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REPORTS ON VARIOUS ACTIVITIES AND PROGRAMMES

**Eurostat report on the implementation of Article 3 of Regulation 862/2007
on statistics on international migration, usually resident population and
acquisition of citizenship**

Note by the Eurostat*

1. When the Treaty of Amsterdam entered into force in May 1999, one of its main objectives was the establishment of an area of freedom, security and justice in the European Union. With that, migration has become a matter of Community policy competence and since then there has been an increasing need for high quality migration statistics at European level.
2. The important demographic challenges facing the European Union, as well as the development of harmonised European immigration policies, have resulted in an unprecedented demand for reliable and internationally comparable migration data to support policy-making and research. Furthermore, considerable attention has been given to improving the existing migration statistics and significant efforts will be made to ensure the accuracy and comparability of the future statistics collected under Regulation 862/2007. Most recently, the Malta Declaration approved by heads of EU and EFTA NSIs in October 2009 restates the importance of measuring the extent of migration flows and stocks, and stresses that migration statistics must be recognised as a priority issue.
3. *Regulation (EC) 862/2007 on Community statistics on migration and international protection* that came into force in August 2007 differs considerably from the initial legislative proposal made by the European Commission (Eurostat). This proposal was the result of long and detailed discussions and technical consultations with the Member States and the main data users, during which Eurostat, while taking into account data availability at national level, tried to propose a set of core migration statistics that could respond to the user needs as far as possible. Although

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the Commission can propose EU legislation, it is not the legislator. The proposal for legislation was passed to the Council of the EU and the European Parliament where, under a procedure known as 'co-decision', it was reviewed, amended and finally adopted.

4. One amendment made to the legislative proposal was that migration data would be disaggregated by groups of countries and citizenships, rather than individual countries and citizenships. This amendment was requested by several Member States that expected difficulties in providing very detailed citizenship and country breakdowns. However, the Regulation 862/2007 does not itself define the composition of these country and citizenship groups.

5. A Commission Implementing Regulation defining the groups of country of birth, groups of country of previous usual residence, groups of country of next usual residence and groups of citizenship was later prepared, discussed and approved by the European Statistical System Committee (ESSC) on 19 November 2009. Following the approval by the ESSC and the 3 month period during which neither the European Parliament, nor the Council used their right of scrutiny, the procedure for adoption of this regulation has begun. It is expected that the Implementing Regulation will enter into force during the coming month(s).

6. The groups of citizenship or countries (of birth / previous usual residence) for data on usually resident population and international immigration have been defined as follows:

- citizenship of / born in the **reporting country**;
- citizenship of / born in / previously resident in another **EU Member State**;
- citizenship of / born in / previously resident in **non-EU countries**, of which:
 - citizenship of / born in / previously resident in **EFTA countries**,
 - citizenship of / born in / previously resident in **Candidate countries**,
 - citizenship of / born in / previously resident in **other non-EU countries**, of which:
 - citizenship of / born in / previously resident in **highly developed countries**;
 - citizenship of / born in / previously resident in **medium developed countries**;
 - citizenship of / born in / previously resident in **less developed countries**;
- unknown** citizenship / country of birth / country of previous usual residence.

7. The groups of citizenship or countries of next usual residence for data on international emigration have been defined as follows:

- citizenship of **reporting country**;
- citizenship of / next usual residence in **another EU Member State**;
- citizenship of / next usual residence in **non-EU countries**;
- unknown** citizenship / country of next residence.

8. To avoid unnecessary delays to the migration data collection, Eurostat sent the 2009 data request to the NSIs of the EU27, EFTA and candidate countries immediately that the details of the implementing regulation were approved by the ESS Committee. The request was accompanied by technical guidelines describing the new templates, variables and definitions, and a list of countries/citizenships to be included in each group defined by the implementing regulation. At the

beginning of 2010, a Migration Metadata and Quality Questionnaire was also sent to the data providers aiming to collect information about the applied concepts, definitions, data sources, estimation methods and overall quality of the data supplied.

9. For the EEA countries, two type of data are distinguished in the new annual migration data collection: compulsory data under Regulation 862/2007 and additional data collected on a voluntary basis. The decision to keep the individual countries and citizenships as optional in the data templates was mutually agreed between Eurostat and the NSIs as this would ensure that the implementation of the Regulation would not result in a reduction of data availability. At the same time, this would facilitate those Member States that prefer to provide detailed migration data rather than preparing the country and citizenship groupings themselves. For this reason, the new data templates were prepared in such a way that if the data for the individual countries are filled in, the relevant country/citizenship groups will automatically be calculated. The data cells required under Regulation 862/2007 can be distinguished from the voluntary cells as they are shaded in grey.

Table IMM1CTZ - International immigrants by citizenship, sex and age group

Reference: Article 3.1 (a) (i) of the Reg. 862/2007 and the Joint Eurostat, UNSD, UNECE and ILO Questionnaire.

