

MIGRATION PROFILE LIGHT

Production Guidelines

2013



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Introduction

After the adoption of the Building Migration Partnerships Joint Declaration in Prague in April 2009, the Building Migration Partnerships initiative (BMP) started to work on establishing the BMP Knowledge Base. The Knowledge Base, nowadays known as the Prague Process Knowledge Base, consists of a set of Extended Migration Profiles¹ elaborated and endorsed in 2010-2011 and the interactive online map (i-Map), which visualises the available information.

The Prague Process Targeted Initiative (PP TI) is an EU-funded project, which builds upon the BMP initiative and implements selected priorities identified in the Prague Process Action Plan endorsed in Poznan in November 2011. One of the objectives of PP TI is to maintain the Knowledge Base, keep it up-to-date and develop it further.

While continuous attention to updating and developing Extended Migration Profiles remains, the PP TI has taken into account the feedback received from the Prague Process participating states and has proposed a concept of the Migration Profile Light. In comparison to the Extended Migration Profile, which from its name indicates that the information should be of thorough and detailed nature, the Migration Profile Light should be a handy tool with a limited number of pages clearly indicating the areas of interest. The Migration Profile Light should aim at key priorities and problems, easy annual updatability and standardised data for all countries involved.

The proposed Migration Profile Light (MPL) concept has been well received by the Prague Process participating states and Germany volunteered in testing the concept by filling in the template. The MPL on Germany has been developed and the process of its establishment has led to identification of gaps in the first template, which have been covered in cooperation with the PP TI Support Team at ICMPD.

The aim of the PP TI is to establish the Knowledge Base as a useful tool consisting of state-owned migration profiles with standard and comparable data categories. While aiming at the seven leading states of PP TI and the PP TI non-EU participating states, the interest of the Prague Process is to collect national MPLs for all 50 Prague Process participating states.

The MPL is an exercise, which targets all states, believing that this will lead to mutual understanding of migration situation in partner states, existing migratory flows, priorities, problems and interests. The MPL should serve as an informative but also policy making tool. In case of need, methodological and expert support is planned to contribute to development of MPL in states with limited experience with such exercise.

¹ Albania (endorsed 2010), Armenia (2011), Azerbaijan (2010), Bosnia and Herzegovina (2010), Czech Republic (2010), Georgia (2011), Hungary (2011), Kazakhstan (2010), Kyrgyzstan (2011), Poland (2010), Romania (2010), Slovakia (2010), Tajikistan (2010), Ukraine (2011). Belarus, Russia, Turkmenistan and Uzbekistan worked on their Extended Migration Profiles but the work has not been completed.

The geographical focus in PP TI is with the countries in the Eastern Neighbourhood of the EU, Russia, Southern Caucasus and Central Asia, which doesn't exclude other Prague Process states from the joint partnership exercise.

The PP TI Support Team within the International Centre for Migration Policy Development (ICMPD) is ready to help and can be contacted at ppti@icmpd.org. The Knowledge Base of the Prague Process is accessible at www.pragueprocess.eu and www.imap-migration.org, section Prague Process.

1. General recommendations

The present guidelines are intended to serve as a reference document supporting the preparation of a national Migration Profile Light. Reading these guidelines should help the drafter to get an overview of what should be included in a MPL to provide with a valuable picture of the migration situation in the respective country.

The first step is to get acquainted with the structure of the Migration Profile Light in order to have an overview of the work to be done and information to be collected. By reading this document and by looking at other examples, most notably the German example of a MPL, the reader will get an overview of the structure and content of the MPL. The reader may also want to consult the (Extended) Migration Profiles from the Knowledge Base section of the Prague Process website (www.pragueprocess.eu) or on the i-Map platform (www.imap-migration.org).

When collecting information for the MPL, proper care is to be given to references to the sources of information provided in order to clearly identify the source of each piece of information. One can follow the examples of references used in this document or in the German MPL. The best way is to include in the footnotes all information necessary to identify the origin of the information. It is important to use consistent way of referencing and to provide information on author of source document, the title, year of publication and publisher. If you refer to information obtained from the internet, please also provide the weblink and the date of access of the weblink. If the MPL includes information without any source, it should be made clear that this piece of text reflects the views or interpretation of the authors/ owners of the MPL. Interpretations without sources should be kept to a minimum.

A MPL cannot be prepared in short time, so please consider planning enough time to prepare the first draft of the MPL and mind several stages of review until a final publishable version is finalised.

Finally, Prague Process support team is always available for providing support for the process of preparing your MPL.

