Union, including:

- current migration registration (based on the ‘propiska’ - obligatory population registration system);
- census;
- household surveys of migrants and their families which were maintained neither systematically nor universally throughout the republics;
- registration of border crossings carried out as a part of general administrative procedures at the borders.

Of these, the first two sources were the most important.

The data on migration gathered through these sources was mainly used for internal purposes by the collecting agencies. In addition, administrative and border statistics were not publicly available.

After the dissolution of the Soviet Union in 1991 the EECA states faced the same problem: how to adapt the old propiska system of migration statistics to the new realities, which included:

- widening citizens' rights and freedoms;
- rapidly increasing population mobility;
- opening up national borders;
- decreasing restrictions on monetary and trading markets,
- needing to create national citizenship institutes in republics used to belonging to a single state.

With the disappearance of the Soviet Union, former compatriots were now in many cases foreigners and this meant that new approaches were needed for the regulation and registration of foreigners. In addition, new normative and legislative bases, institutions and procedures had to be developed. Helped by sponsor states with established systems of migration registration, most of the countries in the region were able to find new forms of migration registration better suited to the real migration situation and to democratic societies.

### **BOX 3.1 Legacy of the Propiska in the Soviet Union**

The development of the passport system in Russia began in the 1920s. In 1925, the Regulation on Registering Citizens in Municipalities of the Council of Peoples' Commissars of the Russian Soviet Socialist Federal Union Republic came into force. This regulation laid the first foundation for the establishment of the propiska system which was part of the passport regime in the Soviet Union, i.e., registration of a

person's place of residence in his/her internal passport.

Propiska was made obligatory by Decree N No.57/1917 of 27 December 1932 "On Establishment of a Single Passport System in the Soviet Union and Obligatory Registration of Passports". This decree specified which information must be included into a person's passport: place of residence, employment information, details on military service. It also listed a number of documents which were required before a passport could be issued.

The passport system was extended during the 1970s in the Soviet Union, in order to tighten State control over population mobility through fixed registration rules and was part of one of the broadest and most comprehensive systems for population registration in the world

The changes that have taken place since the early 1990s in the national systems of migration-related data collection in the countries of the EECA region can be summarized as follows:

- the creation of **new sources of data** for registering migration which had not previously been registered, including new procedures for registering flows of *forced migrants* and *asylum-seekers*, and later for flows of *labour migrants*. International organizations played a very important role in the creation of those new sources of data. Over time, several countries in the region (Russia, Kazakhstan, Ukraine, Tajikistan) introduced a new source of data: *migration cards*, which are collected at the borders and which may become a valuable source of statistics on international migration;
- **revision of the old system** of population registration and administrative records of migration, either by adapting the propiska systems to obtain migration statistics in the new context, or by creating a population register which would serve as a main source of migration statistics.
- modification of **national censuses programmes** in time for the 2000 round;

- creation of new data sources in parallel with drastic changes in the **institutional and organizational bases** of migration management;
- creation of **new normative and legal bases** taking into account changes occurring in institutional structures and methodology of migration management and data collection;
- improved **access to statistical data**. For instance, National Statistical Offices (NSOs) began to publish annual reports and asylum statistics were made available to the public from the very start;<sup>14</sup>
- **technical progress** and rapid computerization has opened new possibilities for the collection, processing and distribution of data on migration. A number of EECA states are planning to move towards the population register system. Nevertheless, levels of technical capacities in the region vary greatly from one country to another, and even within any specific country

## Sources of Migration-related Data in the EECA Countries

A number of similar sources of migration-related data have now been created and are operating in almost all countries in the EECA region:

- migration flows statistics based on registration procedures;
- census data on persons born abroad or entering from a foreign country with the purpose of taking up permanent residence;
- border statistics;
- statistics on decisions on applications for asylum and refugee status;
- labour migration statistics;
- international students statistics;
- statistics from other administrative sources.

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<sup>14</sup> In Russia in the late 1990s, border guards began sending their data to Rosstat (number of foreigners entering and leaving the country, by country of exit and entry, reason for travel, type of transportation). Another progressive trend is the sharing of statistical data among states in the region through the CIS Statistical Committee and international organizations' programmes, including the DSM.

Table 3.1 Current Migration Flows Registration in Selected EECA States, 1999-2003 ('000s)

	1999	2000	2001	2002	2003
<b>Arrivals</b>					
Azerbaijan	4.3	4.0	2.5	1.3	2.5
Armenia	1.4	1.2	1.5	1.5	1.8
Belarus	30.9	26.0	23.4	18.9	18.1
Kazakhstan	41.4	47.5	53.6	58.2	65.6
Kyrgyzstan	7.9	5.3	5.0	4.9	4.5
Russia	379.7	359.3	193.4	184.6	129.2
Tajikistan	14.7	14.5	16.7	17.7	16.9
Ukraine	65.8	53.7	na	42.5	39.5
<b>Departures</b>					
Azerbaijan	9.0	9.9	7.3	4.3	3.8
Armenia	7.9	11.6	11.5	10.4	8.5
Belarus	13.2	13.8	14.3	13.4	13.0
Kazakhstan	165.0	155.8	141.7	120.2	73.9
Kyrgyzstan	17.8	27.9	31.6	32.7	21.2
Russia	125.0	145.7	121.2	106.7	94.0
Tajikistan	28.8	28.2	29.1	30.2	27.9
Ukraine	110.6	100.3	na	76.3	63.7
<b>Net Migration</b>					
Azerbaijan	-4.7	-5.9	-4.8	-3.0	-1.3
Armenia	-6.5	-10.4	-10.0	-8.9	-6.7
Belarus	17.7	12.2	9.1	5.5	5.1
Kazakhstan	-123.6	-108.3	-88.1	-62.0	-8.3
Kyrgyzstan	-9.9	-22.6	-26.6	-27.8	-16.7
Russia	164.7	213.6	72.2	77.9	35.2
Tajikistan	-14.1	-13.7	-12.4	-12.5	-11.0
Ukraine	-44.8	-46.6	na	-33.8	-24.2

Source: CIS Statistical Committee; data on Tajikistan obtained from the official site of the State Committee on Statistics (Goskomitet)

Within the programme of the Data Sharing Mechanism, the participating States agreed to start sharing data from only a small number of sources, in particular border statistics, work permits, census and asylum data.

## Adjustments in the Passport-based Population Registration System

A number of changes have affected general migration data collection systems in the EECA countries. In particular, these include adjustments in the internal passport-based population registration systems, the creation of population and foreigners registers, and the introduction of changes to national census programmes.

Several countries (e.g., Belarus, the Kyrgyz Republic, Tajikistan, Russia, Ukraine, and Uzbekistan) have preserved the internal passport-based system of population registration at the place of residence, and introduced only minor changes into the registration procedures inherited from the

Soviet era. This system is based on filling in a primary statistical document (the list of statistical record, or list of arrival and list of departure) each time a registered person changed his/her permanent place of residence. National statistical offices (NSOs) continue to receive primary statistical documents on migration registration in paper format.

**BOX 3.2 Changes to the Primary Statistical Document used to Register Migration**

- Introduction of a new category 'citizenship'
- New list of reasons for migration
- New form with an extended list of questions corresponding to records created for administrative reasons in MFA and MOJ
- Introduction of a special form (N. 12) for registering arrivals. The form for registering departures is mainly used for people deregistering in order to take up permanent residence abroad.
- Majority of EECA countries
- Belarus, Kazakhstan<sup>15</sup> and Russia
- Kazakhstan since 2005
- Russia since 2002

<sup>15</sup> Planned in Kazakhstan for introduction in 2009

Despite apparent similarities, caution should be taken when comparing migration statistics across the EECA region. A number of legislative changes carried out in the last decade have considerably modified the definition of ‘migrant’ and ‘residence’, for example.

Taking into consideration the number of institutional and organizational changes that have taken place in the region, some of these patterns can perhaps be explained by changes in registration systems, rather than as indicators of real trends.

For instance, national migration statistics published by Rosstat are based on population registration records and reveal a reduction in migration inflows to Russia since mid 1990s (see Table 3.2). However, a number of important changes in the rules governing population registration have been introduced since 1995 leading to a number of migrant categories being dropped from the statistics calculation. As a result, the apparent downward trend of migration inflows should not be seen as an indication of decreasing numbers of immigrants to Russia, but as a sign that lower numbers of immigrants are being **registered** by the national system.

Table 3.2 International Migration Flows:  
Russian Citizens and Foreigners in the Russian Federation (persons)

		2002	2003	2004
Arrivals	Foreigners	18,287	20,377	12,834
	Russian citizens	166,325	108,767	106,323
	Total	184,612	129,144	119,157
Departures	Foreigners	5,953	4,047	3,225
	Russian citizens	100,732	89,971	76,570
	Total	106,685	94,018	79,795
Net migration	Foreigners	12,334	16,330	9,609
	Russian citizens	65,593	18,796	29,753
	Total	77,927	35,126	39,362

Source: Rosstat

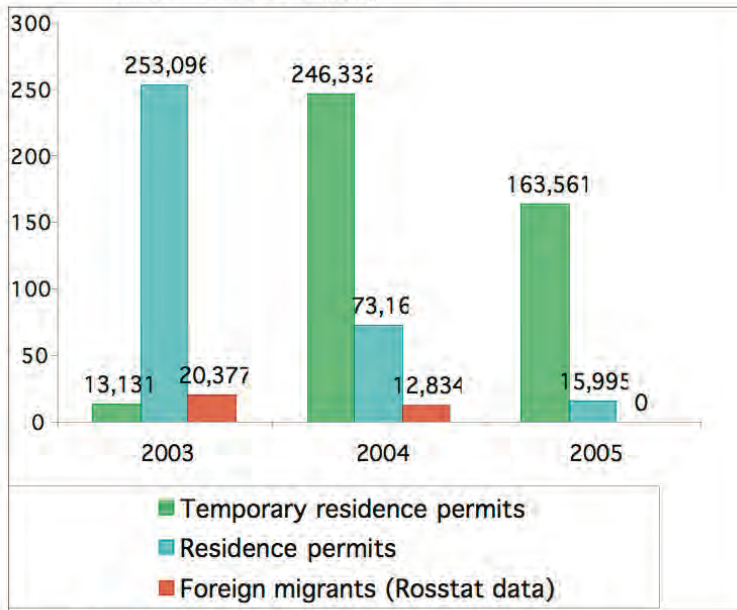
Apparent inconsistencies between available numbers on migration in national statistics and real trends in Russia are also revealed through a comparison of different sources of migration data supposed to catch relatively similar events.



### BOX 3.3 Decreasing Inflows of Migrants into Russia since 1995: Downward Trends or Deficiencies of Migration Registration Systems?

The 2002-2004 data collected by the Rosstat on the basis of statistical coupons of arrivals and departures has been broken down by category of citizenship. Table 3.2 shows that annual inflows of foreigners during this period ranged between 12,000 and 20,000 persons, which represents around 15% of total inflows from abroad. There are some concerns that data on immigration of Russian citizens in reality refer to the naturalization process, as registration of the new status is required in order to receive Russian citizenship. In other words, it may be that primary statistical forms are filled in such cases.<sup>16</sup>

Chart 3.1 Inflows of Long-term Migrants: Comparison of Statistics from Different Sources (000s)



Source: Rosstat (persons) and FMS (permits)

<sup>16</sup> Information provided by an FMS representative.

In accordance with data published in Rosstat's annual reports for 2002 and 2003, not one statistical form for registering a foreigner was filled in Moscow, the most attractive place of residence in Russia. Thus, the formal inflow of foreigners to Moscow was a nominal zero (Rosstat, 2002; 2003). In 2004, the data for this indicator increased to 700 persons, which is still prohibitively low in comparison with real trends. According to FMS, many thousands of foreigners obtained residence permits (both temporary and permanent) in Moscow in 2004).

Thus, it can be assumed that international migration statistics, as reported by Rosstat, can only be considered reasonably reliable when they refer to data on Russian Federation citizens. Where they relate to foreigners, they probably represent some 10% of actual figures.

In addition, a number of migrant categories are not included in migration statistics. For instance, one category of long-term migrants are not required to apply for a residence permit and thus are not registered in FMS' statistics. This applies to citizens from countries with a visa regime with Russia, when they can receive a multiple visa which extends its validity on an unlimited basis. Further, students from these same countries do not have to apply for residence permits.

The different registration systems are described in the country-specific sections in this chapter.

One should not rush into interpreting data until there is a full picture of the methodology used in collecting the data and an analysis of persisting gaps has been carried out. The situation in Russia and other countries in the region show that migration statistics in the transition period should be interpreted with caution.

## Extracting Statistical Information in Migration from Population Register Systems

Statistical offices in the EECA region have experienced considerable difficulties in extracting statistical information on migration from population registers. Agencies responsible for the population register for a number of reasons do not provide access to the collected information and considerable efforts have had to be made by NSOs representatives to prove their need for working with primary data from the register.<sup>17</sup>

### **BOX 3.4 Developing Migration Statistics on the Basis of Register Data**

Statistical data can be extracted from a register in two ways:

- in a pre-aggregated format;
- as individual files pre-processed in a special way that excludes any possibility of tracing details on a individual person (i.e. as in Scandinavian countries)

Statisticians with specialist knowledge of data processing usually prefer the second option as it allows them to process files in a number of desired ways, to create multiple indicators of migration and sub-divide data into a number of categories and, thus, to reveal necessary qualitative characteristics of migration phenomena.

However, sensitivity about providing access to individual files is usually a major obstacle and therefore specialists in data management often acquire access only to pre-aggregated data and are unable to check for possible data errors or create additional indicators.

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<sup>17</sup> As discussed in an interview with A. Herm, statistician at the Estonian NSO.

## Foreigners Register as a Source of Migration Statistics

Among EECA countries, only Russia has started working on the creation of a specialized foreigners register. Russia took the decision to set up a centralized database with information on all foreigners and stateless persons (whether for short visits or for temporary or permanent residence in Russia) in 2002. Despite considerable organizational and technological difficulties, this system began operating in most Russian regions in January 2006.

If properly run, this system will become the main source of information and statistical data on international migration of foreigners in the Russian Federation. Currently negotiations are taking place on the possibility of extracting aggregated data on foreigners and sharing it with the National Statistical Office.

## National Census as a Source of Data on Migration Stocks

In addition to assessing inflows and outflows of migration in the region, adequate sources on the numbers of foreigners and foreign-born population temporarily or permanently residing in EECA states are needed.

Data on a country's migrant stock (i.e., numbers and composition of foreign or foreign-born population) is essential for assessing migrants' economic, political and cultural impact in a country (Bisogno, 2005).

It has been possible to calculate the level of migration stocks in the EECA region through a series of national censuses carried out by most countries in the 2000 Round (see Table 3.3). These censuses have highlighted changes in the migration situation which have occurred since the dissolution of the Soviet Union and have provided valuable insights into the composition and characteristics of foreign populations.

To examine these new migration realities, a number of new questions were added to the census questionnaires. In particular, Armenia, Azerbaijan

and Georgia included questions on *the period of absence* and the *purpose of absence* from the place of permanent residence, even in the questions sent to persons residing abroad during the census period. Belarus, Georgia, Azerbaijan, and Moldova included a specific question on whether a person was *a refugee or a forced migrant*. In Belarus, Kazakhstan, Moldova and Russia, a special block of questions was developed in order to reveal the main personal characteristics and purpose of stay for persons *residing in the country on a temporary basis*.

The rather complete and diverse data on the stock of migrants revealed in the national censuses also provided information on the number of persons born abroad, with specifications of the period of residence after immigration, population break-down by citizenship and ethnicity.

Table 3.3 Population by Place of Birth and Citizenship in Selected EECA Countries

		Total Population	Including:				
			Born on the territory	Born abroad	Citizens	Foreigners & stateless persons	Citizenship not known
<b>Armenia</b>	Number	3,213,001	2,927,306	285695	3,185,455	27,546	-
	%	100.00%	91.1%	8.9%	99.1%	0.9%	-
<b>Ukraine</b>	Number	48,240,902	43,084,662	5156240	47,950,004	169,122	-
	%	100.0%	89.3%	10.7%	99.4%	0.4%	-
<b>Belarus</b>	Number	10,045,237	8,886,422	1158815	9,934,539	107,756	2,942
	%	100.00%	88.5%	11.5%	98.9%	1.1%	0.03%
<b>Kazakhstan</b>	Number	14,953,126	12,839,761	2113173	14,867,921	85,205	-
	%	100.00%	85.9%	14.1%	99.4%	0.6%	-
<b>Russian Federation</b>	Number	145,166,731	131,608,720	13558011	142,442,404	1,025,413	1,269,023
	%	100.00%	90.7%	9.3%	98.10%	1.00%	0.90%

Source: 2000 Round of national censuses

In addition, data obtained from the 2000 Round of national censuses allowed a critical evaluation of approaches suggested by UN specialists for assessing the number of migrants with foreign origin. As a result of using UN methodology to count all residents born abroad, the recent assessment of the number of migrants in Russia surpassed 13 million persons (UN, 2003). Further, Ukraine now has one of the largest migrant stocks with more than 6 million ‘foreigners’.

This approach though does not take into consideration the fact that millions of people born and having been citizens in the same country, having spoken primarily the same language and migrated within the same state, do not consider themselves as ‘real’ migrants.

## Changing the Institutional, Organizational and Regulatory Base of Migration Statistics Collection

These changes in the collection of migration statistics have taken place in parallel with changes in the institutional, organizational and regulatory base of migration management. In EECA countries, special structures have had to be created to deal with a number of issues which did not exist before: management of various migrant flows; decisions on asylum cases; programmes related to forced migration; greater regulation of flows of arriving migrants and emigrants seeking employment abroad.

New migration management structures have been created in several ministries, including ministries of labour, interior, foreign affairs, and justice. These transformations in the institutional base of migration management have affected the system of migration statistics collection.

Furthermore the quality of available migration statistics in the countries of the region depends on the **legislative framework** (laws, normative documents and regulations) which regulates processes of collecting and disseminating data on migration stocks and flows. A number of laws and regulations were developed in order to:

- determine the functions and tasks of newly established institutions relating to migration management;
- regulate new migration phenomena which had not previously existed;
- provide definitions to different categories of migrants;
- set up administrative and other procedures for migration registration;
- regulate issues relating to information gathering and sharing at both the national and international levels.

New laws have been developed on such issues as freedom of movement and choice of residence, status of foreigners in the country, rules regulating entries and exits in the region's countries, documentation of citizens and foreigners. However, these laws have not always resulted in improving the quality and diversity of available migration statistics.

### **BOX 3.5 Impact of Legislative Changes on the Quality of Migration Statistics in the Russian Federation**

The Russian Federation is experiencing large migration flows which are not necessarily registered in the state system. When reforms on freedom of movement and the legal status of foreigners were introduced, the legislation did not take into consideration the dynamic links between state statistics and registration procedures.

As a result, loopholes in the legislative framework now prevent statistical monitoring of many long-term internal migrants. Thus, persons registering a temporary residence are not included into migration statistics, even if they have left their place of permanent residence for a long period.

Statistical recording of foreigners on the territory of Russia has also been adversely affected by the legislative reforms. The Law on the Legal Status of Foreigners of 2002 and its bylaws do not reflect the needs of the state statistics collection. As a result, the Federal Migration Service's administrative registration cannot take into account these problems, since it can only record cases of registration, but not physical persons. In addition, there is still no regulation which establishes a legal framework for accessing FMS' statistics.

The new law on migration registration of foreign citizens adopted in July 2006 proposes the transferal of some data on migration registration to the statistical authorities.

A number of countries have updated their legislation regulating the functions of NSOs. The development of technologies and methods for information transferral are now covered by laws regulating population registration systems, information protection and access. In several countries, special laws and interagency agreements have been developed to regulate relationships between NSOs and other agencies responsible

for registration of migrants. As a result, statisticians' opinions are now more often taken into consideration while designing and introducing changes into the systems for registration and data collection.

However, it is still too early to measure the full impact of the legislative process relating to migration statistics, since a number of issues still need to be fully reflected in the national legislation. Among the challenges are:

- Statistics from the same source in the various countries still often appear in **different formats**: e.g. Moldova reports on border crossings by nationals, while Russia mainly reports on border crossings by foreigners;
- **underreporting** of arrivals and departures;
- **continuing process of developing migration data collection methodology** e.g. estimating levels of emigration based on immigration data from other countries presents difficulties, since many immigrants breach rules of registration and remain in the countries in irregular situations;
- **unpredictability of migration behaviour**: the difference between the intended period of stay and the actual stay poses considerable challenges for gathering adequate data on immigration;
- migration data collection in the region need to strengthen **quality control**;
- availability of **financial, technical and personnel resources**, low salary levels and constant rotation of personnel produce an adverse effect on the quality of primary data collection which feeds into migration statistics;
- **lack of coordination** among state structures responsible for the collection of different sources of migration data on internal and international migration.

Establishing an efficient framework for inter-agency data sharing and dissemination remains an important challenge in the region. Very often, the structures registering migrants do not understand that this data should be analyzed and shared with representatives of other agencies and independent researchers in order to ensure the diversity of opinion on migration issues and the development of adequate migration policies.



## **Migration Data Collection in Kazakhstan: Structures, Challenges, and Solutions**

Owing to a fast growing economy, Kazakhstan is considered a regional centre of destination for different categories of migrants. In addition, migration flows through and out of Kazakhstan are common, making it not only a country of destination, but also of transit and origin.

Migrants from Pakistan, Bangladesh, Sri Lanka and other countries transit through Kazakhstan for destinations farther afield. In the period between March and October, seasonal migrants from Kyrgyzstan work on tobacco fields in Kazakhstan and cultivate rice and vegetables, whereas Tajik and Uzbek migrants are mostly hired for construction work.

Better economic and labour market conditions in Kazakhstan attract large numbers of citizens from other Central Asian states in search of work. Visa-free regimes with the main countries of origin (i.e. Kyrgyzstan, Tajikistan, Uzbekistan) allow their citizens to enter the country legally without major complications (Kazakhstan, 2001). However, strict rules on foreign labour employment led to a situation when the majority of labour migrants and their employers prefer not to sign an official contract. As a result, foreign employees start working illegally for US\$100-200 per month and, therefore, enter as regular migrants and soon become irregular. The Department of Migration Police calculates that there are around 300,000 irregular labour migrants from Kyrgyzstan, Tajikistan and Uzbekistan working illegally in Kazakhstan.

In contrast to immigration, there does no longer appear to be large-scale emigration from Kazakhstan. Migrants leaving permanently mostly leave for jobs or permanent residence in Canada, USA, Russia, Germany, Israel, whereas most temporary labour migrants go to the Russian Federation, South Korea, Turkey, United Arab Emirates, China, and Great Britain.

Chart 3.2 Net Migration in Kazakhstan



Source: ARKS

There is no doubt that labour migration is the main category of migrants in Kazakhstan and the region. To regulate migration flows, the Government of Kazakhstan has developed a comprehensive and sound migration policy and taken concrete steps towards regulating labour migration processes (Kazakhstan, 1997, 2001). Thus, in order to protect the national labour market, the Government sets annual quotas for overseas specialists in each industrial sector. In April 1995, it adopted the Decree on Licensing which specifies that a company must justify the necessity of bringing in foreign employees as opposed to hiring a local employee and obtain a special licence. In addition, special annual quotas have been established for ethnic Kazakhs (oralmans) moving to Kazakhstan from abroad.

## **State Structures Involved in Migration-related Data Collection: Legislation and Reality**

A number of governmental agencies collect migration-related data in Kazakhstan, in particular the Agency of the Republic of Kazakhstan on Statistics (ARKS), the Ministry of Foreign Affairs (MFA), Ministry of Interior (MOI), Ministry of Justice (MOJ), Ministry of Labour and Social Protection of Population (MLSPP), the Border Control Service (BCS) of the National Security Committee (NSC) and the Ministry of Transport and Communications (MOTC).

### **Agency of the Republic of Kazakhstan for Statistics (ARKS)**

Data collection processes in Kazakhstan are regulated by a series of laws and resolutions, the most important of which are:

- Law on National Statistics (1997);
- Rules of Elaborating and Endorsing Programmes of Statistic Monitoring on the National and Inter-agency levels (2002a);
- Rules of Statistic Reporting in the Republic of Kazakhstan (2002b);
- annual action plans in the area of statistics.

According to the Law on National Statistics, ARKS is responsible for the elaboration and implementation of the governmental strategy in the area of statistics. It is a central executive body that consists of the Central Apparatus, 187 district statistics divisions and the Republican Information Centre.

Data in all relevant areas of the economy and society is collected at the national, oblast (regional) and local levels and sent to the Republican Information Centre (RIC), a special department engaged in the automated collection, processing, storage and dissemination of statistical information using advanced information technologies. RIC specialists upload, store and process received data in designated databases, and

carry out analyses of the social, economic and demographic situation in the country. RIC's activities produce up to 250 statistic bulletins a year.

ARKS collects migration data on a continuous basis and this represents one of the crucial elements of national demographic statistics in Kazakhstan. Information on migration, (i.e., number of arrivals and departures for permanent residence, data on births and deaths) is used to calculate the total population in the country. Migration data collected in Kazakhstan is segregated into different categories, such as age, gender, occupation, and country of citizenship.

### **BOX 3.6 What is a focal point?**

How is it determined who should be the focal point for the collection, processing and more importantly sharing migration related data in a given country?

Often this role is taken by the core migration institution, either by default, by its good reputation or because it is defined in the organization's statutes. Responsibility for the overall national statistics is given to the National Statistical Office (NSO), even though it does not usually focus specifically on migration-related statistics.

When Kazakh authorities were presented to the DSM during a visit to Kazakhstan, it had not yet been decided which Kazakh agency would be designated as the DSM focal point. This decision was also not a key issue during the initial inter-ministerial meeting nor during the later one-to-one meetings with the authorities involved.

Nevertheless, the Kazakh NSO, the Agency of the Republic of Kazakhstan for Statistics (ARKS) showed great interest in the DSM concept and demonstrated that a broad range of existing areas, they were already dealing with migration related statistics, especially demographic data. ARKS senior management also made it clear that managing migration was, for them, a state priority.

Because of the general specialist knowledge combined with a true understanding of the importance of migration statistics, ARKS was appointed to be the focal point for Kazakhstan.

ARKS closely follows methodological developments in international statistics, in particular the UN Recommendations on International Migration, and intends to introduce new concepts into national demographic statistics gradually and develop an appropriate IT base. It will also create a single system of data collection; incorporate information from different sources; and adopt a uniform methodology which should lead to the development of larger amount of data on migration.

Data on migration (both international and internal) in Kazakhstan is produced through procedures similar to those in other CIS states. In particular, when people register a change of permanent residence<sup>18</sup> with MOJ's local offices, they are required to fill in special statistical forms for all family members.<sup>19</sup> These are then sent for further processing to municipal statistical divisions. Foreigners complete statistical coupons if they intend to stay in Kazakhstan for longer than six months. Unlike citizens, foreigners register at local MOI offices.

In addition to collecting statistical forms for arrivals and departures from local government authorities, municipal statistic divisions verify the coupons for accuracy and, in the event of an error, send them back to the law enforcement authority for correction. Once a month, all the coupons are submitted to the *oblast* statistic departments which record data electronically and perform additional quality controls. Each month, primary data processed and coded by the *oblast* statistic departments is electronically transferred to ARKS' Information Centre together with a generated Form A (*Regional Report with Control Figures*). Data must be submitted to ARKS before the 20<sup>th</sup> of each month for the previous reporting month.

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<sup>18</sup> In Kazakhstan, citizens can register their temporary place of residence (3 to 12 months). Therefore, changes of residence for periods of over 12 months are considered a change of permanent place of residence.

### **BOX 3.7 Categories of Data Collection from Arrival and Departure Forms**

- Date and place of birth;
- Gender;
- Nationality;
- Place of registration;
- Country of origin and date of arrival;
- How long a person had been living in a country of origin;
- Purpose of arrival;
- Place of work;
- Level of education;
- Marital status (if accompanied by a spouse), children under 16, accompanying parents.

Representing migration processes only on the basis of data received through the registration at the main place of residence has highlighted a number of problems. For instance, double counting can occur if the same person changes his/her place of residence twice during the reporting period. Further, though divided into different categories, registration-based migration data does not represent the very complex dynamics of migration and, for instance, is not able to capture movements which occur during periods of less than one year for nationals or less than six months for foreigners and stateless persons. Deregistration, especially by people migrating to other countries, is greatly underreported, as emigrants want to maintain their social rights to housing and other benefits linked to the place of main residence.

To reveal migratory processes in all their dynamics, other types of data are needed to complement traditional registration-based migration data. One important source of migration statistics in Kazakhstan, the collection of which also lies within ARKS' responsibility, is **the national census**. During the last census in 1999, specially trained interviewers

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<sup>18</sup> Classification of the statistical forms used in different countries in the EECA region is unchanged: form 19 is the “arrival card”, and form 20 the “departure card”.

visited each household and recorded census information by hand. As a result, a large amount of data was collected on the interviewee, including demographic data (gender, date and place of birth, marital status, etc.), economic data (profession, specialization, means of living, etc.), education level, ethnical data (ethnicity, native language, citizenship, etc.) and information on family members. The next census is scheduled for 2009, with a proposed test census in 2008.

## **Department of Migration Policy (DMP)**

MOI's Department of Migration Police is responsible, *inter alia*, for monitoring the arrival and departure of foreigners. It is mainly a law-enforcement authority which, in addition to its main functions, collects data on foreign citizens.<sup>20</sup>

To strengthen migration control over temporary stay of foreigners in Kazakhstan, special migration cards were introduced in 2003. The cards are filled in by all foreigners and stateless persons upon their arrival in Kazakhstan in border crossing points. However, in certain cases, migration cards can be filled in by a foreigner or a stateless person in one of DMP's offices, though this requires additional procedures for verifying the person's identity and an explanation for why the card was not filled in at the border.

The migration card contains information on a foreign citizen or a stateless person arriving to take up temporary or long-term residence in Kazakhstan. Upon arrival, an authorized border guard (or, if absent, a customs officer) verifies that the migration card has been filled in correctly and contains information corresponding to the passport data, puts an entry stamp in the passport and on the migration card, and gives one section of the statistic coupon to the foreigner. Foreigners staying for more than five days in Kazakhstan should approach a DMP office for registration. Foreigners are obliged to keep the migration card until

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<sup>20</sup> Previously, the Department was responsible for both Kazakh citizens and foreigners. In 2005, duties for documentation and registration of the Republic's national population were delegated to MOJ (Order of 4 March 2005, No. 74).

they leave the country and return the card to border guards or customs officers upon departure.

Decisions on applications for permanent residence in the Republic of Kazakhstan (RK) are also made by the Department of Migration Police.

Data extracted from migration cards are transferred from border control checkpoints to DMP divisions:

- through BCS's Berkut information system;
- through TAIS, the Customs' automated information system;
- using the collected migration cards, statistical coupons and statistical reports which are delivered in paper to local DMP divisions.

DMP divisions are responsible for summarizing data received from the Border Service and Customs Service and delivering statistics to DMP prior to the 25th day of the reporting month.

In addition to migration cards, DMP has other sources of data related to foreigners. Its divisions gather data on specific groups of migrants, such as those temporary staying in the RK, persons permanently residing in the country, persons exiting the RK, and visa support letters. Data is stored in a special electronic database, processed, aggregated, and used to produce monthly and quarterly reports. However, these are only shared with other government agencies upon request.

## **Ministry of Justice (MOJ)**

In 2005, the functions of documentation and registration for citizens of Kazakhstan were delegated from the Ministry of Interior to the Ministry of Justice. The reform was intended to contribute to the protection of human rights and freedoms by establishing a harmonized system of identification and registration.

Citizens of Kazakhstan must be registered with MOJ's territorial divisions



if they change their place of residence temporarily for the purpose of study, internship, business, or medical treatment for periods from three to 12 months. For **permanent registration**, they must ask owners of the lodging to include their names in their book of registration. Statistic coupons from these registrations are submitted to ARKS and they supplement the arrival form if a person changed their place of residence permanently. A statistic coupon must be submitted together with a departure form, when a person leaves Kazakhstan for a permanent residence abroad.

## **Ministry of Labour, Employment and Social Policy (MLESP)**

Enterprises collect and deliver detailed data on foreign labour to MLESP's local representatives. They collect, process and deliver the data to MOI, ARKS in Almaty, and the Inter-state Committee for Statistics in Moscow. Furthermore the above government agencies collect statistics on Kazakh citizens working abroad.

### *Coordinating Data Collection by Migration-related Agencies: A Role for ARKS*

In Kazakhstan, the collection of data on migration is carried out by a number of agencies and, as a result, different sets of data are produced on seemingly similar indicators. In fact, government bodies apply different methodologies and concepts and this has an adverse effect on the quality and comparability of data.

For instance, information on foreigners' arrivals and departures is considered as very valuable statistical data. However, due to differences in data collection methodologies, there are major discrepancies between the figures on arrivals and departures produced for the same reporting period by MFA and MOI.

To harmonize data collection practices and increase the comparability and productivity of data, MFA and MOI have agreed to work together in collecting data on foreigners exiting and entering the country and to develop a special programme for joint monitoring of foreigners.

Inter-ministerial working groups (IMWGs) on migration in general provide a very good framework for bringing the issue of non-comparability of data generated in different agencies to the attention of policy makers. Two such groups have been established in Kazakhstan.

From the interview with Deputy Chairman of the Agency for Statistics Mr. Yuriy Shokamanov:

“... the Agency for Statistics has the capability to become such a government focal point. But a legal instrument is needed in order to deliver such new duties to the Agency. Migration related statistics are very important for Kazakhstan and migration related data should be accurate and comparable. This can be achieved by having consistency in data collection methodologies, migration concepts, terminology and indicators and by developing a sustainable centralized system of data collection and sharing...”

The Government of Kazakhstan is considering another way of enhancing data collection through the creation of a uniform and centralized system of registration and data collection which is dependent on all indicators.

From the interview with Deputy Chairman of the Agency for Statistics Mr. Yuriy Shokamanov:

“...No doubt, data should be collected and shared electronically, i.e. through internet. Data can be shared within the framework of the so-called ‘electronic government’.<sup>21</sup> Another option would be to launch a special server where all the ministries and state agencies concerned would place migration-related data.

Furthermore, the DSM web-site can also serve as a model for us, hence the DSM would be adjusted in response to national peculiarities.

