Note by National Institute of Statistics and Geography (INEGI)*

Abstract

Mexico’s NSO (INEGI by its Spanish acronym) is by law the institution in charge to collect, integrate and disseminate statistical data of national interest. In this role, INEGI is aware of the paramount relevance that any improvement on conceptual harmonization has in building up solid frames so to guide all these efforts in achieving a better description of national reality, amenable to international comparability and with the analytical power it demands.

The aim of this paper is to answer the question: How has Mexico responded to challenges of measuring labour migration and mobility; which data sources are available and methods have been used so far? To do so, the conceptual design and statistical available sources are reviewed to establish the type of data and indicators that can be obtained from these sources and their analytical power. In addition, both gaps and pending challenges in generating information are identified.

The document contains three sections. First of all, it presents the context in regard to migration in Mexico, in order to highlight the main concerns of public policy based on relevant information for proper formulations. In second place, it presents a conceptual frame on labour migration and daily mobility, derived from international recommendations from specialized agencies, including the International Organization for Migration, the International Labour Organization, the United Nations Statistics Division, and the United Nations Economic Commission for Europe. The third and last section presents a review of the available sources, in order to establish their analytical power so to account for the different expressions of labour migration as a social aspect of globalization and its impact on labour markets. The conclusions focus on the gaps as well as on pending challenges in generating information listed.

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I. Mexico in front of the challenges of generating information for measuring labour migration and mobility

1. The aim of this section is to present a brief overview of labour migration and mobility in Mexico. While international migration is addressed from the demographic approach that has favoured its analysis; migration and internal mobility are addressed from the perspective of urban and economic development; in order to detect the main concerns of public policy, which in turn become necessities of information relevant for a correct policy design.

A. International migration

2. From the mid-twentieth century a growing emigration is generated in Latin America, from countries of the region to another developed countries, mainly to the United States of America, as part of globalization and internationalization of the workforce (Chackiel, 2009). In particular, Mexico has extensive experience in shaping migration flows to the United States of America. According to Passel, until last 2010 Census, is possible to identify three periods with different configurations, the first spanning from the late nineteenth century until 1970, the second from 1970 to 2007, and the third from 2007 to 2010 (Passel, 2011).

3. The first period, is characterized by a circular, male and labour pattern (Giorguli & Solis, 2013). Circular migration or short-term flows were linked to demand for specific sectors of the US economy, mainly agricultural temporary work. Before the beginning of Bracero Program in 1942, a bilateral program of temporary migrant workers, mass deportations occurred as a selective response to the crisis and contractions of US labour market, showing that the demand for labour force imposed and is the main catalyst for the migration rates (Tuirán, 2006) (Durand, 2007). Anyway, the program transforms the migratory pattern and makes it one of legal and rural origin, male and oriented to seasonal agricultural work. For this reason, the immigration status of most Mexican workers during this period was regular. It is estimated that over the 22 years of the program, this was able to mobilize about five million workers, an average of 350 thousand a year (Durand, 2007).

4. Since the late sixties, there was a change in the immigration policy of the United States, which among other things, puts an end to the Bracero Program in 1964 (Passel, 2011). However, Passel estimated that by 1970, of all immigrants in the country, those of Mexican origin account for about 8%, so that this year Mexico ranks fourth among the countries of origin of immigration in the United States. At the same time, of all Mexican population residents in both countries, Mexican migrants represent about 1.4%.

5. The second period, between 1970 and 1990, has larger settlements of Mexicans established in that country, as by then, there was demand for work throughout the year in other sectors. In 1980, the total number of Mexican immigrants had reached 2.2 million, but for almost a half the immigration status was irregular. Many of them managed to regularize their situation, so that in 1990 the United States Census counted 4.5 million, less than 30% in irregular immigration status. In 2000, census reported 9.5 million residents born in Mexico, 9% of total population (Giorguli & Solis, 2013); until reaching 12.5 million in 2007. Besides the increased intensity and magnitude of the phenomenon, the loss of circularity, the prevalence of undocumented or irregular status, and sectorial and occupational diversification of migrants, other important features are that the migration extends in the territory of both origin and destination and unauthorized migrations are increasingly risky and costly (Tuirán, 2006). Smuggling of migrants has been a growing economic activity, increasingly lucrative for
international networks, generating increasing costs for migrants who become and becoming increasingly compromised in their integrity, human rights, and life.

6. In the third period identified by Passel, from 2007 to 2010, the Mexican-origin population in the United States stopped growing, as response to the fall of the flow of immigrants from contraction and during the economic downturn (Passel, 2011). The US restrictive measures have contributed to the modification of the migratory pattern. Extending periods of stay and increasing the permanent residence of some, Giorguli and Solis estimate 12 million Mexicans living abroad (Giorguli & Solis, 2013).

7. Currently, the United States remains the main destination of international migration (86.3%), followed by Canada (2.2%) and Spain (2.1%); while the rest (9.2%) went to some other country. According to the 2014 National Survey of Demographic Dynamics (ENADID), realized from August 2009 to September 2014, 719,000 people went from Mexico to another country; three of every four migrants are men. International migration is still mainly labour migration under which 67.8% people emigrated to work or look for work; other reasons why people are leaving the country are to join their family (14.4%) and to study (12.4%). Finally, a central aspect, subject of migration policy in Mexico, but with even less attention in generation of official information, is the fact that Mexico is not only the country of origin of international migration to the United States, but in the past two decades has established itself as a transit and destination, mainly of Central American migrants (Giorguli and Yong, 2013); This is a fact that will require attention in generating information by State dependencies.

