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Joint ECE-EUROSTAT-ESCWA work session
on Migration Statistics
(Geneva, 8-10 May 2000)

Topic 3

**Implementation of the recently revised recommendations
on statistics of international migration**

Supporting paper Prepared by Lars Østby (member of the Task Force from Norway)

1. The information for our migration statistics is always extracted from our register system, which also is the basis for our population census. Thus, there is no information in it that is different from the Census.

2. The Statistics Norway version of the Central Population Register is the key element in all population statistics in Norway. The basis for our registration of *migrants* is the following:

A person is accepted and registered as in-migrant if the *intended* duration of stay in the country is at least *six* months. In the same way, a person leaving the country with an *intention* to be away for at least *six* months will in principle be registered as out-migrant.

This is embedded in the rules regulating our population register. The same rules are applied for citizens and foreigners, and there should be identical migration statistics for both groups. The register is primarily established and maintained for administrative purposes, and Statistics Norway has access to it for statistical purposes. Our possibilities for influencing the registration rules to make better statistics are limited. We have a copy of the register, and receive daily a copy of all transactions registered.

* The documentation for this work session will be processed as for seminars.

3. The personal identification number (PIN-code) is an important part of the register, as this PIN is used for a long range of public and private purposes. To stay in Norway for a long period without having a PIN, is considered to be rather difficult. Taxation purposes are one of the important reasons for having the register, and it is run by the taxation authorities at municipal and national level. Citizens wanting to be taxed in another country than Norway, have to verify that they are spending at least 183 nights a year in another country. This register comprises only pure demographic information, and has no information on reasons for staying or leaving. Such reasons can, however, to some extent be extracted from registers belonging to the immigration authorities.

4. The main aim of Norwegian statistics on international migration is of demographic nature. It is to give right number and characteristics of persons entering or leaving the country (operationalised as the CPR) to take up/giving up Norway as their usual country of residence, according to the definitions established in the CPR. A notification will be kept based on their individual PIN-code. By record linkage, we will have access to relevant demographic information primary, but also to other social information at the individual level. Those needing a permit to stay, will be entered into the system upon the decision taken by the immigration authorities, who also keep their own registers for their internal purposes. We expect better possibilities in the future to link the CPR to their registers. At the moment we have mainly refugee/non-refugee as the main reason for the permit to stay, in addition to what can be deducted from information on the country of origin (free establishment for Nordic citizens, the same with a permit for other EEA-citizens). Thus, for instance the number of persons coming to take work can never be available in our present system.

5. Asylum seekers are treated in accordance with the general rules of the CPR, and the immigration authorities give most statistics on them (applications, decisions etc.).

6. Box 1 has three definitions:

Country of usual residence Basically, we follow the definition. The concept of temporary travel abroad (or temporary absence) is not included in our statistics. A person will be removed from the stock of usual residents if s/he leaves the country with the intention to stay abroad for a longer period than six months. If the absence is intended to be shorter, the person will be included in the stock of residents during her/his absence.

Long-term migrant No concept of temporariness is included in our register, as explained in the previous paragraph. The rule of six months is the only time limit recognised by the register.

Short-term migrant Consequently, this concept is not applied in Norwegian population statistics. Even if we wanted, it would be very difficult (impossible?) for us to introduce short/long-term migrants in the register. We can see after one year whether a person who registered an intended stay for more than six months has returned within one year or not.

With the six-month limit, we have felt no need for a distinction between short- and long-term migrants, and if population statisticians had felt that need, the probability to have it included in the register would be rather low. Consequently, we see now possibility to produce statistics on migrants by short/long term, and we have not seen that as a limitation for the purposes our migration statistics normally serve.

Table 1 and Box 2

7. Two general comments: At the end of §38, it is assumed that no person change category during a stay, which of course gives a simple accounting system. But, how should then naturalisations be treated, as a naturalisation will move a person from the category of foreigners to the category of citizens.