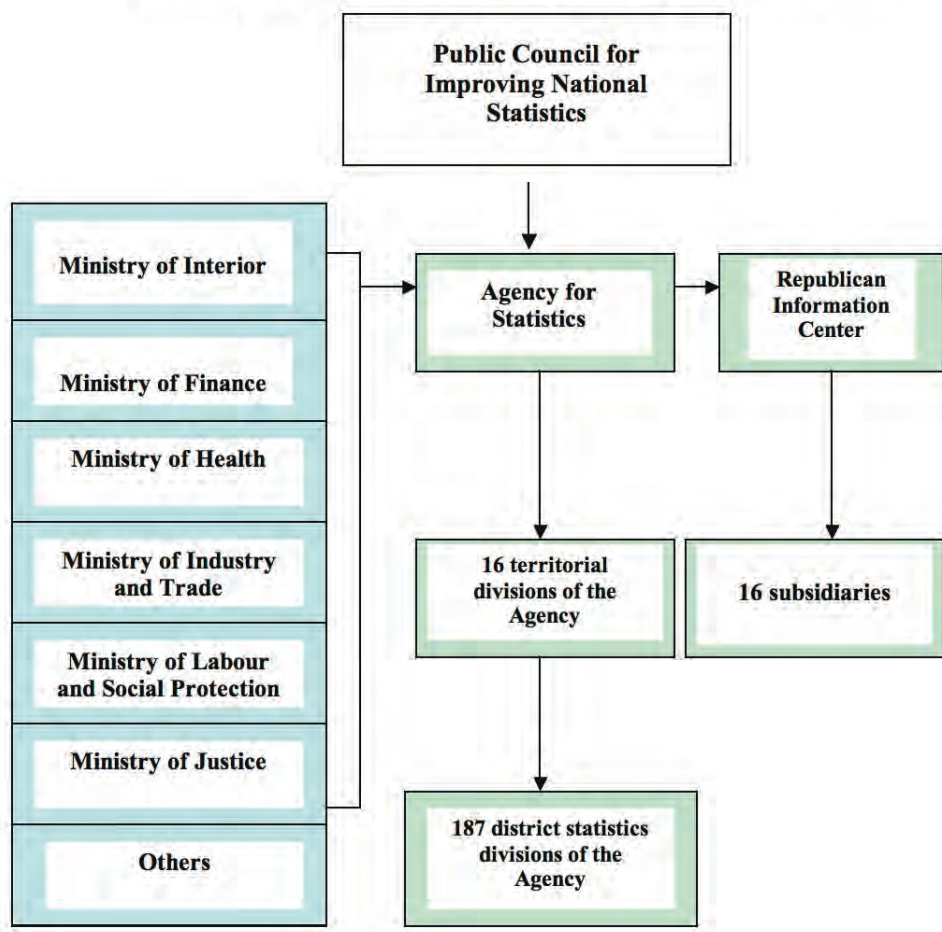
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<sup>21</sup> The programme was designed to improve databases of government agencies, develop information technologies, internet extension, and modernize the state administration system (Kazakhstan, 2004).

To increase the efficiency of the DSM as a mechanism, I believe all beneficiary parties should first identify their needs and expectations, i.e. what information is going to be shared, if data is going to be fully or partially accessible, etc.

We can only improve the DSM and make it more productive if we know what goals are to be achieved. ..”

### NATIONAL STATISTIC STRUCTURE IN KAZAKHSTAN



### 3.3

## Migration Data Collection in the Republic of Moldova: Structures, Challenges, and Solutions

The migration situation in the Republic of Moldova (RM) continues to remain complex, despite a number of legislative and normative measures to regulate migration in the last few years. The country is becoming more attractive for foreign citizens and stateless persons, as can be seen from statistics on granting the immigration status in the RM over the last four years.

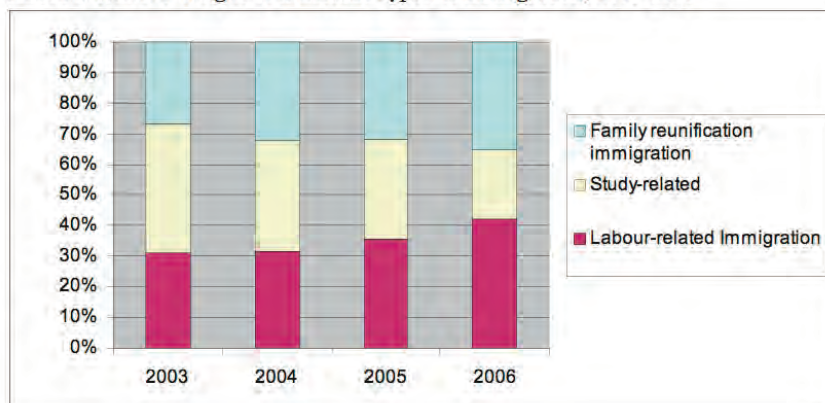
Table 3.4 Immigration Quotas and Number of Immigration Certificates Issued, 2003-2006 (by category of immigration)

	2003	2004	2005	2006
<i>Labour Immigration</i>				
Contract Based	395	353	494	622
Enterprise leaders	110	187	237	206
<b>Total Labour Immigration</b>	<b>505</b>	<b>540</b>	<b>731</b>	<b>828</b>
<i>Study-related</i>				
Students	681	577	649	425
Interns	3	13	10	10
Doctoral students	2	25	13	10
<b>Total Study-related Immigration</b>	<b>686</b>	<b>615</b>	<b>672</b>	<b>445</b>
<i>Family reunification</i>				
To spouse	381	495	571	577
To children	20	29	29	56
To parents	28	23	49	57
Other family reunification	0	4	5	5
<b>Family reunification immigration</b>	<b>429</b>	<b>551</b>	<b>654</b>	<b>695</b>
<b>Total Immigration</b>	<b>1,620</b>	<b>1,706</b>	<b>2,057</b>	<b>1,968</b>
<b>Immigration Quota</b>	<b>2,114</b>	<b>2,114</b>	<b>2,104</b>	<b>1,971</b>
	№ 374 from 28.03.03	№ 1498 from 12.12.03	№ 1286 from 19.11.04	№ 46 from 17.01.06

Sources: National Migration Bureau (2003-2005) and Bureau for Migration and Asylum (2006)

At the same time, alongside rising levels of immigration, the last few years have seen a gradual decrease in the immigration quota, due to a fall in total population numbers in Moldova.<sup>22</sup> The breakdown into categories of immigration and their relative weight over time is demonstrated in Chart 3.3.

Chart 3.3 Relative Weight of Different Types of Immigration, 2003-2006



Recent numbers on repatriation are mixed and show no clear-cut upward or downward tendency (1,285 cases of repatriation in 2003, 1,816 cases in 2004, 1,131 in 2005, and 1,472 cases in 2006, as reported by NMB<sup>23</sup> and the MOI's current Bureau on Migration and Asylum).

Given the above statistics, there is a widespread expectation among the public and the government that 2006 would witness a reverse of migration flows in Moldova, as the country is becoming an attractive destination for certain categories of immigrants. This expectation has encouraged government structures to reassess their current policies and consider introducing regulatory changes to accommodate the trend dynamics.

#### *State Structures Involved in Migration-Related Data Collection: Legislation and Reality*

In the EECA region, Moldova ranks among the most advanced countries in terms of its capacity to produce population data, including migration statistics, and to break numbers down into various demographic, economic and other categories. A number of institutional, technological

<sup>22</sup> In Moldova, immigration quotas are established annually by the Government, based on the calculation of 0.05% of the total population.

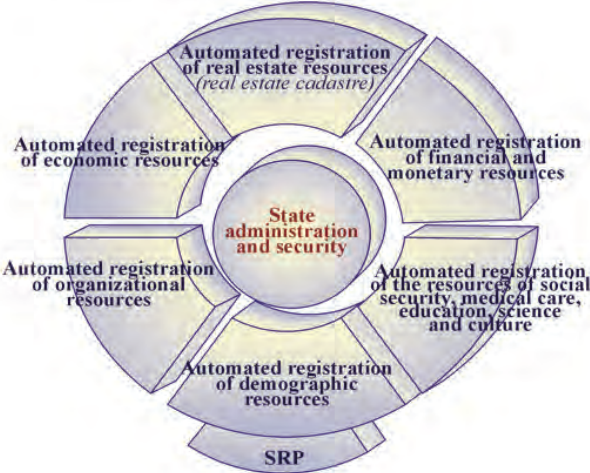
<sup>23</sup> NMB was dissolved in May 2006, and its competences were transferred to MOI (issues related to the legal status of foreigners in the country) and to the Ministry of Economy and Trade (labour migration issues).

and organizational structures which have evolved in the country over the last decades have contributed to the fact that Moldova has a relatively comprehensive quality of migration data.

Thus, Moldova is the only country in the region where a state population register has been created and functions rather successfully. Efficient management of migration-related data for the purpose of informed policy making has always been a priority for migration authorities in Moldova. As a result, special statistical reports on migration were produced on the basis of data collected by the migration authorities and shared with other agencies (in 2002 and 2003-2004). Finally, creating an information-based society has been a priority of the Government of Moldova and has led to considerable resources being allocated to building modern means of communication.

Enhancement of State governance using modern technologies has increasingly become a priority for the Moldovan Government, as specified in detail in a special law (Moldova, 2003). Broadly publicized, the National Strategy for ‘Electronic Moldova’ (Moldova, 2004) aims at the creation of an information society in the country, at the centre of which lies the development of a national information system, including the State Register of Population (SRP).

Chart 3.4: Structure of National Information System

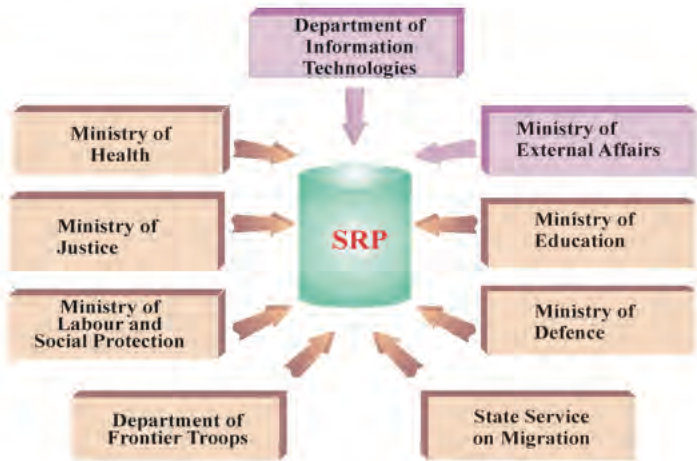


Source: Moldova (2002)

# Ministry of Information Development (MID)

One of the main sources of population data in Moldova is the State Register of Population (SRP) which is managed by a specially created agency, the MID. Updating the SRP involves the systematic introduction of changes (rectifications, additions) in personal data on the basis of information coming from a wide range of state institutions. The SRP is not per se a register that is intended to be the main source of data on migration, but it contains a number of sections relating to migration data.

Chart 3.5 Different Authorities' Inputs into the SRP



Source: SRP concept

## BOX 3.7 SRP Modules Relevant to Migration Issues

F. Automated registration and control of citizenship (“CITIZENSHIP”):

The module includes the following functions:

- registration of citizenship acquisition;
- registration of citizenship renunciation;
- registration of loss of citizenship;

- registration of dual citizenship;
  - issuance of cover documents.
- G.** Automated registration and control of foreign citizens and persons without citizenship in Moldova (“**FOREIGNER**”):

**The module includes the following functions:**

- issuance of passports to persons without citizenship;
- issuance of identity cards to persons without citizenship;
- issuance of permanent permission to stay to foreign citizens;
- issuance of entry/exit visa to foreigners and persons without citizenship living permanently in Moldova;
- issuance of invitations for entry of foreign citizens to physical persons;
- registration of foreign citizens and issuance of attachments to their national identity card;
- registration of prolongation of entry visa for foreign citizens and persons without citizenship;
- issuance of temporary permission to stay to foreign citizens;
- issuance of temporary permission to stay to persons without citizenship;
- issuance of entry/exit visas to foreigners, on temporary stay in Moldova;
- registration of crimes and administrative infractions committed by foreign citizens to foreign citizens;
- registration of declarations and decisions on granting permission for permanent residence in Moldova;
- registration of refugees;
- issuance of cover documents.



**H.** Automated registration and control of crossing of Moldova's state borders ("**CONTROL-D**"):

**The module includes the following functions:**

- registration and control of the entry/exit of physical persons;
- control of documents presented by physical persons.

**I.** Automated registration and control of persons as part of Moldova's diplomatic or consular activities ("**CONSUL**")

**The module includes the following functions:**

- issuance of diplomatic passports;
- issuance of duty passports;
- consular evidence of Moldovan citizens living permanently abroad;
- issuance of invitations for foreign citizens to legal persons;
- issuance of entry visas to foreign citizens and to persons without citizenship at the invitation of legal persons.

Source: SRP concept.

## **Evolution of Migration Management Structures in Moldova**

Migration management administrative structures have gone through several phases of reorganization. A centralized migration agency, the Department of Migration (DM) (later renamed National Migration Bureau (NMB)) was created in August 2003. It was unique in the region, as all major migration functions were concentrated within a single authority. Despite this, the Moldovan Government undertook a complex reform of the national migration management institutional system in 2006 and this led to the dissolution of NMB (Moldova, 2006a).<sup>23</sup>

Collection and processing of migration information and data were at the centre of NMB's work. As a result, the agency produced statistical overviews on migration and plans were developed for the creation of *an integrated information system of migration management*.

The Moldovan Government has given priority to enhancing migration management and has initiated projects for improving analytical capacities in migration authorities and strategic planning and policy making in migration management agencies. These projects are based on a series of activities which focus on human resource development, infrastructure and technological upgrading, and enhancement of interagency coordination.

An important part of this process is the upgrading of an electronic case processing and informational system and the migration database. The need for such a system has been emphasized by the Government of Moldova in its National Action Programme on Migration and Asylum, where a decision has been taken for the creation of a common system for collection and sharing of statistical data at the national and international levels (Moldova, 2006b).

A direct output of this process is the creation of a solid basis for relevant future data exchange with the EU (Schengen) and other international partners for securing the Moldovan borders and streamlining regular migration of people to and from Moldova. This collaboration in migration data exchange became even more important now, after the accession of Romania to EU and the introduction of visa requirements for Moldovans travelling to Romania, considering that, at the same time, the Moldovan Government intends to negotiate a visa facilitation regime with the European Union.

The main features of the *proposed integrated system* include:

- integration with the State Population Register;

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<sup>23</sup> The redistribution of the main functions of the former NMB is illustrated in the chart at the end of this part on Moldova.

- compatibility with information systems in other agencies collaborating with the migration authorities;
- simplicity of interface and software;
- rapid access to data by authorized users and the possibility of providing information to external users;
- module-based design and the possibility of extensive development;
- gradual exchange of existing applied systems within the migration authority;
- unification of system software;
- maximum automation of paper document processing and reduction of errors.

In support of IT infrastructure development, a number of activities are being carried out in Moldova including:

- Basic and advance training in use of the migration database and corresponding information system. This should provide governmental officials with the necessary technical skills and analytic abilities, as well as advanced analytical training which should enhance the capacities of Moldovan migration management officials.
- Data systems study tours to European countries (including Denmark, Sweden, Lithuania and the Czech Republic) to expose governmental officials to efficient practices of migration-related case handling and database systems in other countries.<sup>24</sup>

The legislative framework could also have a direct implication in enhancing collaboration among agencies working in data gathering, analysis and exchange, as the pending institutional reform and uncertainty over the final shape of the Migration Management system are creating difficulties in maintaining agencies' commitment to this issue and stimulating mutual cooperation and collaboration.

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<sup>24</sup> These activities are carried out as part of Capacity Building for Developing Migration Management Procedures and Migration Policies in the Republic of Moldova, a project implemented by IOM and funded by SIDA.

## National Statistical Bureau

Due to the importance of migration for Moldova, the National Statistical Bureau (NSB) has paid considerable attention to this issue as part of its activities. NSB and NMB have cooperated and this has allowed NSB to publish a number of analyses on migration in its annual reports. The 2004 Census is another important source for information on population stocks and has revealed a number of migration tendencies that took place in the inter-census period.

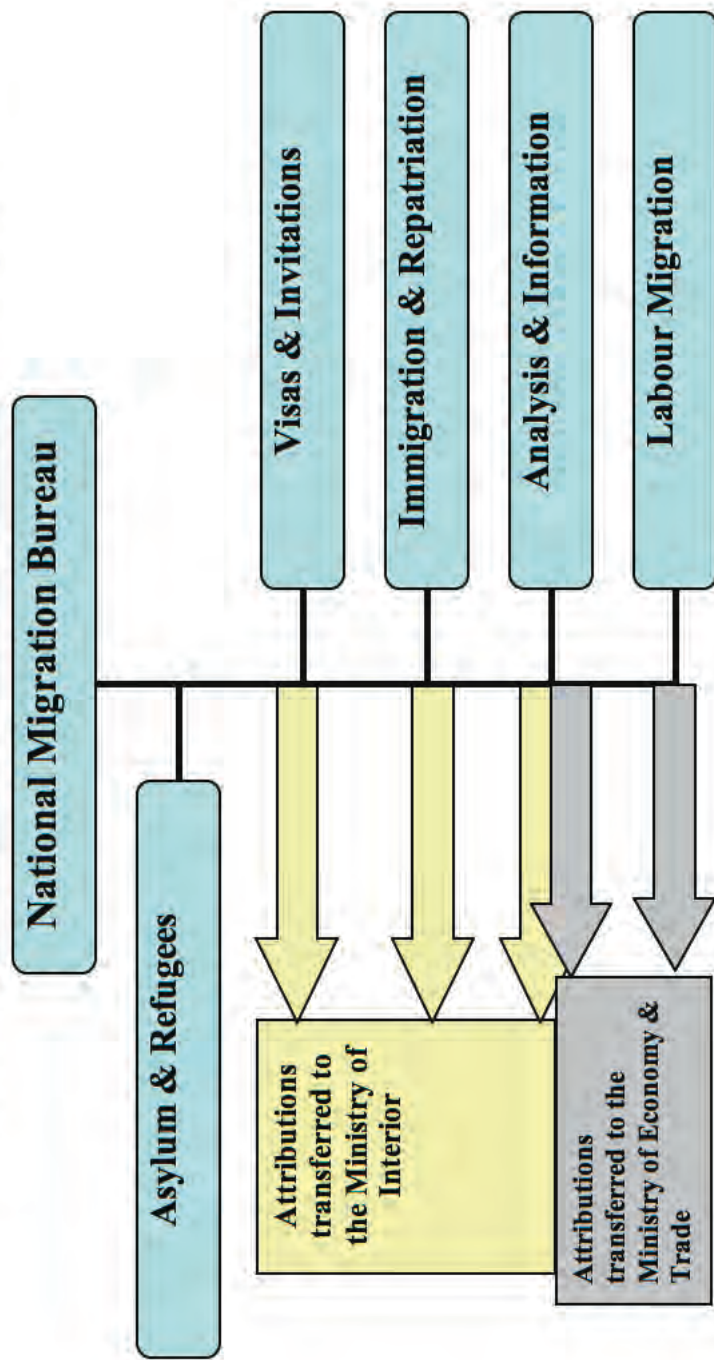
### *Sharing Statistics at National and Regional Levels*

Inter-agency cooperation in Moldova is determined by legislation, which clearly states the responsibilities of migration-related agencies in terms of information exchange and specifies the data that each agency is required to provide. However, these requirements are not always followed. Information is sometimes not coherent and agencies do not use the same standard format, as some submit Excel files, others produce data on paper. To improve and streamline this process, a unified system with a single format is now being developed, with the objective of allowing any user of the system to have access to the data.

Even if the law establishes the framework, it is still necessary for each agency to negotiate the format to be used. For instance, NMB and the Registration Chamber agreed to send data in Excel format, while MID negotiated a different arrangement with the Registration Chamber which gave them access rights to each other's databases. However, this is not convenient for statistical purposes, since it is difficult to aggregate data of other agencies, and access is only granted for personal data (single event). Access to personal data was adequate for NMB's needs for issuing immigration certificates, residence and work permits, and visa extensions.

In the future, it will be important to automate the process of aggregating data upon request from another agency and there needs to be agreement on the format of such requests.

**RESTRUCTURING OF MIGRATION MANAGEMENT SYSTEM IN MOLDOVA:  
DELEGATION OF NATIONAL MIGRATION BUREAU'S FUNCTIONS**



## Migration Data Collection in Tajikistan: Structures, Challenges, and Solutions

Patterns and structure of both internal and external migration flows in the Republic of Tajikistan (RT) since its independence have been affected by three major push factors: political instability (evolution of a new state, civil war of 1992-1997 and conflicts in neighbouring Afghanistan), economic transformations (collapse of the trade and payment systems, abolition of transfers and support from Moscow), and natural disasters.

The civil war led to the displacement of over 700,000 persons. Thousands of people, particularly ethnic Russians, left the country for other CIS states. Tajik citizens who were forced to emigrate during the civil war have for the most part returned to Tajikistan or settled permanently in places of emigration.

In addition to political instability, economic difficulties of a country landlocked in the middle of Asia have resulted in hundreds of thousands of Tajik citizens seeking better working conditions abroad, mainly in the Russian Federation and neighbouring Central Asian Republics.

The RT Government has become increasingly aware of the impact of migration on different sectors of society and of the need for an adequate migration policy to respond to challenges arising from irregular, ecological and labour migration. As a result, several laws, regulations and other normative documents concerning migration, immigration control and legal status of foreign citizens, refugees and labour migration had to be elaborated almost from scratch. The scarcity of the state budget, however, is now a major factor preventing the efficient realization of the obligations envisaged in the legislation.

An important challenge to efficient migration management in Tajikistan remains the clear delineation of functions among the state authorities involved, including in the area of collection and management of migration-related data. Despite a number of new laws, the functions and division of labour in this area remain somewhat unclear, as a result

of which there are no commonly accepted data collection norms and data management is influenced by occasional organizational practices. Nevertheless, representatives of state structures have stressed on numerous occasions that migration statistics are of paramount importance for developing, monitoring and evaluating policy and legal issues in the field of migration.

In 2004, a special inter-agency agreement on exchanging information related to border management and migration processes in Tajikistan was signed by representatives of eight national agencies (Tajikistan, 2004). The document clearly establishes a network of agencies with migration management functions in Tajikistan and specifies the types of data (both personal and aggregate) that should be made available for inter-agency exchange.

Key instruments for implementation of the agreement are a Document Analytical Centre of the State Border Guard Committee (SBGC), created with the assistance of IOM Dushanbe, a common database linking the involved agencies, and production of an information bulletin for internal distribution among state agencies. One of the Centre's tasks is to establish connection and information exchanges among all border checkpoints, as well as to provide reports to all other ministries and structures involved in migration management. The success of the Document Analysis Centre will heavily depend on adequate commitment and resources from the relevant ministries and international organizations.

Another important step in delineating the responsibilities of migration-related agencies of Tajikistan, and particularly in the area of migration data collection and management, is the *State Programme on Labour Migration of Citizens of the Republic of Tajikistan for 2006-2010* (the Labour Migration Programme), which sets the goals of creating an information system for labour migration and introducing a system of migration flows registration:

*“Labour migration registration is one of the most complicated areas of population data collection. At present, registration of internal and external migration flows is carried out by different agencies on the basis of different methodologies” (Tajikistan, 2006).*

### **BOX 3.8 Suggested Measures for Improvement of Migration Data Collection**

- develop and present to the Government a proposal on the system and structures of registering the migration of RT citizens;
- create an automated system of population migration registration (ASR) within the State Migration Service (SMS);
- form regional centres for ASR;
- Determine a structure for local bodies of the State Migration Service taking into consideration ASR of migration flows;
- conduct regional trainings for SMS specialists in working with ASR;
- establish registration of the demographic and migration situation within the country, of the labour market in selected regions, and use of ASR in elaborating medium-term and long-term programmes for economic development

Formation of a system of State structures collaboration is a separate area where a number of activities are envisaged:

- regularize activities of the Interagency Coordination Council on Regulation of Labour Migration Issues, and prepare reports for presentation to the RT Government;
- create regional and inter-regional systems of information exchange in the sphere of labour migration, a single system for information exchange among ministries and agencies and all interested organizations with the involvement of mass media.

The Programme suggests measures linked to interstate data collection and exchange in the area of labour migration:



- study the labour market and collect data on demand for labour in regions of the Russian Federation with a quarterly presentation of information to the SMS;
- develop and sign agreements on information exchange between the RT Ministry of Labour and Social Protection of Population (MLSPP) and the Ministry of Internal Affairs (MIA) of the Russian Federation on changes in national legislation relating to labour migration issues;
- exchange information with the Russian Federal Migration Service on permits issued to Russian enterprises which allow them to employ foreigners (employers' address, number and professions of needed employees, etc.);
- organize monitoring of migration situation in RT regions, neighbouring and other states where migrants from Tajikistan are involved in economic activity.

Source: Labour Migration Programme (Tajikistan, 2006)

### *State Structures Involved in Migration-Related Data Collection: Legislation and Reality*

The State legislative and normative framework in Tajikistan has a large number of provisions aimed at regularizing the process of collection and sharing of migration-related data, both in the country and at the international level. Nevertheless, analyzing the real situation on the basis of shared migration-related statistics is complicated by a number of factors, in particular the continuing secrecy around information exchange, perceptions of confidentiality (even when no sharing of personal information is involved), inaccessibility of internal reports and documents, and the absence of the practice of regular statistical exchanges between agencies. It is therefore worth looking at existing data collection practices in Tajikistan, in particular with regard to organizational infrastructure, available sources of data on migration, and

assessment of their potential for migration monitoring, policy-making and forecasting.

Sources of migration data in Tajikistan include:

- migration cards for the citizens going abroad (SMS);
- immigration cards (SBGC);
- registers of foreign citizens (MFA and MIA);
- records of processing of asylum applications (SMS and MIA);
- records of issuance of entry and exit permits (MFA);
- records of issuance of registration and residence permit for foreign citizens (MFA).

## **State Migration Service (SMS)**

The State Migration Service (SMS) is a body of the state administration under the Ministry of Labour and Social Protection of Population (MLSP) with special functions in the sphere of migration management. Created in 2000 by government decree (Tajikistan, 2000), SMS is a comparatively new structure with responsibility for:

- implementing the state policy in the field of migration;
- elaborating long-term migration programmes;
- developing migration legislation;
- regulating external labour migration;
- attracting foreign labour force;
- determining a legal status of refugees;
- coordinating activities of regional units on migration.

One of SMS' tasks is making suggestions on improving migration data and statistics and developing a centralized migration information system. However, in reality, SMS faces many obstacles and problems in establishing and further coordinating an information system, from mistrust of other authorities towards the new structure to facing different priorities within the state budget. As this has not been given highest priority, there is now a poor technical and IT platform for national data collection and exchange and restraints on SMS and MLSP

in their efforts to offer attractive conditions for professional staff with knowledge of high technologies, computers and information analysis.

SMS collects information in three main areas:

- refugees and asylum seekers;
- labour migration;
- ecological migration and movement.

In addition, SMS is responsible for determining the legal status of foreigners, controlling and coordinating the activity of territorial migration agencies (cities, towns and districts in the regions) with regard to registration of foreigners and processing of asylum applications.

Upon written request from SMS, foreign citizens receiving refugee status in Tajikistan are registered with MIA for the period of validity of their status (Tajikistan, 1999). Gathering statistics on registered refugees is centralized and carried out using a special database by SMS's Department of Refugees with technical support from UNHCR.

To monitor the increasing flows of emigration, a migration card for RT citizens going abroad was introduced in January 2004. These cards are collected at border control checkpoints and transferred to SMS by SBGC for further systematization. In addition, information collected from migration cards is sent further to the State Committee on Statistics (Tajikistan, 2003).

### **BOX 3.9 External Migration Registration Card: Information Collected**

- Name;
- Education (uncompleted secondary, secondary, special secondary; higher);
- Main speciality;
- Place of permanent residence in Tajikistan (region, city);
- Year of birth;
- Gender;
- Country of destination;
- Purpose of trip (service, commercial, study, tourism, work, private);
- Duration of trip (up to 10 days, from 10 days to one month, from 1 to 3 months, from 3 to 6 months, from 6 months to 1 year, longer than 1 year);
- Date of filling in the card;
- Signature.

In addition to this source of migration data, SMS is expected to receive migration data from other agencies: for instance, SBGC should provide information on numbers of foreign citizens arriving and leaving Tajikistan, their country of origin and permanent residence (Tajikistan, 2001). However, the process of inter-agency data exchange still takes place on an ad hoc basis and requires official written approval from the requested authorities.

Statistics on refugees, voluntary moves, ecological migration, and labour migration collected by SMS have, until recently, been processed manually and existed only on paper. Through a pilot project facilitated by IOM and financed by Danida, a special automated system for processing information from migration cards and generating statistics was developed in January 2006.

## **Ministry of Internal Affairs (MIA) and Ministry of Foreign Affairs (MFA)**

Until 2002, MIA's Department of Visa and Registration was responsible for issuing visas to foreign citizens, whose passports or other equivalent documents were registered by MIA's offices or hotels. This function was then transferred to MFA's Consular Department. Exit and entry visas for foreign citizens are now issued by MFA and its departments abroad (Tajikistan, 1996). MFA is authorized to provide information on the issue of exit and entry visas to foreign citizens and stateless persons to all relevant authorities (Tajikistan, 2001). MFA registers the passports of diplomatic representatives, employees of international organizations and foreign country representatives (Tajikistan, 1999).

In addition, within three days upon arrival to Tajikistan, receiving organizations and individuals are required to register their foreign guests with local MIA offices (Ibid., Art.2). MIA's Department of Visa and Registration has statistics in the field of migration on the number of registered foreign citizens and of residence permits issued to foreign citizens intending to stay longer than six months. Extensions of residence permits are conditional on prior extension of entry and exit visas (Tajikistan, 1996).

Statistics in MFA and MIA are not shared on the regular basis, despite the apparent close collaboration between the two ministries.

## **State Border Guard Committee (SBGC)**

SBGC controls border crossings and collects statistics on foreign citizens and stateless persons through a system of immigration cards filled in by non-nationals upon entry. These are returned back to SBGC upon their departure from Tajikistan.

The Document Analysis Centre is located in SBGC's premises. When the Centre was established, the airport became equipped with computers, software and passport readers in order to automate the collection of data

at the border. Today, the system of electronic registration at the airport is fully operational and the next step will be to extend this system to other border checkpoints and connect them to the Document Analysis Centre.

SBGC is authorized to provide information on exit and entry of foreign citizens and stateless persons, with indication of the purpose of exit and the receiving country, and information on deported foreign citizens (Tajikistan, 2001).

## **Ministry of Security (MOS)**

Deportation decisions in Tajikistan are made by MOS, in cooperation with the General Prosecutor's Office (Tajikistan, 1996). MOS is responsible for the centralized collection of data on irregular migrants and persons who are not permitted to enter RT territory. Every month, it is authorized to provide information on the number of persons deported from the RT on the grounds of violation of rules of stay (Tajikistan, 2001).

### *Sharing Statistics at National and Regional Levels*

As mentioned above, SMS is responsible for the collection and consolidation of migration-related statistics. However, in practice, all state structures share statistics only on an ad hoc basis. Each inquiry must go through numerous procedures before the requested information can be released by an agency and data is provided only after the issuance of a written official document by one state structure to another.

Among the obstacles to sharing data on the national level are:

- lack of resources and low capacity to process information;
- absence of a common technical platform;
- absence of a computer-based common system for information storage, aggregation and exchange.

With regard to information dissemination to the general public and international organizations, different authorities pursue different policies in this regard. Thus, MLSP, MFA and MIA provide information if an organization makes an official written inquiry, while SBGC and MOS do not share statistics with international organizations. There is still lack of cooperation between the Government and mass media, as the media often face unwillingness on the part of state structures (especially MOS and MIA) to provide information.

State structures are generally sceptical and cautious about providing statistics to international organizations. However, the Government recognizes that, in order to create an effective national system of data exchange, they need active consultative and financial assistance from them.

Information sharing at the regional level is almost absent. Some occasional sharing of information takes place during regional meetings between relevant ministries, for instance within the existing regional and international intergovernmental organizations, such as the Shanghai Cooperation Organization and the Commonwealth of Independent States (CIS).

#### *Using Statistics by the State Structures*

Statistics are used for various purposes including policy-making and management of labour migration, refugee, asylum, security and other related issues.

In practice, data is still not as reliable, accurate or complete as the government aims for. It does not fully reflect the reality, and insufficient data prevents its effective usage in policy making. However, the Government recognizes the importance of credible data in developing, monitoring and evaluating policy and legal issues in the field of migration. Furthermore the Government recognizes the usefulness of being actively involved in international cooperation.

### **BOX 3.10 Bilateral Capacity Building**

The Government of Tajikistan has for some time recognized that they need support and assistance to create an effective national system of data exchange and has naturally looked to international organisations.

Another option, which is not used often enough, is bilateral expertise exchange. Within the Data Sharing Mechanism, contact was established between a Moldovan DSM expert (MDE)<sup>25</sup> and the relevant authorities in Tajikistan. At a concrete and informal level, the two parties discussed the needs of the Tajik authorities and the expert's ability to assist in enhancing their skills.

The MDE prepared the training programme and sampled relevant material in Moldova. He then travelled to Dushanbe, where he made an overall assessment of the situation and adapted the training accordingly. Throughout the visit and the training, he was able to establish an ongoing dialogue and provided very useful input, which later on contributed to the further development of different data systems. Among these are a pilot project for a special automated system for processing the information from migration cards and generating statistics.

During his stay in Tajikistan, the MDE gave advice and suggestions on further action to be taken:

- assessment of needs and workflow;
- creation of an information collection system;
- determination of what kinds of information should be in the system;
- organization of its collection.

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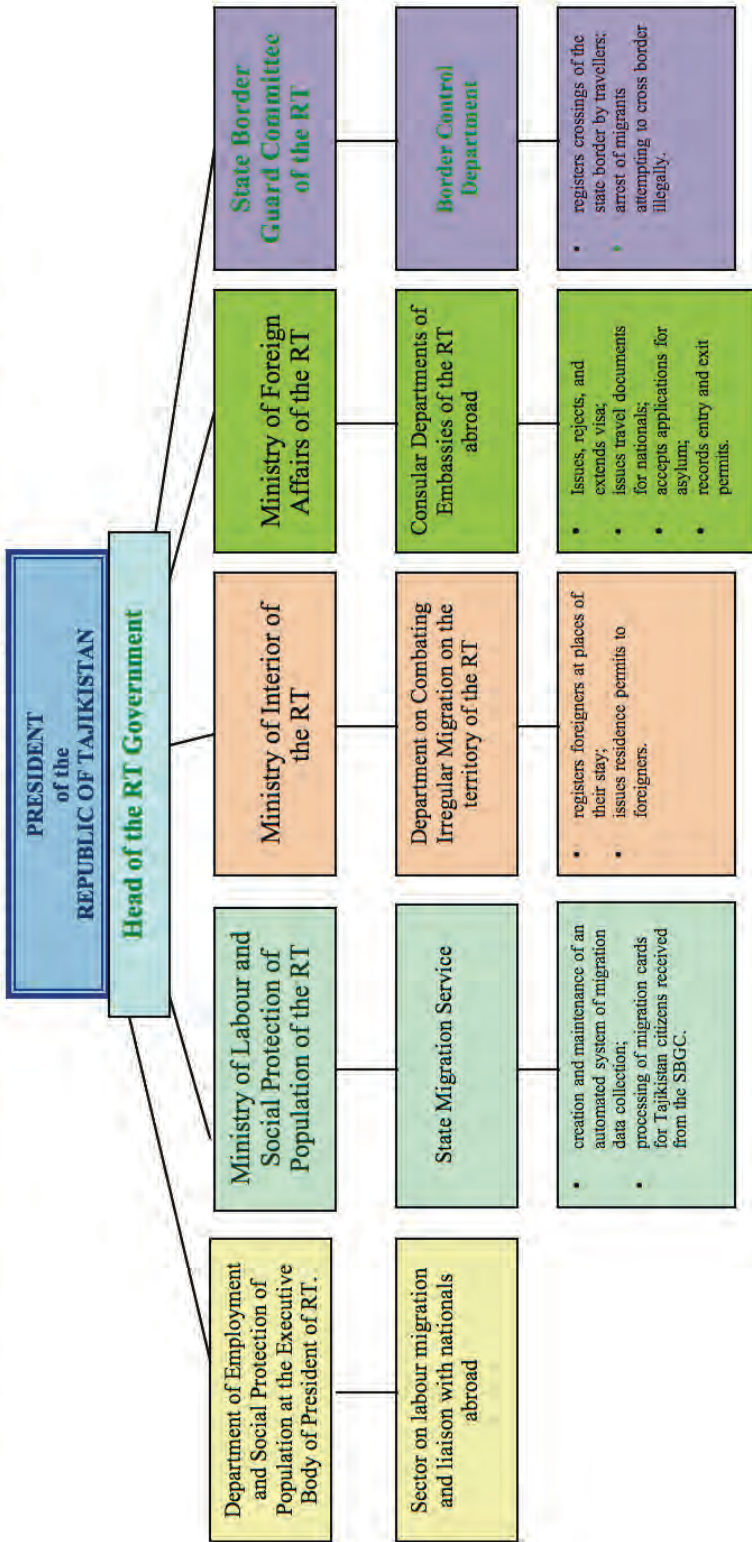
<sup>25</sup> The MDE was a member of the Moldovan team involved in the DSM capacity building efforts in Moldovan migration authorities.