B. Territorial distribution, production relocation, internal migration and intra-metropolitan mobility in Mexico

8. The territorial distribution of the population in Mexico presents particular aspects, as the result of their geography and their demographic, socioeconomic and cultural processes. Undoubtedly population growth and internal migration are related to the territorial distribution of the population, but beyond demographic factors, the main structural causes of labour migration and internal mobility are related to the process of globalization, which in recent decades has prompted new territorial configurations through the generation of production relocation and areas of insertion in the global economy, which enjoy greater competitive advantages (Aguilar, 2013). At the same time, the globalization process has led to territorial exclusion, so there still persist areas disjointed from competitive advantages offered by the metropolitan and urban areas, mainly those with high levels of marginalization and international emigration. It is the case of rural localities under 2 500 inhabitants, which generally are isolated or difficult to access, and which may be located in the region of the Sierra Madre Occidental and Oriental, as well as the jungle in south-eastern Mexico (Aguilar, 2013). It is still pending matter to seek mobilizing the population in order to bring its geographical distribution to its possibilities and potential, especially in rural areas.

9. The globalization process in Mexico began since the late eighties with the change of economic model, which shifted from one of import substitution industrialization model to another of trade liberalization, and intensified after the entry into the North America Free Trade Agreement (NAFTA) in 1994. The new model helped insert the country in the international division of labour, so that non-oil exports had become the most important engine of growth of the Mexican economy (Heath, 2012); thus generating a territorial restructuring that accompanied the relocation of production processes. While the process of economic restructuring triggered by NAFTA led to an increase of labour force in Mexico, finding in international migration an exhaust valve; within the country, commercial, financial and
industrial conglomerates emerged; resorts or multinational productive circuits that go beyond their administrative political limits, promoting circular mobility, temporary and daily flows, among people who come to work at a different place from their habitual residence, facilitating the functional integration between the two places. The spatial distribution of economic activities on the one hand, and the housing market on the other generates frictions of distance that are diluted through investment and improving transport infrastructure and communications (Aguilar, 2013), and promotes inter and intra-metropolitan labour mobility and generates internal and international displacement.

10. The redistribution of the population in the country is observed through the reduction of population growth of the largest cities in the country. For example, Mexico City has remained in negative net interstate migration rates since 1990. At the same time, it is observed the emergence of small and medium-sized cities that are beginning to attract both production processes and population, whether resident or floating.

11. Currently, there have been identified 59 urban conglomerates in Mexico, 11 of them with more than one million inhabitants (SEDESOL, CONAPO, INEGI, 2012). Of all the 2,456 municipalities in Mexico, only 367 are integrated in metropolitan areas (14.9%), but in there reside 63.8 million, 56.8% of total population, according to the 2010 Census. An interagency group formed by the Ministry of Social Development (SEDESOL by its Spanish acronym), National Population Council (CONAPO by its Spanish acronym) and INEGI, has carried out the process of delimitation of the metropolitan areas of Mexico, which is based on clear operational criteria for identifying geographic units in each area, from the national geo-statistical framework and census information. This makes possible the update and characterization from the generation of statistical and geographical information, and contributes to the establishment of a common framework for the three levels of government, federal, state and municipal, for planning and management of metropolitan development. The criteria are statistical and geographical, but also respond to issues of planning and urban policy. The former are related to population size, physical conurbation, distance, functional integration and the urban character of the municipalities; the latter consider the existence of declaratory and management programs, conurbations and existing metropolitan areas, published in official journal of the states and in the Official Journal of the Federation for interstate metropolitan areas (SEDESOL, CONAPO, INEGI, 2012).

12. Thus, the starting point for the delimitation is the identification of conurbations between urban areas of two or more municipalities. The next criterion is the functional integration. Also it considers the physical closeness measured by the distance, supplemented by criteria for planning and urban policy, such as the existence of declaratory and management programs, conurbations and existing metropolitan areas, published in official newspapers of states and in the Official Journal of the Federation for interstate metropolitan areas; or functional integration in the case of cross-border metropolitan areas.

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1 Metropolitan area is the set of two or more municipalities where there is a city of 50,000 or more inhabitants, whose urban area, functions and activities are located beyond the boundary of the municipality that originally contained them, incorporating as part of itself or its direct influence area the predominantly urban neighbouring municipalities, with which it maintains a high degree of socio-economic integration; this definition also includes those municipalities that for their particular characteristics are relevant for planning and urban policy.
13. An important aspect for the definition of metropolitan areas is the incorporation of functional integration criteria, because it showed that mobility goes beyond the demographic criterion of change of residence, giving place to the generation of information on daily mobility. In Mexico and other countries it has been considered that the two main causes of daily mobility are work and school. That is, it is again the demand for labour mobility flows generated by the type of prevailing economic activity in various parts of the country (whether agricultural, mining, industrial, commercial and/or services). Even the mobility of students, especially basic level, is linked to mobility for their working parents (INEGI, 2015).

14. Based on information from the 2015 Intercensal Survey, 5.3% of the occupied population works in another state or country. Daily mobility is a reality that poses challenges to labour legislation, for example, in the definition of powers between the authorities involved in a labour dispute, to provide guarantees and protection for workers. Also it poses challenges for the System of National Accounts. For example, the income which is paid to a worker on the other side of the border should appear as a consignment in the country of worker residence? But if so, it would be a transfer of resources without two players involved; it also raises issues of taxation: if are they not ordinarily residents in the place where they work, must they pay taxes? And if they do not pay them, can they achieve their labour rights, including social security and services? Also for the development of tourism satellite accounts the matter raises questions: Should the flow representing business travellers enter the tourism statistics, and also the expenses made in the corresponding satellite account? These questions highlight the need to generate more information on the subject.