2. Structure of the MPL

Figure 1, below, shows the structure of the MPL. The MPL begins with background information about the document, which is a description of the institutional framework in which the MPL was produced (cooperations, involvements and funding).

Section 1 provides basic information about the country covered by the MPL including the official name of the country, its capital, size of the country, population, bordering countries and length of borders as well as other relevant information deemed important (e.g. membership in supranational entities). In addition, a short paragraph about basic characteristics of the country can be added. This paragraph could include information on the administrative structure of the country and/ or basic administrative regulations and responsibilities concerning migration policy.

The next section provides an overview of general migration flows, including immigration and emigration as well as an overview of the stock of migrants in the country (see further down for potential indicators and definitions to be used for this section).

The remaining six sections cover more specific topics related to migration, including legal migration with special focus on labour migration, irregular migration, return and readmission, integration of immigrant, migration and development as well as asylum and international protection. Each of these sections consists of three subsections, namely institutional structure, policies and statistics. The subsection on the institutional structure describes the basic institutional setting dealing with the topic (i.e. which ministries and which departments of the ministries and potentially other institutions are responsible for dealing with matters related to the topic, e.g. legal migration). The second subsection outlines the main policy framework in the respective area, referring to the main policy instruments regulating the respective topic including laws, by-laws, policy strategy papers, national, regional or local actions plans, international agreements, etc. It is important to keep both sections concise.

The third subsection provides statistical indicators in the area. Each of the indicators should be provided in a table or graph and should be described in text form. A selection of indicators is outlined below.

Finally, an annex including additional statistics, graphs, maps, data, reference to legal acts, etc can be included.

In order to keep the MPL a light document, which provides a concise overview on the migration situation in your country, it should be between 9,000 and 11,000 words of text.

Figure 1: Structure of the MPL

Background
1. General country information
2. General Migration Flows and Stock of Immigrants
2.1. Migration flows
2.2. Migrant stock
3. Legal Migration with special focus on labour migration (max 3 pages)
3.1. Responsible state authorities (name, short description, website)
3.2. Policies
3.3. Statistics
4. Irregular Migration in the country (max 3 pages)
4.1. Responsible state authorities (name, short description, website)
4.2. Policies
4.3. Statistics
5. Return, Readmission and Reintegration
5.1. Responsible state authorities (name, short description, website)
5.2. Policies
5.3. Statistics
6. Integration
6.1. Responsible state authorities (name, short description, website)
6.2. Policies
6.3. Statistics
7. Migration and Development
7.1. Responsible state authorities (name, short description, website)
7.2. Policies
7.3. Statistics
8. Asylum and International Protection
8.1. Responsible state authorities (name, short description, website)
8.2. Policies
8.3. Statistics
9. Annexes (data tables, legislation, etc.)

3. Indicators and sources of data

This section provides indicators that should be used for providing a statistical overview on the situation in your country for each of the special topics covered by the MPL. Finding statistical indicators which are internationally comparable is a challenging task and a lot of work has been devoted to defining and producing international harmonised statistical indicators in the area of migration. Most notably international and supra-national organizations have contributed to the development of international comparable statistics. The following section suggests internationally accepted indicators and refers to official definitions used. For the sake of international comparability, efforts should be made to include data which are in line with international definitions. In case this is not possible or if other indicators are needed to clearly reflect the situation in your country, other statistics can be included. It should always be clear which definitions are used for the statistics included in the MPL.

Basic definitions for migration statistics were made by the United Nations (1998)² and by the European Union with the EC Regulation 862/2007 (henceforth Migration Statistics Regulation)³ and its related implementation regulations. A valuable practical guide for Eastern European countries on statistics on international migration was published in English and in Russian by UNECE and UNFPA in 2011.⁴

Statistics should be differentiated by sex and age groups whenever deemed necessary and available.

Migration flows and stocks

The first section containing statistical indicators on general migration flows and stocks should try to capture general migration movements without considering the legal stay and purpose of the movements. The basic definition and recommendation for migration was made by the United Nations in 1997. Migration is defined as a change in a person's *usual place of residence*. Usual place of residence is typically indicated as by a length of residence of 12 months, although the detailed definition is somewhat more abstract.⁵

² United Nations (1998): Recommendations on Statistics of International Migration. Revision 1. Statistical Paper Series M, No. 58, Rev. 1. New York. Available at: http://unstats.un.org/unsd/publication/SeriesM/SeriesM_58rev1e.pdf (accessed April 2013).