He also encouraged Tajikistan to participate in the DSM, which required:

- determination of the need and desirability for Tajikistan's participation;
- establishment of inter-ministerial cooperation among migration agencies.

**ADMINISTRATIVE FRAMEWORK OF MIGRATION DATA COLLECTION IN THE REPUBLIC OF TAJIKISTAN  
(AS AT SEPTEMBER 2006)**



## Migration Data Collection in Ukraine: Structures, Challenges, and Solutions

During the last decades, migration processes in Ukraine have undergone a number of significant changes. External labour migration, refugee flows, and irregular migrants in transit have emerged as issues of considerable importance.

For Ukraine the main migration within the CIS remain to be with Russia (with by far the largest volume of migrants), Belarus, Moldova, Uzbekistan, and Kazakhstan. Outside of the CIS region, the main countries of Ukrainian emigration are USA, Germany, and Israel (Makeev, 2006).

Emigration from Ukraine began in the early 1990s and accelerated during the first decade after Ukraine's independence. It now appears to have stabilized and, in 2003, only 24,210 persons emigrated, half as many as in 2000 (Ibid., 2006:310).

Immigration into Ukraine has also settled into a regular pattern since 1994, following the first major wave of returning Ukrainians, Crimea Tatars and other ethnic minorities from former Soviet republics. In the early 1990s, the migration balance was positive. This situation reverted to a negative trend soon afterwards, but is now positive again for 2005 and 2006.

### *State Structures Involved in Migration-Related Data Collection: Legislation and Reality*

Lack of adequate data for the formulation of migration policies has been one of the main reasons why Ukraine has not, since its independence, developed a coherent state concept of migration policy. The main goals and directions of migration policy have been outlined in a number of state documents, including:

- Essentials of State Policy of Ukraine in the Sphere of Human Rights (Ukraine, 1999);
- documents specifying Ukraine's strategy for integration into the European Union (Ukraine, 1998, 2000, 2005);
- Main Directions of Social Policy in the Period until 2004 (Ukraine, 2000);
- Programme for Counteracting Irregular Migration for the Period 2001-2004 (Ukraine, 2001a);
- other documents approved by presidential decrees.

### **BOX 3.11 Ukraine's Migration Policy: Main Priorities**

- Facilitation of the repatriation of ethnic Ukrainians and their descendants;
- Preservation of the State's labour and intellectual potential;
- Creation of legal and socio-economic structures for regulation of external labour migration;
- Regulation of immigration by a selective approach to immigration in line with Ukraine's national interests;
- Guarantees for refugees' protection;
- Strengthening of preventive measures against illegal migration;
- Regulation of voluntary resettlement procedures, on the basis of international agreements;
- Development of international collaboration on common issues relating to external migration;
- Implementation of international law standards and principles in the national legislation.

Source: National legislative acts

A number of state agencies are, to a greater or lesser degree, involved in the collection, analysis and dissemination of migration-related data in Ukraine:

- State Statistics Committee (Goskomstat);
- Ministry of Interior (MOI);
- Ministry of Education and Science (MOE);
- Ministry of Labour and Social Policy (MOL);
- Ministry of Foreign Affairs (MFA);
- Administration of State Border Guard Service;
- State Committee for Nationalities and Migration (SCNM);
- State Committee for Regulatory Policy and Entrepreneurship (SCRPE).

Migration-related data are also collected by:

- Ministry of Culture and Tourism;
- Ministry of Health;
- Ministry of Emergencies and Population Protection from Consequences of the Chernobyl Catastrophe;
- Ministry for Family and Sport;
- State Commission for Regulation of Financial Services Markets;
- Security Service.

## **State Statistic Committee of Ukraine (Goskomstat)**

Goskomstat is a central executive body with special responsibility for the development of state policy on statistics. Among its main tasks, Goskomstat collects, processes, analyzes, disseminates, stores, protects and uses statistical information relating to mass economic, social, demographic, ecological events and processes in Ukraine and its regions (Ukraine, 2004).

Goskomstat's other responsibilities include:

- participation in the development of draft laws and other normative documents on issues within its competency;
- monitoring of completeness, reliability, objectivity, timeliness and comprehensiveness of statistical information, and of its contribution to socio-economic events and processes;
- development, confirmation, implementation, and improvement of statistical methodology;
- approval of reporting forms and documentation of statistical observations, as well as typical forms of primary recording documentation;
- development of rules on users' access to statistics;
- monitoring of the development and implementation of a single technical policy for the collection, processing and dissemination of statistical information on the basis of a single methodology and of modern means of technology;
- within its competency, implementation of measures in the area of cooperation with the European Union, and adaptation of Ukraine's laws to EU legislation.
- monitoring of completeness, reliability, objectivity, timeliness and comprehensiveness of statistical information, and of its contribution to socio-economic events and processes;
- development, confirmation, implementation, and improvement of statistical methodology;
- approval of reporting forms and documentation of statistical observations, as well as typical forms of primary recording documentation;
- development of rules on users' access to statistics;
- monitoring of the development and implementation of a single technical policy for the collection, processing and dissemination of statistical information on the basis of a single methodology and of modern means of technology;
- within its competency, implementation of measures in the area of cooperation with the European Union, and adaptation of Ukraine's laws to EU legislation.

### **BOX 3.12 Registration at the Place of Residence as the Main Source of Migration Statistics**

In November 2001, the Constitutional Court of Ukraine abolished the propiska system and introduced procedures for obligatory registration of persons' place of residence. In January 2003, the Government confirmed these procedures and norms for registration of persons.

(De)registration of a physical person's place of residence takes place in the local passport offices of MOI's State Department on Citizenship, Immigration and Registration of the Physical Persons, using a special address form for each (de)registered individual. At the same time, these persons are required to fill in two additional statistical forms: an arrival card (form No. 19) or a departure card (form No. 20). Every month, these forms are transferred to the statistics authorities.

A number of statistical indicators are produced from these sources:

- Directions of interstate migration of population by countries of destination/origin (form M-2b, form M-2a, form M-2M);
- Migrants by gender and age (form M-4; form M-4c, form M-4M, form M-4ab);
- Migrants by gender and nationality (form m-7; form M-7 b, form M-7 a, form M-7M);
- Migrants by nationality and countries of origin and destination (form M-8);
- Migrants by countries and citizenship (form M-9 b; form M-9 a);
- Migrants by purpose of migration and periods of stay (form M-10);
- Migrants by purpose of migration and countries (form M-11 ab);
- Ukraine's citizens by purpose of migration and countries (form M-12 ab);

- Migrants by countries of birth (form M-13 abM);
- Ukraine's citizens by age groups, level of education and countries of destination (form M-14 ab)

Source: Answers of the State Statistics Committee to the Questionnaire (26 April 2006)

In addition to ongoing registration of migration processes via MOI's system, the State Statistics Committee conducts ad hoc selected surveys of labour migrants. Population census (the most recent was conducted in 2001) is also a source of valuable information on:

- intrastate migration of population;
- arrivals in Ukraine for the purpose of permanent residence;
- total population of Ukraine;
- number of Ukraine's citizens working outside the country, with a breakdown by country of employment and demographic characteristics.

Censuses are also used to re-estimate the total number of population calculated during the inter-census periods from administrative records of births, deaths, and net migration.



## Ministry of Interior (MOI)

MOI's main tasks in migration field include issuing passport and registration. In addition, MOI organizes information analysis for its departments, creates central query funds, carries out intelligence and criminal activities registration, within its competence, and produces state statistical reports (Ukraine, 2000c).

MOI's State Department on Citizenship, Immigration and Registration of the Physical Persons (SDCIRPP) deals with a number of migration-related matters.

The principal responsibilities of the SDCIRPP i:

- to maintain records of persons who have acquired/refused citizenship of Ukraine;
- to register and maintain records of persons at the place of their residence/stay;
- to organize efforts for the creation of a Single State Automated Passport System;
- to process documents for foreigners' temporary stay, permanence residence or departure from Ukraine;
- to prepare studies for determining immigration quotas and processing applications for immigration from foreigners and stateless persons legally residing in Ukraine;
- to make decisions on immigration applications;
- to maintain records of persons applying for immigration and receiving immigration permits;
- to process asylum applications;
- to develop a data base on foreigners and stateless persons who have been refused permission to enter Ukraine, in cooperation with the State Border Guard Service;
- to develop analytical materials and other documents on issues within its competency for other authorities;
- to publish bulletins, collections of normative acts and other materials within its competency.

### **BOX 3.13 Data Collected by MOI**

- Number of foreigners and stateless persons registered by local MOI authorities (by gender, types of visa (up to and from 6 months), purpose of arrival (study, employment, religious activity, seeking asylum, private, tourism, permanent residence));
- Number of citizens receiving departure documents for permanent residence abroad (total, including adopted children);
- Reports on citizenship procedures (number of persons having acquired, reclaimed, and lost citizenship, with specific statistics for children);
- Number of foreigners and stateless persons registered for administrative crimes (stating reference to the relevant article of the Administrative Crimes Code);
- Number of immigrants registered (by country and category),
- Number of foreigners and stateless persons deported from Ukraine (by gender, period of stay (less than and more than 6 months), type of deportation (prohibited return, forceful deportation));
- Number of migrants residing in the places of temporary stay (PTS) (by gender, children, period of stay (less than and more than 6 months);
- Number of foreigners and stateless persons broken rules of stay in Ukraine.

Source: MOI, answers to the Questionnaire (21 January 2003).

## State Border Guard Service of Ukraine (SBGS)

In accordance with established regulations, SBGS is responsible for the registration of foreigners and stateless persons at Ukraine's borders. In addition to ensuring the legality of border crossings, this task creates a vast amount of data which can be used for analytical assessment of migration processes (Ukraine, 2003). The collection and analysis of information on migration is a direct responsibility of SBGS, together with other central executive bodies responsible for migration management.

Registration of foreigners and stateless persons at the borders takes place in two distinct but mutually complementary ways (Ukraine, 2001: point 2.2):

- registration of passports;
- registration through special immigration cards.

### **BOX 3.14 Immigration Cards filled in at the Border**

An immigration card was introduced in Ukraine in 2001 by the Order of the SBGS (Ukraine, 2001b). It consists of two parts: the 'arrival' and the 'departure' parts. Upon arrival, the foreigner or the stateless person fills in the first part (biodata information). The border guard checks that the card is correctly filled in and stamps it. The departure part is returned to the foreigner and the arrival part is kept for the records.

Source: Ukraine (2001: point 2.4).

### **BOX 3.15 Key Data collected by SBGS**

- Number of foreigners and stateless persons arriving and departing (by gender, children, for periods of less than or more than 6 months);
- Number of foreigners and stateless persons who were refused entry to Ukraine (by citizenship, border point and reason of refusal);
- Number of foreigners and stateless persons apprehended at the border for illegal border trespassing (by citizenship, border point, and country of departure, transit, and destination);
- Number of foreigners and stateless persons apprehended on the territory of Ukraine for breach of rules of stay (by citizenship and border points);
- Number of foreigners and stateless persons transferred by border guards of neighbouring states (by citizenship and border point);
- Number of foreigners and stateless persons deported from Ukraine (by citizenship, country of deportation, and border point);
- Number of foreigners and stateless persons transferred to Ukraine by neighbouring countries (by citizenship and border point);
- Documents used by illegal migrants to cross the border (by citizenship and border point);
- Statistical data on persons convicted under Article 332 of the Criminal Code of Ukraine;
- Number of migrants kept in detention centres (by gender, children, periods of less than or more than 6 months);
- Number of foreigners and stateless persons apprehended due to breaches of state border legislation (by border point, with reference to appropriate CCU Article).

## **Ministry of Foreign Affairs (MFA)**

In accordance with its legal responsibilities (Ukraine, 1999a) and amongst its other tasks, MFA:

- organizes consular work in Ukraine and abroad;
- participates in the development and implementation of state policy on visas and migration;
- registers Ukrainian citizens residing outside of the national territory.

MFA collects information on the number of entry visas issued and statistical data relating to Ukrainian citizenship (acquisition, loss and cancellation). It also keeps records on types of visa and on foreigners with diplomatic privileges and immunity, together with members of their families.

## **State Committee of Ukraine for Nationalities and Migration (SCNM)**

SCNM's major tasks include:

- participation in the development and implementation of state policy in the area of transnational relations;
- guarantee for the rights of national minorities deported from Ukraine on the basis of their ethnicity and returning to Ukraine, of refugees, and of other categories of migrants;
- cooperation and support of links with Ukrainians residing abroad;
- analysis of migration situation in Ukraine, in particular, problems of refugees and other categories of migrants, trends in transnational relations;
- facilitation of harmonization of transnational relations;
- preservation and enhancement of ethnical identity of national minorities in Ukraine and of Ukrainians residing abroad (Ukraine, 2002).

SCNM summarizes information from other central authorities in the area of migration within its competency and is the main agency for collecting data related to asylum in the country.

### **BOX 3.16 Key Data collected by SCNM**

- Asylum seekers by countries of origin (citizenship);
- Number of asylum applications;
- Information on the legality of border crossings by registered asylum seekers;
- Number of rejected asylum applications;
- Number of accepted asylum applications for further processing;
- Number of decisions on asylum applications;
- Number of pending applications;
- Number of persons having lost refugee status;
- Number of persons deprived of refugee status upon request of relevant authorities;
- Number of refugees having acquired Ukrainian citizenship;
- Number of persons deported outside of Ukraine who were refused or had lost refugee status and having no other legal reasons for residing in Ukraine;
- Appeal against SCNM's decisions relating to the granting of refugee status.

Source: SCNM

## **Ministry of Labour and Social Protection (MLSP)**

MLSP is the leading state agency responsible for implementation of state policy on employment and labour migration. It is also responsible for licensing activities with regard to the provision of services in arranging employment abroad.

MLSP collects data using two special forms

- 1-TM: Report on the number and structure of Ukraine's citizens temporarily employed abroad;
- 3-TM: Report on the number and structure of foreigners temporarily employed in Ukraine.

### **BOX 3.17** **Statistic Indicators Available from Work Permit Data**

Number of foreigners temporarily employed in Ukraine:

- by country of permanent residence;
- by category of employment and country of permanent residence;
- by duration of employment;
- by age and gender;
- by type of property, type of activities and position.

Number of foreigners having received a work permit for Ukraine:

- by country of permanent residence;
- and having completed their contracts at the beginning and during the reference period, including those working during the reference period;
- and still working at the end of the reference period.

## **Ministry of Education and Science (MOE)**

MOE is responsible for the implementation of state policy on education, scientific, scientific-technical, innovative activities and intellectual property. It keeps records on foreign students who study in educational institutions in Ukraine.

Ukraine's educational institutions maintain their own databases on foreign students, but are not required to supply all their information to the statistics agencies. Specifically, they must provide information on arrival and departure records for students in their institution. MOE publishes numbers of foreigners and stateless persons studying in Ukraine and breaks down those numbers by type of educational institutions (secondary, special, higher), by country of origin (permanent residents in CIS states, other ex-Soviet Union states, and other states).

#### *Available Sources of Migration-related Statistics in Ukraine*

During the last few years, the templates of statistical forms used to register changes of residence have undergone a number of changes. As a result, categories of valuable information collected in earlier forms (e.g. purpose of arrival and departure, educational level, marital status, and occupation) have not been included in the new forms.

This situation, together with difficulties in identifying different categories of migrants, has attracted the attention of policy-makers and academic researchers. Following a request to the Government by the Institute of Demography and Social Research, the Cabinet of Ministers has issued an order to all interested central authorities to make proposals on how to improve procedures for collecting and analyzing data on migration in the country.

With regard to other sources of migration-related data, there are also some difficulties with their use for a comprehensive analysis of migration. Thus, for instance, immigration cards, which are collected at the border and transferred to MOI for further analysis, contain valuable information on reasons for arrival in Ukraine, and on foreigners and stateless persons' countries of origin. However, the quality of information contained on these cards, as well as the number of persons registered, is far from adequate.

Further, a number of files are created for each person applying for a residence permit. They contain a wide range of useful information, but this data is not publicly available and remains the property of MOI and its analytical department.



Registration of emigrants remains totally dependent on their willingness to deregister. For emigrants to countries with visa-free regimes, there are few statistics which would reveal the number of persons leaving Ukraine in order to live abroad permanently.

### *Sharing Statistics at the National and Regional Levels*

Data on migration processes collected by agencies is used for a number of purposes. For instance, MOI uses statistical information to report on the results of its work (semi-annually and annually). MFA uses statistical information for the development, adjustment and implementation of Ukraine's migration-visa policy.

Statistical information collected and processed by SBGS is used for

- informing the country's leadership;
- developing and implementing migration policy;
- taking administrative decisions and implementing general measures aimed at improving border management;
- developing proposals for amendments to legislation;
- reporting on their work;
- sharing information with interested central authorities.

The various agencies involved in the registration of migration flows have taken different approaches towards collecting data, which are directly linked to the core areas of their responsibility and functions. At the same time, statistical information and its quality are dependent on the comparability of indicators, but agencies may use different indicators in their operational activities.

### **BOX 3.18 The number of Indicators**

Governments wishing to participate in the DSM were advised to start slowly, but remain ambitious: it is better to agree on 5-10 initial indicators, than to try to cover all sources of available data.

After appointing well-defined focal points and holding several inter-ministerial meetings, the Ukrainian stakeholders in the DSM process began early with the task of mapping out existing migration data indicators. During a meeting attended by the DSM team and all Ukrainian stakeholders, it was discussed to what extent Ukraine should apply a minimum set of indicators to be shared by the relevant authorities. Each authority listed their indicators on a white board and soon there were numerous indicators all around the room.

The atmosphere was very energetic and vibrant. For the first time, everyone realized how much data were already available in Ukraine. Initially it was thought that six indicators would be selected from all the available indicators, but later there were suggestions of merging the indicators into a larger group of indicators, which would be of interest to all the authorities involved. After an animated discussion, the result was clear: 25 indicators, on which all participants were in agreement. A great result for one meeting.

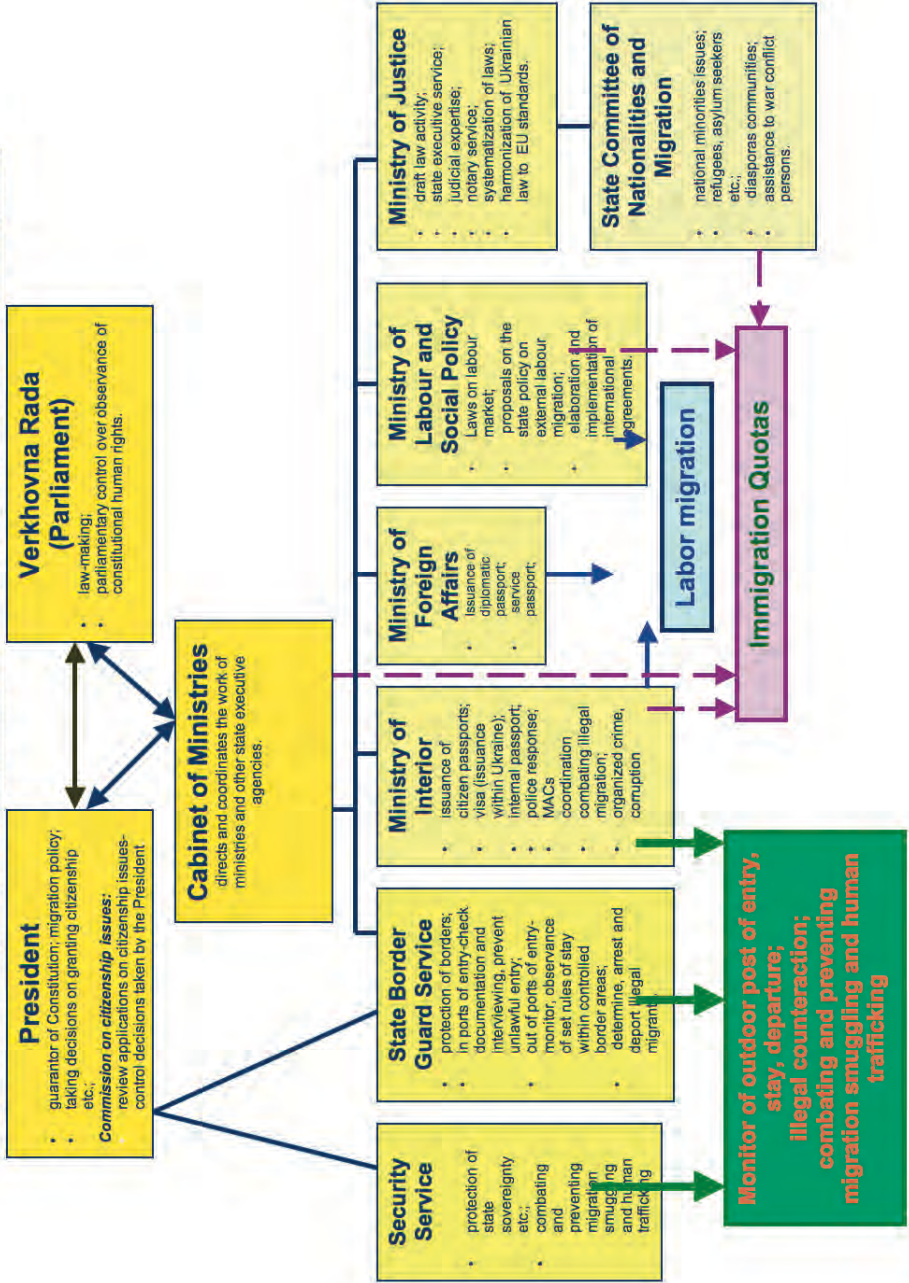
Control agencies and statistical agencies require information on migration in different formats. While MOI collects personal data and its main goal is in ensuring the adherence to the immigration regime, statistical agencies are interested in aggregated, non-personal data, which can be obtained only if special algorithms of data processing are introduced in the registration system and this may not necessarily be MOI's main priority.


At the moment, the main users of migration data collected by migration-related agencies remain the agencies themselves. Nevertheless, there exist a number of other users who are also very interested in having regular access to reliable, timely and objective aggregated information on migration processes: the scientific community, representatives of business, the society in general, mass media.

It has been suggested that one possible way of coordinating statistical data collection on migration in Ukraine could be the creation of a centralized database. On 30 April 2004, the President of Ukraine issued an Order on Creation of a Single State Register of Physical Persons (President of Ukraine, 2004). In the State Committee of Nationalities and Migration there are plans for the creation of a centralized database on migration with some partial allocation of funding, avoiding e.g. the State Statistics Committee still receiving statistical forms of departures and arrivals from the MOI on paper.

The participation of Ukraine in the pilot stage of the DSM has been very helpful in establishing working contacts among migration-related agencies in Ukraine. Instead of the earlier practice of sharing migration-related data among agencies only upon written requests, there is a growing realization that better working relationships are needed to ensure the timeliness of data exchange and its efficiency. For instance, within the DSM process, the State Committee on Nationalities and Migration has established formal bi-lateral relations with IOM, MOI, Ministry of Labour, State Statistics Committee, and the State Border Guards Service. With regard to the State Statistics Committee, one result of their involvement in the DSM programme has been the establishment of working relationships with the Ministry of Labour which has given them access to statistical data on work permits.

**Migration Management and Inter-Ministerial Coordination Chart – Ukraine (2006)**



The image features a large, stylized number '4' in a cream color, set against a teal background. The '4' is composed of several geometric shapes: a large teal triangle at the top left, a cream trapezoid forming the main body, and a teal triangle at the bottom right. The overall design is clean and modern.

**CHAPTER 4:  
THE REGIONAL APPROACH**

# Chapter 4

- 4.1 Improving International Migration Statistics at regional level: the UNECE approach**

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- 4.2 European Union, focusing on Eurostat and on sharing Official Statistics on Migration and Protection in Europe: a formal approach**

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- 4.3 European Migration Network (EMN): enhancing Knowledge on Migration in Europe through Research and Good Quality Data**

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- 4.4 OECD's approach to highlighting Migration Trends in the Region**

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- 4.5 SIEMMES - Lessons from Statistics Information System on Migration in Mesoamerica**

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- 4.6 The Inter-Governmental Consultations on Asylum, Refugee and Migration Policies (IGC): Building Trust with Confidence**

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- 4.7 UNHCR - Experiences in collecting and using Asylum Statistics**

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# The Regional Approach

*“Get your facts first, then you can distort them as you please” (Mark Twain)*

This chapter provides an overview of some good practices and lessons that can be learnt from the experience of sharing migration-related statistics at different levels: international level, UN institutions (e.g., UNECE, UNHCR), and regional level (e.g., Eurostat, European Migration Network, Siemmes, Inter-governmental Consultations, and OECD).

By presenting these experiences, the chapter does not aim to provide a comprehensive overview of international and regional processes and mechanisms of collection and sharing of migration-related statistics. Rather, it focus on how these different fora are trying to overcome the main challenges of sharing migration-related statistics, including availability, perceived sensitivity, comparability and sustainability of collection efforts.

While designing activities within the framework of the Data Sharing Mechanism in Eastern Europe and Central Asia most of the best practices from existing frameworks were taken into account.

### **BOX 4.1 Importance of Sharing Data and Statistics on Migration on the Regional Basis**

The participants of the Workshop on Organizational Structures, Collection and Sharing of Migration-related Information, organized jointly by IOM and OSCE/ODIHR and held in Prague on 5 June 2002, concluded to:

Agree that collection and sharing of migration-related data enhances co-operation and understanding between States and that accurate data not only serve to improve migration management within particular States, but also form a solid basis to develop and harmonize common policy actions and to ensure appropriate and humane treatment of migrants;

Recognize that accurate data are also necessary to raise general awareness and to address migration issues in a humane and co-operative manner;

Agree to follow-up on the work of the Prague Workshop by engaging in consultations to identify common approaches to collecting and sharing data on migratory flows;

Acknowledge that bi- and multilateral cross-border co-operation is an important mechanism to enhance migration management for the benefit of states and migrants;

Request OSCE/ODIHR and IOM-TCC to promote the initiative of the harmonized collection and sharing of migration data by way of organizing appropriate follow-up events such as meetings of technical experts and to begin exploring the possibility to serve as secretariat and clearing house for the systematic and regular collection and sharing of migration-related data.



Migration is by its very nature an international issue. With this in mind national governments increasingly recognize the need for timely, reliable and systematic collection of migration-related statistics, as well as for mechanisms for sharing statistics in order to anticipate and meet policy needs and to monitor its implementation.

Governments are not the only users of migration-related statistics. In addition to national needs, information on migration stocks and flows is also required at the regional and international levels. When put together and co-related, migration-related statistics from several countries can help in describing and assessing regional trends, as well as in understanding international migration processes. Sharing migration-related statistics internationally can serve additional two purposes:

- filling in ‘data gaps’;<sup>26</sup>
- comparing statistics between countries of departure and arrival.

In this way, well-known inconsistencies and imperfections of migration-related statistics will emerge.

Regional and international instruments for sharing migration-related statistics have deepened interstate dialogue and information exchange, not only on statistics in a narrow sense, and contributed towards better management of migration

Increased cooperation and coordination between and within states has also contributed to a growing awareness of the need for more migration-related statistics at all levels (nationally, regionally, and internationally).

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<sup>36</sup> Migration data incomparability has been a subject of a number of research projects, e.g. the recent THESIM project documented different data collection practices and sources of data existing in the EU Member States. See Poulain, M. et al. (2006).

## Improving International Migration Statistics at Regional level: the UNECE approach

A regional approach to international migration statistics which aims at improving the availability and quality of data can help the countries because of different reasons:

- *International recommendations* can be better analyzed, discussed and made operational when dealing with a smaller number of countries, which can share similar statistical infrastructures and experience more homogeneous migration patterns;
- *Exchange of data and metadata* between countries is feasible at a regional scale, where it can be used to better understand migration patterns as well as to improve data sources.
- *Exchange of experiences and dissemination of good practices* is facilitated at a regional level, with positive effects on data quality and availability.

Various activities have been carried out by UNECE<sup>27</sup> over the last few years in all of the three lines of work listed above. UNECE's primary objective has been to assist countries in developing more relevant, accurate and internationally comparable data in the field of international migration, with a specific focus on data produced by official statistical systems within the countries.

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<sup>27</sup> The United Nations Economic Commission for Europe (UNECE) is formed by 56 countries from North America and Europe, including all CIS countries and Israel.

## International Recommendations and Standards

The UN Recommendations on Statistics on International Migration (UN, 1998) provide the framework for defining international migrations and migrants. This framework is a useful tool to enhance comparability of statistics across countries, however some challenges still remain in their implementation:

- most statistical systems on international migration are based on administrative systems and national traditions, which are very difficult to change and adapt to definitions agreed in the Recommendations;
- the recommendations focus on measuring flows, while the definition of stocks relevant to international migration is not sufficiently covered.

In the UNECE region, the process that led to the issuance of the *CES Recommendations for the 2010 Censuses of Population and Housing* (UNECE, 2006) was considered as an exceptional opportunity to address some of the above issues. These recommendations were used to set some regionally agreed standards on statistics on international migration.<sup>28</sup> In fact, the standards included in the census recommendations in the field of international migration are not limited to the census but can also be applied to other statistical sources, such as household sample surveys and/or population registers. The recommendations have a particularly important value in relation to statistics on international migration for three main reasons:

- they focus on persons having their usual residence in the country: sometimes, especially in the field of migration data, several administrative data sources are used and these may

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<sup>38</sup> The UNECE Recommendations can be found at:

[http://www.unece.org/stats/stats\\_h.htm](http://www.unece.org/stats/stats_h.htm). Chapters II (Population to be enumerated), IX (International and internal migration) and X (Ethno-cultural characteristics) are particularly relevant for international migration statistics.

cover only a subset, such as foreigners or persons with legal authorization to stay in the country, and not the entire resident population. Coverage of sources should always be assessed and reported. Moreover, one important point made clear by the UNECE Recommendations is that any person living, or having the intention to live, in the country for at least 12 months should be considered as a resident of that country, irrespective of his/her legal status.

- they identify a number of core topics that should be included in all population censuses in the 2010 round: to have all National Statistical Offices in the region agree on a limited set of common topics was a major achievement and should guarantee the production of relevant and internationally comparable data on international migration from the next census round.
- they define all population groups relevant to international migration: European, North America and CIS countries use different approaches to identify the stock of ‘immigrant population’. In some countries, the ‘immigrant population’ is often identified with foreigners, (i.e., non-nationals living in the country), while other countries focus on the group of foreign-born, as identified by the country of birth. Both approaches have advantages and disadvantages, and the CES Recommendations propose a unifying framework where all population groups relevant to international migration, such as foreign-born, foreigners, and descendants of immigrants, are put together.

## **Exchange of Data**

International migration always involves at least two countries: the country of origin and the country of destination. Therefore, the exchange of data between sending and receiving countries can be of mutual interest to countries in order to fill information gaps and/or improve data quality.

In particular, exchange of data can be very fruitful in improving emigration data since the experience of many countries shows that

there is a certain asymmetry between data availability on immigration and emigration, for two main reasons:

- departures tend to be less well recorded than arrivals, as most governments are reluctant or unable to monitor closely the exit of persons from their territory. Moreover, people do not have much incentive to notify the authorities of their departure, as there are no benefits to be gained.
- from a statistical point of view, persons leaving the country are difficult to be counted because of their absence. This applies to both flow and stock measurements. Censuses and sample surveys, which collect information on resident population, have obvious difficulties in counting absent persons, especially when no member of the household is living in the country of origin.

The use of sources on immigration data from receiving countries, such as population registers, permits of stay, household sample surveys and population censuses can therefore provide very useful statistical data to sending countries. This is the important conclusion of a data exchange exercise recently carried out between many countries in the UNECE region.<sup>29</sup> This experience of data exchange has also highlighted the importance of using population-based data sources, such as population census and household sample surveys (e.g., Labour Force Survey), which is not yet common practice in the international migration field.

## **Exchange of Information on Good Practices**

If the adoption of common frameworks is an important step to have standardized and good data, additional challenges remain to be resolved to put recommended standards into practice. For this purpose, exchange of information on sources, definitions and statistical methods can have a very positive and concrete impact on data production.

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<sup>39</sup> In 2006 a data exchange exercise on flows and stocks of international migrants was carried out between four different clusters of countries in the UNECE region. Additional information on the draft guidelines and the group reports can be found at: <http://www.unece.org/stats/documents/2006.11.migration.htm>.

Activities and meetings organized by UNECE's Statistical Division in consortium with Eurostat provide a mechanism for fostering exchange of information on national practices and methods for addressing common problems in international migration statistics. Currently, important work is being carried out on two different aspects relating to accuracy and international comparability of international migration statistics:

- improving the measurement of the 'difficult-to-count' groups, such as illegal migrants, refugees, asylum-seekers and short-term migrants: good practices adopted by countries in the region are being collected and will be analyzed and disseminated;
- assessing the implication of adopting different duration thresholds on migration estimates: countries use different durations in determining whether a change of residence has to be considered a migration or not. Typically these durations (ranging from few weeks to several months) relate to administrative rules on visas, permits of stay or population registers. This assessment will seek to identify the implications of applying different durations on the estimates of flows and stocks of international migrants.

## 4.2

### **European Union, focusing on Eurostat and on sharing Official Statistics on Migration and Protection: a formal approach**

There are increasing policy needs for statistical information on migration at the EU level. The Hague Programme states that the ongoing development of European asylum and immigration policy should be based on a common analysis of migration phenomena in all their aspects. Reinforcing the collection, provision, exchange, and efficient use of up-to-date information and data on all relevant migration developments is seen as a key factor.

In recognition of this need, the European Commission adopted, in September 2005, a proposal for a Regulation on migration statistics. The Regulation will represent the first legal basis for underpinning the collection, processing and dissemination of the Community migration and asylum statistics in the EU (and EEA). It is expected to be implemented in 2007 and will cover the following categories of statistics:

- international migration, immigration and emigration flows, resident population and acquisition of citizenship;
- asylum applications and decisions;
- prevention of illegal entry and stay;
- residence permits and residence on non-European Union citizens, including categories of residence permit (employment, family reunification etc.);
- returns

The primary source of Community statistics in the field of migration and asylum is the Statistical Office of the European Communities (Eurostat which is a Directorate General of the European Commission). Most of the statistics covered by the Regulation are based on Eurostat's existing data collection. However, the Regulation should help some Member States in their efforts to improve existing data, and to prioritize the collection of new statistics or to change existing procedures

## **Eurostat**

Eurostat is the Statistical Office of the European Communities and its mission is *“to provide the European Union with a high-quality statistical information service”*.

Eurostat collects statistics on migration, asylum and related issues from the EU Member States on a regular basis (monthly, quarterly and annually depending on the table concerned). The methods and data sources used by national agencies for providing Eurostat with information vary from one member state to another. Eurostat's counterparts at the national level are usually national statistical institutes, but also, in particular for

asylum and measures against illegal immigration, ministries of interior, justice and other migration-related agencies.

One of Eurostat's main publications is Population Statistics, an annual publication providing statistical information on all major demographical aspects in the EU, including international migration. Eurostat also contributes to the Annual Report on Asylum and Migration, a statistical report on asylum and migration prepared by the European Commission in co-operation with data providers in Member States. The most recent report relates to 2003, and provides a picture of patterns and trends with respect to migrants, asylum applicants, refugees and enforcement measures against illegal immigration in the 15 European Union Member States at that time, plus the ten countries which were then in the process of acceding to the EU, and four other countries closely associated to the European Union (Norway, Iceland, Bulgaria, Romania).