II. Conceptual framework for information generation on labour migration and mobility

15. The aim of this section is to present the conceptual framework for the generation of information that allows measurement of labour migration and mobility. This framework is derived from the national regulatory framework; considers the national governmental organizations responsible for generating basic and derived statistics: INEGI and CONAPO; as well as major specialized agencies, including the International Organization for Migration, the International Labour Organization, the Statistics Division of the United Nations, the United Nations Economic Commission for Latin America and the Caribbean and the United Nations Economic Commission for Europe.

A. Regulatory Framework for Labour Migration and Mobility in Mexico

16. The Constitution of the United States of Mexico from its original text recognized the rights of every person to enter the Republic, leave it, travel through its territory, and change their residence. Article 11 of the Constitution states that the exercise of this right shall be subject to the powers of the judicial authorities in cases of criminal or civil liability; and the administrative authority, i.e., the limitations imposed by the laws on emigration\(^2\), immigration

\(^2\) The Congress, according to Article 73, has the power to make laws on nationality, legal status of foreigners, citizenship, naturalization, colonization, emigration and immigration and public health of the Republic.
and general health of the Republic, or on undesirable foreigners resident in the country.\footnote{Reform of Article 11 in 2011, added the provisions on the right of everyone to seek asylum on grounds of political order and shelter for humanitarian causes. From: http://www.diputados.gob.mx/LeyesBiblio/pdf/1_29ene16.pdf} 

Therefore, the General Population Law (LGP by its Spanish acronym\footnote{From: http://www.diputados.gob.mx/LeyesBiblio/pdf/140_011215.pdf}), valid since 1974, gives to the Ministry of the Interior (SEGOB), an agency of the Federal Executive, the exclusive power to set places for transit of people and regulate it, by sea, air and border ports, after hearing the opinion of other secretaries of state and other agencies and organizations it deems appropriate. LGP considers as an emigrant that Mexican or foreigner who moves from Mexico with the intention to change residence or country\footnote{Article 77 of the General Population Law.}; it is also the duty of the SEGOB to investigate the root causes of the emigration of nationals and enact measures to regulate and dictate measures for the protection of Mexican migrants, this in collaboration with the Ministry of Foreign Affairs (SRE by its Spanish acronym), an agency of the executive in charge of foreign policy and the implementation of Mexico’s international obligations on human rights.

17. A notable aspect of the LGP attributed to the SEGOB is the conclusion of agreements with governments of other countries, so emigration is made via legal, safe and orderly channels through temporary worker programs or other forms of migration. By mandate of the LGP, CONAPO is a decentralized organization of the SEGOB and the authority in charge of national population planning and implementation of the population policy through relevant programs that allow regulating the phenomena which affect the population in their volume, structure, dynamics and distribution in the country, so that people participate fairly and equitably in the benefits of economic and social development. For its part, the Constitution and the Law of the National System of Statistical and Geographical Information (LSNIEG by its Spanish acronym\footnote{From: http://www.diputados.gob.mx/LeyesBiblio/pdf/LSNIEG_181215.pdf}) give the INEGI the power to regulate and coordinate the National System of Statistical and Geographical Information (SNIEG by its Spanish acronym), consisting of a set of units or institutions organized through Subsystems, including the Demographic and Social Information. The SNIEG aims to produce and disseminate the information of National Interest. Based on the Constitution, the data that arise from them are considered official and mandatory for the different levels of government. The legal framework provides that the INEGI, in addition to regulating and coordinating the SNIEG, has the exclusive power to conduct national censuses, integrate the system of national accounts and develop national price index. In addition, INEGI can produce any other information of national interest, when determined by its governing board. In terms of population, migration and gender should meet the request of the SEGOB to include in the questionnaires the necessary reagents for the generation of information.

18. Importantly, the regulation of the LGP gives CONAPO the attribution to analyse, evaluate, organize and produce information on demographic phenomena, and develop the official population projections. So CONAPO is the organization that produces derived statistic about demographic phenomena, including estimates of the absolute index of migratory intensity Mexico-United States, which identifies homes that have some migration bond; whether they receive remittances or have any immigrant who resides in the United States or a housing resident is a circular or returned migrant; and is the organization responsible for the official population projections and generation of basic demographic indicators, including annual series

\[\text{\footnotesize\textsuperscript{3} Reform of Article 11 in 2011, added the provisions on the right of everyone to seek asylum on grounds of political order and shelter for humanitarian causes. From: http://www.diputados.gob.mx/LeyesBiblio/pdf/1_29ene16.pdf} \]
of emigrants and internal and international migrants, as well as net migration (SNM by its Spanish acronym) and demographic rates, which are updated from the availability of census information generated by INEGI.

19. Before the LGP was established, the immigration issue was marginal in Mexican law, so that this law represented a step forward in 1974; but four decades later, it was necessary to redefine the immigration problem and design a new policy. Therefore, in May 25, 2011, it was issued the Law on Migration (LM7), most of which is aimed at regulating immigration and transit, as it recognizes Mexico not only as a country of origin but also transit, destination and return of migrants (Giorguli & Solis, 2013). It also establishes the principles governing the national migration policy and ratifies SEGOB as responsible for formulating and directing immigration policy.