Reporting country:				AGE / SEX					
Reference year:				TOTAL			Y0 4		
CITIZENSHIP		Code	T	M	F	T	M	F	
	TOTAL	TOTAL	0	0	0	0	0	0	
A. Country groups:	Reporting country (nationals)	NAT	0	0	0	0	0	0	
	Other EU Member States (excluding reporting country)	EU_FOR	0	0	0	0	0	0	
	Non-EU countries (excluding reporting country), of which	NON_EU	0	0	0	0	0	0	
	EFTA	EFTA	0	0	0	0	0	0	
	Candidate countries	CAN	0	0	0	0	0	0	
	Other non-EU countries (including stateless), of which	OTH_NON_EU	0	0	0	0	0	0	
	Highly developed non-EU countries	OTH_NON_EU_HDC	0	0	0	0	0	0	
	Medium developed non-EU countries	OTH_NON_EU_MDC	0	0	0	0	0	0	
	Less developed non-EU countries	OTH_NON_EU_LDC	0	0	0	0	0	0	
Unknown group	UNK_GR	0	0	0	0	0	0		
B. Former EU	Former EU15 (excluding reporting country)	EU15_FOR	0	0	0	0	0	0	
	Former EU25 (excluding reporting country)	EU25_FOR	0	0	0	0	0	0	
C. Data by individual citizenship	Belgium	BE							
	Bulgaria	BG							
	Czech Republic	CZ							
	Denmark	DK							
	Germany	DE							
	Estonia	EE							
	Ireland	IE							
	Greece	GR							
	Spain	ES							
	France	FR							

10. The first reference year covered by the Regulation was 2008. However, to allow Member States sufficient time to make any necessary changes to procedures, 2008 is a transition year during which national (non-harmonised) definitions may be applied to the data supplied to Eurostat. For the 2009 reference year onwards, the definitions set out in the Regulation should be fully applied.

11. The new excel templates prepared in 2009 contain series of macros allowing the data providers to check the consistency of the data before transmitting them to Eurostat. The macros also enable the export of each dataset into flat (CSV) files. These features offer certain added value, especially with regard to pre-validation checks and in particular the cross-checks between different

tables. The "Create CSV" feature was developed at the request of several Member States, which had asked to be provided with a tool for generating flat files in the correct format.

International Migration data collection



Data supplier's contact	
Institution:	
Name:	
email:	
Reporting country	-- Select your country --
Reference year	-- Select reference year --
	Check data
	Create CSV
	Reset

12. Almost all of data and metadata officially requested by Eurostat at the end of 2009 have been provided to Eurostat and have recently been published on Eurostat's on-line public dissemination database. Each country's data will be further checked and analysed for possible discrepancies, which go beyond the basic consistency checks.

13. By presenting briefly what has been done so far and how the Regulation has been implemented for the first reference year, a broader, more general discussion can be opened on what can be improved, what difficulties have been encountered during the first round of the data collection, possible differences in interpretation of concepts, recommendations and simply exchange of good practices. Below are several issues which Eurostat considers as challenging:

- Probably one of the most challenging areas of migration statistics relates to the measurement of emigration flows. Wherever observed data are considered as unreliable, due to low rate of deregistration or unavailability of data sources, Eurostat encourages Member States to use scientifically based estimations and exchange data with destination countries, following the guidelines and recommendations prepared by UNECE.
- How to ensure consistency between population stock and flows and that this consistency will not be worsened during the implementation of the Regulation. The preferred definition of usual residence in the Regulation (in line with the United Nations Recommendations) is that *'usual residence' is the place at which a person normally spends the daily period of rest, regardless of temporary absences*. Although the concept of legal or registered residence may be used for reporting data on stocks, this is a default definition that is intended to be used by data providers only if the preferred definition is not feasible. It is known however, that a number of data providers do use this definition – in particular where statistics are based on population registers.

- When migration flows data are based or estimated from residence permit data, it is important to note that the validity of the individual permit is not the only indicator of a 12 month stay. Residence permits for studies or family formation/reunion, for example, may be for less than a year, but it may often be expected that these permits will be prolonged for a time exceeding 12 months. Research into the proportion of migrants likely to renew their initial residence permit, based on the reasons for stay, enable more reliable estimates to be produced for migration flows.
- Where only the actual duration of stay can be applied, there are events for which the actual duration of 12 months will be completed after the date of data extraction. For those cases adjustments should be made.
- Should the country of citizenship be imputed for the unknown cases of country of next/previous usual residence? As migrants do not necessarily move from or to their country of citizenship, Member States should conduct scientific research and modelling for this type of data, and citizenship should be used only as a starting point in the estimation process.

14. Initial analysis of the data and metadata transmitted to Eurostat in the past months indicates that many countries have started the work towards improving the international comparability of migration statistics and have put significant efforts into complying with Regulation 862/2007. Eurostat is grateful to the national data suppliers for their work and cooperation on this. In this complex area of statistics, the process of transition towards reliable and comparable European migration data will be gradual, take time, and require mutual compromise, co-operation and high level political commitment.