## **Eurostat in Partnership with other International Organizations**

To avoid duplication of efforts and reduce the burden of data requests on national agencies, Eurostat has joined its migration data collection efforts with four international organizations: the United Nations Economic Commission for Europe (UNECE), UN Statistical Division (UNSD), International Labour Organization (ILO), and the Council of Europe. Instead of approaching the national governments individually, these organizations have designed a joint data collection questionnaire which they send out to countries annually. The information collected through the Joint Questionnaire then becomes the source of analytical reports and overviews, such as the ILO's analyses of labour markets and UN reports on migration. The data is also publicly available through Eurostat's New Cronos database,<sup>30</sup> ILO's Migration Database,<sup>31</sup> and the UNSD database.<sup>32</sup>

The Joint Questionnaire on International Migration is primarily based on the UN Recommendations for Statistics of International Migration (UN, 1998) and is sent out to national statistical offices (NSOs) in more



than 50 countries, including all EU Member States, countries in Central, Eastern and South-Eastern Europe, South Caucasus, and Central Asia, as well as to Canada and the US.<sup>33</sup> In 2005, the Questionnaire consisted of 13 main tables covering migration flows, foreign population stocks, acquisition of citizenship, aspects related to labour migration (i.e. the citizenship of workers). For that year only, the templates included four additional tables from the Trial Questionnaire on International Travel and Migration Statistics which had been developed for compiling data for the UN Demographic Yearbook.

### **BOX 4.2 Statistical Indicators on Migration and Asylum in Eurostat's new Cronos Database**

#### International Migration Flows:

- a) Immigration:
  - by sex, age group and broad group of citizenship;
  - by sex, age group and citizenship;
  - by sex and citizenship;
  - by sex and country of previous residence.
- b) Emigration:
  - by sex, age group and broad group of citizenship;
  - by sex, age group and citizenship;
  - by sex and citizenship;
  - by sex and country of next residence.

#### Acquisition of citizenship

#### Asylum

- a) Asylum applications by citizenship;
- b) New asylum applications by citizenship - Monthly data (rounded);
- c) Decisions on asylum applications by citizenship - Monthly data (rounded);
- d) Decisions on asylum applications by citizenship - Annual data.

## Active Population and Workers by Citizenship

- a) Active population by broad group of citizenship, age group and sex (from 1980);
- b) Workers by citizenship, broad age group and sex;
- c) Workers by economic activity (NACE Rev.1), broad group of citizenship and sex (from 1997);
- d) Workers by economic activity (NACE Rev.1) broad group of citizenship and region (NUTS99 level 2) (from 1997);
- e) Workers by citizenship and region (NUTS99 level2) (from 1997);
- f) Non-national workers by citizenship and region (NUTS95 level 2) (1980-1996).

## Population

- a) by age group, citizenship and sex;
- b) by country of birth and sex;
- c) by country of birth, sex, and age group;
- d) by sex and citizenship;
- e) by citizenship and region.

Source : [http://epp.eurostat.ec.europa.eu/portalpage?\\_pageid=1996,45323734&\\_dad=portal&schema=PORTAL&screen=welcomeref&open=&product=EU\\_MASTER\\_population&depth=2](http://epp.eurostat.ec.europa.eu/portalpage?_pageid=1996,45323734&_dad=portal&schema=PORTAL&screen=welcomeref&open=&product=EU_MASTER_population&depth=2)

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<sup>30</sup> Eurostat's data on migration has been available for free download in New Cronos since 2004 and can be accessed at [http://epp.eurostat.ec.europa.eu/portal/page?\\_pageid=0,1136184,0\\_45572595&\\_dad=portal&schema=PORTAL](http://epp.eurostat.ec.europa.eu/portal/page?_pageid=0,1136184,0_45572595&_dad=portal&schema=PORTAL).

<sup>31</sup> <http://www.ilo.org/public/english/protection/migrant/ilmdb/ilmdb.htm>

<sup>32</sup> <http://unstats.un.org/unsd/databases.htm>

<sup>33</sup> In 2005, the Eurostat questionnaire was sent out to 56 countries in total.

## Collection of Data on Asylum and Measures against illegal Migration

Eurostat carries out two monthly data collection processes: one on **asylum applications and decisions**, and the other on **measures against illegal migration**.<sup>34</sup> In contrast to the Joint Questionnaire, these two data requests are sent out to EU Member States, Norway, Iceland and Turkey only, and are usually answered directly by ministries of interior or their equivalents.

The European Union began collecting and sharing data on asylum and measures against illegal migration in the 1990s. Initially this was organized through two separate working groups of the Council of the EU which served to promote discussions and information exchange at the expert level;

- the Centre for Information, Discussion and Exchange on Immigration (CIREFI) which provides a platform for sharing data on **illegal migration**;
- the Centre for Information, Discussion and Exchange on Asylum (CIREA) which promotes practical discussions and exchanges of information, documentation and statistics on **asylum and related issues**.

CIREA was replaced, in June 2002 by the Eurasil framework.

In addition to sharing expertise and information, the two groups have also responded to the informational needs of the European Council and the European Commission. Both began exchanging data in a very informal manner, without the use of specially designed templates.

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<sup>34</sup> The forthcoming legislation on migration statistics will lead to a number of changes, including in the frequency of data collection. Asylum applications data will be collected monthly, while data on asylum decisions will be collected on a quarterly or annual basis. CIREFI data will now be collected on an annual basis and will be published in full both online and in paper publications.

Eurasil and CIREFI exist primarily as established working groups of experts. For CIREFI in particular, the process of sharing information and data has evolved over time and now serves mainly to respond to a specific need for information. It is much more an operational exchange of information which does not have to be formatted in a special way. In short, exchange of information within the CIREFI group is of a more operational nature in order to serve a particular operational information need.

With the growing importance of asylum and illegal migration, it became apparent that, in addition to informal and ad hoc sharing of operational data in these fields, it was important to have statistics collected more regularly and systematically. As a result, Eurostat started collecting data on asylum and illegal migration through sending monthly requests to EU Member States on a number of indicators (listed in Box 4.3).

### **BOX 4.3 Asylum and Measures against illegal Migration Data collected by Eurostat**

#### Asylum-related data:

- A1: Data on new asylum applications by citizenship and type of application (monthly);
- A2: Data on decisions on asylum applications by citizenship and type of decisions (monthly);
- A3: Data on return of rejected asylum applicants by citizenship (quarterly);
- A4: Data on applications from unaccompanied minors by citizenship and age (annually);
- A5: Data on temporary protection.

#### CIREFI data:

- M1: Refused aliens, by citizenship and type of border,
- M2: Apprehended aliens illegally present, by citizenship and type of border,

- M3: Apprehended facilitators, by citizenship,
- M4: Apprehended facilitated aliens, by citizenship and type of border,
- M5: Removed aliens, by citizenship and type of border.

Source: EC (2006a)

The operational character of monthly data on asylum and illegal migration also determines the format in which data is being collected and policy on its dissemination. It has been stressed by EU Member States, that “[a] quick dissemination of data is more important than completeness” (Council of the European Union, 2001) and, therefore, the quality of monthly data on asylum and illegal migration differs from annual data published by Eurostat. Analysis of data on asylum and illegal migration in comparison to annual data confirms that there exists an obvious trade-off between data quality and data timeliness.

In comparison to annual data on registered migration stocks and flows, Eurostat does not publish monthly data on asylum and illegal migration, for two reasons: the perceived sensitivity of this data and the current quality in terms of incompleteness and low comparability.

However, despite the perceived sensitivity of data on asylum and illegal migration, EU Member States have started to realize the value of making such data public. Monthly and annual asylum data are available for public access since 2004 in Eurostat’s New Cronos Database. Data on illegal migration collected on CIREFI indicators was included in the 2001, 2002 and the latest 2003 Annual Reports (Eurostat, 2003). There are plans to publish annual data on measures against illegal migration in the New Cronos database in 2007.

## Internal Users of Eurostat's Statistics

Eurostat's definitions are cross-referenced in the legislation on migration statistics and on migration policy. This approach meets two objectives:

- if administrative definitions (as defined by law) match statistical definitions, it is easier to collect the same statistics from each country;
- it is easier for policy makers and administrators monitoring policy to identify which policy is targeting which type of migrants.

In this way, linking statistics closely to policy legislation produces a double positive effect.

At the Commission, the main user of Eurostat's statistics on immigration is the Directorate General for Justice, Freedom and Security (DG JLS), which takes the role analogous of the interior or justice ministry at the EU level. Eurostat works very closely with DG JFS and can understand and adapt to its needs. For instance, recent developments show that there is a clear need to collect more information on the control of illegal migration of non-EU citizens, and this is where CIREFI's monthly reports provide a good overview on enforcement measures on illegal migration in EU member states.

Eurostat also works very closely with the Directorate General for Employment and Social Affairs (DG EMPL) with respect to the right of EU citizens to move freely to, and live and work in, other member states. The statistics that Eurostat has already collected on these movements, and particularly on those involving workers from the new member states taking jobs in old member states, have made a substantial contribution to a very important area of DG ESB policy.

For the most part, Eurostat works mostly for these two DGs in Brussels. For maximum effectiveness in cooperation, Eurostat is invited to work with DG officers on developing new policy initiatives in order to be in the loop on the implications that new policy initiatives might have on

statistics production. Similarly, whenever Eurostat organizes a working group meeting relating to migration and asylum, DG representatives are invited to participate, whether to learn about the interests of member states, or to explain the need for specific types of statistical data.

## **Challenges to Collecting Data: Workflow and Advantages of Modern IT**

Information collected by Eurostat must be presented in a certain format, as the main purpose is to publish the results, whether in reports or on the Internet, and to ensure that they are available to a wide audience.

However, it is important to keep procedures flexible both in terms of collecting data within each country and of supplying the regional clearinghouse. In the past, single spreadsheets were sent and returned by mail, but more sophisticated methods are now being considered. New methods are being developed, particularly through the opportunities offered by modern information technologies (ITs). Possible future options include a specially designed system to upload data automatically or semi-automatically directly from a national agency's web-site. For example, national offices could upload data to an international agency's web-site by using an agreed set of tables placed in a specific Internet location. To be effective, this system requires common agreement on the location of data and common formats. These methods will be used more widely by Eurostat and other international institutions, including UNSD, in the future.

Another IT option could give national office representatives on-line access to Eurostat's data collection web-page or templates and the ability to upload information directly. In this way, each country can ensure that the data it has submitted is inserted accurately in the European database.

Specialized IT programmes used for transferring data between national offices and Eurostat could solve an important issue of **data validation**, making it possible for Eurostat to check incoming data for consistency

and, therefore, reducing the need for data to be checked and corrected at a later stage.

Eurostat is particularly interested in the process of transferring statistical data on migration and asylum from member states into the European databases. Incorporating **updates and corrections** represent a real challenge to Eurostat, since, for the moment, there are no regular procedures for transferring corrected migration and asylum data from national agencies after the original statistics have been delivered to the European Statistics Office – instead this is undertaken on an ad hoc basis when Eurostat is informed of changes or corrections. Eurostat is not always aware that the data has been updated after being sent to the Office by the national agencies. There could also be the possibility of signalling to Eurostat that data has arrived.

### 4.3

## **European Migration Network (EMN): Enhancing Knowledge on Migration in Europe through Research and Good Quality Data**

With Eurostat striving for better statistical data on migration in Europe, there has been also a growing realization of the need to coordinate analysis of data and information and to carry out research on migration in general. To serve this purpose, the European Migration Network (EMN) - administered and funded via the European Commission's DG JLS - started out as a pilot project in 2003 and completed its preparatory period in 2006.

In 2003, the Berlin Institute for Comparative Social Research (Berliner Institut für Vergleichende Sozialforschung - BIVS) was appointed EMN Coordinator and given responsibility and resources for developing and managing the Network, promoting EMN's research and other activities. Following a sub-contract from BIVS, the Technical University of Berlin (Technische Universität Berlin - TUB) developed the concept, design of a distributed information system (document database) for EMN.



The EMN structure is based on a National Contact Point (NCP) system, where each participating EU Member State appoints an agency to serve as an EMN NCP. At the end of 2006, there was 17 formal EMN NCPs, the other EU Member States have observer status.

NCPs represent a wide range of institutions, from ministries of the interior and of justice to national statistical offices, research institutes, and non-governmental organizations. In the case of Austria, IOM Vienna office acts as the national NCP.

#### **BOX 4.4 Main Functions of the EMN NCP's**

Developing and coordinating their national networks;

Compiling, coordinating and regularly updating information on migration and asylum;

Providing access to and facilitating information exchange;

Analyzing information and undertaking research;

Identifying further research/information needs

The function of updating and completing available national data submitted to Eurostat has evolved as a supplementary task of those NCPs which come from outside of the government. They check to see whether data is consistent, correct and comparable and to clarify anomalies, such as when national agencies report different figures for the same indicators, or when national figures differ from those available from Eurostat. In other words, NCPs act as an interlocutor between the national agencies and European institutions in order to ensure that annual statistical reports on migration and asylum contain the correct national data.

National data verification takes place on a continuous basis, in particular in the course of preparing the annual statistical report. As an example,

the Austrian experience indicates that only about 5% of data needs to be checked and this relates mostly to small figures or details.

Among the tasks of EMN offices is the coordination of analytical activities in the field of migration within their countries, i.e., maintaining the so-called “national networks within the EMN”. For instance, the EMN’s national partners in Austria are ministries involved in migration at both horizontal and vertical levels, researchers working on migration and asylum, and NGOs in the field. There are ongoing regular communications with national counterparts through the use of newsletters, vacancy notices, and consultancies. There are also exchanges on more specific needs, such as illegal migration, where specific NGOs and researchers are contacted. Finally, EMN organizes seminars and conferences when they invite all counterparts.

At the moment, EMN is seeking to extend its links with other regional data collection processes and to incorporate data from networks, such as OECD’s Sopemi Reports. Internationally speaking, EMN are networking with several statistics organizations at the regional level: the Council of Europe, Eurocities,<sup>35</sup> Eurex,<sup>36</sup> and other processes active in fields related to migration, including the European Integration Network.

Within EMN’s activities relating to research on European immigrant youth, there is active collaboration with the European Monitoring Centre on Racism and Xenophobia (EUMC). This project brings together EUMC’s focal points and EMN’s NCPs. Unlike EMN’s previous reports (on illegal migration, or integration), this project involves primary research, including an analysis of national legislation.

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<sup>35</sup> Network of Mayors of European Cities.

<sup>36</sup> European futures and options exchange.

## OECD's Approach to highlighting Migration Trends in the Region

The Organization for Economic Co-operation and Development (OECD) has been collecting data and providing trends analyses on migration for 30 years. In 2001, in its final communiqué 'Towards a Sustainable Future', the OECD Council referred to international migration as "an increasingly pressing issue, for immigrant and emigrant countries, their governments and the general public. It raises a host of social, economic, development and foreign policy challenges and opportunities" (OECD, 2001:8). Since then, migration has become OECD's top priority with the main objectives in this field comprising of:

- comparative analysis of migration movements and policies, the employment situation of foreigners, especially among the young and women, the fight against the illegal employment of foreigners,
- the achievement of greater coherence between migration policies and other policies related to economic development, and co-operation between sending and receiving countries.

A special focus is on the economic aspects of migration, including effects on wages, on employment, on labour shortages, on output growth and productivity, as well as on public finance.

Source: ([http://www.oecd.org/about/0,2337,en\\_2649\\_37415\\_1\\_1\\_1\\_1\\_37415,00.html](http://www.oecd.org/about/0,2337,en_2649_37415_1_1_1_1_37415,00.html))

OECD started collecting migration-related statistics from its member states in 1976 through the Continuous Reporting System on Migration, known by its French acronym SOPEMI. Its first regional report offering a comprehensive overview of the migration situation in OECD member states came out in 1992 under the title Trends in International Migration. The 2006 edition, International Migration Outlook, sought to reflect "the growing importance of international migration in a context of accelerating economic globalization and population ageing" (OECD, 2006) and broadened its analytical scope by introducing new approaches to presenting a more harmonized migration data across OECD member states.

## **Collecting Data on Migration: SOPEMI Network**

One of the most important criteria for SOPEMI data is its timeliness, as it is vital to ensure that OECD's migration trends overviews can be directly applied to migration policy-making. The Organization has been unable to use migration statistics collected by other international agencies, in part because there is a relatively long time lag before data are processed and published and in part because some of the available sources do not cover all OECD countries (as, for instance, is the case with Eurostat data). For these reasons, OECD has developed its own strategy for collecting statistics on migration for its analytical overviews.

Unlike many other organizations and regional processes collecting data on migration, the OECD Secretariat does not collect data from OECD member states formally. It receives country information through a network of correspondents who are also responsible for drafting their country part for an annual report: the SOPEMI network. The deadline for submitting the draft national SOPEMI report is December each year, while the regional Trends report is expected to be available six months later.

SOPEMI correspondents vary across countries and may represent different national institutions, including governmental agencies (ministries of interior, ministries of labour, central banks, national statistical offices), research and academic organizations, consultants. It has been left to the national government to suggest which agency or person should serve as a SOPEMI correspondent. As a result, because SOPEMI contributes to the drafting of a significant report, most countries have preferred to contract the work to an independent consultant, rather than assign the task to a governmental agency.

OECD does not specify the exact procedures for correspondents in obtaining their data, though it does provide a list of specific indicators of migration data and corresponding tables (see Box 4.5).

## **BOX 4.5 OECD Statistical Indicators on International Migration**

### Statistical Series A: Cross-national tables

#### A.1. Foreign and/or foreign-born populations: stocks and flows

Table A.1.1. Inflows of foreign population

Table A.1.2. Outflows of foreign population

Table A.1.3. Inflows of asylum seekers

Table A.1.4. Stocks of foreign-born population

Table A.1.5. Stocks of foreign population

Table A. 1.6. Acquisition of nationality

#### A.2. Foreign or foreign-born labour force: stocks and flows

Table A.2.1. Inflows of foreign workers

Table A.2.2. Stocks of foreign-born labour force

Table A.2.3. Stocks of foreign and foreign-born labour force

### Statistical Series B: Tables by country of origin and by category of migrant

Table B.1.1. Inflows of foreign population by nationality

Table B.1.2. Outflows of foreign population by nationality

Table B.1.3. Inflows of asylum seekers by nationality

Table B.1.4. Stock of foreign-born population by country of birth

Table B.1.5. Stock of foreign population by nationality

Table B.1.6. Acquisition of nationality by country of former nationality

#### B.2. Foreign or foreign-born labour force: stocks and flows

Table B.2.1. Foreign-born labour force by place of birth

Table B.2.2. Stock of foreign labour by nationality

Source: [http://www.oecd.org/document/36/0,2340,en\\_2649\\_37415\\_2515108\\_1\\_1\\_1\\_37415,00.html](http://www.oecd.org/document/36/0,2340,en_2649_37415_2515108_1_1_1_37415,00.html)

## Making Migration Data Comparable: Definitions, Sources, Approaches

OECD has been following and is often actively involved in numerous efforts to harmonize flow data on migration in the international context, including the development of the UN Recommendations and their revision in 1998. However, OECD's experience in migration field constantly showed that countries found it very difficult to provide data according to the definitions in the UN recommendations. For instance, the definition of a long-term migration as "usual residence in a country for more than a year" appears inappropriate for a number of countries. For instance, Canada and USA use the green card system to grant an immigrant status to persons often immediately upon their arrival to the country and for periods longer than 12 months. Similarly, in countries where population registers are used as the main source of migration statistics, other problems arise while providing data in accordance with the UN recommended 12 months benchmark.

OECD did make an attempt to establish common standards of migration data through, for instance, the introduction of international country codes for stock data based on censuses. However, it was quickly decided to avoid the practice of imposing international recommendations. As a result, national data collected through the SOPEMI network tends to differ, as is seen from different country names used to indicate nationalities or countries of origin and birth.

To overcome the challenge of national data incomparability, OECD proposed a unique approach: to continue collecting data as it exists in national formats, without imposing any definitions or templates, while using regional exchange for **processing the collected data in order to ensure that it relates to similar categories of migrants.**

This approach resembles the way ILO guidelines are used to measure unemployment from data collected from countries. France and Germany, however, still use their unique definition of unemployment at the national level but, when they provide information to international organizations, they follow the ILO guidelines, rather than their national definitions.

In countries where collection of data is limited or not yet established, the situation may be different and it will be easier to create a framework which meets international guidelines.

## Looking for Alternative Sources of Data: Residence Permits

For the 2006 edition of *International Migration Outlook*, OECD made its first attempt to harmonize statistics on long-term immigration flows across countries. In doing so, the OECD Secretariat changed its tack: instead of its usual practice of using statistics on international migration from national sources or from other organizations, it used data from residence permits for foreigners (i.e., not nationals) from 18 countries, including G-7 nations. The two main reasons for taking this approach were:

- that international migration statistics based on UN recommendations were incompatible with **standard national sources**;
- that standard approaches to reporting data did not include information on the **nature of migration flows** (Lemaître et al., 2006:2).

Standard sources of migration statistics, such as **national registers**, have one very important drawback: they often do not contain information on categories of immigrants and therefore can not provide useful insights into the nature of immigration. Population registers can be still used as the main source of statistics on incoming people and produce figures broken down into categories such as citizenship, age structure, and gender. However, in many cases, population registers do not include information on whether migrants are workers, students, or professional workers.

Data on **residence permits**, by definition, can provide such information and is therefore a very valuable source of information for policy makers. Information on residence permits is often linked to registration, since

people must have a residence permit in order to be registered in the national system. However, in addition to not collecting information on reasons for migration, registers often miss some categories of migrants. For instance, in Sweden and Finland, short-term migrants are often not included, since their registers only contain data on people staying longer than twelve months.

OECD disagrees with the UN recommendations over the purpose of collecting information on migrants: they see the UN approach as mainly serving the purpose of demographic accounting and unsuitable for understanding the composition of migration flows, since a number of different migrant categories are mixed together. For example, in accordance with the UN recommendations, international students are included in the same category as long-term migrants, although, from the OECD's perspective, international students will go back to their country of origin at the end of their studies.

Long-term immigration, as defined by OECD in the latest SOPEMI report, excludes visitors with non-renewable permits or permits with limited possibility of being renewed. In particular, OECD wants to exclude trainees and exchange professors from counts of long-term immigrants as they generally do not renew their permits and leave the country when their permit expires. In other words, excluding non-renewable permits (e.g., seasonal workers) or limited permits (students, trainees, service providers etc.) is the correct approach, according to OECD, when counting long-term immigration.

As a result of this new approach, the long-term immigration statistics published in the 2006 *International Migration Outlook* are quite different from those published by national agencies; in Germany, the number dropped from 600,000 long-term immigrants to 200,000, as in the UK, where official data includes all students and holiday workers (Lemaître et al., 2006).

For OECD, counting migrant flows which do not fall into this category of long-term immigration is similarly important. Harmonizing short-term immigration data will be their next priority, in particular, with regard to international students who fall into a special category. Migration of



international students is increasing every year and has a lasting impact on the host country. It is of particular interest to policy makers, especially if statistics can be broken down by additional categories.

## 4.5

### **SIEMMES - Lessons from Statistics Information System on Migration in Mesoamerica (Central America and Mexico)<sup>35</sup>**

Hurricane Mitch hit Central America in the last week of October 1998 causing huge damage to infrastructure and great loss of human lives, with Honduras and Nicaragua suffering serious loss and devastation. A natural disaster of that size was bound to drive a large proportion of Central American populations towards Mexico and further North (Kugler and Yuksel, 2006).

Experiencing a sudden increase in population inflows from the neighbouring region following the swift deterioration of humanitarian conditions, the US and Mexico had to adjust their national immigration policies accordingly: US suspended deportation to Guatemala, Honduras, El Salvador and Nicaragua until 7 January 1999 at the earliest, US Immigration and Naturalization Service introduced special schemes granting Temporary Protection Status to a large number of Central Americans (Migration News, 1998).

Alongside these national measures, the neighbouring countries set up cooperative efforts in order to cope efficiently with the rapid increase of migratory flows throughout the region. All agreed that these efforts could only be effective if they relied on realistic assessment and objective analysis of data on on-going movements.

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<sup>35</sup> This section was drafted from interviews with Seidy Alvarez, Regional Coordinator, SIEMMES, and Luis E. Monzón, Co-ordinator, Technical Secretariat, Regional Conference on Migration (May 2006).

This real-life situation led to the creation of one of the most efficient operations in regional migration-related data collection in the world: the Statistical Information System on Migrations in Central America (SIEMCA). The idea of initiating a sustainable collection and exchange of statistical information on migration stocks and flows received political support at the Fifth Regional Conference on Migration held in Washington, United States, in March 2000. Following that decision, IOM set up a cooperation programme with Central American states to develop a statistical project and generated the necessary financial support from national donor governments (principally USA, but also Canada, Costa Rica and El Salvador).

Five years after its launch in 2001, the Statistical Information System on Migrations in Mesoamerica (SIEMMES), successor to SIEMCA after Mexico joined the System in 2006, is now a unique regional project supporting a collection system of statistical and analytical information with the prime goal of facilitating a better understanding and monitoring the magnitude and characteristics of migration movements into, throughout, and from Mesoamerican countries.

Among its achievements, SIEMMES has created a web site, the first of its kind in the region ([www.siemmes.iom.int](http://www.siemmes.iom.int)), on which over 1,400 graphs and charts are publicly available on-line. This information can be used for designing national migration-related policies and actions and sectoral policies aimed at regional development in general. Sixteen national institutions (the statistical and migration directorates in each of the eight participating countries<sup>36</sup>) have joined together to establish a single network which incorporates data from 24 separate statistical sources.

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<sup>36</sup> Seven Central American countries (Belize, Costa Rica, Guatemala, El Salvador, Honduras, Nicaragua and Panama) and Mexico.

## **BOX 4.6 Main Achievements of SIEMMES**

- Integrated Migratory Information System for Mesoamerica (SIEMMES) brings together the eight countries in the region into one system; unites 16 institutions producing migratory information (eight statistical institutions and eight directions/institutions for migration).
- Standardized information for participating countries in the region: after a process of analysis with each SIEMMES member, a series of basic charts was created for each information source, in order to capture inputs for the generation of statistics to be collected by SIEMMES.
- SIEMMES has developed a regional migration statistics system and the expertise for its management and for the inclusion of new countries or additional statistical information as it becomes available.
- The system displays information on international migratory movements, migrating and native population, emigrants, and remittances for all countries of the region.
- Human resource capacity building in participating institutions and updating of information: after a long process of capacity building within participating institutions, SIEMMES has updated the system to include migratory information through the year 2005.
- SIEMMES has a website with over 1,400 graphs and charts containing updated migration information through the year 2005 for the region.
- International reach and recognition: due to the quality and accuracy of the available information, SIEMMES has received international recognition. The quality of the web site allows the daily access of users from all over the world.

In addition, the SIEMMES project has contributed to strengthening human and technical resources in organizations producing migration-related information in the region's countries through a number of capacity-building activities, such as training programmes, creation of regional templates for data collection, targeted IT upgrades. Based on these results, what lessons can the SIEMMES project offer for similar initiatives in other parts of the world?

## **The „Migration Data Paradox“: A Capacity Building Approach that Takes Time**

There were two identified stages in developing the SIEMMES project.

During the first stage, an assessment or 'diagnosis' was carried out. This involved a review of the current situation in national institutions producing statistical information and an analysis of available information sources. The diagnosis included an overview of available information, computer system infrastructures, human resources, and the legal and organic structure for each institution. Once the diagnosis was completed for each country, the group put together an action plan which specified in detail the functions and workflow for the future system, including an institutional framework and the appointment of technical staff, this being important for linking the national partners in the SIEMMES project. At the end of this phase, a first proposal for the statistical system was submitted to the project's partners, the national governments and the donors, for their input and approval.

The second stage, which was a particularly time-consuming phase in the project, consisted of the development of the computer system's infrastructure by the project's staff. This phase was supported throughout by a cooperation agreement between IOM and the eight participating governments, represented by the Vice Minister for the Department of the Interior or of the Presidency (Migration area), by the statistical institutions, and by Ministries of Economy.

Today, SIEMMES has a tremendous capacity to deliver information, through its web page, and is constantly updating its site. The technical aspects of the system as a whole are improving daily. SIEMMES publishes weekly bulletins with information on topics of interest and the current data system is designed to support and promote further studies.

## **Target Assistance and Cooperation at the National Level**

Each country has its own reasons for collecting data and specific needs for developing migration policy. El Salvador, for example, introduced new home surveys during the course of the project, as the government wanted to study the impact of remittances. In other words, the versatility of SIEMMES and the expertise it generated can give rise, and be adapted, to other tasks.

The prime counterpart for SIEMMES is the national statistical entity which, together with the migration directorate, is also the main client for the statistics gathered. One of the key elements in the process is the standardized form for the collection of information. Both authorities participate in the design and development of this form and arrange for targeted training for their staff. A very important benefit from their participation in the SIEMMES structure is the continuing cooperation between the two national institutions.

At the regional level, representatives of migration offices in the participating countries meet twice yearly and discuss their experience on a number of important technical issues. Meanwhile, the national statistical offices held frequent meetings at the beginning of the project, especially during the six training workshops. Since early 2005, these meetings have been less frequent as the scarce resources available are allocated primarily to maintaining SIEMMES' viability.

## Farmework for Regional Cooperation

The SIEMMES structure requires a certain formality in order to function efficiently. When the Cooperation Agreement was signed in 2001, the original seven participating countries agreed to cooperate in the collection of data at the regional level. It was then endorsed by Central America's consultative forum, the Regional Conference on Migration (RCM), also known as the Puebla Process. RCM regularly reviews progress on the SIEMMES Project.

### **BOX 4.7 The Regional Conference on Migration or Puebla Process**

The Regional Conference on Migration (RCM) is an inter-governmental regional migration forum where countries with contrasting migration realities discuss migration issues of regional interest. Its primary objectives are: exchange of information, experiences and best practices, and overall consultation to promote regional cooperation on migration.

The first meeting of the RCM took place in Puebla, Mexico, in March 1996. RCM member countries are Belize, Canada, Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Panama, and the United States. RCM has granted observer status to several countries and organizations.

(See web-site: <http://www.rcmvs.org> for more on RCM meetings, organization structure, action plans, and results to date.)

## Infrastructure and Workflow

Each SIEMMES country has two technical focal points: one from the statistical office and the other from the migration directorate. Mexico, given the size of the country, has more identified contacts. It is very important that the focal points are highly motivated. They provide data

for SIEMMES from three distinct sources:

- **population censuses**, which measure stocks and are conducted every 10 years, collected by the statistical office;
- **household surveys**, which measure stocks and are conducted at least once a year on a representative sample of the population, collected by the statistical office;
- **entry and departure records**, which measure flows and are continuously collected at the borders and processed in the migration directorate.

With regard to censuses and surveys, there is no obligatory frequency for data collection since availability of information depends on national timetables for carrying out these procedures. Information based on censuses and surveys is entered into specifically designed Excel templates.

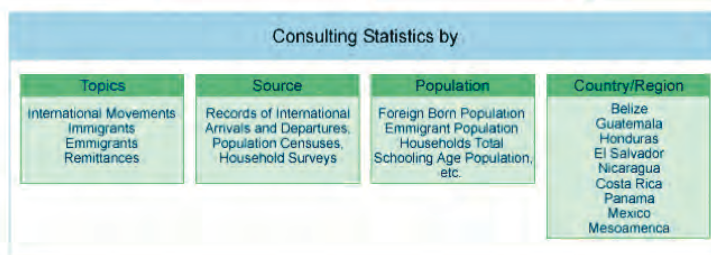
Migration data is also submitted by migration directorates, with all participating countries using the same standardized Excel templates prepared by SIEMMES. Migration cards are required to collect five variables of data: type of movement, age, border point, sex, and nationality. Initially, this data was collected on an annual basis, but now is processed every six months.

The completed templates are sent by the national contact points to SIEMMES, where they are processed and multiple statistical charts and tables are generated for analysis. A key element in this process is the specially created software which aggregates data across the participating countries. For instance, data is received for 4-6 variables in data sets and then fed into the computer. After processing the data sets, the software then produces 64 different cross-section reports which provide valuable information for responding to a concrete need or for producing a report.

Data delivered in Excel templates can immediately be entered into the system. It is then fed through a series of quality controls and revisions to ensure that the tables have been filled in correctly. Quality control is important since there is the risk that the database could be contaminated and much effort wasted.

Table 4.1: Indicators and Products

Source	Indicators or Products about:	
Records of International Movements	<ul style="list-style-type: none"> <li>• Entries and departures</li> <li>• Migratory balance</li> <li>• Cross migration</li> <li>• Composition of flows</li> </ul>	By nationality, sex and age, border crossing and time period
	<b>IMMIGRANTS</b> Censuses/Surveys in Central American countries	<b>EMIGRANTS</b> Censuses/Surveys in receiving countries and countries of origin
National Population Censuses	Quantity, composition and impact Characteristics of immigrants and nationals <ul style="list-style-type: none"> <li>• Demographic</li> <li>• Educational</li> <li>• Labour-related</li> <li>• Living conditions</li> </ul>	Magnitude and presence of Central Americans in the United States, Canada and Mexico Socio-demographic and labour characteristics, living conditions in the destination country
Migration modules included in household surveys	Indicators are similar to census indicators; data more clustered together; more emphasis on labour markets	Indicators are similar to census indicators; data more clustered together; household members living abroad, reception of remittances and amounts



The SIEMMES team of experts is very flexible in producing analytical reports on data. In addition to the existing data overview, clients, such as government agencies, can request a non-standard or customized report, which can be readily produced by the team and then placed on the website for general usage.



## **Institutional and Financial Sustainability**

The SIEMMES experience has shown how important it is for similar initiatives in other regions to fix realistic expectations. Once the need for data enhancement is identified, countries must agree on action to be taken and establish an objective plan for implementation, including a realistic assessment of the timeframe required before the first tangible results will be available. It is also important to seek multiple donors (including private and corporate resources, such as banks and development agencies) over an extended period of time. SIEMMES has so far been funded by voluntary, at the discretion of contributors, rather than mandatory contributions. However, although SIEMMES is now a success, it can easily come to an end if new sources of financial support are not found year by year

### **Future Plans for SIEMMES**

- Develop an information system that integrates other migration-related issues of interest to governments in the region, such as:
  - o internal migration,
  - o refugees,
  - o various categories, such as residents, deportations, rejected persons,
  - o return of underage migrants;
- Increase information on remittances from, and to, countries outside the region;
- Include other sources of migration information available in the countries of the region;
- Organize seminars with non-governmental organizations, migrant associations, the press, research and academic institutions, diplomatic missions, international organizations, and others to share information available;
- Provide technical support for technicians from institutions participating in the system and encourage the development of effective techniques for gathering, collecting, processing, and publishing of data requested by SIEMMES;
- Design, verify, and apply new charts, statistical graphics, and other sources of information in order to take advantage of

existing information and data collected in residential surveys, population censuses, and any other source (e.g. the Mexican Government's survey on Mexico's Northern Border):

- Promote a series of studies based on migration information available through SIEMMES for a better analysis of issues related to migration in the region.