20. Based on the regulatory framework, it is considered as a migrant the individual who comes, passes or arrives in the territory of a different place from their residence by any kind of motivation. LM establish that both Mexicans and foreigners may only enter or leave the national territory through places for international transit of persons by land, sea and air; complying with the requirements of the LM, including the accreditation of nationality. LM stands the recognition of the right to the preservation of the family unit.

21. Regarding the migration situation in which a foreigner is placed based on compliance or noncompliance with immigration provisions for hospitalization and stay in the country: it is considered that any foreigner has regular migration status when they have fulfilled those provisions, and irregular immigration status when they have failed to comply with them. However, in accordance with the LM, all migrants transiting the country, even in irregular immigration status, are entitled to protection and to be treated without discrimination and with due respect for their human rights. So, the migration policies should at least reduce the risks of migration (UNDP, 2015: 21). Another principle that governs immigration policy is the recognition of the contributions of migrants to their societies of origin and destination, recognizing the complementarity of labour markets: hence the need to properly manage labour migration (Giorguli & Solis, 2013). Based on this principle, Mexico should seek bilateral negotiation mechanisms for the establishment of temporary migrant worker programs. One of the great virtues of bilateral agreements is the recognition of the existence of a bi-national labour market (Durand, 2007).

B. Conceptual framework for Labour Migration and Mobility in Mexico

22. The mobility of population is a topic of interest from various fields for their impact on demographic, economic and social processes. Generating information requires a comprehensive approach commensurate with the complexity of the issue, to account for the various manifestations of migration in Mexico as a country of origin, transit, destination and return of migrants; to which large flows of daily mobility are added.

23. Migration as a component of demographic change, refers to the crossing of a geographical boundary, either internationally or within the same State, and that involves a change of residence; generating changes in its size, its growth rate and its composition, in particular of the legal resident population, because this is the criterion to define which

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individuals are considered within the community called population (Preston, Heuveline, & Guillot, 2001). It means that unlike the components of the natural change, migration becomes more complex than the others because it manifests itself through two flow, one output and one input, therefore, its impact is observed in the geographical unit of origin and the destination. Another important feature is that migration could involve multiple events that can be repeated, not only one as birth and death (Chackiel, 2009). Migration frequently occurs in conjunction with any transition in the life course of people, such as admission to an institution of higher education, a job change or retirement (Preston, Heuveline, & Guillot, 2001), therefore, migration has kept close relationship with inputs and outputs changes in the labour market.

24. This classic definition of migration has been adopted by statistical offices in many countries, including Mexico, and has responded to various international recommendations, mainly the principles and recommendations of the United Nations. For census purposes, habitual residence is defined in Mexico as the specific place of accommodation, housing or home, where people usually sleep, eat, prepare their food and protect the environment; and they can return to whenever they want (INEGI, 2011). Internal migration, which from a demographic perspective is the variable that best explains the changes in the territorial distribution of the population in Mexico, refers to the change of habitual residence of another political administrative division, whether municipality or entity, i.e. the place of origin and destination is located within the same country. Meanwhile, intra-metropolitan mobility occurs when there is a change within a metropolitan area (Sobrino, 2013). CONAPO defines inter-metropolitan migration as the change of place of habitual residence of persons within the country from a metropolitan area to another.

25. According to the International Organization for Migration, the notion of migration encompasses all movements of a person or a group of persons, either across an international border, or within a State. It is a population movement, encompassing any kind of movement of people, whatever its length, composition and causes; it includes migration of refugees, displaced persons, economic migrants, and persons moving for other purposes, including family reunification. (IOM, 2006). Regarding the duration it defines circular migration as the fluid movement of people between countries, including temporary or long-term movement which may be beneficial to all involved, if occurring voluntarily and linked to the labour needs of the countries of origin and destination (op. cit.). Recapturing the experience between Mexico and the United States during the Bracero Program, Durand believes that the legal and temporary migration is the ideal type (Durand, 2007).

26. The International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families adopted by the UN General Assembly in December 1990, sets out a number of concepts according to different time frames: The term “frontier worker” refers to a migrant worker who retains his or her habitual residence in a neighbouring State to which he or she normally returns every day or at least once a week; while The term “seasonal worker” refers to a migrant worker whose work by its character is dependent on seasonal conditions and is performed only during part of the year. “Migrant worker” refers to a person who is to be engaged, is engaged or has been engaged in a remunerated activity in a State of which he or she is not a national. The term “itinerant worker” refers to a migrant worker who, having his or her habitual residence in one State, has to travel to another State or States for short periods, owing to the nature of his or her occupation. Meanwhile the term “project-tied worker” refers to a migrant worker admitted to a State of employment for a defined period to work solely on a specific project being carried out in that State by his or her employer. The term “specified-employment worker” refers to a migrant worker whose work by its character is dependent on seasonal conditions and is performed only during part of the year. “Migrant worker” refers to a person who is to be engaged, is engaged or has been engaged in a remunerated activity in a State of which he or she is not a national. The term “itinerant worker” refers to a migrant worker who, having his or her habitual residence in one State, has to travel to another State or States for short periods, owing to the nature of his or her occupation. Meanwhile the term “project-tied worker” refers to a migrant worker admitted to a State of employment for a defined period to work solely on a specific project being carried out in that State by his or her employer. The term “specified-employment worker” refers to a migrant worker who has been sent by his or her employer for a restricted and defined period of time to a State of employment to undertake a specific assignment or duty; or who engages for a restricted and defined period of time in work that
requires professional, commercial, technical or other highly specialized skill; or who, upon the request of his or her employer in the State of employment, engages for a restricted and defined period of time in work whose nature is transitory or brief; and who is required to depart from the State of employment either at the expiration of his or her authorized period of stay, or earlier if he or she no longer undertakes that specific assignment or duty or engages in that work (United Nations, 1990).