³ REGULATION (EC) No 862/2007 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 11 July 2007 on Community statistics on migration and international protection and repealing Council Regulation (EEC) No 311/76 on the compilation of statistics on foreign workers. OJ L 199/23, 31.7.2007. Available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2007:199:0023:0029:EN:PDF>

⁴ UNECE and UNFPA (2011): Statistics on International Migration. A Practical Guide for Countries of Eastern Europe and Central Asia. Geneva: United Nations. Available in English at:

http://www.unece.org/fileadmin/DAM/stats/publications/International_Migration_Practical_Guide_ENG.pdf and in Russian at: http://www.unece.org/fileadmin/DAM/stats/publications/RUS_International_Migration_Statistics_Practical_Guide.pdf (accessed April 2011).

⁵ According to Eurostat usual place of residence is defined as: the place at which a person normally spends the daily period of rest, regardless of temporary absences for purposes of recreation, holiday, visits to friends and relatives, business, medical treatment or religious pilgrimage, or, in default, the place of legal or registered residence. Article 3 of the Statistics Regulation. Moreover, one may find useful, as a supportive document, the comprehensive guidelines prepared by IOM: Laczko Frank and Anich Rudolf (2011): Migration Profiles: Making the Most of the Process. IOM: Geneva. Available at: http://publications.iom.int/bookstore/free/MigrationProfileGuide2012_1Oct2012.pdf (accessed in April 2013).

We recommend including statistics on immigrations to your country from abroad and emigrations from your country for all years available. If possible provide the number of persons and not number of cases and therefore try to avoid multiple counting of the same person. Statistics should be differentiated by country of citizenship and country of birth. Besides the basic differentiation of citizens and non-citizens as well as foreign-born and native-born, data on the most important groups of citizenship and country of birth are deemed as important.

For migration stocks the most commonly used indicator is the number of the total population differentiated by country of birth (native-born and foreign-born) as well as by country of citizenship (citizen and non-citizen) in your country at the beginning of the most recent year. Statistics on the most important groups of foreign-born as well as the most important groups of foreign citizens residing in your country would be desirable.

Examples of more detailed definitions can be found on the Eurostat website:
http://epp.eurostat.ec.europa.eu/cache/ITY_SDDS/en/migr_stock_esms.htm.

Legal migration

In the area of legal migration we recommend providing selected statistics/ indicators on valid residence permits and newly issued residence permits (if possible differentiated by citizenship, length of validity and reason for residence, e.g. work, education, family reunification, etc.). Residence permit statistics depend a lot on the legal framework in each of the countries. It is therefore sometimes difficult to provide statistics in line with internationally harmonised definitions. If your data are not comparable to international definitions, please provide statistics according to your national definitions.

Examples of detailed international definitions can be found at Eurostat:
http://epp.eurostat.ec.europa.eu/cache/ITY_SDDS/en/migr_res_esms.htm

Irregular migration

Indicators in the area of irregular migration mostly rely on data produced in the framework of enforcement of immigration legislation.

Suggested data include apprehensions of illegally residing immigrants, rejections at the border and human smugglers apprehended.

Detailed definitions can be found at Eurostat (http://epp.eurostat.ec.europa.eu/cache/ITY_SDDS/en/migr_eil_esms.htm) as well as from Frontex (see for example the Frontex Risk Analysis Report 2012, page 45 onwards).⁶

⁶ Available at: http://frontex.europa.eu/assets/Attachment_Featured/Annual_Risk_Analysis_2012.pdf

If there are scientifically sound estimates on the population without regular residence, please provide those data as well.

Return

Regarding return of illegally staying immigrants we recommend to provide statistics on forced as well as “voluntary” returns (if possible differentiated by main citizenship groups).

Definitions on forced return can be found at Eurostat and Frontex (see links in the section on irregular migration, above).

Integration

In the area of integration we suggest to include statistics on naturalisation of foreign citizens (i.e. acquisition of citizenship after birth) differentiated by country of former citizenship.

Definitions are available from Eurostat:

http://epp.eurostat.ec.europa.eu/cache/ITY_SDDS/en/migr_acqn_esms.htm

Please also consider providing other data in area of integration, for instance statistics on immigrants who attend “integration” or language courses and statistics on other integration measures.

Migration and development

The main international indicators used in the area of migration and development are remittances of migrants (i.e. money sent back to the countries of origin). International statistics on remittances are available from the Worldbank website.⁷

Other statistics used in the area of migration and development is emigration of highly skilled persons also known as “brain drain”. An example of an internationally produced indicator on brain drain is the Emigration rate of tertiary educated, which is published at the Worldbank database.⁸

Asylum and international protection

Main indicators on developments in the area of asylum and international protection are asylum applications and decisions on asylum applications. UNHCR has extensive experience in collecting international statistics on asylum related issues. Definitions can be found here <http://www.unhcr.org/45c06c662.html>. Eurostat collects similar statistics with slightly different

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<http://econ.worldbank.org/WBSITE/EXTERNAL/EXTDEC/EXTDECPROSPECTS/0,,contentMDK:22759429~pagePK:64165401~piPK:64165026~theSitePK:476883,00.html> (accessed April 2013).