## 4.6

### **The Inter-Governmental Consultations on Asylum, Refugee and Migration Policies (IGC): Building Trust with Confidence**

The Inter-Governmental Consultations on Asylum, Refugee and Migration Policies (IGC) are an informal, non-decision making forum for inter-governmental information exchange and policy debate on all issues of relevance to the management of international migratory flows. In its current configuration, IGC brings together 15 participating States: Australia, Belgium, Canada, Denmark, Finland, Germany, Ireland, the Netherlands, New Zealand, Norway, Spain, Sweden, Switzerland, the United Kingdom and the United States of America. UNHCR, IOM and the European Commission also participate in the IGC process. The chair rotates among participating States annually on a voluntary basis.

#### **BOX 4.8 IGC's Background, History and Organizations**

The starting point for the IGC was a conference held in May 1985 under the auspices of UNHCR to consider "The Arrivals of Asylum-Seekers and Refugees in Europe". Thirty-five States and a number of international organizations, including IOM and the European Commission attended. There were follow-up discussions and seven States decided to launch an informal consultative process to study the challenges and solutions facing the asylum system. A coordinator for IGC was appointed within UNHCR headquarters in 1987 as head of a unit responsible for

the preparation of meetings of senior officials. In 1990, this unit was reorganized as the IGC Secretariat. Then, in 1991, the Secretariat became an independent entity with funding provided by the States.

### **Organizational Framework**

The *IGC Secretariat is funded by participating States*. It is composed of four professional officers, government-seconded officers and administrative support staff. While reporting to participating States and being fully under their supervision, the Secretariat enjoys diplomatic status with technical assistance from IOM and support from UNHCR under special administrative arrangements.

*The Secretariat is the focal reference point for IGC participants*. It maintains statistical databases and websites, gathers documentation on policy and procedures, produces studies and analytical reports, arranges consultative meetings for policy developers and implementers, and facilitates multi-level co-operation.

### **Meetings**

Senior IGC officials meet annually in Spring in the capital of the country that has the chair at a *Full Round of Consultations*, to discuss recent trends in migratory and refugee movements world-wide and concomitant policy developments. High representatives of international organizations also participate.

A separate shorter exercise (*Mini Full Round of Consultations*) is held once a year in December in Geneva to address matters of immediate interest and to coordinate on-going activities. This meeting has usually one specific theme initiated by the chair.

A *Steering Group* of senior officials meets twice a year (January and June) to review the IGC activities (Working Groups, Workshops) over the last programme year and set new orientations for the next one.

*Standing Working Groups* on data, return, migrant

smuggling and trafficking, country of origin information, technology and asylum meet semi-annually. *Workshops* on specific themes/countries are convened at the request of participating States. Between 1995 and 2005, over 400 inter-governmental meetings were held in the framework of the IGC consultations.

### **Areas of Interest**

*Major subjects* dealt with between 1985 and 2005 have included: asylum, data, temporary protection, return, smuggling and trafficking, unaccompanied minors, family reunification, reception in the region, country of origin information, specific outflows, illegal migration, burden sharing, the use of technology in the management of migration and immigration policies. Recent activities have been initiated on immigration and national security, asylum determination practices, exclusion, resettlement, interception and processing in the region.

### **Working Methods**

IGC activities are characterised by three essential features:

*Informality* – the IGC is not an institution, but a process which allows for information exchange and discussion.

*Openness* – IGC activities do not require participants to reach common positions or be bound by resolution or decision. Issues can thus be explored in a climate of openness and confidentiality, in full acknowledgement of individual concerns and priorities.

*Efficiency* – The IGC has a very light administrative structure, with emphasis on ease and directness of communication among participants rather than adherence to procedure and standing orders. Use is made of electronic communication for rapid access to documentation (secure web site).

On the basis of these principles all consultations in the IGC proceed along the following lines:

The identification of an issue of common interest or

concern;

The careful compilation of data on the chosen topic;

The analysis of the issue in the light of the pooled information\_

The discussion of possible policy responses that individual participants can then evaluate according to their particular circumstances and needs.

Source: IGC information brochure.

Established primarily with the purpose of providing an informal framework for timely and flexible discussions on migration and asylum matters and for exchange of expertise, IGC also serves as a mechanism for collecting, storing and sharing operational data, using an approach which is quite distinct from those pursued by UN bodies or Eurostat. The following 10 lessons could be learnt from the IGC approach:

**1. Smaller and informal fora are more efficient than big ones for experience sharing and practical work.**

When IGC originated in 1985, none of the participating countries had regularly functioning data collection mechanisms. With very little discussion taking place on the issues of migration and asylum within the European Union framework, and the difficulties in handling operational discussions within the UNHCR forum with 100 or more countries present, the IGC provided a necessary floor for tackling concrete issues in an efficient and operative way.

**2. Data are detrimental for making policies.**

IGC started as a forum for policy discussions around increased inflows of asylum seekers. However, very soon there was a realization that policy decisions could not be made unless one knew about the actual numbers and what stood behind those numbers.

**3. Data sharing can start without any technology and this develops trust between the countries.**

When IGC started collecting data on asylum seekers after the 1985 meeting, there was no common database and data was collected on pieces of paper. Only in 1992, seven years after the IGC was set up, a special database was established.

**4. Establishment of a data sharing process cannot happen rapidly. It is a gradual process that requires time.**

**5. Data should be collected from countries in their national formats in accordance with national definitions and only then be input into the common database.**

As data collection proceeded within the IGC framework, it became clear that collecting data as it existed in the states was a more efficient and appropriate approach for the following reasons:

- collecting data in pre-designed templates, and thus adhering to a harmonization approach, similar to Eurostat and UN, is hampered by countries having different systems which cannot be harmonized from the top;
- data collection using pre-designed templates is more time consuming as very often it is unclear what is meant by a particular number;
- pre-designed templates may result in two different numbers: one at the national level and one in the internationally available source.

**6. Bottom-up approach rather than top-down: harmonisation can only be achieved as a consequence of data sharing, not as its goal, when countries share the experience and de facto harmonise their data collection systems.**

IGC only collect and reproduce national data without trying to analyze it, as that would mean analysing something which is very different and one might end up comparing things which are not comparable. Senior

officials often expressed a need to have their national data aligned with other countries' data: though sharing their experiences within the IGC, participants later introduced the necessary changes in their national practices. This is called 'de facto harmonization'. There should be no effort to force the states into a single format, as this will only slow down the data collection process.

**7. Data at the agency level is available more quickly than at the level of national statistical offices: sharing operational versus statistical data.**

During the first IGC meetings, it soon became apparent that states had a lot of data at their disposal. However, it became a question of putting that data in to the public domain, states were very unwilling to do so.

**8. Informality is an important principle for sharing data internationally: in the IGC framework, data remains provisional and operational.**

The IGC is an informal process with no special formal agreement signed up for sharing information. The data focal point in the IGC Secretariat is in direct working contact with the national focal points from each participating State. Data is collected by e-mail.

The prime data collected and sharing within IGC has been asylum data, and the only problem has been sharing small numbers (less than 5) in terms of complying with privacy laws.

Another reservation relates to sharing data through the public domain. From the very beginning, it was requested that a separate closed-access domain be created specifically for storing the collected data. The data remains provisional and operational with monthly reports drafted and shared only among those administrative bodies with access to the IGC web site.

**9. Data interpretation is left to the governments who confirm the correctness of all reports and participate actively in cohort data presentation.**

Presentations of data are made at IGC meetings. The IGC Secretariat prepares reports based on the collected data and sends them to member governments for confirmation. Once it receives confirmation that the data has been interpreted correctly, the reports are posted on the web site or presented to other participating States at the meetings. With regard to analysis of data, IGC often asks the governments to analyze their own data, rather than provide them with possible explanations of existing trends.

#### **10. Starting from minimum and gradually increasing the scope of collected data**

IGC wants to move beyond the original focus on asylum. There has been recently an increase of governments' interest towards broader migration issues.

### **4.7 UNHCR - Experiences in Collecting and Using Asylum Statistics (Based on UNHCR, 2006)**

UNHCR has a mandate to collect refugee statistics in over 150 countries. In most countries, various sources are used to establish the size and characteristics of refugee and other populations. In general, there are three main data providers: government agencies, UNHCR field offices and NGOs. Data are collected using mainly registers, surveys or censuses.

In most industrialized countries, the host government is generally the sole data provider. In contrast, in most non-industrialized countries, UNHCR assists the host country with refugee registration for the purpose of international protection, assistance and durable solutions. This assistance may vary from providing technical advice and limited assistance in countries with a more developed refugee monitoring system to managing the entire registration in countries with limited means.

The most important source of UNHCR's statistics is the Annual Statistical Report issued by UNHCR's 120 country offices. All the



reports are compiled and verified by FICSS at UNHCR Headquarters. The reports include a combination of statistics on population stocks and flows (new arrivals and departures), demographic characteristics (sex, age, origin, current location) as well as legal status (asylum-seekers, refugees, stateless persons, etc.).

Another key source of statistics is the monthly asylum applications lodged in 36 industrialized countries in Europe, North America, Japan and Oceania. In general, data is received from competent authorities in asylum countries and permits UNHCR to monitor trends in the number of persons applying for asylum and refugee status.

Harmonization of methodologies and definitions is of crucial importance when collating the data. UNHCR's Field Information and Coordination Support Section (FICSS) is responsible for setting standards and providing support in the area of statistics and data management. It is also responsible for developing and implementing statistical standards for global, regional and thematic data collection by UNHCR operations, operational partners as well as host governments. Moreover, it serves as the central entity for global compilation, verification, consolidation and dissemination of statistics on displaced populations under the UNHCR mandate. Only by applying the same minimum standards across themes and times can consistency in time trends and thus comparability of data be assured.

In UNHCR's experience, patterns of human mobility have become increasingly complex and refugee and migration movements have become intertwined ("asylum-migration nexus"). In this context, UNHCR has developed a 10-point plan of action for addressing the phenomenon of mixed migration flows. One of the key elements identified relates to data collection and analysis and any comprehensive strategy should, according to UNHCR, be based on the collection, analysis and exchange of data on the characteristics of the mixed migration flows.

In order to monitor these mixed migration flows, UNHCR is working together with the key actors concerned: affected states, government bodies, regional and international organizations, local and international NGOs, IOM and the International Labour Organization (ILO).





**CHAPTER 5:  
RESULTS AND PERSPECTIVES**

# Chapter 5

## 5.1 Results to date

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## 5.2 Perspectives

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## esults and Perspectives

*“Information is the currency of democracy” (Thomas Jefferson)*

### 5.1 Results to date

Based on the commitment of the parties involved, the General Model has achieved interesting qualitative and quantitative results since late 2002, when the first site visits to participating countries took off in earnest. Key achievements include:

#### **Limited resources were used effectively**

Due to the nature of the activities (consultations with governmental officials, mapping out data structures, researching existing legislation and norms on data collection) many of the related activities were complementary to IOM's existing capacity building in migration management activities and were supplemented by local mission support and field inputs.

#### **Establishing of a data sharing mechanism is unique**

More than ten different regional based databases and migration processes were evaluated in order to create new software designed specifically for the end-user (migration officials with varied levels of IT knowledge in the EECA). The Data Sharing Mechanism allows several methods of collecting data: through focal points or directly in user-prompt mode, on paper, or via Excel charts. The cooperation between the DSM team, the IT service company and governmental officials resulted in a flexible bilingual (English and Russian) mechanism that can easily be adapted for country administrators when creating national databases in any language and preparing new statistical reports and indicators over time.

## **Lots of data did exist**

The initial perception was that there was not a large amount of statistics in the EECA but in fact this was not quite the case. For example, Ukraine, in its proposed action plan for collecting data at the national level, identified 25 statistical indicators related to migration management that could be collected and eventually shared at the national level.

## **More than just data, a tool for policy and legal exchange**

Through the General Model's events, participating governments recognized that, although uploading raw numbers into a web site is a challenge, providing and sharing relevant laws and policy papers on migration management stipulating categories of migrants, roles of institutions and policy practices, is not. As a result, over 40 policy and legal documents have been provided to the DSM by EECA States since March 2005.

## **Ownership and training and coordinating at national level, via inter-ministerial working groups, provide an added advantage**

Pilot countries that have progressed substantially in building their data capacity and prioritizing their needs have also initiated inter-ministerial working groups (IMWGs). These IMWGs have often achieved more than just enhancing the data infrastructure. Priority has been given to tasks such as working towards the adoption of a legislative base for reforming migration data management and collection at the national level, developing an affordable IT platform for national statistical collection and exchange, institutionalizing training for the national network, and approving a minimum set of overall migration statistical indicators that can be collected first at a national and then at a regional level.

## **Recognition that some formalities are required before exchanging statistics**

While statistics can and are being shared informally, a new legislative basis often needs to be created before they can be authenticated at a formal level. This has led to participating EECA States' requesting samples and sources on how to accelerate this process in the region and ascribing to benchmarks and guidelines being developed by neighbouring regions (in particular, the EU).

### **Shortcomings at national level: access to Internet, lack of focal point, lack of resources**

Countries collect data with the support of, and in compliance with, their national, legislative, policy and administrative means and preferences. For this reason, most countries in the world have indicated that it is not possible to adopt an international standard or a universal list of pre-defined migration-related terms. Even if there was a desire to do so, several constraints have to be taken into account, such as inconsistency with existing systems at the national level, poor Internet access, lack of financial and human resources, expenses associated with altering statistical collection systems, and political interest groups impeding new legislation.

### **Best practice and general awareness that contacts and meetings can be used to inspire and learn from each other's successes and challenges**

None of the abovementioned constraints is unique. The General Model has already evaluated existing regional mechanisms for statistical collection and exchange at the European level, in Central America and Mexico, and within individual countries. Statistical collection and reporting within international organizations, such as IOM, ILO, OECD, and UN, have also been documented and shared in English and Russian with participating States.

The success of the General Model can be further developed and extended to other states easily and in many ways. For instance, the number of indicators can be increased, more training modules can be drafted, and more technical meetings can be arranged. All these actions will lead to the adoption of simple, flexible, timely and systematic conclusions to serve as action plans. The General Model can also be applied to other regions as a sustainable and promising approach: it is not an expensive investment since key steps towards enhanced migration-related statistical collection and exchange have already been undertaken, driven by States' interests and priorities.<sup>37</sup>

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<sup>37</sup> The DSM was presented and discussed at a regional Caribbean seminar in Curaçao, Netherlands Antilles from 5-8 November 2006 on building capacity to manage migration.

## 5.2 Perspectives

Access to migration statistics is a global priority. Data management is crucial in making policy at the governmental and regional level, as is the need for migration statistics for assessing today's distribution of international migrants at the country level and in all regions of the world, and for understanding international mobility vis-à-vis push and pull factors for migration and capturing trends. Statistics are like a streetlight: they can shed light on changes in the poles of attraction, one day attention is focused on work permit applications, the next day on the decisions about refugee status determination and so on. Statistics disaggregated by gender and age can have important implications for population growth, education policy, and demography. Comparable statistics can also reveal unanticipated shifts in migrant stocks between developing and developed countries. They can clarify trends in labour market circulation and provide the statistical basis for migration policy and resource allocation.

EU and its Member States have also recognized and prioritized the need for reliable and impartial statistics as the basis for sound migration policy. An EU Framework Regulation on Community Statistics on migration and international protection, likely to be implemented in 2007, clearly states that harmonization and comparability of Community statistics are essential for the development and monitoring of Community legislation and policies relating to migration and international protection. Moreover, it is stated that the objective of the Regulation is to establish a common framework for the collection and compilation of Community statistics on migration and international protection. The EU New Neighbourhood Instrument (which directly affects relations with the westernmost EECA states) calls for cooperation in migration-related information exchange, while both the Indicative Programme and the Draft Strategy Paper for Central Asia recognize the "need for reliable and comparable statistics based on European standards at regional level" (EC, 2006a) and the importance of "creating more effective migration management and internationally comparable statistics on migration" (2006b).



## **BOX 5.1 EU Integration as Motivation**

Countries aiming for EU membership have an additional motivation for improving the statistics they will eventually be obliged to deliver to the EC. However, while EU integration may be high on the overall state agenda, it may not seem so important for various ministries working in migration-related areas. EU integration is of direct interest to politicians and policy makers, but often the overall objective of EU membership does not trickle down to mid-level officials at the collection and production level.

The closer countries come to EU accession, the more national authorities need to understand that they have to provide information on at least an annual basis. For the time being, data is sometimes produced just to show that the state is able to meet EU requirements.

Similar to the EU, the US, its partner in the ongoing transatlantic dialogue, also has a vested interest in promoting regional migration-related processes in the EECA and in supporting governments in introducing legislative and administrative reform with the purpose of developing transparent migration policy based on sound data.

Attempts to set up exchange mechanisms for other regions of the world (South Africa, East Asia) are also being pursued, with help from IOM and EU Member States, most recently with the six Western Balkan countries. At an EU-CARDS funded seminar in 2005 on managing “irregular migration, trafficking and migration data management”, these six states agreed to give priority to working towards the EU regulation framework on migration and asylum statistics. Their short-to-long term goals emulate those of the General Model: setting up national networks for migration data management with well defined focal points; mapping out existing statistics, and selecting and defining the statistics that can best be presented in Annual Statistics and Policy Trends reports for each country and the region as a whole.

At the global level, IOM's International Dialogue on Migration's Data Workshop held in Geneva in 2003 indicated that data management is a priority for all IOM Member States. There was particular recognition that statistical indicators to be shared at the regional level should take into account pre-existing national data. "The creation of a data sharing mechanism would be a valuable next step, allowing easy and facilitated sharing of data within minimum formats" (IOM, 2003) (simple templates developed by countries' themselves) corresponding to principles generally applicable within the region.

IOM has continued to develop widely applicable tools to provide training to migration practitioners via its newly released *Essentials of Migration Management* (EMM) tool-kit that contains 32 thematic modules related to migration management (including a lesson plan for migration and statistical data and operational data management). The EMM, initially written in English, has been translated into Russian, Arabic, Spanish and French, and work on versions in Korean, Chinese and Bosnian is under way. In parallel, other international organizations are pursuing a wide range courses and seminars on data management on migration.

A key danger for any data sharing process remains the fact that the availability of, and need for, statistics might not be an integrated part of the administrative structure and culture; in some states, it is more often driven by dedicated individuals, and stakeholders often focus on events, rather than on the process. It is therefore of utmost importance that the process becomes embedded institutionally at state, regional and international levels. Since international organizations are less vulnerable to sudden political and strategic changes, they have the potential to be a more sustainable facilitator of a given process. This said, even in international organizations, valuable resources are lost, due to lack of vision and of understanding in senior management of the importance of data sharing processes. Role-models and strong partners within a process can be crucial and efficient: when combined with exposure to best practices, strong synergies can be achieved.

The future success of the Model depends on a sustained or emergent political process. Commitment and sincere interest at the States' decision-making level are extremely important. Ad hoc meetings, bi-annual events and periodic questionnaires are not enough. The Model has to be rooted in national strategies and follow-up projects as support for an integrated and comprehensive

approach, taking into account that legislative frameworks are different for each country. Key factors for success are the facilitation and support for capacity building of all involved entities in the state in their ability to collect, process, and share statistics. Indeed the entire administration should be able to use and analyze the available information and statistics in all work processes. Only transparent and foreseeable processes will allow the administration to utilize all resources and, by drawing on the knowledge deriving from information and statistics, efficient planning of the use of resources will become possible. In some cases, developing countries and states in transition need assistance in the form of funding for capacity building, and emerging processes need financial support in the initial phases. Such funding serves a double purpose: it obviously assists the beneficiary state, but also it helps countries affected by incoming migration, which just happen to be the traditional donor countries.

The Model's most important achievements are the States' commitment to moving the process forward and the active and practical cooperation between participating EECA States, international organizations, and individual IOM Member States, since they have a common interest in promoting capacity building, dialogue and inter-State cooperation in migration data management and policy development. Its strength comes from the fact that it takes into account experiences and lessons learnt by participating States, other countries and other regional processes. Although the Model's achievements are incremental and differences of approach exist from country to country, it continues to provide a flexible and feasible generic framework for exchange of statistics, a framework that over time enhances the quality, scope and consistency of migration management for those involved.





ANNEXES

# ANNEXES

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- 1** Outline of the General Model – Programme Components
- 2** Concept paper – Challenges and Effective Approaches to National, Regional and International Migration Data Collection, Sharing and Management: Focusing on Short Term and Practical Solutions
- 3** Creating a National Network: Management Structures Dealing with Migration-related Data
- 4** Bringing Producers and Users Together: an Example of a National Meeting Agenda
- 5** Mapping out Statistical Infrastructures : A Questionnaire
- 6** Inter-Ministerial Working Group: Example of an Action Plan
- 7** Establishing a centralized system for collection and sharing of migration-related information and statistical data (on the basis of proposals of ministries and agencies)
- 8** Workflow, Data and Information Technologies (IT) Assessments – Strategic Concepts and Integrated Operational Approach
- 9** IT Assessment Questionnaire
- 10** Overview of Regional Processes in Sharing Data on International Migration

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**11** The Data Sharing Mechanism (DSM): Procedures and Workflow

---

**12** Explanatory Notes to Statistical Indicators Used in the DSM

---

**13** DSM: Content and Sitemap

---

**14** The Data Sharing Mechanism: IT solutions for Challenges in sharing Migration-related Data on a Regional Basis

---

**15** Initial Statistical Indicators and a Sample of Data Documentation

---

**16** Logistical Organization of a Meeting: Tips for Preparing a Regional Event

---

**17** An Example of a Thematic Meeting Agenda

---

**18** An Example of a Technical Meeting Agenda

---

**19** An Example of Final Recommendations from a Regional Meeting

---

**20** DSM E-Library – Table of Contents

---

**21** Training Modules

---

**22** A Sample Training Module – Introduction to the DSM

---

**23** A Sample of a Mapping-Out Questionnaire.

# A nnex 1

## OUTLINE OF THE GENERAL MODEL - PROGRAMME COMPONENTS

*The „General Model“ for the collection, application and sharing of migration-related data - an emerging approach.*

### Introduction

At the workshop on Organisational Structures, Collection and Sharing of Migration-related Data held in Prague in July 2002 hosted by the Organisation for Security and Cooperation in Europe's Office for Democratic Institutions and Human Rights (OSCE/ODIHR), IOM and the Czech Republic, representatives from the States in Eastern Europe and Central Asia (EECA) called for a mechanism that could facilitate the systematic, timely and reliable exchange of migration-related data, both at the national and regional level. In response, IOM, OSCE/ODIHR – with inputs from the Inter-governmental Consultations on Asylum, Refugee and Migration Policies in Europe, North America and Australia (IGC), and the Danish Immigration Service – initiated the Programme for the Creation of a General Model for the Collection, Application, and Sharing of Migration-Related Data in early 2003.

All States in the region are invited to take part in the Programme – at the regional level or nationally (pilot countries are Kazakhstan, Moldova and Ukraine with initial introductory activities of carried out in Belarus, Russia, Kyrgyzstan and Tajikistan).

### Model

For those States who are themselves interested in, and committed to, developing and enhancing their statistical infrastructure, the “General Model” offers a flexible, proactive approach to data management. The



Model can be used for all types of migration data. Its elements can be applied in different tempi and in a different order and are therefore not mutually exclusive, nor do they represent an “all or nothing” approach. The Model recognizes that the reality of migratory trends is based on *timely, consistent and objective* data which already exists – although is not necessary shared – in the country. The approach also includes an important principle of connecting *producers* and *users* of migration-related data.

The “General Model” includes the following elements:

- Establishment of a national network including core institutions which handle migration data with well-defined focal points (national institutions) coordinating activities at the national level and facilitating regional exchange of agreed-upon data.
- Mapping out of existing statistical infrastructures, including definition of data governments wish to collect and share (where, when, why, how and by whom).
- Identification of national demand for migration data at different levels and of a minimum set of 5-10 aggregated, overall data indicators recognized and recognizable for the country, e.g. asylum data, labour migration, data on cross-border flows and some demographic variables. Documentation for the data is essential.
- Establishment of a Data Sharing Mechanism on the basis of data which is not necessarily comparable (minimum format) yet will enable information and data sharing in an informal, transparent and effective manner. Data sharing takes place electronically on the basis of agreed principles. It is driven by the network and can gradually – depending on users’ needs – be expanded by adding new data indicators, increasing the frequency of data collection (from annual to semi-annual and quarterly data submission), and introducing new data categories (gender, age, occupation etc.).

- A homepage for the exchange of information on statistical, policy and legal issues of relevance for understanding and using the data.
- Regional workshops which bring States together with a view of exchanging best practices, discussing new issues and approaches, and identifying common trends of interest in the region.
- Training modules which satisfy regional and national demand for basic training on different issues related to data collection, sharing and management. Study tours are also envisaged.
- National projects developed in response to national needs and priorities.

# A nnex 2

## CONCEPT PAPER

*Challenges and effective approaches to national, regional and international migration data collection, sharing and management: focusing on short term and practical solutions.*

Presented at the Workshop on Organizational Structures, Collection and Sharing of Migration-related Information, 3-5 June 2002, Prague

### Introduction

Over the past decade, there has been an increasing awareness of the different forms of migration – regular and irregular, voluntary and forced – and their impact on different sectors in origin, transit and destination countries. The reality and consequences of this migration will be covered by several core topics (e.g. migration and security, migration and development, and labour migration and trafficking) during the breakout sessions on the second day of the workshop.

With international migration rising to the forefront of policy issues worldwide, there is a corresponding awareness and interest in migration data. Although hardly a new phenomenon, it is useful to bear in mind that the range of information and statistical data available on migration is neither complete nor fully comparable, and indeed often limited and untimely. In spite of these limitations, a great amount of migration data is available and is being used more or less systematically.

Although several important and recognized initiatives at different levels, such as the UN Recommendations of Statistics on International Migration (1998), have been put forward and – for some – tested in practice, more effort and cooperation are needed to improve this situation.

Lack of credible data on migration means that policy-making and trend assessment are often based on incomplete or inaccurate information: can governments and other legitimate and important users accept such a situation? Indeed, to put it more directly, can users risk such a situation, which can result in dubious and untrustworthy decisions?

In this paper, we argue that this situation can, and should, change. We believe that credible data is instrumental and represents an indispensable basis for developing, monitoring and evaluating policy and legal issues in the field of migration. Alongside the aim of contributing to the workshop, this paper focuses on some challenges and effective approaches to national, regional and international migration data collection, sharing and management and will provide an overview of existing practices and present a practical approach towards migration-related data collection, application and sharing.

## 1. The Framework

Each state has its own system of data collection, application and sharing, which is relevant to its constituencies, legislative and policy frameworks, and traditions. Data may come from a variety of sources, be collected by a variety of bodies and be used for a variety of purposes.

Sources most often used for collecting migration data include:

- administrative registers (population registers, registers of foreigners),
- administrative records (issuance of residence and work permits, issuance of entry and exit permits, regularization, apprehension and deportation),
- records of processing of asylum applications,
- border statistics,
- censuses and household surveys.

Collection bodies typically include a variety of government departments, international organizations (IOs) and fora, NGOs, employment/recruitment agencies, educational institutions and other agencies dealing with migrants. The use of data within migration-related activities includes policy making and programme decisions on labour migration, asylum and integration, counter trafficking measures, security, as well as meeting the myriad of complex social, economic, demographic and political needs within a country or internationally.

A fundamental challenge to the application, sharing and management of migration data is how to handle the wide range of statistical indicators available without having common references to a globally established and recognized terminology, within the various migratory zones worldwide, or among countries with similar migration perspectives (e.g. countries of origin) or complementary migration perspectives (e.g. countries with similar migrant flows).

As mentioned earlier, the range of information and statistical data available on migration is neither complete, nor fully comparable – and indeed, in some cases, it is limited and untimely. In spite of these limitations, governments are beginning to recognize the importance of data, and migration information and statistics are being collected in some form, and can be shared and used by most States. However, in certain countries, there is a lack of resources, trained personnel or capacity to move towards developing effective data management programmes.

Apart from bilateral exchange of information between States, a number of international bodies collect or compile regional and international migration data. These bodies generally collect data on specific migration themes related to their areas of work (e.g. IOM, UNHCR).

Other organizations and institutions – and some countries – do not produce data, but compile pre-existing data from a variety of sources at national and local levels using it mainly to analyze trends and/or link and assess data, legal and policy issues together: for example, the UN as a whole, IGC, EU and OECD.

Migration in its nature is not a static phenomenon. The geographic

origin and the nature of flows continue to change and new migratory flows emerge. These characteristics bring new challenges to the process of producing, collecting, using; and sharing migration information; challenges that are – as will be evident and emphasized at the workshop – being met in a variety of ways at the national, regional, and international level.

## 2. Towards a common understanding of the need for and use of data

One might argue that migration policy could be made with or without data. However, it would be difficult to envisage a world where data on migration was non-existent or barely existed, or where perceptions of trends are based on anecdotal information and impressions.

One might also argue that data is like a streetlight – it provides light but is not always very enlightening. Arguably, there might be an element of truth in this, in that it illustrates the ever-existing ambiguity in the use of data where, on the one hand, there is an obvious need for data for administrative and political purposes, whereas, on the other, there is an inherent risk of possible misuse and abuse (e.g. data can be very impressive, but not very convincing).

Consequently, managing migration on the basis of data implies being able to determine what subcomponents constitute migration (e.g. categories of migrants), and how to obtain that information most effectively (e.g. reporting systems). Effective management of migratory trends implies, in addition, that policies and strategies are based on knowledge of the reality within those flows. Thus, it is of crucial importance that collection and sharing of migration data are built upon common principles, which ensures a high – wherever possible – degree of trust and confidence in the data.

Comparing national data and information with that available from other relevant States can, in some cases, further improve the effective management of migratory trends. This is also essential and often critical in providing insight into cross-border migratory trends and emerging patterns, or in suggesting areas for useful common actions, or, more

generally, in describing, monitoring and evaluating national policies.

In the UN Recommendations on Statistics of International Migration (1998), a series of categories was suggested as the basis for international migration statistics collection. The categories serve as indicators and guidelines for data collectors in compiling and sharing migration data. However, most governments apply different or additional categories based upon their own legislation, regulations, administrative purposes and traditions. Often, as a rule, data is gleaned from a multitude of sources which were not specially generated by statistical analysis from the original source. Moreover, many governments have only recently begun to include migration issues in their domestic legislation. In addition, since migration can be a sensitive issue, States may prefer to let data lie, and thus neglect sharing of information among institutions at the national level. Beyond this issue, a real challenge is to encompass specific national and regional migratory trends – often overlapping with more general data indicators – with the help of meaningful statistical and applicable terminology.

Altogether, the above examples illustrate the challenge at all levels (national, regional, and international) in recognizing the importance of pursuing and obtaining a common understanding – or at least a broad, sometimes legislative, mandate – of the need for and use of migration data.

More practically, the inherent challenge in data collection also highlights choices to be made, for example:

- between **broad, composite definitions** of data categories with limited use for encompassing relevant producers of data,
- *and* **tables with numerous specific categories** that enhance the use of data, yet present a complex picture of the situation in practice (especially if data is compared regionally or internationally).

Moreover, these examples also illustrate how the collection of migration data depends not only on different legislative issues, but also on different administrative systems, which are responsible for compiling the data. Streamlining administrative systems facilitates, but is not essential for, identification of the number of migrant categories specified at the national level. Full comparability of categories within a migratory zone is therefore not a realistic target in the years to come.

Therefore, at best and in a more long-term perspective, the importance of working towards a common approach to data collection and sharing cannot be stressed enough.

It is the premise of this paper that the collection, sharing and management of migration data is a process that requires time, resources and priority and needs to be approached very differently country-by-country and region-by-region. Thus, it is an ongoing process – which cannot be driven or catalyzed by single events. However, it is also a process involving a high degree of understanding and awareness of the *raison d'être* in the collection, sharing and management of migration through and by data.

In the short-term perspective – and due to the ever-increasing need for migration data – simply collecting and sharing the variety of migration data already available should be pursued.

As will be illustrated later in this paper, one successful and very operational approach to this issue has been to develop a single generic and general model which is based on a minimum format, rather than on complex standards, and existing national statistical infrastructures.

To address and formulate a common understanding of the need for, and use of data on, migration (irrespective of the level of sophistication infrastructure and resources needed), we should take into account the following precepts:

- Knowledge of the reality of migratory trends should be based upon data.



- The availability of data should reflect recognized needs in the country (and eventually for use by IOs, etc.) – in other words producers and users should be connected.
- There should be a minimum set of official data for the whole country and, as far as possible, this should be made available to the public (balancing the need for justifiable discretion against the need for transparency).
- Data should be adequate, timely, consistent, objective, and, wherever possible, comparable.
- Data should be collected and processed by all institutions according to well-known and well-accepted principles and formats – preferably on the basis of databases and registers provided directly by the primary (and original) source.
- Guiding principles for validating the data quality should be formulated and applied.

### 3. Challenges for the future: What can be done?

Numerous activities have been suggested, promoted and implemented with regard to increasing migration data collection, sharing and management at the national, regional and international level.

There is no one solution or structure that will “solve” an existing information and data gap on migration.

Overall, a *continued dialogue* on migration terminology and an exchange of concepts and existing data will contribute towards building clearer global understanding. Dialogue will also help to develop a better appreciation for, and commitment to, the need to enhance and improve migration data collection, sharing and management and to promote and shape coordination and cooperation among States, and regional/international organizations. Increased cooperation and coordination between and

within States will also contribute to an increased awareness of the need for timely, reliable and comparable migration data at all levels (nationally, regionally and internationally).

Improving the availability and effective use of data starts with examining primary sources at the national level. A common theme in various conferences and programmes on migration data is the need for building and reinforcing capacity of data management at the national level, sometimes with assistance indirectly facilitated, or directly provided, by regional and international organizations.

Another theme is the role of *regional and international organizations* in collection and sharing data on migration. IOM, among other IOs, has taken an active role in a number of regional processes on migration data management. Here we summarize lessons learnt from these activities and identify some prerequisites that would be needed in order to establish *effective migration data management systems* at the national level with focus on short-term and immediately applicable solutions.

A very important step for the establishment of an effective migration data management system is the creation - or the enhancement of an already existing - network of focal points on migration data among core institutions, with a single institution responsible for coordinating the collection, sharing and management of data available in the network. Through supporting mechanisms and coordination, a framework can be created within which institutions move towards a common understanding of existing data. These institutions are often both producers and users of migration data and, through their exchanges of data, contribute to the establishment of a producer-user network.

Experience has shown that defining **a minimum set of five to ten** overall aggregated indicators of migration data is a good starting point. Once collected, applied, and shared regularly at the national (and later regional) level on the basis of an agreed-upon format (e.g. data on asylum applications, labour migration, irregular migration, etc. with minimum categorization), these will provide the basis for revealing further needs in terms of data collection and developing additional indicators and data parameters. It is crucial that statistical indicators for regional

exchange arbe identified, taking into account already existing national data. Next, the creation of an agreed-upon Data Sharing Mechanism (DSM) facilitates sharing of data through the use of simple templates which respect generally applicable principles throughout the region.

Once the DSM has been established, data is exchanged according to a mutually agreed periodicity using a common template. Where possible, the DSM can also offer a data-handling service for requests, queries and consultations in and between institutions and other organizations in the participating countries. The more informal and flexible the DSM, the more effective it will be, allowing involved parties to review their actions or policies according to the administrative and cultural reality.

In the process of developing a regional DSM, it may become evident that some States require upgrading of existing, or the creation of new IT platforms, in order to enhance their migration data collection. Though an important element in itself, sophisticated IT capacities are not the main prerequisite for regional data sharing which can begin within the existing framework and with minimal resources.

Enhancement of statistical infrastructures can often happen gradually, using a limited number of resources within a limited timeframe. An important prerequisite, however, is that any such process is built upon national ownership.

### A “general model” for the collection, application and sharing of migration data – a new approach

The philosophy behind the “General Model” is that States are at different stages of development in terms of migration data management; levels of sophistication in their infrastructure, access to resources, and levels of commitment. For States that are themselves interested in and committed (ownership) to developing and enhancing their statistical infrastructure (capacity building), the “General Model” offers a flexible,

proactive approach to data management.