27. Meanwhile, daily territorial mobility is an issue still considered emerging that refers to the daily movements from the place of habitual residence to the place of work, study and other activities, either in the same administrative unit or otherwise, national or international (Chackiel, 2009). CONAPO defines commuters as people working in another place than where they live, particularly, who work in another municipality or in a different delegation from where they live. The commuter, together with cross-border workers, participates in a kind of labour mobility perceived as a phenomenon of globalization and as part of the migration phenomenon that escapes the classical definition. As recommended by the Statistical Office of Austria (UNECE, 2015), we must wean the approach to demographic criteria, as mere change of residence. In this case, beyond continuous or temporary circular flows, it is daily flows that have a significant impact in cities where labour centres are located, and reflect the mismatch between the labour market and the housing market.

28. In the case of the metropolitan areas of Mexico, functional integration is defined by shuttle travel from the place of residence to the workplace, between the municipalities involved (SEDESOL, CONAPO, INEGI, 2012). This integration is made operational through the concept of daily mobility, which refers to short, daily and cyclic shifts from a place of origin and a destination, either in the same administrative unit or other national or foreign (INEGI, 2015).

29. Thanks to information on daily mobility, it is possible to identify the entities and municipalities, either they are expellers or attractors of the workforce and educational opportunities; this allows to view, as a complement to the usual resident population approach, the needs of infrastructure and services in cities. It also make it possible to identify the connectivity between different geographical areas, and dependency relations between central and local and regional areas, as well as define and update the 59 metropolitan areas nationwide.

30. Another important aspect of daily mobility is that significantly affect the household income, due to transportation or fuel cost incurred by its members outside the household; hence the importance of identifying this population and the places where these phenomena occur.

III. Information Sources on Migration and Mobility in Mexico

31. The dynamics of migration generates information needs that reveal the magnitude of and determine internal and international migration flows. This section carries out a review of available sources in order to establish their analytical richness to account for the different expressions of labour migration as a social aspect of globalization and its impact on the labour market. In Latin America, particularly in Mexico, the generation of information on internal and international migration already has a long history; the most valuable data comes mainly from censuses that incorporate questions on individuals’ habitual place of residence at different points in time. Daily mobility, however, is an emerging issue that is already been addressed by INEGI.

32. Population censuses are the basic source of information for measuring migration, either from direct or indirect methods (Sobrino, 2013). Censuses gather the most valuable data to measure internal and international migrations from questions on habitual place of residence at different points in time (Chackiel, 2009), so measurements meets the classic definition of
migration. In Mexico, since 1950, censuses generate information about absolute migration from the variable “place of birth” for the category of total population; and since 1990, they generate information on recent migration\textsuperscript{8}, through the variable “residence at previous five years” for the category of population of five years old or more. Thus, recent migration is shown by the population aged 5 and older, that between the date of the census interview and five years before, changed their place of residence from another different from their current residence place, and at the time of the census interview was alive. The 2010 Census captures information on place of birth and residence 5 years earlier through the questions Entity or Country of Birth and Entity or Country of Residence in June 2005.

**Figure 1**

2010 Population and Housing Census. Basic Questionnaire

![Questionnaire Image]

33. In the 2010 census, as in the 2000 census round, two types of questionnaires were used: one basic and another expanded. The expanded was applied to a sample of households, 10% of the total, and the basic to all homes exhaustively. In the case of absolute migration, with information from the basic questionnaire it is possible to construct the origin-destination matrix only at state level, since changes in the nomenclatures and the administrative policy over time delimitations hinder municipality of birth registration. In the case of recent migration, the expanded questionnaire, designed to deepen the knowledge of some priority issues, does collects data at the municipal level through the question municipality of residence in June 2005.

\textsuperscript{8} In 1970 and 1980 census questionaries’ there is no question about the place of residence five years earlier, but they do ask for how long the person has resided in the current location.
34. Classification corresponds to the Unique Catalogue of Key for State and Municipal Geostatistical Areas and Localities (INEGI, 2016a), a product in permanent certification and update process, result of updating the National Geostatistical Framework (INEGI, 2016b) and of different projects and cartographic activities led by INEGI, ensuring unique and specific identity of the geographical space it occupies in the country.

35. The population categories that can be formed from the information about place of residence at birth, five years before the survey, and at the time of the census are:
   
   a. Absolute migrant population: With equal current place of residence to place of residence five years earlier, but different from birth.
   b. Recent migrants: With birthplace residence equal to five years earlier, but other than current place of habitual residence.
   c. Return migrants: With current place of habitual residence equal to birth, but different from the place of residence five years earlier.
   d. Multiple migrant population: With current habitual residence, other than the place of residence five years earlier and also different from the place of birth.
   e. Non-Migrant population: With current place of residence equal to five years earlier and equal to birth.

36. The expanded questionnaire also included a series of questions to capture recent international migrants. First, questionnaire identifies if during the last five years a resident went to live to another country and the total number of migrants. For each migrant, sex, age, date and place of migration origin and destination, and actual country of residence are identified. For returned migrants the date of return is inquired.