§ 42 discusses situations where a person has two countries of usual residence. Such situations should by all means be avoided, as has been recommended in the ECE/Eurostat Census Recommendation. Their solution should be adhered to also by the Rec. on Int'l Mig.

- A. The categories mentioned in A will not confuse our migration statistics, as they belong to a different realm of statistics.
- A.1. This concept could in principle be established in the Labour Market Registers, but statistics has not yet been produced.
- A. 2. These concepts are not included in any parts of our statistical system, and we have no plans for doing so. A person does not enter any of our statistical systems before s/he has formally entered the country. We never register transit passengers.
- B. Some of these categories are used in our statistics on international tourism. The basis for registration is the establishment where a person stays overnight, i.e. hotels, camping sites etc. The statistical unit is the "stay", not the person. A person travelling two weeks with one night in each of 14 hotels will be counted with 14 stays. If s/he stayed the whole period in one hotel, it would be one stay. There is no registration of stays as guest in private homes.
- B. 3. Excursionists (same-day visitors) are not registered.
- B. 4. There is no registration of departing tourists, but a research institute makes estimates based on samples taken at the borders, of the number of foreign tourists leaving the country.
- B. 5. As explained, we have no registration of travellers of any motives. When Norway enters the Schengen agreement, there will be some sort of control when persons leave the country for also to leave the Schengen area. We do not know yet whether this can be used to collect statistics.
- C. These categories are excluded also from the Norwegian migration statistics. They are not very numerous. We cannot be sure that employees and dependants are excluded from the statistics, but this is not considered to be an important problem.
- C. 6 - C. 7. Foreign diplomats are not included in our population register, and Norwegian diplomats, military personnel etc. are not registered as out-migrating when they leave the country on duty.
- C. 8. We have a very limited exchange of nomads with Sweden and Finland. Their activity is organised in a way that causes no problems for the population statistics. They will always have a main residence in one of the countries, and the visits across the borders will not qualify the nomads as migrants.
- D. The main reason for compiling statistics on international migration is related to population statistics, we need flow and stock information to establish and maintain a reasonable level of quality of our population statistics. For reasons of consistency and comparability, we see the application of a common international set of definitions of international migration as very important. It should be an aim to avoid double counting of persons, or having persons not counted in any country. To have a correct demographic account is the prime goal for our migration statistics. The subdivision of migrants according to reason for stay is interesting for a long range of purposes, but this should not be at the expense of numerically correct population figures. We had preferred the population account approach as the main element of the definition.

The present recommendations seem to focus on migrants rather than migrations, in spite of its title. The difference will often be a theoretical one, but it might also have some practical implications.

- D. 9. No information on reason for departing or entering for studies. Most Norwegian citizens leaving for such purpose will be given scholarship and/or loan from the government. Information on this is available for statistical purposes, but has not been applied to produce population statistics based on individual information. Foreigners from other Nordic countries will not be registered with any reason for their entry. For those needing some kind of permit to stay, the immigration authorities will register the permit on individual level, and they are producing aggregate statistics on kind of permit. This information has been used also by Statistics Norway to produce migration statistics. A new version of their register will be more systematically used for statistical purposes in the future.
- D. 10. Training will normally be considered either as study or work, and will not be recognised in the statistics. There will be some information available for a selected group of persons (holding special permits) in the registers belonging to the immigration authorities.
- D. 11. See D. 9. Citizens leaving the country and registered as out-migrants are not asked for reason for their absence. Foreigners from other Nordic countries are free to enter and work; citizens from other EEA countries enjoy the same rights, but have to register. All foreigners working (not in the black market of course) will be included in the labour market registers. Therefore, we are able to produce stock data on foreigners working in Norway, but we have not complete flow data.
- D. 12. These groups are not identified separately.
- D. 13. These groups consist of an important part of the total stocks and flows. Some will be identified due to the fact that "free right" does not preclude the necessity to register with the police upon taking settlement in Norway (Non-Nordic EEA-citizens). Nordic citizens will not be registered. Indirectly, using information on citizenship and/or country of origin/destination can identify these groups. This category concerns only long-term migrants, Settlement, but for a shorter period than three months seems to be a contradiction in terms.
- D. 14. Whether immigrants or emigrants settle "permanently" or not will never be possible to identify in our (or others?) migration statistics. With the exception of rare refugee situations, we cannot be so sure about the future. Without including "intentions" in the definition, we can classify a person as migrant only one year after arrival. That seems not to be the most efficient way for producing up to date migration statistics. Entry for settlement under the heading "short term migration" seems to be a contradiction in terms.
- D. 15. Citizens in such situations will not be registered, although some citizens will go abroad to join relatives. For foreigners needing a permit to stay in Norway, we will have information on the reason for the permit. To join/form family will be one of these reasons. Further, it is an aim to be able to link family formation to the reason for immigration for the primary immigrant.
- D. 16. To my knowledge, we have not had any citizens seeking asylum abroad, or leaving the country as refugees. If someone did, this would probably not have been registered in Norway. Foreign persons seeking asylum in Norway, or granted refugee status will be identified in the migration statistics.
- E. Basically, the duration of stay abroad for all persons is uncertain. Thus, "uncertainty" seems not to be a fundamental classificatory criterion for migration statistics.