The Model can be applied for the collection, processing and sharing of all types of migration data and, in fact, to all types of data. In principle, elements of the Model can be applied in different tempi and in different order. They are therefore not mutually exclusive, nor do they represent an “all or nothing” approach. The Model builds on the necessity to have timely, consistent and objective data in order to assess the reality of migratory trends objectively. The Model’s key element is the connection between producers and users of migration-related data.

The Model was developed at the request of participants at the workshop on Organisational Structures, Collection and Sharing of Migration-related Information held on 3-5 July 2002 in Prague. OSCE ODIHR and IOM TCC were asked to promote and support the initiative of collecting and sharing of migration data in the region of Eastern Europe and Central Asia. Together with the Danish Immigration Service and Inter-governmental Consultations on Asylum, Refugee and Migration Policies in Europe, North America and Australia (IGC), these organizations developed the “General Model” for the EECA States, which can be also applied in other regions of the world.

The “General Model” includes the following elements:

Establishment of a national network including core institutions which handle migration data with well-defined focal points (national institutions) coordinating activities at the national level and facilitating regional exchange of agreed-upon data.

Mapping out of existing statistical infrastructures, including definition of data governments wish to collect and share (where, when, why, how and by whom).

Identification of national demand for migration data at different levels and of a minimum set of 5-10 aggregated, overall data indicators recognized and recognizable for the country, e.g. asylum data, labour migration, data on cross-border flows and some demographic variables. “Documentation for the data” – a matrix with key methodological notes and definitions of the indicators - is essential. The national focal point - institution compiling the data - remains the owner of the data.

Establishment of a Data Sharing Mechanism on the basis of data which is not necessarily comparable (minimum format) yet will enable information and data sharing in an informal, transparent and effective manner. Data sharing takes place electronically on the basis of agreed principles. It is driven by the network and can gradually – depending on users’ needs – be expanded by adding new data indicators, increasing the frequency of data collection (from annual to semi-annual and quarterly data submission), introducing new data categories (gender, age, occupation etc.)

A homepage for the exchange of information on statistical, policy and legal issues of relevance for understanding and using the data.

Regional workshops which bring States together with a view of exchanging best practices, discussing new issues and approaches, and identifying common trends of interest in the region.

For use both at the national and the regional level, 15 training modules on statistics are created within the model, covering a range of issues: including 1) why there is a need for data, 2)

which data indicators are relevant/needed, 3) basic concepts and categories of migrants, 4) how data could be compiled/used, 5) how data, policy and legal issues be linked together, etc.

Furthermore, technical training seminars are conducted for key technicians on migration data from each of the EECA States. Study tours for local data experts and migration authorities are also envisaged.

National projects are developed in response to national needs and priorities.

Since the process is ongoing these efforts and activities in the General Model supplement each other.

#### 4. Key issues for consideration and discussion with focus on short term solutions

Migration policies will be formulated whether data is available or not. It is preferable to:

- formulate policies on the basis of data, rather than in a void;
- use recent, rather than historical, data;
- use data from other countries;
- connect producers and users, so that they do not interact with data in isolation;
- begin work with existing fragmented data, rather than waiting for an ideal system to be established;
- create a continuing dialogue on the need for, and use of, migration data, instead of maintaining the status quo and leaving the gaps in information and data;
- establish a common agreement on the scope and type of data to be collected and shared and thus avoid developing methods on an arbitrary case- by-case basis;
- pursue cooperation and coordination with neighbouring countries, rather than consider migration as a national issue;
- work towards a common understanding of a minimum format for the exchange of data, rather than wait for standards to be implemented;
- recognize the need for a long-term common data collection approach, based ideally on a generic approach using a minimum format, without expecting information and data gaps on migration to disappear over time.

# Annex 3

## CREATING A NATIONAL NETWORK - MANAGEMENT STRUCTURES DEALING WITH MIGRATION-RELATED DATA

XX COUNTRY

Institution/Department	Name / Title	Address	Tel/Fax	E-mail	Website
Ministry of Internal Affairs, State Department for Citizenship, Immigration and Registration of Natural Persons	Name/ First Deputy Director				
Ministry of Internal Affairs, State Department for Citizenship, Immigration and Registration of Natural Persons	Name/ Senior Inspector for Special Missions				
Ministry of Foreign Affairs, Department of Consular Service	Name/ 3rd Secretary				
Ministry of Labour and Social Policy, Department of Employment Policy and Labour Migration	Name/ Head				
State Employment Centre, Section for Migration and International Cooperation	Name/ Deputy Head				
Administration of the State Border Guard Service	Name/ Head				
State Committee for Nationalities and Migration	Name/ Main Specialist				
State Committee of Statistics, Population Statistics Department	Name/ Deputy Director				
State Committee of Statistics, Labour Statistics Department	Name/ Deputy Director				



# A

## nnex 4

### BRINGING USERS AND PRODUCERS TOGETHER: AN EXAMPOLE OF A NATIONAL MEETING AGENDA

<i>Day 1</i>	<b>Internal IOM meeting (1-2 hours)</b>
	<ul style="list-style-type: none"> <li>• Demonstration of IOM Data Sharing Mechanism and homepage               <ul style="list-style-type: none"> <li>- background</li> <li>- structure, content, workflow, public vs. restricted information</li> <li>- indicators for pilot project</li> <li>- use of homepage as library of policy and legal document information</li> <li>- launch date</li> <li>- information about the Country on the homepage</li> </ul> </li> <li>• Issues for discussion with focal points working on migration data from the Government</li> <li>• Overview of initiatives and activities in relation to the General Model</li> <li>• Introduction to overall national approaches on data in pilot states</li> <li>• CD-electronic library</li> <li>• Input and ideas from the IOM mission for activities of relevance for the General Model and in specific for the Country</li> <li>• Development of national proposal and reports</li> <li>• Any other business</li> </ul>
<i>Day 2</i>	<b>Data meeting with governmental officials (2 hours)</b>
	<ul style="list-style-type: none"> <li>• Follow-up to the data seminar with national core institutions dealing with migration-related data</li> <li>• Demonstration of the IOM Data Sharing Mechanism and homepage               <ul style="list-style-type: none"> <li>- background</li> <li>- structure, content, workflow, public vs. restricted information</li> <li>- indicators for pilot project</li> <li>- use of homepage as library of policy and legal documents and information</li> <li>- launch date</li> <li>- info about the Country on the homepage</li> </ul> </li> <li>• The Country's participation in the Data Sharing Mechanism</li> <li>• Overview of initiatives and activities in relation to the General Model               <ul style="list-style-type: none"> <li>- introduction to new national and regional initiatives and activities within the DSM project</li> <li>- training modules</li> <li>- CD-electronic library</li> <li>- new activities to be undertaken</li> <li>- other IOM initiatives closely related to data activities in EECA countries</li> </ul> </li> <li>• Overview of main activities in pilot states in relation to data management               <ul style="list-style-type: none"> <li>- examples of best practices and recent experiences</li> <li>- capacity building for migration management in the Country</li> </ul> </li> <li>• Future activities</li> </ul>

# A

## nnex 5

### MAPPING OUT STATISTICAL INFRASTRUCTURES: A QUESTIONNAIRE

1. Please list the governmental body (or bodies) in your country responsible for collecting migration-related statistics.
2. Please list and describe the data collected by each body.
3. Please describe the key statistics collected in the last five years.
4. Please describe how these statistics are used by your organization or government (e.g. changes in legislation, changes in policy, management purposes and documentation of resources used for specific activities, etc.)
5. Please describe the source of the compilation of key statistics (e.g. are statistics available in your organization compiled on the basis of a database or register? If yes, is the database or register centralized? Are there several national databases or registers?)
6. Are key statistics broken down by instances (e.g. first instance and appeal instance)?
7. Is the type of migration indicated in key statistics (e.g. work and education)? If yes, what are the main categories?
8. Does the same government body (or bodies) collect migration-related statistics for persons immigrating to the country (e.g. the granting of residence permits to the country in a given year) and for non-nationals living in the country

(e.g. the total number of immigrants in the country)?

9. Is there external sharing of relevant migration-related statistics?  
If yes, which governmental body or (bodies) is responsible?
10. If yes, please describe the key statistics shared with other countries and international organizations and the language and the form (e.g. paper-based or IT-based) used in disseminating the data.
11. Are key statistics shared with other countries and international organizations based on a common format or your national format?

# A nnex 6

## INTER-MINISTERIAL WORKING GROUP: AN EXAMPLE OF AN ACTION PLAN

#	Events	Timeline	Responsible/coordinating entity
1	Proposal of a draft regulation establishing the order and forms for the collection and exchange of information between state ministries and entities	Third quarter	MFA, all other ministries involved
2	Inclusion of new members into the Working Group (WG) – representatives of the State Agency of Information Technology and Resources	Second quarter	Passport and Visa Department, MoI
3	Conduction of the WG meeting	Quarterly	MFA
4	Confirmation of a minimum set of data	Second quarter	MFA, all other ministries involved
5	Preparation work towards the creation of a minimum set of data (6 indicators) created by/for use by ministries and entities  Approval and confirmation of the set of data  Development of a regulation for the collection and exchange of information  Development of the interdepartmental network concept  Drafting of the list of required equipment	Third quarter	MFA, all other ministries involved

#	Events	Timeline	Responsible/coordinating entity
6	Development of a glossary	Third-fourth quarter	All ministries involved
7	Appointment and training of staff to deal with the creation of a data base	Second quarter	IOM/MFA -- Done
8	Collection and preparation of information on foreign students studying in high schools	Third quarter	Ministry of Education
9	Collection and preparation of information on students studying in high schools in the COUNTRY	Fourth quarter	Ministry of Education
10	Collection and preparation of information on nationals studying abroad within the framework of programmes of the Ministry of Education	Fourth quarter	Ministry of Education
11	Collection of information on citizens of the COUNTRY, seeking a job abroad	Third-fourth quarter	Ministry of Labour
12	Placement of contact information about state authorities working on labour migration issues in the Employment Service Centres		Ministry of Labour
13	Registration of the number of tourists, arriving in the COUNTRY	Third-fourth quarter	State Committee on Tourism
14	Development of an appropriate regulation and preparation towards the creation of a data base on the citizens leaving for permanent stay in the NEIGHBOURING STATE	Third-fourth quarter	State tax service

# Annex 7

## ESTABLISHING A CENTRALIZED SYSTEM FOR COLLECTION AND SHARING OF MIGRATION-RELATED INFORMATION AND STATISTICAL DATA (ON THE BASIS OF PROPOSALS OF MINISTRIES AND AGENCIES)

<p><b>Ministry of Interior of COUNTRY</b></p>	<p>1. Number of foreigners registered by bodies of the Ministry of Interior:</p> <p>1.1. men;</p> <p>1.2. women;</p> <p>1.3. children;</p> <p>1.4. with short-term visas (up to 6 months);</p> <p>1.5. with long-term visas (over 6 months);</p> <p>1.6. for education purposes;</p> <p>1.7. for employment purposes;</p> <p>1.8. religious activists;</p> <p>1.9. refugees.</p> <p>2. Number of citizens of COUNTRY issued with documents for emigration for permanent residence abroad (overall/adopted children).</p> <p>3. Number of persons granted citizenship of COUNTRY:</p> <p>3.1. persons granted citizenship of COUNTRY according to articles 7 and 8 of Law of COUNTRY on Citizenship of COUNTRY;</p> <p>3.2. persons granted citizenship of COUNTRY according to Article 9 of Law of COUNTRY on Citizenship of COUNTRY;</p> <p>3.3. persons, whose Ukrainian citizenship was renewed according to Article 10 of Law of COUNTRY on Citizenship of COUNTRY;</p> <p>3.4. children granted citizenship of COUNTRY.</p>	<p>5. Intercepted groups of illegal migrants/ number of persons in these groups.</p> <p>6. Number of persons deported from COUNTRY:</p> <p>6.1. men;</p> <p>6.2. women;</p> <p>6.3. children;</p> <p>6.4. with terms of stay up to 6 months;</p> <p>6.5. with terms of stay over 6 months;</p> <p>6.6. persons, whose further entry to COUNTRY was prohibited;</p> <p>6.7. deported by force;</p> <p>7. Number of persons detained in specialized facilities of the Ministry of Interior.</p>	<p>8. Number of foreigners detained for violation of rules of stay of foreigners in COUNTRY.</p> <p>9. Number of foreigners, on whom administrative sanctions were imposed.</p>
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<p>4. Number of persons having lost citizenship of COUNTRY:  4.1. persons renouncing citizenship and expatriated from COUNTRY according to Article 18 of Law of COUNTRY on Citizenship of COUNTRY;  4.2. persons losing citizenship of COUNTRY according to Article 19 of Law of COUNTRY on Citizenship of COUNTRY</p>	<p>10. Number of citizens of COUNTRY, issued with documents for permanent residence abroad:  10.1. men;  10.2. woman;  10.3. children.  11. Number of foreigners issued with immigration visas of COUNTRY:  11.1. men;  11.2. women;  11.3. children.</p>	
<p><b>Ministry of Foreign Affairs of COUNTRY</b></p>		
<p><b>Ministry of Labour and Social Policy of COUNTRY</b></p>		<p>12. Number of citizens working abroad temporarily:  12.1. by age:  - under 30 years of age;  - 30 years old and older.  12.2. by gender:  - men;  - women.  12.3. by country (in particular, in CIS countries);  12.4. by length of stay:  - up to 6 months,  - over 6 months.  12.5. by education:  - secondary;  - secondary special;  - higher level.  13. Number of foreigners applying for and receiving employment permits:  13.1. by facility (according to ownership forms):  - private;  - collective;  - public.  13.2. by country (in particular, from CIS countries);  13.3. by terms of stay:  - up to 6 months;  - over 6 months.  13.4. by education:  - secondary;  - secondary special;  - higher level.</p>

<p><b>Ministry of Education and Sciences of COUNTRY</b></p>	<p>14. Number of foreigners studying in COUNTRY:  14.1. by types of education facility:  - secondary;  - secondary special;  - higher level.  14.2. by country of origin (in particular, from CIS countries).</p>		
<p><b>State Committee of COUNTRY for the State Border Security</b></p>	<p>15. Number of foreigners entering COUNTRY:  15.1. men;  15.2. women;  15.3. children; 15.4. for a period of stay up to 6 months;  15.5. for a period of stay over 6 months.</p>	<p>16. Number of foreigners refused entry to COUNTRY.  17. Number of foreigners detained for illegal crossing of the state border of COUNTRY. 18. Number of foreigners detained for violation of rules of stay in COUNTRY.  19. Number of foreigners transferred to border authorities of neighbouring countries.  20. Number of foreigners deported from the country.  21. Number of foreigners transferred to COUNTRY by neighbouring countries.</p>	<p>22. Number of foreigners, against whom administrative sanctions were imposed for violations of legislation on state borders.</p>
<p><b>State Committee of COUNTRY for Nationalities and Migration</b></p>	<p>23. Number of submissions by foreigners, received for review by migration service bodies on granting refugee status/ number of submission on granting refugee status that were rejected.  24. Number of persons granted refugee status.</p>		
<p><b>State Committee of COUNTRY for Regulating Policy and Businesses</b></p>	<p>25. Number of foreigners registered by local authorities as economic actors  - by country of origin.</p>		



# A nnex 8

## WORKFLOW, DATA AND INFORMATION TECHNOLOGIES (IT) ASSESSMENTS - STRATEGIC CONCEPTS AND INTEGRATED OPERATIONAL APPROACH

### Introduction

The mission of a migration agency is to process its cases in an effective and correct manner. Knowledge of the reality of how these cases are being processed is the base for an effective monitoring and prioritization within an organization. It is also a very important element of migration management as a whole.

To ensure this framework, management of migration should be based on timely, adequate and objective information and statistics which is well-defined and recognized by all involved.

This requires a common understanding – within and/or between agencies – of actual workflows for processing all relevant categories of cases. Moreover, it is important that all agencies use the same definitions, labels and categories of information (type and number of categories, level of detail required, etc.). Finally, the statistic base should contain the quantitative aggregated information available for each defined category of migration.

This paper will provide an integrated and operational approach to workflow, data and IT assessments as a whole. Basically, each assessment can be described thus

- workflow assessment focuses on how relevant categories of cases can be identified, documented, most effectively processed, and streamlined (input);

- data assessment then looks at how to obtain information about relevant categories of cases efficiently, through the use of reporting systems for collection, sharing, and analysis of statistics (output);
- finally IT assessment recommends adjustments to IT systems in order to ensure the availability of an effective electronic migration system capable of satisfying, where possible, the outcomes of findings generated by workflow and data assessments.

### Concept assessments

A graphical illustration of the relationship between workflow, data and IT assessments can be summarized as follows:

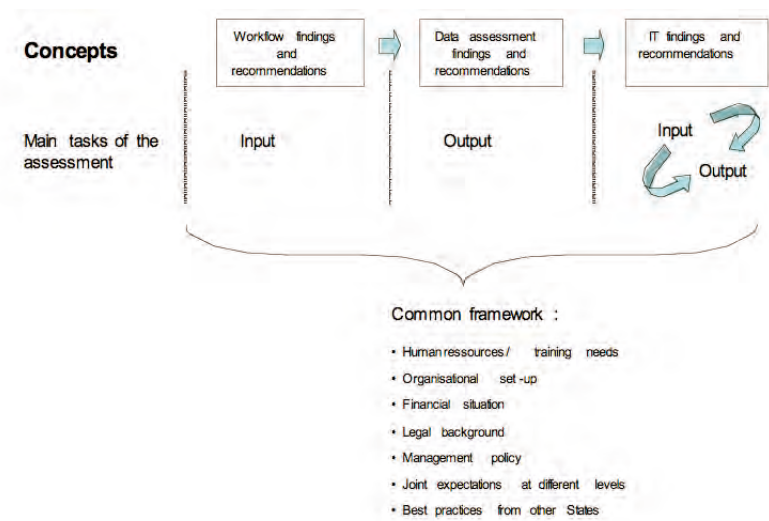


FIGURE 1: Concept Assessments

### Common framework

Since the three areas to be examined - namely workflow, data and IT - are interlinked and therefore based on a common framework, it is relevant to analyze and describe conditions for this framework and thus develop a common platform upon which to proceed to identification of realistic and plausible recommendations and to improvement in all three aspects.

For this purpose, all the following issues are relevant and must therefore be addressed:

## Human resources

An assessment of available skills at an AGENCY and other authorities involved includes the following:

- total number of staff employed and their location in the different departments;
- categories of staff (academic staff, case workers, IT-staff, others);
- qualifications (education, experience);
- average duration of employment contract;
- method of sharing relevant information and/or experience gained;
- availability of in- and out-house skills.

## Training needs

Once the above assessment is complete, it is possible to assess specific training needs, including type and length of training courses required.

Training courses that could be relevant include:

- practical training;
- national legislation;
- EU and international standards;
- case processing;
- IT;
- best practices.

## Organizational Plan

The division of competences within the AGENCY and with other authorities involved must be mapped out in such a way as to develop a clear and well-defined overview of competences which permits acceptance by all levels of the organization and ensures interrelation between workflow, data and IT. This would include:

- a description of levels and of criteria for distribution of competences (including those defined by legislation);
- list of steps to be taken to ensure a clear and well-defined distribution of competences that satisfies all parties.

## Financial situation

The financial resources, for the short and long term, are an important factor in developing and improving the functioning of the AGENCY, both in relation to the operation and maintenance of core functions, on the one hand, and to the development of the organization, on the other:

- a description of current financial situation;
- sources of funding (national budget and international donors);
- destination of specific funds (i.e. earmarked for certain purposes);
- existence of available means in the short term, as far as this information is available;
- potential for possible financial resources in the medium and long term;
- allocation of financial resources to operational expenses and development.

## Management policy

Further, it is important to define the strategies, visions and values that will constitute the AGENCY's management base, and the methods for sustaining appropriate interrelations between workflow, data and IT. In this regard, it is also important to describe ways in which AGENCY staff members, at all levels, develop their commitment to the organization's common values:

- How is the management basis of the AGENCY constituted?
- What steps have been taken to ensure staff commitment at all levels?
- Is the relevance of the interrelationship between workflow, data and IT understood and accepted at all levels?

## Common expectations

It is also essential to clarify common expectations at all levels of the organization and to ensure that these are well-established at the senior management level. It is important to ensure that these expectations are well-defined, understood, and accepted at all levels to ensure commitment and involvement.

## Best practices from other states

In international capacity-building projects and programmes, the usage of best practices from other states is a core element: it incorporates learning from experience in other administrations and facilitates the best possible development of the administration/organization in question, from both the short and the long term perspectives. The following questions should be taken into account:

- To what extent is the AGENCY applying best practices in the process of development?
- Is the relevance of best practices understood and accepted by all levels?

## WORKFLOW ASSESSMENTS

### **The role of workflow findings and recommendations**

The objective of workflow assessment can be defined as:

“To assess the current efficiency of the AGENCY’s workflow and operational structure and connected procedures in other agencies in order to uncover the main obstacles to effective functioning and present proposals as to its enhancement. During the assessment, the expert will focus on where the processes in the workflow would feed into data collection, processing and exchange within the AGENCY and between relevant agencies dealing with migration related data, thereby forming a baseline for further in-depth assistance in this area that will feed into the development of the Electronic Case Processing System and its related database.”

It is further suggested that the AGENCY’s current operational arrangements and workflow may have numerous shortcomings that impede its capacity to perform its functions.

Thus, the goal is to present recommendations which aim at optimizing the daily workflow in such a manner that it creates as much value for the AGENCY’s “customers” (applicants and other interested partners) as possible with a minimum of resource wasted through overproduction, long waiting-times, and correction of errors. The recommendations do not focus on accelerating the work speed of the AGENCY staff, but on streamlining the workflow process - in other words, responsibility for quality and efficiency will not be placed on the individual employee, but integrated into the working processes.

### Proposed steps in the assessment

In order to draft relevant recommendations for improvement, it is necessary to have a clear picture of actual workflows. It is essential to have a complete overview of each workflow phase in order to ensure that all necessary steps have been included in the recommendations. In this regard, the following information is relevant and must be gathered:

## **Different actors involved in the workflow**

- Which relevant actors have a role to play and which tasks are they responsible for?
- What competences are assigned to each actor and by whom?
- How do they cooperate?

## Categories of migration cases

- What categories of migration cases exist (e.g. family reunification, migration for labour or study purposes, visa)?

## **Description of the workflow for each category of cases**

- Which formal requirements exist: for instance, is there a standard application form?
- What documentation is required in support of the application?
- Where is an application to be handed in?
- How is an application registered?
- Are applications screened on arrival?
- Where in the authority are applications processed, and by whom?
- What are the different steps involved in processing an application?
- What information and which processing steps are registered and how?
- Are any other authorities involved in processing applications?
- What competences does the individual case worker have? Do they refer specific cases to a superior officer during processing?

- Who makes the decision in each case?
- Are decisions countersigned by a superior officer?
- What types of documentation are issued when an application is accepted, and by whom?
- Is the decision registered, what information is registered, how and by whom?
- If an application is refused, what are the possibilities of an appeal or for complaint?
- Who is responsibility for handling appeals or complaints?
- What is the scope of the existing Electronic Case Processing System, to what extent it is applied and to which steps in the workflow?

### **Future needs - a new workflow system**

In order to make the best possible set of recommendations for a new workflow system, it will also be necessary to receive input on the expectations and perceived needs of the AGENCY and other relevant actors in the field of migration management.



### **The role of data findings and recommendations**

The objectives of data assessment are defined as:

- “Carry out a comprehensive assessment of the current situation in relation to collection, usage, analysis and sharing of migration data between relevant agencies, looking at flow of cases in connection with the need for retrieval of data from the flows and in the light of the future creation of an Electronic Case Processing System;
- Address the means of streamlining, enhancing data quality, validating data and harmonizing the collection, analysis, and exchange of data at the inter-departmental level;
- Outline the possible difficulties and obstacles that the local officials might face in the data management process.”

### Introduction

Policy decisions are needed to manage migration more effectively, but such decisions are only as effective as the statistical data used to guide policy development. This is also true for the allocation of resources within migration agencies.

Access to timely, adequate and objective statistics, coupled with a system for collecting and analysing migration statistics for management purposes and for sharing statistics, is therefore essential to ensure that migration agencies perform effectively.

### Proposed steps in the assessment

Each migration agency may create its own system of data collection, application and sharing of relevance to its constituencies, framework and traditions and statistics may come from different sources and agencies. The first step in the data assessment is therefore to start with the source(s), namely data production and collection, and understand

the process whereby statistics reach managers and decision makers:

- Where does the statistics come from?
- Who provides the statistics?
- How often are they collected?
- Which legislation or procedural norms exist?
- How are migration categories defined? (link to workflow assessment)
- What factors affect data quality and reliability?

The second step is to understand the expectations and needs of all users in requesting timely, adequate and objective statistics. This step involves bringing providers and users of statistics together and establishing jointly how the breakdown of migration data into specific categories and/or indicators will be used for management and policy decisions, and thus ensuring that all the necessary competences and resources are available to facilitate this process. Examples from other states, including EU Member States will be provided. Questions to be addressed include:

- Is there an overall policy on use of statistical indicators? (e.g. management and public uses)
- Which organizations are responsible for drawing up the overall requirements for statistical information?
- Are there examples of how to establish and use management statistical indicators? (e.g. for contract management in an organization)
- Are there examples of how to establish key statistical indicators for public use? (e.g. for statistical overviews)

- Can reporting templates for analysing and sharing statistics be used?
- What is the current scope of statistical analysis after it becomes available? (e.g. cross-comparisons of types of migration, periodicity of reports to be analysed, resource allocations on the basis of management statistical indicators)

The third step focuses on sharing migration statistics with relevant agencies having a specific interest in assessing a possible future creation of an Electronic Case Processing System, and includes the following questions:

- Is there consensus between agencies on how to measure migration statistics? (e.g. what is an application? what is a decision?)
- Are there multiple data sources?
- Are cross-agency statistics already being shared?
- Can these statistics be compared?
- Is there a national working group on statistics?
- Do agencies agree on the overall migration statistical indicators for the country?
- Are there well-defined focal points at the agency level? Have all relevant actors and their competences in the field of migration been identified?
- Will one agency be the overall coordinator, at the national level, for the publication of statistical figures and sharing of statistics with other states and regional mechanisms?

On the basis of the first three steps, the fourth step concentrates on how to retrieve statistics about the relevant migration categories most effectively through the use of reporting systems. Some of the relevant issues to be addressed include:

- Are statistical reports being automatically retrieved from the current systems?
- Is there an integration of data from different systems when (if) statistical reports are retrieved from the current systems?
- How are ad hoc statistical requests being retrieved from current systems?
- Is the statistical production centralized or decentralized?

The fifth step addresses the ways of enhancing the quality and timeliness of migration statistics – this is a core task for a migration agency, albeit often invisible. The involvement of many case workers in the registration and updating of cases implies that data may not be totally accurate.

- Are statistics collected systematically? (i.e. according to well-defined and well-agreed principles and a fixed terminology)
- Have guiding principles been formulated and are they used to check the quality of data (sources and types) at the local level? Is there ownership for this task?
- Are check-lists available?
- Are sample controls of data taken?
- Are there mechanisms which ensure, on the one hand, fast (and correct) registration and update of the cases and, on the other, rapid processing of relevant statistics?

The sixth step focuses on how to integrate national migration statistics into wider regional sharing mechanisms, including compliance with EU standards – and other regional mechanisms, such as the Data Sharing Mechanism for EECA countries. In this regard, the following elements should be taken into consideration:

- Collection and sharing of statistics on the basis of principles of impartiality, reliability and objectively;
- Legal infrastructure of future statistics sharing with the EU, in particular the European Commission's Proposal for a Regulation on Community Statistics on Migration (2005);
- Policy and statistical reports, in particular the compilation of EU annual reports on migration and inter-agency consultations;
- Transmission of statistics, in particular regional sharing of statistics, annual questionnaires on migration, EURASILE and CIREFI collections, the Schengen Information System, Visa Information System and Eurodac.

### **Link between workflow assessment and data assessment**

Workflow and data assessments are interlinked, since identification and description of all migration categories in the course of workflow assessment (e.g. asylum, family reunification, labour) are also important for the collection of statistics.

A definition of each migration category should be compiled. It should include a clear and detailed description of workflow in processing and registering cases, from the moment an application is filed, including the processing procedures, until a decision on the application is taken and registered.

A typical case is described in the table below, showing a timeline from reception of an application to the decision. It includes a list of some key

elements that should be described for each migration category in order to have a clear picture of the case management structure.

The application is received	Examination of the application	Decision
<ul style="list-style-type: none"> <li>▪ Where does the applicant apply for a permit?</li> <li>▪ How is the application delivered to the authority?</li> <li>▪ Who in the authority receives the application?</li> <li>▪ Is there any kind of registration made at the time the application is received? What data is registered?</li> <li>▪ Is there, at this time, any contact with other authorities?</li> </ul>	<ul style="list-style-type: none"> <li>▪ Where in the authority is the application processed? Is it the same place where it is received/by the same people?</li> <li>▪ Is there any kind of registration made at the time of the processing? What data is registered?</li> <li>▪ Is there, at this time, any contact with other authorities?</li> </ul>	<ul style="list-style-type: none"> <li>▪ Who makes the decision?</li> <li>▪ What kind of documentation is issued?</li> <li>▪ Is there any kind of registration made at the time of the decision? What data is registered?</li> <li>▪ Is there, at this time, any contact with other authorities?</li> </ul>

TABLE 1: Link between the workflow assessment and the data assessment

## Future needs

Data assessment will lead to a comprehensive analysis of current procedures and methods of migration statistics management in terms of collection, analysis and sharing. In addition, the assessment will result in concrete recommendations and proposals on ways of improving the human and technological capacities of the system.

In general, key issues to be considered when conducting data assessment include challenges in:

- producing and sharing migration statistics on the basis of easy and flexible access to statistical reports;
- stating clear goals for statistics dissemination for management and public purposes;
- integrating data from different systems, where possible;
- ensuring links between providers and users of statistics (also at the inter-agency level(s)); and
- taking into account available and proposed templates and definitions for regional and international sharing of migration statistics.

### **The role of IT findings and recommendations**

IT recommendations aim directly at accommodating the findings and suggestions made in the course of workflow and data assessments. They help to ensure that the IT infrastructure is suitable for supporting an *information system* capable of generating and delivering relevant, accurate and timely data and statistics for the management of the AGENCY.

The point of departure is an assessment of the AGENCY's present information system and its underlying IT infrastructure. Based on this assessment and the subsequent analysis, a set of general and specific recommendations can be formulated, with the aim of developing the existing IT infrastructure and information systems to a level where they can fully support the AGENCY's present and future needs.

### Present information and IT systems

Prior to describing and analyzing the structure of present information and IT systems, it is necessary to pose a wide range of questions, of which the most important are:

- Are present IT and information systems capable of producing relevant, accurate and timely data and statistics to management?
- What is the exact architecture of the present IT and information systems?
- How is data transformed into information flows and then channelled into final reports and statistics?
- What types of IT equipment (i.e. servers, workstations, software, networks etc.) are currently used?
- What types of user interfaces are used?
- What levels of security are provided?

- What are the standards of integration? How do different systems communicate?
- Which types of reporting tools are presently used?
- What type of office system (i.e. word processing, spreadsheet) is used today?
- Which types of databases (i.e. MYSQL, Oracle) are in use?
- How is the IT environment customized and developed? (e.g. using development tools)
- Who is responsible for running, maintaining and developing the AGENCY's information- and IT-systems?
- What is the exact architecture of the present underlying IT system?
- What are the strengths and weaknesses of the present information system and the present IT infrastructure?
- How can the IT and information system architecture be illustrated graphically?
- Who are the main interested parties to the present infrastructure and to the present project?
- What is the AGENCY's present and future IT strategy?

Establishing exact knowledge and a structured presentation of the answers to these questions provides a solid foundation for discussing and designing a proposal for a new information and IT system capable of supporting the data, statistic and reporting needs of the AGENCY.



## Future needs - a new information system

In order to produce a viable proposal for a new management information system capable of producing high quality data and statistics, a broad range of elements must be taken into consideration. The existing IT and information systems have to be integrated with the new system, either by migrating data and the IT platform from the present to the new system, or by integrating parts of the present system with the new system. In either case, the aspects and considerations listed below should be dealt with during the process.

### General considerations

- The objective must be a uniform IT environment based on an international standard platform.
- All systems and designs taken into consideration must respect the AGENCY's overall IT strategy.
- All systems must be based on international standard components. Scalability and integration with other systems (i.e. for exchanging data) should be closely considered and follow international standards.
- Financial resources: it is important that the costs of development, running and maintenance of all systems are covered by the budget.
- A plan for moving from the present system to the new system must be formulated, including:
  - a well-defined project organization;
  - a detailed project plan with well-defined milestones, including a phase for building a prototype to be used for running tests and training staff;
  - a detailed plan for future running, maintenance and

development of the systems, including assessment of national and regional qualifications available;

- documentation standards.

## New information system and IT architecture

- A graphical description of the new proposed information and IT system architecture.

## Hardware

- Servers: equipment specifications and considerations.
- Workstations: equipment specifications and considerations.
- Networks, both LAN and wide area: equipment specifications and considerations.
- Other equipment, e.g. UPS, back-up-systems etc.

## Software

- Operative systems (servers and clients): equipment specifications and considerations.
- Software for ETL tasks (servers and clients): equipment specifications and considerations.
- Software for reporting (servers and clients): equipment specifications and considerations.
- Static reporting.
- Dynamic reporting – cubes (OLAP) – drill down.
- Metadata reporting – bi-directional business and technical.
- Other software, e.g. back-up-systems, anti-virus, etc.

## Data exchange

- Exchange between different regional offices.
- Standards, e.g. XML (ODBC): equipment specifications and considerations.
- Methods, e.g. Web Portal (independent of platforms): equipment specifications and considerations.
- Integration standards between IT systems: equipment specifications and considerations

## Security

- Access control, Windows OS: equipment specifications and considerations.
- Data encryption: equipment specifications and considerations.

## PERSPECTIVES

The overall goal of the three assessments is to provide a series of recommendations which will give the COUNTRY's Government, including the AGENCY, with development tools and contribute to their becoming self-reliant and effective organizations capable of ensuring a high level of professionalism in migration management at the national, regional, and international level. The assessments will result in a number of both specific and general recommendations which take into account requirements for financial and management commitments, time, and resources during implementation of these actions.

Ideally, taking into consideration the key elements outlined in the above sections and the strategic integration of the three assessments (together with a probable assessment on legal issues), it is envisaged that the interrelations between the workflow, data and IT assessments will function as illustrated in figure 2 below.