37. The 2014 National Survey of Demographic Dynamics (ENADID), besides capturing information of residence at birth, and five years before, now adds another point: A year before the interview. In addition it inquires the cause of recent migration, both one year and five years earlier.
As can be seen, the main deficiency of the questions about habitual residence at fixed times is that it not possible to measure movements that happen between the three moments analysed. To have broader retrospective information, INEGI has conducted two retrospective surveys called Retrospective Demographic Survey (EDER). The first, held in 1998, is the first to collect life stories of a representative sample of women and men nationwide. Family history, demographic transitions and trajectories are recorded to three cohorts: men and women born in 1936-1938, born in 1951-1953, and born in 1966-1968. The second survey, held in 2011, once again, aims to collect information on the life trajectories of individuals, including the migration, of people between 30 and 60 years old, considering 1951-1953, 1966-1968 and 1979-1981 cohorts, and of provide information about the second half of the twentieth century and the beginning of the twenty-first.
This information identifies each of the migratory movements of the population, from the place of birth, and record each of the locations where people have resided for at least one full year continuously. It also establishes those cases in which there has been no migration. One advantage is that movements with greater geographic breakdown are recorded, from the local level. The disadvantage is that it does not have the regularity and universality of the census, which also includes information that meets the criterion of habitual residence.

A. US data sources

Studies about Mexicans in the United States have employed three main sources: censuses of this country, and the annual supplement to the Current Population Survey (CPS) and the American Community Survey (ACS). Estimates of entrance per year are achieved in the census and the ACS with the question about year of entry into the United States, as well as the question about residence one year earlier.
B. **Surveys on Migration in the northern and southern borders of Mexico (EMIF)**

41. The Survey of Migration at Mexico’s Northern Border (EMIF Norte by its Spanish acronym) is a project carried out since 1993 by El Colegio de la Frontera Norte (COLEF by its Spanish acronym), a public research centre, in conjunction with CONAPO, responsible for population planning in the country; and the Secretariat of Labour and Social Welfare (STPS by its Spanish acronym), an agency of the federal executive whose role is to promote investment for job creation; promoting labour relations based on productivity, reconciliation of interests between the factors of production and legality in relation to social welfare, labour inclusion and gender equity.

42. The aim of the survey is to measure the size and characteristics of the flows of migrant workers between Mexico and the United States. Besides the consolidation of a fundamental statistical observatory for the study of Mexican migration, called Observatory for International Migration (OMI by its Spanish acronym), in coordination with CONAPO and other agencies, later, the survey became the most important conceptual and methodological precedent for another similar survey on the Mexican-Guatemalan border, The Survey of Migration at Mexico’s Southern Border (EMIF Sur by its Spanish acronym) carried out since 2004. The Survey of Migration at Mexico’s Southern Border aims to: Increase understanding of the flows of migrants who cross between Mexico and Guatemala in order to work in Mexico or the United States, along with the undocumented migrants that cross Mexican territory and are returned to
Guatemala, Honduras and El Salvador by Mexican and U.S. immigration officials. Also, quantify the volume of migration flows and discover their main economic, social and demographic characteristics, as well as the conditions and labour characteristics of the people who migrate. Both EMIF Norte and EMIF Sur constitutes the basic source of the OMI.

43. To measure a flow it defines as the set of human movements passing through a geographical area on a period of time. In surveys it stipulates that this period is a quarter year.

44. In each of the borders, south and north of Mexico, the EMIF identify movements that are captured in two directions, from south to north and north to south. In the EMIF Norte there are three major flows, the first south-north direction and the remaining two in north-south direction:
   a. Migrants from the south: individuals 15 years and older, both born in Mexico and residents of Mexico, who do not live in the city where the interview takes place, whose displacement is in south-north direction, whose migration to the northern border is motivated by the search for work opportunities, a change in residence, or another reason, and who do not have a planned return date to their usual place of residence.
   It distinguishes migrants bound for the northern border and migrants to the United States. For the flow from the south, there are 13 border cities covering by the EMIF Norte, each with bus terminal and six that have an airport: Tijuana, Mexicali, Ciudad Juarez, Nuevo Laredo, Reynosa and Matamoros; and with only bus terminal: San Luis Rio Colorado, Altar, Nogales, Cananea, Agua Prieta, Ciudad Acuña and Piedras Negras.
   b. Migrants from the North: individuals 15 years and older, born in Mexico and residents of either Mexico or the United States, who do not live in the city where the interview takes place, who are leaving the northern border or coming from the United States, whose migration is motivated by the search for work opportunities, a change in residence, or another reason, and only those people whose period of stay has been greater than one month. Migrants from the northern border and migrants from the United States are distinguished by land and by air (airport). For the flow from the north there are 11 border cities considered too, each with its bus terminal and in seven of them also vehicular crossings; as well as the international airports in other non-border cities of the country: Mexico City, Guadalajara, Morelia and León.
   c. Migrants returned by US immigration officials: individuals 15 years and older, born in Mexico and residents of either Mexico or the United States, who do not live in the city where the interview takes place, who are leaving the northern border or coming from the United States, whose migration is motivated by the search for work opportunities, a change in residence, or another reason, and only those people whose period of stay has been greater than one month. Sets returned by the Border Patrol in 10 entry points along the border and air from which point of entry is the airport of Mexico City.