- E. 17. Like for D. 16, Norway has no citizens seeking asylum abroad. It seems rather unlikely that the country of origin can have any information on whether their asylum seekers abroad belong to D. 16 or E. 17. Foreigners seeking asylum in Norway will be in the statistical systems of the immigration authorities until they are given a PIN, normally upon a positive decision on their application. There are some exceptions to this rule, in some cases an asylum seeker needs a PIN for taking work etc., and everyone with a PIN will be included in the system of population statistics.
- E. 18. These groups will mostly escape our statistical registers, and are not included in any statistics.

Chapter VI

8. The main definition of an immigrant in our population stock statistics, is a person with two foreign born parents, irrespective of their citizenship or country of birth. Information on these variables is also kept in the register, and will be used for some of the alternative immigrant definitions available. Using this flexibility in producing statistics makes it possible to tailor-made output according to user needs.

9. The tables recommended in chapter VI are among the central ones, and we should be able to produce them according to the recommendations. Some of them are already existing, but as explained above, the bulk of our stock data is produced on our own definition of immigrant.

The following table will help to the implementation of the recently revised recommendations on statistics of international migration

FLOW OR MIGRATION DATA

For each of the following cells please give the potential data source in your country (e.g. population register, census, foreign register, survey...) and the body responsible for the data collection (Ministry of Interior, Justice, Education...).

Note if the time constraint is respected as described in box 1 on page 10 (3 months or 1 year)

Check if the whole population is concerned and specify all sub-population that are not included

Give an indication on the reliability of the data collection (e.g. good = more than 90%, medium from 50 to 90% or low below 50%)

IN F L O W S - A R R I V A L S

Categories of inflows in the country (numbers are related to box 2, p. 14)

	S H O R T - T E R M M I G R A T I O N		L O N G - T E R M M I G R A T I O N		T O T A L M I G R A T I O N	
	Citizens	Non-citizens	Citizens	Non-citizens	Citizens	Non-citizens
(9,10) Entry linked to education and training	No source	Foreign register	No source	Foreign register	No source	Foreign register
(11) Entry linked to employment	No source	Foreign register	No source	Foreign register	No source	Foreign register
(12) Entry of international civil servants	No source	Foreign register	No source	Foreign register	No source	Foreign register
(13) Entry with free establishment	No source	Foreign register	No source	Foreign register	No source	Foreign register
(14) Entry for settlement	No source	Short-term migration is not "settlement"	No source	No one receives a settlement permit just after the arrival	No source	No one receives a settlement permit just after the arrival
(15) Entry linked to family reunification or family formation	No source	Foreign register	No source	Foreign register	No source	Foreign register
(17) Entry to seek asylum		Foreign register		Foreign register		Foreign register
(16,18) Other entries (please specify)	No source		No source		No source	
Total entries	1.1	1.2			CPR, good	CPR, good