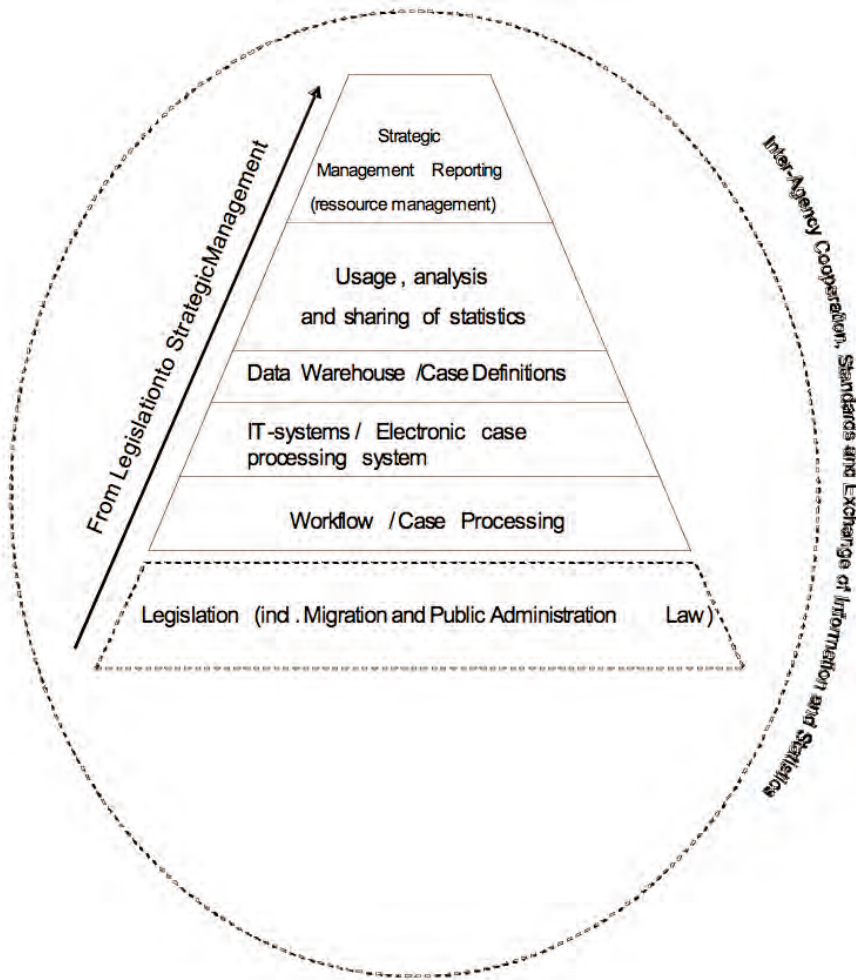


FIGURE 2: Interrelation of the Different Elements: From Workflow to Usage of Statistics and Information

# Annex 9

## IT ASSESSMENT QUESTIONNAIRE

<b>IT Requirements for a Country participating in the DSM: General Assessment Form</b>						
	Available	Used for	Licensed	Purchased	Planned Upgrades	DSM Level of Compatibility (more, less, adequate)
<b>Assessment of IT structures in a single agency</b>						
I. Personal Computers						
1.0. Hardware						
Speed (processor)						
RAM						
Hard drive capacity						
Monitor (colour, resolution)						
Age						
Accessories (ports: USB, CD-R/RW, DVD-R/RW/Rom)						
Firewall						

**IT Requirements for a Country participating in the DSM: General Assessment Form**

	Available	Used for	Licensed	Purchased	Planned Upgrades	DSM Level of Compatibility (more, less, adequate)
2.0. Software						
Operational System (Windows, others)						
Word processing (Word, other)						
Spreadsheets (Excel, Access)						
Statistical applications (SPSS, SAS, other)						
Professional Software						
Other						
3.0. Internet Connection						
Provider						
Type (dial-up vs. High speed, such as cable, DSL)						
Capacity, Speed						
4.0. Accessories						
Printer						
Scanner						
Other						
4.0. Connection to a network (LAN, intranet)						
5.0. User's Training Received						

**IT Requirements for a Country participating in the DSM: General Assessment Form**

	Available	Used for	Licensed	Purchased	Planned Upgrades	DSM Level of Compatibility (more, less, adequate)
6.0. Type of IT Support (outsourced, in-house?)						
III. Local Area Network (LAN) in an agency						
1.0. Server and its functions						
2.0. Central hardware/software						
3.0. Backup						
4.0. Storage						
<b>Assessment of Inter-agency Network</b>						

# Annex 10

## OVERVIEW OF REGIONAL PROCESSES IN SHARING DATA ON INTERNATIONAL MIGRATION

	Data Sharing Mechanism (DSM)	Statistical Information System on Migration in Mesoamerica (SIEMMES)	Inter-Governmental Consultations on Asylum, Refugee and Migration Policies in Europe, North America and Australia (IGC)	Organization for Economic Co-operation and Development (OECD)	Statistical Office of the European Commission (Eurostat)
Geographic scope	Eastern Europe and Central Asia (CIS countries)	Mesoamerica	Inter-regional (Western Europe, North America, Australia/Oceania)	Europe	Europe
Participating States	Moldova, Ukraine (pilot countries), Kazakhstan, Tajikistan IOM facilitating role	Belize, Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, Panama, Mexico	Australia, Belgium, Canada, Denmark, Finland, Germany, Ireland, the Netherlands, Norway, Spain, Sweden, Switzerland, the United Kingdom, the United States	OECD Member States, apart from Turkey	EU Member States, other European states (Bulgaria, Romania, Iceland, Liechtenstein, Norway, Switzerland)
Aims	To serve as a tool for migration-related data collection, application and exchange in the region. The mechanism is also used to share legal and policy information on migration	To monitor migration movements in, out and among Central American nations and Mexico and facilitate regional migration-related policy making	The IGC is an informal, non-decision making forum for inter-governmental information exchange and policy debate on all issues of relevance to the management of international migratory flows	Comparative monitoring of migration movements and policies in Member countries and outside the OECD area, in-depth analysis of the economic and social aspects of migration	To provide the EU with a high-quality statistical information service, to process and publish comparable statistical information at European level





	Data Sharing Mechanism (DSM)	Statistical Information System on Migration in Mesamerica (SIEMMES)	Inter-Governmental Consultations on Asylum, Refugee and Migration Policies in Europe, North America and Australia (IGC)	Organization for Economic Co-operation and Development (OECD)	Statistical Office of the European Commission (Eurostat)
Access to data	Restricted to participating States. Selected data and information to be made public	Public	Strictly restricted to member states. Only selected data is publicly available	Public, but recent publications are available for charge	Free access to data available on-line through the 'New Cronos', a macroeconomic and social database
Comments	Working principles: effectiveness, informality, flexibility, transparency, products and users connected	SIEMMES is a follower of SIEMCA (Statistical Information System on Migration in Central America) which now also includes Mexico	Three working principles: informality (the IGC is not an institution, but a process), openness (IGC activities do not require participants to reach common positions or be bound by resolution or decision), efficiency (the IGC has a very light administrative structure, with emphasis on ease and directness of communication among participants, use is made of electronic communication for rapid access to documentation)	International migration data are published in "Trends in International Migration" ("International Migration Outlook" in 2016) released annually	Indicators used are subdivided into long-term (or structural) and short-term. The theme of Migration is a part of a more general theme of "Population and Social Conditions"
Contact details	Technical Cooperation Centre, IOM Vienna Nibelungengasse 13/4 1010 Vienna tel. +43 585 3322 www.dsm-migration.net	Sistema de Informacion Estadistica sobre las Migraciones en Mesocamerica, SIEMMES, 122-2050 San Jose, Costa Rica, Tel: + 506 221 5348 E-mail: siemmes@iom.int www.siemmesiom.int	IGC Secretariat, 9, rue de Varembe, 1202 Geneva, Switzerland tel: +41 22 919 66 00 admin@igc.ch	OECD, 2, rue Andre Pascal, F-75775 Paris Cedex 16, France tel. +33 1 45 24 8200 www.oecd.org	Joseph Bech Building, L-2920 Luxembourg Tel. + 352 4301 33444 Fax + 352 4301 35349 eurostat-pressoffice@ec.eu.int http://europa.eu.int/comm/eurostat/
	Data Sharing Mechanism (DSM)	Statistical Information System on Migration in Mesamerica (SIEMMES)	Inter-Governmental Consultations on Asylum, Refugee and Migration Policies in Europe, North America and Australia (IGC)	Organization for Economic Co-operation and Development (OECD)	Statistical Office of the European Commission (Eurostat)

This matrix lists only those regional processes which already have functional mechanisms of migration-related data collection and exchange at their disposal. Initiatives on improving practices of sharing migration statistics also take place in other regions (e.g. Bali process, Migration Dialogue for Southern Africa (MDSA), Migration Dialogue for Western Africa (MDWA)). However, they do not yet include any operational tool for data exchange. At the international level, migration-related data are jointly collected by 5 organizations ILO, UN Population Division, UN Statistical Division, Eurostat, UNECE, Council of Europe through a questionnaire on migration sent out to national governments on an annual basis.

# A

## nnex 11

### THE DATA SHARING MECHANISM: PROCEDURES AND WORKFLOW

1. Section I introduces the main principles and objectives of the Data Sharing Mechanism (DSM), and Section II provides guidelines on procedures and workflow which participating States can use at both national and regional levels.

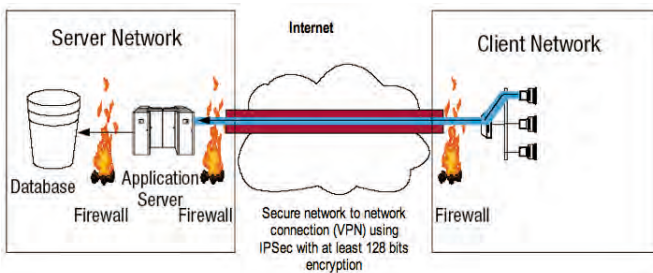
#### SECTION I:

#### Introduction to the Data Sharing Mechanism (DSM)

##### Nature of DSM

2. The DSM was created upon the initiative of the governments of Eastern Europe and Central Asia (EECA) to serve as a tool for sharing timely, objective and reliable statistics and information in the area of migration and asylum. It is a core element of the EECA Programme for the Creation of a General Model for Collection, Application and Sharing of Migration-related Data.
3. The DSM web portal was launched on 14 March 2005, after being endorsed by the pilot participating States: Ukraine, the Kyrgyz Republic and the Republic of Moldova at the first Technical Meeting held in Vienna in June 2004.
4. The DSM is a multilingual web-portal that contains a specially designed database for migration-related data and information storage and exchange.
5. The DSM focuses on data on migration-related stocks and flows, which are already available and collected at the national level.

6. The DSM comes in two parts: a restricted part for participating States and an unrestricted part, available to the public.
7. It was agreed by participating States that, initially, the DSM database would be stored on a server hosted by the International Organization for Migration's Technical Cooperation Centre in Europe and Central Asia (IOM TCC). IOM TCC currently performs the function of System Administrator and is responsible for server and database maintenance, as well as providing technical assistance to users at the regional level.
8. The DSM architecture complies with security requirements for data storage and access:



9. Apart from providing a platform for sharing migration-related statistics, the DSM serves the purpose of storing and sharing official documentation on migration-related legislation and policy-making, and of providing country examples and resources for effective migration data management.
10. The DSM contains a National Page for each participating State, the management of which is the responsibility of the Country Administrator.
11. The Country Administrator of each participating State is responsible for the DSM administration at the national level. In particular, he/she manages national users, assigns report privileges, and manages the content of the Country page.

## Main principles of the DSM

12. The DSM offers a framework and provides guidance to the participating countries only in the process of developing their national capacity and structures for collecting migration-related data.
13. Participating States are the main stakeholders in the process and agree upon its main principles and methods.
14. States remain complete owners of the data and information stored in the DSM and retain the sole right of authorizing access to national data submitted to the DSM.
15. The data and information collected via the DSM are treated as confidential by default, unless the government submitting this information grants permission to place it on the public part.
16. Russian and English are the two working languages of the regional part of the DSM. The national languages of participating States can be added, for the management of National Parts of the DSM.

## SECTION II: **Suggested Procedures and Workflow**

### Participation in the DSM

17. Participation in the DSM is voluntary and open to all states in the EECA region, as long as they agree to the main principles of the General Model and the DSM.
18. The government of an EECA state willing to take an active part in the DSM notifies the local IOM mission of its interest. The IOM mission then organizes a working meeting between representatives of migration-related agencies and DSM partners (IOM TCC, Danish Immigration Service (DIS),

the local mission of IOM and other partners).

19. The following actions cover the first steps that participating States take during their initial involvement within the DSM framework:
  - Filling out Data Documentation Tables, which contain metadata on the migration-related indicators to be shared within the DSM;
  - Appointing one agency as a Focal Point responsible for the coordination of national work within the General Model framework and communication with the local IOM mission and other DSM partners;
  - Appointing a Country Administrator (possibly the same as the Focal Point) who is responsible for the completeness, regularity and update of data and qualitative information submitted to the DSM and administration of Country Page;
  - Developing an action plan specifying tasks and terms of work within the DSM;
  - Posting relevant official documents on policy-making and legislation in the migration sphere on the DSM portal (with both public and restricted access).

## Quantitative Data Collection

20. In accordance with the participating States' preferences for confidentiality and protection of personal data, only aggregated data is stored in the DSM database. Disclosure of individual data through the DSM system is impossible.
21. Data submitted to the DSM are official data.
22. Terms and conditions of data dissemination are agreed upon by participating States.

(1) Coverage

23. The building blocks of the DSM database are indicators broken down by categories. Indicators are characterized by two parameters: periodicity (how often data is collected) and timeliness (the length of time between the data collection and its release into the database).
24. The DSM provides the possibility of storing aggregated data related to migration processes. The initial DSM indicators, as suggested and agreed upon by the participating States for regional exchange, are listed in Table 1.

**Table 1: Initial Indicators of Migration in the DSM**

Area	Indicator	Category	Possible sources	Periodicity	Timeliness
Stock of foreigners	Number of foreigners	Sex, citizenship	Census Residence permits	Different for each State Semi-annual	1 year 3 months
Flows of foreigners	Number of foreigners entering Number of foreigners leaving	Sex, citizenship	Border statistics Residence permits Migration cards	Semi-annual	3 months
Foreign labour	Number of first-time applications for work permit Number of applications for a work permit extension	Sex, citizenship	Records of work permit applications	Semi-annual	3 months
Asylum	Number of asylum applications	Citizenship	UNHCR data	Quarterly	3 months
Refugee status determination	Number of refugee status determinations	Citizenship, type of decision on asylum applications	UNHCR data	Quarterly	3 months

25. States are encouraged to initiate data collection on state-specific indicators to meet their own national needs. DSM partners can provide technical input by developing the methodology and IT platform for additional indicators, which can, over time, become a part of the DSM system.
26. Data on agreed-upon indicators are presented to authorized users in easy-to-use templates – “Statistical Reports”, where data can be displayed in a graph and a table. Reports can be generated in PDF, HTML and CSV formats and later, in an Excel format.
27. Definitions of terms used in the DSM are primarily those existing at the national level. Where important differences exist, the participating States come to a common understanding of terms and specify the agreed definitions in the DSM Explanatory Notes.
28. The statistics in the DSM are based on calendar figures. This means that the statistics refer to events occurring during a particular period (e.g. the calendar year 2003), or at a particular point in time (e.g. as of 1 January 2003). This method for data compilation implies that data on the number of decisions taken in a particular year may include decisions on applications submitted in previous years. In other words, calendar-based numbers do not allow a user to follow a specific group of applications through a given country’s data collection and processing system.
29. During a given calendar year, data is provisional.
  - (2) Data Submission
30. Periodicity (lengths of periods and frequency) of data for each indicator is determined and approved by participating States. It remains the responsibility of each State to follow the agreed-upon timeline for data submission.



31. Each State decides on the workflow of data submission that best suits its needs and capacity. Each participating State specifies the workflow of national agencies involved in the collection of data on the DSM indicators, including functions of the General Model focal point and the DSM Country Administrator.
32. The General Model focal point and/or DSM Country Administrator will be responsible for timely submission of agreed-upon data to the DSM database.
33. The following is the current procedure of submitting data to the DSM database:
  - The DSM focal point in the national government (and/or Country Administrator) provides data on the indicators in the national language to a designated staff in the local IOM mission. The preferred format of data submission is specially designed Excel sheets. However, to allow flexibility, it has been agreed that data can be received in other formats (e.g. paper, e-mail, fax).
  - Data focal points in the IOM missions will (1) verify the completeness of data provided and (2) input this data into DSM Excel sheets (unless the data is already in an Excel format). After verification, Data focal points in the IOM missions transmit the data in a confidential way to the migration-related data team in IOM TCC (performing the role of a System Administrator).
  - IOM TCC Vienna inputs the data into the DSM online database (**Data Input**), after which it becomes accessible for a limited number of users who have been granted the privilege of Data Validation. No changes will be introduced by IOM TCC.

- Via data focal points at the IOM mission, the IOM TCC migration-related data team requests the designated focal points from the national authority to validate the data as it appears in the database (**Data Validation**).
  - If national focal points have validated the data, IOM TCC Vienna releases the data (**Data Release**), after which data becomes accessible for users in accordance with the terms agreed by participating States. If national focal points do not validate the data, clarification will be sought by IOM TCC from the national focal points via the missions.
34. Responsibility for input of data directly into the DSM database can, over time, be transferred to focal points in the Government of a participating State. IOM and DSM partners can conduct necessary training which will assist relevant governmental officials in obtaining technical skills.
35. The participating State is responsible for the accuracy of data stored in the DSM database. Only the designated officials of the State concerned can make changes in national data submitted to the DSM. When changes need to be made, the System Administrator must be notified and a relevant notice issued to authorized DSM users describing these changes.
- (3) Data Quality
36. Quality of data collected via the DSM is achieved by providing detailed documentation of metadata for each indicator, that is, by specifying methods of collection, sources and attributes of data (DSM metadata - **Data Documentation**).
37. Data Documentation is considered essential for maintaining the quality of the DSM data. Regular updates (at least once a year) are the responsibility of the participating State. This task can be delegated to the General Model focal point or DSM Country Administrator.

## Qualitative Data Collection

38. Easy access to up-to-date national and other states' legislative and policy-related documents in the area of migration is beneficial to migration policy-makers and the preparation of legislation.
39. DSM provides a framework for sharing essential national and international migration-related documents, where regular updates are within the responsibility of participating States.
40. Documents on legislation and policy-making are placed on the DSM portal in Russian. Where available, the English version of a relevant document is also provided. If a document has not been translated into English, the DSM will provide at least the translation of its title into English and give a short summary of its contents. Similarly for documents available only in English: the DSM will provide the translation of their title and a short summary in Russian.

## Public versus Password-protected Sections in the DSM

41. The DSM web-portal contains two parts:
  - A Public Part is accessible to all users at the [www.dsm-migration.net](http://www.dsm-migration.net) web-site. It contains general DSM information, news and events, legislation and policy-related documents from participating States, and relevant links.
  - A Restricted Part is accessible to registered users with a unique login and password. Initially, statistics collected and stored in the DSM are accessible only in the restricted part of the database. Each State has also a special Country Page, which it can manage in accordance with its needs.

42. Only participating States can identify the users, states and conditions for accessing its national data and information stored in the DSM database.
43. The general applied practice for the DSM is the principle of reciprocity: a State is granted an access to data provided by other states for those indicators for which it provided data itself.

# A nnex 12

## EXPLANTATORY NOTES TO STATISTICAL INDICATORS USED IN THE DSM

The Data Sharing Mechanism (DSM) was created in response to requests from national governments of Eastern Europe and Central Asia (EECA). It serves as a tool for collecting and sharing migration-related statistics among the States participating in the Programme for the Creation of a General Model for the Collection, Application and Sharing of Migration-Related Data.

The data and Data Documentation (tables that include detailed metadata on each DSM indicator) are provided by governments and refer to official figures. No changes can be introduced, unless there are updates given by the governments themselves. Only authorized governments are able to introduce changes.

This paper outlines the framework of the DSM and provides an explanation of its figures, methodology and terminology.

### 1. Source and Periodicity of Data

Data is compiled primarily on *annual/semi-annual* basis and is usually available within a delay of up to approximately three months. During a given calendar year the data is *provisional*.

DSM statistics are based on *calendar* figures. This means that statistics refer to events occurring in a particular period (e.g. the calendar year 2003), or at a particular point in time (e.g. as of 1 January 2003). This way of compiling data implies that data on the number of decisions taken in a particular year may include decisions on applications that were submitted in previous years. In other words, calendar-based numbers do not allow following a specific group of applications through a given country's data collection and processing system.

## Data Counting

The DSM mainly contains *aggregate* figures counted in numbers of persons (e.g. if a family applies together, each person is counted separately in statistics). When statistics are calculated in numbers of cases, a corresponding footnote specifying the statistical calculation is included.

The data is *flow data*,<sup>1</sup> excluding statistics on the *stock* of non-nationals and *total population* in a given country.

The data refers to *1<sup>st</sup> instances*,<sup>2</sup> unless otherwise stated.

## Availability of the data

The DSM contains data from 2003 onwards. Data Documentation specifies in detail the data (definitions, categories, methods of collection and dissemination) provided for each indicator from each of the participating States.

## Terminology and comparability of data

The terminology used in the DSM is to be regarded only as a guideline.

National legislative norms, procedural frameworks and migration policies differ among the participating States. Therefore, there are still differences in the way data is defined.

National definitions of the data for each indicator are provided in the Data Documentation Tables, which assist the user in interpreting the DSM statistics.

Despite differences in national data definitions, participating States have agreed that the available data should provide an overall and useful minimum standard for the DSM.

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<sup>1</sup> See the definition of flow data, as opposed to stock data, in chapter 1.

<sup>2</sup> The term, first instances, refers to applications submitted for the first time and only these applications are counted.

Participating States also agree that data is a trusted and valuable resource for migration policy-making in the EECA countries.

Some examples of common definitions agreed upon in the DSM:

- The term **Foreigners** includes both citizens of other states and stateless persons. The DSM uses data that has been reported and cases that have been processed by countries themselves, e.g. in the case of double-citizenship.
- **Total population** includes both citizens of the country and foreigners.
- The **stateless** category is used in the DSM in accordance with the interpretation specified in the national legislation of each participating State.

Selected footnotes and references to legal definitions are provided to describe and clarify how the data is compiled.

### **Confidentiality of the data**

Data is handled with confidentiality. Countries have access only to the data for those indicators for which they have provided input.

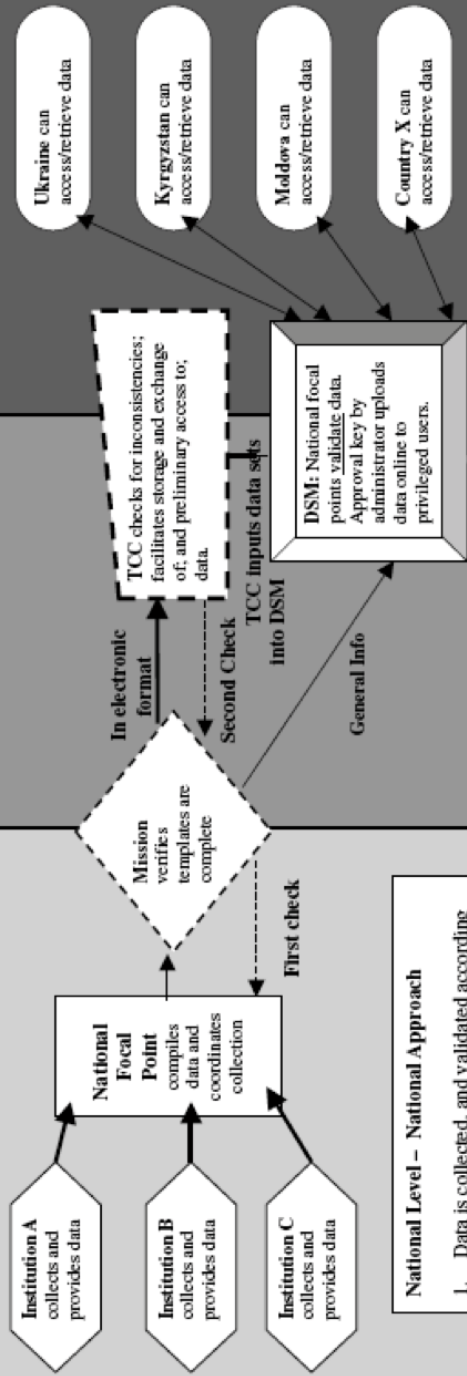
Only designated staff at IOM TCC has access to data in the DSM.

## 2. Receiving, Storing, Processing, Retrieving and Sharing of the Data

1. *Focal points in the national government* provide data on the chosen indicators along with Data Documentation in the national language to *data focal points in the local IOM missions*. The preferred format of data collection is specially designed Excel sheets. To allow for flexibility, it has also been agreed by participating States that data can be received in other formats (e.g. paper, e-mail, fax).
2. *Data focal points in the IOM missions* (1) verify the completeness of the data provided and (2) input the data into DSM Excel sheets (unless data is already in Excel format). After the verification, *Data focal points in the IOM missions* transmit the data in a confidential way to *the migration-related data team in TCC Vienna*.
3. *TCC Vienna* inputs data into the DSM on-line database (**Data Submission**), after which it becomes accessible for a limited number of users who have been granted the privilege of Data Validation. No changes will be introduced by *TCC Vienna*.
4. *Via data focal points in the IOM mission, the migration-related data team in TCC Vienna* asks designated *national focal points* to validate the data as it appears in the database (**Data Validation**).
5. If *national focal points* validate the data, *TCC Vienna* releases the data (**Data Release**) and data then becomes accessible to users in accordance with the terms agreed by participating States. If national focal points do not validate the data, clarification will be sought by TCC with *national focal points* via the missions.
6. Participating States will then be able to retrieve data and Data Documentation in table and report formats for their own use. Possible output formats include HTML, PDF and MS Excel.
7. Data is stored in the on-line DSM database (a relational database system, RDMS). The database is hosted on a secured server, which allows limited and password-protected access only to authorized users with encrypted IP addresses. Unauthorized access to the database system is not possible.



**National Level/National Approach**    **Local IOM Mission**    **Coordinating Mechanism**    **Regional Access (for approved states)**  
**Country X - Data Collection**



**National Level – National Approach**

1. Data is collected, and validated according to the national framework
2. Data is shared among national network as mutually agreed
3. Data is provided to national focal point
4. Data is exchanged with other countries
5. Country reserves the right to assign user/access privileges
6. Requests for changes to data and types of template, indicator, and any other DSM modifications are made to TCC in coordination with IOM mission DSM focal points

**Coordinating Entity (TCC)**  
 Based on directions/consensus from participating states:

1. Adds/deletes indicators
2. Assigns new categories
3. Designates level of access
4. Generates report design (report format based on countries' preferences)
5. Answers queries

**Sharing of Data at the Regional Level – based on DSM website and database design**

Each country can:

1. Assign the right of which country/agency can see the data
2. Provide all inputs to the future of the indicator(s) via TCC and request changes
3. Manage content of its own "home page"

# A nnex 13

## DSM: CONTENT AND SITEMAP

### 1. **Homepage**

- Overview
- DSM Principles
- Sitemap
- Contact

### 2. **Statistics**

- Methodology
- Data Availability
- Data Terminology and Comparability
- Data Confidentiality
- DSM in Practice
- Search for Reports
- Number of foreigners in the country
- Number of applications for work permits and for work permit extensions and number of decisions on such applications
- Number of foreigners entering the country
- Number of foreigners leaving the country
- Number of asylum applications in the country
- Number of refugee status determinations in the country
- Help

### **3. Documents**

- Legislation documents
- Policy documents
- Data and best practices
- DSM documents

### **4. News and Events**

- News
- Upcoming Events
- Recent Events
- Meeting Calendar

### **5. Links**

- Migration-related Agencies in the Region
- Migration-related Agencies in Other Regions
- International and Regional Organizations

### **6. Country Page**

## The Data Sharing Mechanism

Collection, Application, and Exchange of Migration-related Data in Eastern Europe and Central Asia

Russian/Русский
go

Home
Statistics
Documents
News and Events
Links

[Overview](#)

[DSM Principles](#)

[Sitemap](#)

[Contact](#)

**Welcome to the Data Sharing Mechanism!**

The Data Sharing Mechanism (DSM) is being created upon the initiative of the governments of Eastern Europe and Central Asia (EECA).

The DSM is a tool for collecting and sharing agreed upon migration-related information and data in the region. It also provides documentation on the sources and definitions of data as well as general information about legal and policy issues in each participating State.

This web-site is divided into a restricted part for the participating states and a public part.

Read more on the history and background of the DSM...

**What's new**

- Kazakhstan: main documents of legislation and policy-making in the area of migration and data are now available on the DSM portal
- Joint Eurostat-UNECE Work Session on Demographic Projections took place in Vienna on 21-23 September 2005
- Second Technical Meeting within the DSM project took place in Vienna on 7-8 June 2005

**3rd Technical Meeting in Vienna, 30-31 August 2006**

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**New Publications**

- Statistical Overview of the Danish Immigration Service for 2004
- IOM Glossary of International Migration

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| Home | Statistics | Documents | News and Events | Links |

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FIGURE 1: Data Sharing Mechanism's Homepage

# A nnex 14

## The Data Sharing Mechanism: IT Solutions for Challenges in Sharing Migration-Related Data on a Regional Basis

3KRAFT INTERVIEW ON 1 MARCH 2006:

3Kraft was established as a company in 2001, with a staff of experienced IT people, who had worked for various companies in the area of system integration, databases, and operational systems management.

Developing the software for the Data Sharing Mechanism (DSM) – a web-application with a sophisticated database behind – fitted very well with the expertise of 3Kraft, which specializes in developing web and database applications with the help of modern technologies (Java, BHP and others).

### Examples of similar projects:

Usually 3Kraft works for larger businesses, with clients, such as the Austrian Standards Institute or the Austrian Civil Aviation Authority (Austrokontrol), which are looking for web applications with a database access. For the Standards Institute, for instance, they developed a highly specialised application which deals with different types of standards and automates work previously carried out on paper. At the centre of this application was a special catalogue containing all available definitions and providing easy search engines for looking up individual terms in the context of a variety of standards or areas of work.

Relational Databases and Their Main Principle

A standard application designed by 3Kraft can process either texts or

numerical data. Each database is built up from tables (e.g. Excel tables) which are linked by a set of attributes: this is why they are called “relational database systems”. The DSM uses a similar principle which links special tables with language keys (or codes) with textual units (words or phrases) in English or in another language (e.g., Russian). Rather than containing text, relation tables may be numerically-based and include numbers, in which case calculations on those numbers may be run.

The DSM Uniqueness in Comparison to Other Projects

### Initial Stage:

Every project is both similar and different. In order to create an application, one must undertake an analysis of requirements: first, to determine what the client really needs, and then to decide on the right type of application to meet those requirements. The most important part in the preparation process is to understand the real needs of the client, because usually there is a gap between what clients think they need and what they really need. After detailed discussions, the system is described in a document which shows what the application will, and will not, do: in this sense, every application is unique to a certain degree.

## 1. No Design Pattern Available:

For many applications, a ready-to-use design pattern may already exist, in which case this can be used to develop a new application. For instance, when you create a web shop, you use a design pattern created for a similar web-shop. In the case of the DSM, the situation was different and its design was really unique: on the one hand, it is a data warehouse application which can use a design pattern that is already available, but, on the other hand, it is a data warehouse application which had to incorporate data already aggregated by Countries in their national contexts.<sup>1</sup> As a result, it required a more specific database layout than those prepared for regular data warehouses.

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<sup>1</sup> In other words, data entered into the DSM does not signify a single event (one foreigner crossing one border), but pre-aggregated numbers (number of foreigners crossing a border over a specific period of time).

On the other hand, there are some features common to typical database layouts: for instance, breaking data into different categories, where the entered data is categorised by a standard mechanism (for the DSM, this includes categories such as “citizenship”, “gender” and “period of time”). In the DSM, these categories are called “primary keys” for the aggregated data entered, and a special number is allocated for each combination of categories, called a “specific indicator”. The combination of categories for six initial indicators makes the DSM a quite unique database.

## **2. Confidentiality Requirement:**

The level of control over access to data permitted to each user or to each country is not usually as complex as that created for the DSM system. In the initial stages, there is not a large quantity of data available in the system. Nevertheless, many different “sets of data” have been stored, so that controlling the access to each data combination makes this a rather special feature.

## **3. Multilingual Environment**

Working with a number of languages is quite standard for a web application. In designing the DSM, special requirements and complications included bi-lingual Statistical Reports for the PDF output and design that could be adapted to both Western European and Cyrillic characters. For the web application itself, having the portal in two languages is quite standard and 3Kraft has already designed several such applications. However, it was necessary to ensure that, even when switching languages, the user stays on the same page of the portal, rather than returning to the beginning of the homepage.

## **4. Dynamic Reporting**

Another unique feature of the DSM was the creation of Statistical Reports in three different output formats: HTML, PDF and CSV. Although developed elsewhere, 3Kraft had not previously worked on this feature and therefore made use of support from ready-made software products (libraries), but its design was complicated by the

Privilege System which had to function while generating different types of Statistical Reports: that is to say, when a Report is being assembled, checks need to be run through the whole Privilege System to ensure that the Report requested includes only those sections to which the user has been granted access. As a result, depending on which user asks for a Report, the data incorporated may appear in a number of quite different combinations.

In addition, the DSM dynamic reporting system not only enables the user to produce Reports (charts and tables) in different formats in accordance with the user's access rights, but also immediately incorporates the amended numbers into all the available Reports once these numbers are released into the system.

## **5. Flexibility of the System:**

Adding another indicator into the system is feasible at any moment and the DSM has been designed in such a way to enable this. This is specific to the DSM system since data uploading and storage are standardized: by simply extending the database, additional data can be incorporated into the system. This is unique, since other databases created to enter data according to concrete requirements do not usually need easy extensions. Standard databases are designed to be flexible only up to a certain point, unlike the DSM which requires a higher degree of flexibility.

## **6. Intranet Function:**

At the request of participating governments, the DSM system includes a special feature which allows them to store national content on a designated Country Page. Together with the Privilege System, we now have two-dimensional access: the Country level and the Role level. Possible Sources of Errors while Working with the Data Sharing Mechanism.



## **7. Data Entry:**

With regard to errors, the most critical area is data entry or data uploading. To minimise the possibility of errors during this process, the user has the option of uploading data in a file, rather than entering data number by number. Another feature to make the data entry function even more efficient and error-free consists of creating a physical link with the databases of participating governments. From a technical point of view, it is perfectly feasible to facilitate automatic uploading of data directly through the creation of an interface to receive data in any form (aggregated data, national templates, etc.). However, this requires substantial resources, both financial and staff, and could only be introduced if issues relating to data protection and data ownership are resolved.

## **8. Privilege System:**

Considerable thought was given to guaranteeing participating governments' control over access to their data and to distinguishing the different functions being performed within the system (User management, Data Upload and Data Confirmation, Country Page Management). Fortunately, a transparent system was found for the privileges system: by assigning the privilege to see data or content to a specific Country and to a specific Role. This double-layer privilege was initially expected to cause problems, but it was possible to find solutions which made this feature both operational and transparent to the end user.

Technically speaking, a user always represents one Country (say, Country A) and automatically has access to Country A's data in the system. In addition, this user can view data from other countries if those countries have given access to their data available to users from Country A.

In addition to the "Country" dimension in the Privilege System, another layer was created – the "Role" dimension, which allows DSM users to obtain further privileges. In addition to representing a country, each user is assigned a specific Role which allows him/her to perform certain

functions:

- the “User” is allowed to view data;
- the “Data Submitter” is allowed to view data and upload data into the system;
- the “Data Verifier” is allowed to view and verify data;
- the “Content Manager” is allowed to view data and manage content of the Country Page;
- the “National Administrator” is allowed to view and submit data, manage users for his/her Country, and manage content of the Country Page.

## **9. Technical Break-Downs:**

Running these two dimensions in parallel within the Privilege System (“Country” and “Role”) was unique for the DSM application and required specific development.

It is normal for any system to experience technical problems which requires additional support and measures of precaution. At the moment, the DSM database is located on a single server situated in Vienna together with a back-up on an off-line medium. This arrangement ensures uninterrupted service as long as the server operates adequately. At some stage, it may be necessary to extend the system further by providing an additional server to avoid interruptions of service in the event of server break-down and to ensure higher availability of data. For the initial stages of the DSM, it was decided that high availability was not an issue and that a few days without service did not, for the moment, create a major problem which would justify additional investment in hardware.