45. For EMIF Sur, migration is characterized by its origin (Guatemala, El Salvador and Honduras), its destination (Mexico or United States) and the return condition (if the person is returned by either United States or Mexican immigration officials). From these combinations, four migration flows are identified and within each of these at least one target population is identified. The combination of these elements defines four streams, the first south-north

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9 Both surveys are managed by the following institutions: COLEF, SEGOB, CONAPO, STPS; Migration Policy Bureau of SEGOB (UPM), the Secretariat of Foreign Affairs (SRE), and the National Council to Prevent Discrimination (CONAPRED). And in 2015 the Secretariat of Social Development (SEDESOL) joined the project.
direction and the others in north-south direction. Within each of these flows it identifies at least a target population:

a. Migrants proceeding from Guatemala travelling to Mexico or the United States: individuals not born in the United States or Mexico, coming from Guatemala or another country and who will cross Mexico in search of work opportunities in Mexico or the United States, or will at least stay in one of these countries for a period greater than one month. The flow from the south considers four main locations: Tecún Umán, El Carmen, La Mesilla and Santa Elena in Guatemala.

b. From Mexico or the United States heading to Guatemala: individuals not born in the United States or Mexico, coming from one of these two countries, and whose relocation was for work motives or to search for work in those countries, or at least to stay for a period greater than one month. This migration flow includes people who live in one of these two countries and are returning to visit their home country. The flow from the north considers three main towns: Tecún Umán, El Carmen and La Mesilla in Guatemala.

c. Migrants returned by U.S. authorities by airplane: individuals who crossed Mexican territory to arrive to the United States, who declared to have been born in Guatemala, Honduras or El Salvador to immigration authorities, who lived in U.S. territory without the required documentation and were detained and sent back to their country of origin through an international airport. It considers La Aurora airport in Guatemala; San Pedro Sula in Honduras and Comalapa in El Salvador.

d. Migrants who declared to Mexican immigration authorities to have been born in Guatemala, Honduras or El Salvador, who lived in Mexican territory without the required documentation and were detained and sent back via land to their country of origin by land into 4 main locations: El Carmen and La Mesilla in Guatemala, Mile 4 in Honduras and San Salvador in El Salvador.

46. The EMIF have been established as an observatory of migration between Mexico and The United States have contributed greatly to size the migration between Mexico and Central America. Mexico’s southern border with Guatemala and Belize spans over 1,149 kilometres. The longest State border is between Chiapas and Guatemala (956 kilometres). Chiapas has strong migration dynamics with Guatemala, with crossing characterized by a large number of visitors, temporary workers and migrants in transit (Najera-Aguirre, 2010).

47. The only limitation of the EMIF projects is that their interest is not centred in circular or everyday trans-boundary movements, as they are not considered migratory movements in the strict sense, but involve a significant number of frontier workers, including domestic workers and street sellers.

C. Daily labour mobility

48. To respond to changing patterns of internal migration and growth of metropolitan areas of Mexico, and its importance for urban planning and its impact on the labour market, it was necessary to incorporate into the design of the census the topic of daily labour mobility; so that from 2010, in the 2010 Census expanded questionnaire, a question was included on the workplace for the population category of 12 years old or more, in order to identify the entities and municipalities expeller or attractors of work force, allowing observe mobility beyond the demographic criterion of habitual residence and to view, from a complementary approach, the needs of infrastructure and services in cities.
In 2015, this subject expands so the 2015 Intercensal Survey includes in its questionnaire, in addition to the workplace of the population 12 years of age or older, the identification of municipality, state or country where the population, of three years old or more, studies; as well as the transport method and the time to transfer to both school and work. This set of information makes it possible to approach other ways in which mobility is already performs and how it impacts in different areas.
IV. Conclusions

50. This document has conducted a review of the context of migration and mobility in Mexico, the regulatory and conceptual framework, as well as those sources available for the generation of information, with the aim of showing how Mexico has responded to the challenges of measuring migration and labour mobility. National laws on population recognize
Mexico as a country of origin, transit and destination of migration, and also recognize the need for a constant diagnosis of reality and its transformations. It is recognized that migration, and labour mobility in particular, must be analysed in its size, population, land and labour dimensions.

51. Mexico has responded to the challenges of measuring migration and labour mobility through the generation of information from various statistical projects. There is extensive experience in generating information on habitual residence at different points of time and it has initiated with the generation of information that allows establishing a diagnosis on the magnitude of daily mobility through the 2010 Census Sample and the 2015 Intercensal Survey. Given the large sample size, information is available for geographical breakdown; both projects represent an achievement in terms of gathering information on migration and other forms of labour mobility in which commuters are involved.

52. Among the future projects we can mention the National Household Survey as a project that would address the issue of migration and mobility, under which it is possible to incorporate into a survey modules on various topics. To achieve this, inter-institutional coordination, especially between CONAPO and INEGI is required. Both institutions are part of the Executive Committee of the National Demographic and Social Subsystem information, as well as Technical Committee Specialized in Population and Demographic Dynamics.

53. Finally, some areas of opportunity in the generation of information on labour migration and mobility has been identified in this review of information sources. First, it is considered necessary to advance on the establishment of a conceptual framework on labour mobility comprising those intermediate situations between movements that do involve a change of residence and those that are carried out daily, and involve intra-metropolitan and frontier workers. This involves capturing multiple residences, which is not yet present in the census questionnaires.

54. Second, it is considered necessary to advance on the harmonization of sources. For example, coordinate information generated through household surveys with other records, including the Tourism Satellite Account of Mexico (CSTM), which aims to obtain information that will join the National Accounts on Gross Value Added Tourism, representing 8.7% of total GDP. While aware of consumer spending by tourists, domestic and international, this has not yet been leveraged in order to account for mobility flows and the total amount of tourists. Migration forms demanded for travellers should be as well subject for sampling in order to conduct surveys in depth. It would be very, very useful if this format included an e-mail or mobile phone contact. Embassies and consulates should encourage as well the registration of nationals who ask for their assistance. In collaboration with supranational organisms, churches and NGO’s should also promote a registration of immigrants with a special and unique identity code, devising incentives for them to do so. A directory in this regard would be another statistical resource to count on.