O U T F L O W S - D E P A R T U R E S **S H O R T - T E R M M I G R A T I O N** **L O N G - T E R M M I G R A T I O N** **T O T A L M I G R A T I O N**

Citizens Non-citizens TOTAL Citizens Non-citizens TOTAL Citizens Non-citizens TOTAL

Categories of outflows in the country (numbers are related to box 2, p. 14)

	No complete source, but it would be possible to utilise the State Educational Loan Fund Register	No complete source, but it would be possible to utilise the State Educational Loan Fund Register	No complete source, but it would be possible to utilise the State Educational Loan Fund Register	No complete source, but it would be possible to utilise the State Educational Loan Fund Register	No complete source, but it would be possible to utilise the State Educational Loan Fund Register	No complete source, but it would be possible to utilise the State Educational Loan Fund Register
(9,10) Departure linked to education and training	No source	No source	No source	No source	No source	No source
(11) Departure linked employment	No source	No source	No source	No source	No source	No source
(12) Departure of international civil servants	No source	No source	No source	No source	No source	No source
(13) Departure with free establishment	No source	No source	No source	No source	No source	No source
(14) Departure for settlement	No source	No source	No source	No source	No source	No source
(15) Departure linked to family reunion or family formation	No source	No source	No source	No source	No source	No source
(16,18) Other departures (please specify)	No source	No source	No source	No source	No source	No source
(17) Departure of a former asylum seeker	No source	No source	No source	No source	No source	No source
Total departures						

CPR, good

MIGRANT STOCK

For each of the following categories, please specify the potential data source in order to identify the number of persons or to estimate the volume of that stock. Check if the whole population is concerned and detect all sub-population that is not concerned (e.g. dependants and employees). Please indicate the time of the year for each migrants stocks (e.g. 30th June, 1st December, 31 December). Give an indication on the reliability of the data collection (good = more than 90%, medium from 50 to 90% or low below 50%). Is there a systematic link between the data collection on migrants stocks and the related flow statistics ?

Categories of migrants stock

- For education and training
- For employment on a permanent base (long term)
- For employment on a temporary or seasonal base
- International civil servants
- With free establishment
- For settlement
- For family reunification or family formation
- Admitted refugees
- For seeking asylum
- Diplomatic or consular status
- Military personnel
- Other migrant stock (please specify)

TOTAL MIGRANT STOCKS

CITIZENS LIVING ABROAD

No source, information can be extracted fr
No source
No source
No source
No source, information can be deducted fr
No source
No source
No source
No source
No source
No source
No source
CPR, for emigrants since the establishment

NON CITIZENS LIVING IN THE COUNTRY

No source before 1988, later the Foreign register
No source before 1988, later the Foreign register
No source before 1988, later the Foreign register
No source before 1988, later the Foreign register
No source before 1988, later the Foreign register
No one receives a settlement permit just after the arrival
Foreign register combined with Statistics Norway's data
No real source before 1988, later the Foreign register
No source before 1988, later the Foreign register
No source
No source
CPR combined with Statistics Norway's data: foreign bor
CPR combined with Statistics Norway's census data, god

COMMENTS : The foreign register (of the Directorate of Immigration) contains only non-Nordic citizens. Next year the Next year, the The foreign register does not use the concepts short-term or long-term, but includes information on the duration of the permit permit. The duration criterion in statistics is always six months. CPR = Central Population Register, The Directorate of Taxes

A settlement permit can be granted after three years' stay in Norway with a valid residence permit which constitutes the grounds for settlement. Normally stock data is published as of 1st January each year

Please notice that the two Norwegian papers for the meeting 8-10 May provide additional information.

In Norway the categories of inflows and outflows in this questionnaire do not constitute international immigration and emigration flows. The official migration flows are constituted by the CPR.

COUNTRY : Norway

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See also Reactions..., presented to the TF 7th February, attached this answer