## **10. DSM System Security:**

The current level of security available in the DSM system corresponds to the requirements indicated by participating governments. The system is hosted in IOM’s Vienna office, behind a dedicated firewall which blocks all unprivileged access. Data transmission is encrypted – with the

same level of security as that used in on-line banking. Technically, it is possible to create additional protection layers, if and when such a need arises. However, the DSM stores only aggregated data which does not require the same levels of data protection as personal data.

## **11. Different Databases at the National Level**

In the region, a large amount of data is still available only on paper. It is therefore important that governments begin to automate their systems for storing and processing data, taking advantage of assistance from IOM. When dealing with data, it is very important to consolidate the efforts within and between the countries. Where isolated solutions are developed for a specific task, there is always a danger that data will be entered in different ways. One possible solution is to store collected data centrally in a specific format. Though creating isolated databases could provide an immediate solution to a concrete need, over time it might be more efficient and cheaper to create a central database that covers all the specific needs that those small databases are addressing. It is important not to store data, especially the same sets of data, more often than necessary since this may create additional sources of error.

If a Central Database is not a possible solution (for instance, at the regional level), an alternative can be found in creating interfaces between national databases. This requires more work, but allows users to continue to share data. Linking databases together does not breach security, since no direct access to the national database is granted. Indirect access requires an application that includes verification of user/password and an authentication process. Thus, security is not infringed, since the interface runs between two databases and regularly uploads new data from one database to another, without any direct access to the data itself. At the national level, it is possible to control the functioning of this interface and to disconnect it, if necessary.

In the future, it will be possible to automate the entire process of uploading data into the DSM system. This will involve linking the DSM with national databases by creating a single interface on the server. Each

country will then create a specific application for processing its data into the standard format and then uploading it into the DSM. In other words, each country will need some form of “technical translator”. On the technical level, this requires very little effort and time.

# A

## nnex 15

### INITIAL STATISTICAL INDICATORS AND A SAMPLE OF DATA DOCUMENTATION

1. Number of foreigners in XXX country (by citizenship and gender).
2. Number of first-time applications for work permit and applications for work permit extensions (by citizenship and gender).
3. Number of foreigners entering XXX country (by citizenship and gender).
4. Number of foreigners leaving XXX country (by citizenship and gender).
5. Number of asylum applications in XXX country (by citizenship and gender).
6. Number of refugee status determinations in XXX country (by citizenship and gender).

<b>Indicator 1: Number of Foreigners in XXX Country</b>		<b>Data Documentation</b>
Please provide national definition of the term "citizens" and the legislative act which specifies this term.		
Please provide national definition of the term "foreigners" and the legislative act which specifies this term.		
Please provide national definition of the term "total population" and the legislative act which specifies this term.		
Availability of data on non-nationals:	electronically	
	in hardcopy	
Institution(s) responsible for data collection (primary source, unless otherwise stated).		
Data collected:	directly by the central authority	

<b>Indicator 1: Number of Foreigners in XXX Country</b>		<b>Data Documentation</b>
	initially by the territorial authorities and then sent to the central authority	
What legislation specifies the compilation of this type of data?		
Source of data	population census	
	population register	
	surveys	
	border statistics	
	other (please state which)	
Data stored in	database	
	census	
	other (please state which)	
Date of the last population census		
Periodicity of the population census		
Data on total population includes nationals residing abroad		
Frequency of data compilation	monthly	
	quarterly	
	semi-annually	
	annually	
	other (please state which)	
Refers to Primo (P) or Ultimo (U) (for instance, for annual data, Primo means 1 January and Ultimo means 31 December)		
Data counted as persons		

<b>Indicator 1: Number of Foreigners in XXX Country</b>		<b>Data Documentation</b>
Data counted as cases		
Children are included and counted separately		
Please provide national definition of the term 'children' and the legislative act which specifies this term		
Please list all types of residence permit existing in your country		
Does data include persons with all types of residence permits		
What is the minimum duration of stay before being counted?		
Does data include persons with visa (without residence permit)		
Does data include asylum seekers		
Breakdown of data by	citizenship	
	gender	
	age	
Are children born in the country automatically granted citizenship?		
Is data shared with other national authorities in your country?		
If yes, please state with which national authorities this type of data is shared		
Is data shared with national authorities from other countries?		
If yes, please state with which authorities of other countries this type of data is shared		
Is data shared with international organizations?		
If yes, please state with which international organizations this type of data is shared		

<b>Indicator 1: Number of Foreigners in XXX Country</b>		<b>Data Documentation</b>
Is data public?		
If yes, when is it released?		
Is data for the current period provisional?		
If yes, is the data revised	continuously?	
	at the end of the period?	
Please provide a well-defined focal point responsible for the data		
Information provided by (Full Name/Title)		
Information as of (DD/MM/YY)		



# A nnex 16

## LOGISTICAL ORGANIZATION OF A MEETING: TIPS FOR PREPARING A REGIONAL EVENT

To be carried out in chronological order

### Initial steps

- Develop outline of envisaged meeting;
- Clarify funding situation;
- Determine date and place of the meeting;
- Prepare action deadline calendar.

### **Once firm date/place of meeting** is established:

- Reserve conference room for the meeting;
- Initiate recruitment for simultaneous interpreters, if needed;
- Request that simultaneous interpretation technician be available, if needed;
- Request tape-recording installation, if needed;
- Identify requirements for meeting to the entity responsible for the meeting's premises:
  - Office space for secretarial support;
  - Smaller conference room(s) for working group meeting(s), if needed;
  - Office equipment needed if not provided internally (computers, photocopy machines, tables for distribution of documents and registration, pigeon holes to stock spare copies of documents, slide and/or transparency projector(s), equipment for Power Point (PP) presentations.
  - Information and prices on catering possibilities for coffee breaks, lunch(es), cocktail(s).

## Temporary staff requirements

(interpreters, secretaries/typists, messenger(s), driver(s)):

- Send request to department responsible for personnel matters;
- Follow up on recruitment;
- Interview/select staff.

Inform the responsible entities in the organization about the need of equipment for temporary staff:

- List office space, general supplies, office furniture, typewriters, etc.;
- Request 1 PC per secretary, or laptop computer(s) if PCs are not available at the meeting's premises;
- Request that banner(s) be made to be displayed in the conference premises (entrance and behind the podium).

Prepare Provisional Budget

### **Prepare Provisional Programme/Agenda**

Prepare fund-raising letters  
**for donor countries/institutions**

Prepare and send invitation letters to entities to be invited:

- Members, observers, other interested governments, IGO and NGOs, research institutes, etc.

**Send letters/contracts to experts**  
requesting presentation of papers:

- Check whether slide transparency projectors or equipment for PP presentations will be needed during the meeting.
- Call attention to visa requirements.

Finalize Provisional Programme

Prepare Provisional List of Participants

Prepare Provisional List of Documents

Prepare label mailing list for documents' distribution

If applicable, inform your Information Division (if any, otherwise Headquarters) about the meeting (date, location, subject, participation):

- Prepare press kits, if appropriate, for distribution at the meeting.
- Request photographer, if needed;
- Make arrangements for press conference(s) and press release(s) on the meeting.

Prepare announcement of the meeting to be published in relevant journals, **magazines and/or on-line publications**

Prepare layout for cover page of the meeting's documents

**Prepare identification badges and**  
country name boards

Calculate and order amount of paper needed for the documents

Inform responsible services that extra workload is foreseen, prior to and during the meeting, for document offsetting and request additional personnel, if needed,  
**for night/weekend work**

## **Make arrangements for a reception/cocktail**

offered by the organizers, if applicable

Prepare instructions for temporary staff

Ensure that documents are sent as soon as available and well in advance to:

- All participants;
- Permanent Representatives of invited Member/Observer States;
- Missions/Offices, for information;
- Two sets in each language for Interpreters.

Prepare seating plan for the session

If needed, prepare a meeting of experts on day prior to the conference

Reserve a meeting room for this purpose

## **Make travel/visa/DSA payment arrangements for experts/participants**

- Coordinate with Travel Unit all travel arrangements;
- Inform Treasury Division of amounts needed (in cash or cheque) for payments/reimbursements of expenditure (tickets, visa costs, etc.).
- NB: Experts/Government representatives should only be paid upon arrival in the country where the meeting takes place. Payments should be made as soon as possible, prior to or during the first day of the meeting.
- Interpreters and temporary staff are paid on the last day of the meeting.

## **Prepare list of office material needed to be used in the meeting's premises:**

- Computers, typewriters, tape-recorders, tapes, dictaphones, stenorettes, paper and toner for photocopy machines.

Prepare special cover for the Meeting's Report

**Prepare final List of Participants and final List of Documents, for inclusion in Meeting Report**

Prepare recommendation for temporary **staff for Personnel's file**

When meeting takes place abroad, give appropriate instructions to and coordinate all actions with your organization's representatives in the host country

Coordinate correspondence whenever needed. Edit all correspondence, documents and reports

**Prepare final Budget**

**Prepare financial report(s) for donor(s)**

# A nnex 17

## EXAMPLE OF A THEMATIC MEETING AGENDA

Day 1	
8.30-9.00	Registration
9.00-9.30	Welcoming remarks
9.30-9.45	Keynote speech
9.45-10.00	Discussion
10.00-10.30	PLENARY 1: LABOUR MIGRATION POLICY AND ITS NORMATIVE FRAMEWORKS
10.30-11.00	Coffee break
11.00-11.15	Invited Speaker
11.15-12.00	Discussion
12.00-13.30	Lunch
13.30-14.00	PLENARY II: THE NEED FOR DATA: Operationalizing the link between data, policy and legislative issues; challenges,
14.00-14.30	Discussion
14.30-15.00	Coffee break
15.00-15.20	Invited Speaker from a national government of a EU member state
15.20-16.00	Discussion
Day 2	
10.00-10.15	Wrap-up from Day 1: Effective practices in labour migration policy and the use of key statistical indicators (Presenters: representatives of IOM and other organizations)
10.15-10.30	Instructions for the breakout sessions.
10.30-11.15	Breakout Sessions: Breakout I – Labour migration policy, Breakout II – Strategies for Labour Migration Statistics
11.15-11.30	Coffee-break
11.30-12.30	Breakout Sessions – (Continuation).
12.30-14.00	Lunch
14.00-14.30	Reports from Break-out Sessions
14.30-15.00	Discussion and concluding remarks

# A nnex 18

## EXAMPLE OF A TECHNICAL MEETING AGENDA

Day 1	
10:00 – 10:30	Welcoming remarks
10:30 – 11:00	The Data Sharing Mechanism <i>Status of the issues to be addressed at the meeting and demonstration of how the mechanism is expected to function</i>
11:00 – 11:40	Tour-de-table <i>Short introduction by the delegates and presentation of outcomes and challenges of national approaches for each participating State</i>
11:40 – 12:00	Presentation of the host organization(s)
12:00 – 13:00	Lessons learnt from existing national and regional models of establishing, maintaining and developing data sharing mechanisms
13:00 – 13:30	Discussion
13:30 – 15:00	Lunch
15:00 – 17:00	Finalization of the electronic templates to be used for the exchange of the agreed migration indicators in the Data Sharing Mechanism <i>Set-up and definition of each of the indicators</i> <i>Data for each of the indicators</i> Documentation and validation of the data <i>Data questionnaire related to migration structures: national network of focal points and focal points with regard to the data exchange</i> <i>Ownership and confidentiality of the data</i> <i>Frequency of future data collection and sharing</i>
19:00	Banquet

<b>Day 2</b>	
10:00 – 11:00	Demonstration of the final version of electronic templates to be used for exchanging the agreed migration indicators in the Data Sharing Mechanism
11:00 – 12:30	<p>The Data Sharing Mechanism and the homepage – part I</p> <p><i>Retrieval and verification of the data</i></p> <p><i>Storage of the data and access to the data</i></p> <p><i>Use of the database for request, consultations, meetings, etc.</i></p> <p><i>Demonstration of the data part of the homepage – secure and non-secure part.</i></p> <p>Levels of Security and existing IT infrastructure</p>
12:30 – 13:30	Discussion
13:30 – 14:45	Lunch
14:45 – 16:00	<p>The Data Sharing Mechanism and the homepage – part II</p> <p><i>Use of the homepage as a library with information other than data (e.g. relevant documents and publications on policy and legal issues in participating States and on other States)</i></p> <p><i>Use of the Data Sharing Mechanism to develop policy and legal issues in each participating State</i></p> <p>Experience from other regional consultations and national migration services</p> <p><i>Optional national parts of the homepage and the use of the homepage as an intranet for each participating State</i></p>
16:00 – 16:30	<p>Future activities</p> <p><i>Data Sharing Mechanism</i></p> <p>National activities</p> <p><i>Regional Data Seminar for the "Western part" of the Eastern Europe and Central Asia region</i></p> <p><i>Annual technical meetings (tentative)</i></p>
16:30 – 17:00	Closure of the meeting



# A nnex 19

## EXAMPLE OF FINAL RECOMMENDATIONS FROM A REGIONAL MEETING

### **Concluding Statements of the Regional Migration Data Workshop for Central Asia, Almaty, 17-18 November 2003**

The participants of the Regional Migration Workshop for Central Asia – with representatives from the Central Asian states, the Russian Federation, and Ukraine, OSCE/ODIHR and IOM – held in Almaty on 17-18 November 2003;

Welcome the initiative of OSCE/ODIHR and IOM to organize this workshop and appreciate the funding and support provided by OSCE/ODIHR for this event;

Acknowledge the progress and practical follow-up steps and initiatives made by participating states since the Prague 3-5 June 2002 Workshop on Organizational Structures, Collection and Sharing on Migration-related information;

Consider a general appreciation of the creation of a General Model for the Collection, application, and sharing migration-related data information among states within the States of the Eurasia region;

Agree that an important objective of the workshop has been to present tools and models for an effective approach to data management and policy and has included references, legislative models and training elements which will used and applied in the further development of a data sharing;

Acknowledge that various indicators on migration information and data are available at the national level and are already being shared, mostly on a bilateral and/or ad hoc basis;

Recognize that the establishment of focal points of core institutions dealing with migration data would be an effective means for expedient and direct sharing of migration-related data at the regional level;

Agree that the sharing of data between states is a process that takes time, resources, and priority and that it should be based on mutual trust and common understanding and the needs for sharing relevant indicators;

Agree that the sharing of migration-related data ideally should start with a minimum set of data indicators;

Underscore that the sharing of migration-related data should be based upon comprehensive, accurate, and timely data;

Will support the mapping out of the existing national statistical infrastructures, current data collected and shared; reflected in the questionnaire on collection, application and structures of national data collection;

Strongly suggest that there should an emphasis on the quality and the accuracy of the data to be shared; and recommend that a glossary and methodology of definitions of each indicator is provided and agreed upon before any exchange occurs;

Agree with the principle of establishing a regional and accessible mechanism to input and retrieve, and share data recognizing that it should based on national requirement and existing data infrastructures, and to be shared only in a confidential and agreed-upon basis;

Recognize that the sharing of the data could be based on the effective and expedient data-sharing mechanism that meets the requirements of the participating countries, as presented and discussed at the workshop; Understand that IOM and partners are no more than facilitators to initiate the mechanism and will make available information in Russian and English;

Agree that the sharing of the data is determined by the participating states and can gradually be expanded in terms of the network, frequency of exchange and number of data indicators shared

Support the suggestion that a regional network of contacts be identified starting with the contacts provided at the workshop;

Concur that IOM will create a home page containing not only data shared but also information in Russian and English on statistical and legal documents of relevance for understanding and using the data;

Request that further support and funding is made available for enhancing the collection and sharing of migration-related data and that accurate data not only serve to improve migration management within particular States, but also form a solid basis to develop and harmonize common policy actions and to ensure appropriate and humane treatment of migrants;

Acknowledge that bi- and multilateral cross-border co-operation is an important mechanism to enhance migration management for the benefit of states and migrants.

Almaty, 18 November 2003

# A nnex 20

## DSM E-LIBRARY - TABLE OF CONTENTS

1. Historical Background
  - CIS-Conference
  - Workshop on Cross-Border Cooperation and Development of Migration Legislation, Almaty, 29-31 October, 2001
  - Workshop on Organizational Structures, Collection and Sharing of Migration-related Information, Prague, 3-5 July, 2002
  
2. Recent Events
  - Technical meetings
    - Second Technical Meeting on Data Sharing Mechanism, Vienna, 7-8 June 2005
    - First Technical Meeting on Data Sharing Mechanism, Vienna, 3-4 June 2004
  
  - Thematic Workshops
    - Regional Seminar on Labour Migration Policy and Data Management, Chisinau, 28-30 September 2004
    - Regional Data Workshop for Central Asia, Almaty, 17-18 November 2003
  
3. Programme Documents of the General Model
  
4. DSM Elements and Core Documents
  - Methodology of the DSM
  - Training Modules

5. Information and Data from the Participating States
6. Publications
  - National Statistical Reports
  - IOM
  - UN
  - ILO
  - WTO
7. Other Dialogues and Processes
  - Overview
  - Dialogues and Processes
  - Meetings, Events
8. Links

# A nnex 21

## TRAINING MODULES

1. Introduction to the Data Sharing Mechanism
2. Establishing inter-ministerial working groups – examples and lessons learnt.
3. Networks and focal points
4. Linking policy and legal issues with data
5. EU Acquis on asylum and migration statistics
6. Overall data management – concepts and clarifications
7. Lessons learnt from other regional models and processes, including sub-sections on key regional processes such as IGC, Eurostat, CIS, and statistical exchange among Latin American states (SIEMCA)
8. Data collection and processing
9. Data exchange and sharing
10. Basic concepts and categories of migrants
11. Mapping out existing migration data structures in the country – examples and lessons learnt
12. Main elements of capacity-building at the national level
13. Basic IT-prerequisites for data collection, processing and sharing
14. Fundraising and Project Development – illustration of different budget lines that participating countries are eligible for
15. Additional technical data issues
16. DSM Training Curriculum (Country Administrator, Uploading Data, Country Page Management)

# A nnex 22

## A SAMPLE TRAINING MODULE - INTRODUCTION TO THE DSM

### Data Sharing Mechanism: Basic IT prerequisites for Data Collection, Processing and Sharing

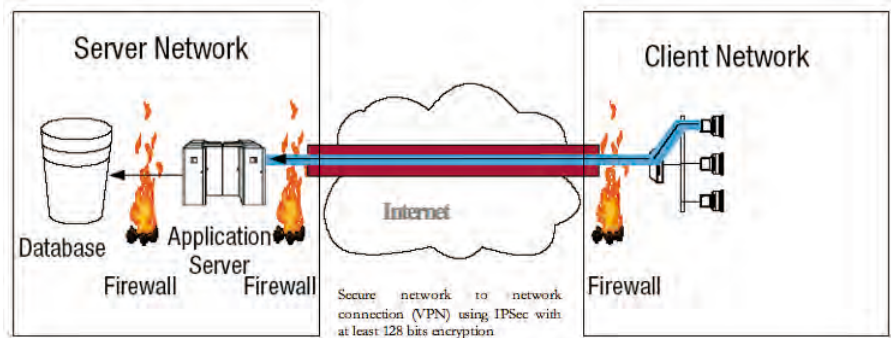
The Data Sharing Mechanism (DSM) was created at the initiative of the governments of Eastern Europe and Central Asia (EECA) in order to provide an electronic tool for a rapid collection and exchange of migration-related data in the region.

The DSM is based on a specifically designed database with an on-line interface that provides a possibility to store numerical migration-related data on agreed-upon indicators for further processing and retrieval by authorized users. It also provides a possibility for storing and sharing qualitative information (such as legal and policy-related reports, national statistical overviews and other related documents).

The DSM consists of two parts: the public part, available via **[www.dsm-migration.net](http://www.dsm-migration.net)**, and a restricted part, which can be accessed only with a unique username and a password. Administration of users at the regional level is performed by the System Administrator. The Country Administrator of each participating state assigns privileges and manages users at the national level.

The architecture of the DSM responds to the participating states' requirement for confidentiality and high level of security. No unauthorized access to the DSM database is possible.

## The DSM IT Architecture:



The two main principles of the DSM are its flexibility and simplicity. Consequently, only minimal IT infrastructure is needed to guarantee the efficiency of the DSM's operations.

### Required IT infrastructure for the DSM:

1. Country level (Users and a Country Administrator):

Each agency from the National Network needs to have:

- a. Hardware:
  - a personal computer with an internet connection
  - a coloured monitor with minimum resolution of 800x600 (recommended 1024x768)
- b. Software:
  - a web-browser (Internet Explorer Version 5 or higher, Mozilla Version 1.0 or higher, Netscape version 6 or higher)
  - Adobe Acrobat Reader 4.0 or higher (to view PDF reports)
  - Microsoft Excel 98 or higher (to view EXCEL reports)



The national agency performing the Country Administrator's role will not require any hardware or software in addition to the above-mentioned prerequisites. The role of a Country Administrator is described in more detail in a separate DSM training module: DSM Country Administrator: Privileges, Functions and Areas of Expertise.

2. Regional level (System Administrator, IOM TCC initially)

- a. all the above specified IT requirements for the Country level

PLUS

- b. an application server (Apache Tomcat) and a back-up medium
- c. an integrated firewall device
- d. a uniquely designed software (provided by the DSM) application to manage the DSM database with an on-line interface

# A

## nnex 23

### SAMPLE OF A MAPPING-OUT QUESTIONNAIRE

(prepared and used for Consultations on a Way Forward in Migration Data Management, as part of the CARDS regional programme)

**“Establishment of EU compatible legal, regulatory and institutional frameworks in the fields of Asylum, Migration and Visa matters”  
(CARDS AMV)**

During the regional seminar on “Irregular Migration & Data Collection” (9-12 May 2005), which led to the drafting of regional guidelines for addressing irregular migration, trafficking and migration statistics, participants of the five SAP countries acknowledged that an effective asylum and migration system is built upon a well-coordinated and comprehensive approach. This approach is also based on the use and reliability of well-defined and agreed statistical indicators. Here, statistics are defined as quantitative aggregated information collected and processed by national authorities on the basis of available data.

At several CARDS-sponsored seminars, and most recently at the final conference for the Migration Module held in Vienna on 29-30 September 2005, representatives from national ministries agreed that systematic collection of migration statistics at the national level, knowledge about data definitions and migration structures and exchange of statistics at the regional and EU level could be further improved. Participants agreed that more work was needed before the goal of collecting, defining, and exchanging statistics in compliance with EU requirements and standards could be attained. They also encouraged the Workshop organizers to pursue means for creating the basis for national reporting and regional

reporting templates that would allow a demonstration over time of changes in migration flows and trends in each country and in the region as a whole.

This questionnaire was developed on the basis of previous survey results conducted in countries in the CIS region and follows recommendations contained in the EU Proposal for Regulation on Community statistics on migration and international protection (EU Framework Regulation). In order to feed into recommendations on further technical assistance and gaps to be addressed, the questionnaire aims to obtain an overview of:

- government bodies responsible for collecting and reporting statistics;
- ‘mapping out’ what currently exists in terms of migration and asylum statistics;
- reporting and use of statistics at the national and regional level;
- the level of compliance of existing statistics with the EU Framework Regulation.

Inputs to Sections 4 and 5 are particularly relevant in this regard. Results from the Questionnaire will be compiled into an overall report and may identify areas for potentially creating regional reporting of selected national statistical indicators on migration and asylum in line with EU standards as well as follow-up training on the EU Acquis on statistics.

Thank you for your time and cooperation.

**Consultations on a Way forward in Migration Data Management**  
*Questionnaire*

Name of Agency \_\_\_\_\_

Address \_\_\_\_\_

Phone Number \_\_\_\_\_

E-mail \_\_\_\_\_

Homepage \_\_\_\_\_

Contact person \_\_\_\_\_

<b>1. Governmental Bodies Responsible for Collecting and Reporting Statistics</b>
---

1.1 Please list the government body (or bodies) responsible for collecting and reporting statistics on migration and asylum in your country and briefly describe their tasks:

*Example: Ministry of Foreign Affairs (processing number of visa applications, etc)*

1.2 Is one agency (or several agencies) within this group that is responsible for coordinating statistical collection at the national level?

(a) No       (b) Yes

1.3. If yes, what are the responsibilities of this agency or agencies? Please distinguish whether these agencies are responsible for collecting statistics, reporting statistics, or both.

1.4. Is there legislation, regulation, or procedural document authorizing such coordination, and if so, please describe.

## 2. Description of Statistical Infrastructure – ‘Mapping Out’

2.1 Please list the key asylum and migration-related statistics currently being collecting by Agency.

**Table 1 - Existing Statistics (by Agency)**

Name of Agency: *Example: Ministry of Foreign Affairs*

Type of Statistic	Availability (Format)	Compliance with Article 285 in the Treaty (e.g. impartial, reliable, objective, independent)	Frequency of data collection (monthly, quarterly, annual, etc)	Public or confidential
<i>Ex. Visa applications</i>	<i>Visa registry (electronic)</i>	<i>Somewhat reliable and impartial</i>	<i>Monthly, etc.</i>	<i>Public annually</i>

Notes: Please use this section to describe any other relevant details on statistical sources, methods of collection, challenges, responsibilities of different agencies, methodology, etc.

Name of Agency: *Ministry of Interior*

Type of Statistic	Availability (Format)	Compliance with Article 285 in the Treaty (e.g. impartial, reliable, objective, independent)	Frequency of data collection (monthly, quarterly, annual, etc)	Public or confidential

Notes: Please use this section to describe any other relevant details on statistical sources, methods of collection, challenges, responsibilities of different agencies, methodology, etc.

### 3. Report and Exchange of Statistics

3.1 Do you exchange migration-related statistics at the national level?

(a) No  (b) Yes

If yes, please briefly describe the system of reporting and use of these statistics at the national level.

If no formal system exists, do you exchange informally? Please describe.

3.2 Do you exchange migration-related statistics with countries in the region (SAp countries)?

(a) No  (b) Yes

If yes, please briefly describe the system of reporting and use of these statistics within the region.

If no formal system exists, do you exchange informally? Please describe.

3.3 Do you exchange migration-related statistics with countries outside the region?

(a) No  (b) Yes

If yes, please briefly describe the system of reporting and use of these statistics outside the region.

3.3. If no formal system exists, do you exchange informally? Please describe.

3.4 Are any statistics made available to the public (e.g. Annual Reports, web briefings, press notes)?

3.5 Additional comments:

## 4. Compliance with EU Framework Regulation

This section refers to overall compliance with the EU Framework Regulation (EC, 2005). For each type of the migration-related statistics in the following Chart, please indicate whether or not statistics are available and provide any notes or clarifications as necessary.

**Table 2 – Availability of Recommended Statistics in EU Framework Regulation**

**Article 3 - Statistics on international migration, usually resident population and acquisition of citizenship**

Type	Article	Availability	Notes
<b>International migrations (during the reference period)</b>			
Immigrants by citizenship, age and sex and by country of birth, age and sex;	3.1.a		
Immigrants by country of previous residence, age and sex;	3.1.a		
Emigrants by citizenship, age and sex and by country of birth, age and sex;	3.1.b		
Emigrants by country of next residence, age and sex;	3.1.b		
<b>Usually resident population (at the reference date)</b>			
Population by citizenship, age and sex and by country of birth, age and sex;	3.1.c		
<b>Acquisitions of citizenship (during the reference period)</b>			
Acquisitions of citizenship by previous citizenship;	3.1.d		

**Article 4 – Statistics on international protection and Article 5 - Statistics on the prevention of illegal entry and stay**

Type	Article	Availability	Notes
<b>Flows (during the reference period)</b>			
Asylum applicants by citizenship;	4.1.a		
Unaccompanied minor asylum applicants by citizenship;	4.2.a		
Returned persons after a negative decision by citizenship;	4.2. (?)		
<b>Flows (decisions during the reference period)</b>			
Dublin resolutions (in persons) by citizenship;	4.2.g		
Inadmissible or unfounded applications (in persons) by citizenship;	4.1.c		
Grants of refugee status (in persons) by instance and citizenship;	4.1.d		
Withdrawals of refugee status (in persons) by citizenship;	4.1.d		
Grants of subsidiary protection status (in persons) by instance and citizenship;	4.1.e		
Withdrawals of subsidiary protection status (in persons) by citizenship;	4.1.e		
Grants of temporary protection (in persons) by citizenship;	4.1.f		
Persons granted resettlement by citizenship (quota refugees);	4.2.h		
Other grants to stay (in persons) by instance and citizenship;	4.1.g		
Withdrawals of other grants to stay (in persons) by citizenship;	4.1.g		
Withdrawals of applications (in persons) by citizenship;	4.1.h		
<b>Stocks (at the reference date)</b>			
Pending applications (in persons) by instance and citizenship;	4.1.b, 4.2		
<b>Flows (during the reference period)</b>			
Third-country nationals refused entry at the external border by citizenship;	5.1.a		
Third-country nationals illegally present under laws relating to immigration;	5.1.b		

**Article 6 - Statistics on residence permits and residence of third-country nationals**

Type	Article	Availability	Notes
<b>Flows (decisions during the reference period)</b>			
First issue residence permits, by citizenship, reason and the length of validity;	6.1.a.i		
Residence permits granted on the occasion of a person changing immigration status or reason for stay, by citizenship, reason and the length of validity;	6.1.a.ii		
Long-term visas or immigration status grants, if granted instead of employment or residence permits;	6.2		
<b>Stocks (at the reference date)</b>			
Valid residence permits, by citizenship, reason and the length of validity;	6.1.a.iii		
Long-term residents (as defined by Council Directive 2003/109/CE) by citizenship;	6.1.b		
Valid long-term visas or immigration status grants, if granted instead of employment or residence permits;	6.2		

**Article 7 – Statistics on returns**

Type	Article	Availability	Notes
<b>Flows (during reference period)</b>			
Third-country nationals, other than persons who have previously made an application for international protection that has been rejected, who leave the territory of the Member State following an administrative or judicial order to depart by the citizenship	7.1		

Note: Where statistics are not published by a government body, but are available, a note should be made.



## 5. Regional Exchange of Statistics

5.1 Please describe whether or not some or all of the statistics mentioned below are being collected for exchange at the regional level. Please see Table 2 to see the correspondence of these general categories to the EU Framework Regulation.

A. Demographic statistics (flows, resident population) (Articles 3.1a-c)

B. Asylum applications and decisions (Articles 4.1a, 4d-h)

C. Statistics on illegal entry and stay (refusal of entry at the border, third country found to be illegally present in the country) (Article 5)

D. Residence permits (family reunification, work and study) returns (Article 6)

E. Returns (Article 7)

5.2 If such statistics are available, how does the exchange of statistics take place regionally with regard to the following statistics? Please comment and use the following chart for each available statistic.

A. Demographic statistics (flows, resident population) (Articles 3.1a-c)

**Table 3 - Potential for exchanging available statistics**

Statistic and correspondence with Table 2 and EU Regulation Framework articles	Frequency (for exchanging information at the regional level)	Responsible Agencies	Sources	Capacity Needs (EU Acquis training, IT support)	Interest in producing a national or regional report
<i>Immigrants by citizenship (3.1 A)</i>	<i>Ex. Annual (31 January)</i>	<i>Statistical unit, National Migration Bureau, et</i>	<i>Residence permits, naturalizations</i>	<i>Training on compiling statistics</i>	<i>Yes</i>
<i>Etc.</i>					

B. Asylum applications and decisions (Articles 4.1a, 4d-h)

**Table 3 - Potential for exchanging available statistics**

Statistic and correspondence with Table 2 and EU Regulation Framework articles	Frequency (for exchanging information at the regional level)	Responsible Agencies	Sources	Capacity Needs (EU Acquis training, IT support)	Interest in producing a national or regional report

C. Statistics on illegal entry and stay (refusal of entry at the border, third country found to be illegally present in the country) (Article 5)

**Table 3 - Potential for exchanging available statistics**

Statistic and correspondence with Table 2 and EU Regulation Framework articles	Frequency (for exchanging information at the regional level)	Responsible Agencies	Sources	Capacity Needs (EU Acquis training, IT support)	Interest in producing a national or regional report

F. Residence permits (family reunification, work and study) returns (Article 6)

**Table 3 - Potential for exchanging available statistics**

Statistic and correspondence with Table 2 and EU Regulation Framework articles	Frequency (for exchanging information at the regional level)	Responsible Agencies	Sources	Capacity Needs (EU Acquis training, IT support)	Interest in producing a national or regional report

G. Returns (Article 7)

**Table 3 - Potential for exchanging available statistics**

Statistic and correspondence with Table 2 and EU Regulation Framework articles	Frequency (for exchanging information at the regional level)	Responsible Agencies	Sources	Capacity Needs (EU Acquis training, IT support)	Interest in producing a national or regional report

<b>6. Technical Assistance Needs</b>
--------------------------------------

6.1. Please list the major challenges in collecting, approving, and applying migration-related statistics in your country.

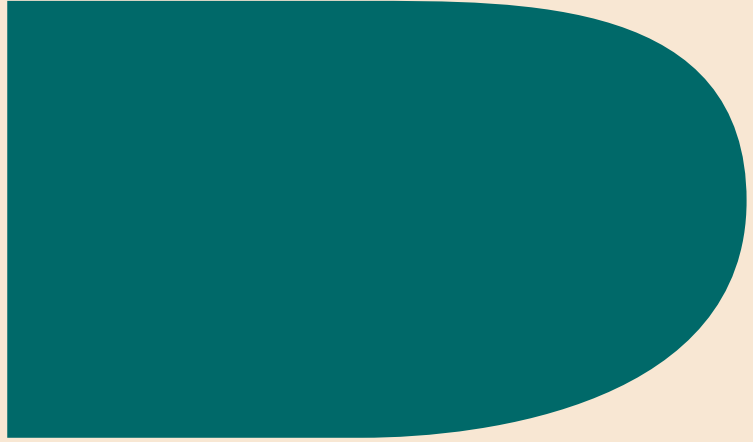
6.2. What priority is given to enhancing the collection, application and exchange of migration-related statistics in your country?

Highest priority	High Priority	Moderate priority	Low priority	Lowest priority
<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>

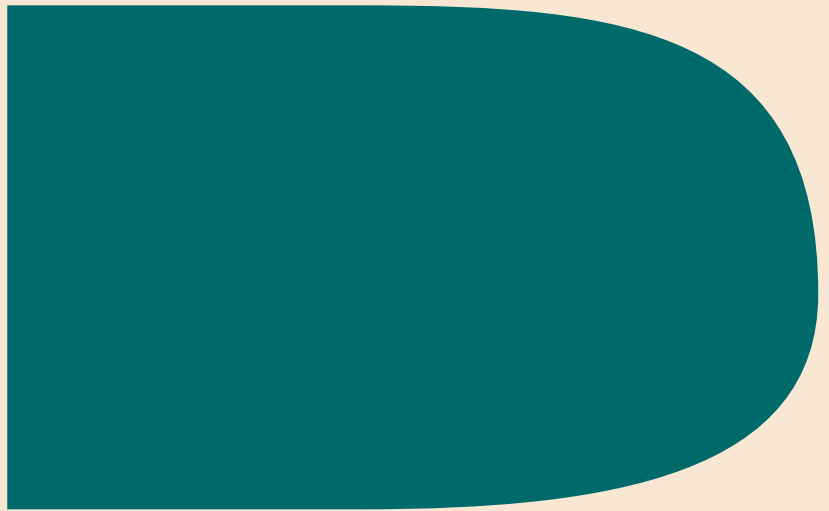
6.3 To what extent do you require technical assistance to enhance your migration statistics collection, application and exchange capacity?

Significant assistance required	Moderate assistance required	No assistance required
<input type="text"/>	<input type="text"/>	<input type="text"/>





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IOM International Organization for Migration