55. Another pending task is to develop, beyond the wide range of household surveys, surveys in collective dwellings in order to detect the movements of the population that do not go through private homes, who do not intend to establish a habitual residence, and who may be legal migrants or not. While it was held the 2015 Census of Accommodations Welfare (CAAS), its objective was to generate information for the diagnosis, design and evaluation of public policies on social assistance, focusing on the conditions and services offered by public, social and private establishments that host vulnerable populations, including migrants, but without collecting information about them, only on the material and human resources that hostels have. Here there is an opportunity to establish an administrative record as an approach to examine the type and characteristics of mobility that the person is experiencing. The great challenge for
Mexico is to be transit territory and be able to capture such type of migration. Mainly, Central American migration towards United States of America. Only through the EMIF it has been possible to capture a part of the flows of migrants from Guatemala, Honduras and El Salvador who leave their place of origin, they go into our country and use Mexico as a transit country on their way to United States, without the intent to establish residency in Mexico. The underground condition of undocumented migration has contributed to that trans-migrants being a difficult population group to quantify and characterize. It might be possible to achieve some harmonization in order to quantify flows of different forms of labour mobility. What will remain challenging anyway, and may demand new ways of collecting data, are both quantifications of stocks of illegal labour migration, as well as accurate quantifications of persons behind any type of flow (not to forget that flows quantify events, rather than persons).

56. Finally, it is possible to say that Mexico has joined efforts in conceptual harmonization in order to have the terms of reference that both the ILO and the UNECE aim to promote since 2015. Definitely should be in close coordination with the ILO group. Though the topic of labour mobility goes beyond labour migration, there is no doubt that the latter concept is a central issue of concern, and one very challenging indeed, because most illegal modalities and vulnerability situations take place amongst migrants. It would be pointless to have another concept and approach on that regard. Not to forget as well how influential ILO is in terms of recommendations on either Labour Force Surveys design or any other data collection instruments dealing with this issue, as well as labour conditions or labour incomes amongst their topics. Last but not least ILO is also working in the definitions and conceptual frame of forced labour: an issue sadly correlated with labour migration. All of ILO’s advances on this regard ought to be heeded, and where there is still not one, the group on labour mobility must be willing to share its consensus and findings with the ILO group, making its best efforts so that both groups march in the same direction on common issues. Once again the conceptual frame on labour mobility should be precise on what is the common ground as well as what part of that frame goes beyond shared concerns aiming at different brand of phenomena or new directions.

57. Along with its participation in bilateral meetings, there is an Executive Committee of the National Subsystem of Demographic and Social information, as well as Technical Committee Specialized in Population and Demographic Dynamics. These instances are expected to achieve progress in the generation of information on migration and labour mobility. In April 2015, the first meeting of the Consultative Council on Migration Policy took place in Juarez Hall of the SEGOB. The Consultative Council represents a fundamental democratization of dialogue in the immigration matters space, since it is composed of the major players who design and implement the immigration policy, together with academics from different unions and non-governmental organizations working in the phenomenon. This is in order to coordinate the necessary mechanism enabling it to gather the demands and positions of the Powers of the Union, the three branches of the Mexican federal government, as well as the governments of the states and the organized society. In this case, INEGI was asked to participate in the Working Group on statistics and sources of information on dual nationality and identity of the Mexico-US migration; 2015 Intercensal Survey represents the main source due to the inclusion of questions about nationality and birth certificate. Its statistical design allows for disaggregation down to municipalities, so it is the biggest sample covered for the decade. We think this kind of surveys bring a very important opportunity to detect population movements. If a mirror survey will be conducted for instance in the US, harmonizing time references alongside concepts and catalogues of places of origin/destination, would be very helpful in correcting models on both flows and stocks, as well as giving a more precise idea of scope or coverage of other statistical sources such as administrative data. At the same time this will provide a platform for further sampling on those cases of interest in order to reconstruct stories of labour mobility. In sum we
should imagine a standard dual/tandem/coordinated model survey (for both expellers as well as attractors countries on migration issues)

58. The issue of labour mobility, no doubt should became a transversal one –as it is now gender or sustainability- across many statistical ways of gathering information. First of all, Mexico, as country of origin, transit and destination, has established a diagnostic of what it is known for certain on regard of the issue (well settled facts based on hard data) what is known by indirect methods and what is as well fragmentary information or even mere guessing. To do this, each country institutionalize an intra-dialogue committee between statistical and migration authorities on one hand, and academic demographers on the other, alongside experts on labour markets so to come up with a precise diagnosis. However to be efficient in this regard it will be needed first that at least a conceptual frame on labour mobility is at hand so to set the course of the discussion: a very clear distinction between labour mobility ending up in a change of residence and the ones that not imply that -each with their pertinent typologies or sub classifications- is thus needed: also distinctions between legal/illegal ways to reach the country of destination on one hand from legal/illegal migratory status in the host country on the other, should be taken into account in these classifications. Therefore the first aim of the international working group on this regard is to outline the objects of interest, why they are so, and what questions stem from there. The international working group should distinguish this first stage from subsequent ones when conceptual harmonization and gathering information strategies become the main topics. Once the conceptual frame is defined it is possible to set in motion within each country the dialogue format described above between statistical offices, authorities and specialists, which in turn feeds back the working group. The working group should encourage as well that a country expert committee holds bilateral meetings with counterparts or partner countries’ committees, that is, between those countries closely linked by labour mobility. In sum, the idea is that this working group is backed by a structure of dialogue in the member countries addressing the topics and questions it puts forward.

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