⁸ Worldbank database: <http://data.worldbank.org/indicator/SM.EMI.TERT.ZS> (accessed April 2013).

definitions, available here: http://epp.eurostat.ec.europa.eu/cache/ITY_SDDS/en/migr_asyapp_esms.htm and here: http://epp.eurostat.ec.europa.eu/cache/ITY_SDDS/en/migr_asydec_esms.htm.

4. Extending a Migration Profile Light

The structure of the MPL thematically follows the structure of the Prague Process Action Plan 2012-2016 and basically corresponds to the structures of extended migration profiles. The main point that is missing is the impact of migration on other spheres such as the economic development of a country (which is however partly covered by the subsection on migration development).

For extending a migration profile information, high quality research studies on the impact of migration can be summarized or referred to.

In addition, if the scope of the MPL does not allow for any further important information to be included (e.g. important additional indicators) it can be considered to extend the MPL by including further information and thus having a more comprehensive document.

The first year of implementation of PP TI however concentrates on the MPL development and improvement. The results will be evaluated jointly in the framework of the Objective 2 – Knowledge Base – of the PP TI with the possibility to adjust and improve the concept to the needs and expectations of participating states.

5. Annex – examples of definitions

Population by citizenship indicates the composition of usually resident population by country of citizenship.⁹

Population by country of birth indicates the composition of usually resident population by country of birth. "Citizenship" denotes the particular legal bond between an individual and his or her State, acquired by birth or naturalization, whether by declaration, choice, marriage or other means according to national legislation.¹⁰

Country of birth is the country of residence (in its current borders, if the information is available) of the mother at the time of the birth or, in default, the country (in its current borders, if the information is available) in which the birth took place. "Usual residence" means the place at which a person normally spends the daily period of rest, regardless of temporary absences for purposes of recreation, holiday, visits

⁹ http://epp.eurostat.ec.europa.eu/cache/ITY_SDDS/en/migr_stock_esms.htm (accessed April 2013)

¹⁰ Ibid.

to friends and relatives, business, medical treatment or religious pilgrimage or, in default, the place of legal or registered residence. Indicators available: Usually resident population by age (group), sex, citizenship or country of birth.¹¹

Residence permits data contain statistical information based on Article 6 of Council Regulation (CE) No 862/2007 of 11 July 2007 with reference to:

- first permits granted to third-country nationals during the reference year, disaggregated by citizenship, reason for the permit being issued and by the length of validity of the permit;
- permits granted during the reference period on the occasion of person changing immigration status or reason to stay, disaggregated by citizenship, reason for the permit being issued and by the length of validity;
- permits valid at the end of the reference period, disaggregated by citizenship, reasons for the permit being issued and by the length of validity;
- number of long-term residents at the end of reference period.¹²

Citizenship is the particular legal bond between an individual and his or her State, acquired by birth or naturalisation, whether by declaration, choice, marriage or other means according to national legislation.¹³

Naturalisation is one of the most common ways to acquire a new citizenship. It is a formal act of granting citizenship to an alien, upon application. International law does not provide detailed rules for naturalisation, but recognizes the competence of every State to naturalise non-nationals, who apply to become its citizens.¹⁴

Generally, a period of (legally registered) residence is required, combined with other factors such as evidence of social and economic integration and knowledge of national languages. Different conditions may apply for persons who were born or educated in the country concerned, or who have parents or other relatives with that country's citizenship. Indicators available: Total number of acquisitions of citizenship by country of previous citizenship, sex and age group. Total number of nationals, who lost the reporting country citizenship, disaggregates by country of new citizenship and sex (since 2008).¹⁵

Asylum-seekers are persons who have applied for asylum or refugee status, but who have not yet received a final decision on their application. A distinction should be made between the number of asylum-seekers who have submitted an individual request during a certain period ("asylum applications submitted") and the number of asylum-seekers whose individual asylum request has not yet been decided at a certain date

¹¹ Ibid.

¹² http://epp.eurostat.ec.europa.eu/cache/ITY_SDDS/en/migr_res_esms.htm (accessed April 2013)

¹³ http://epp.eurostat.ec.europa.eu/cache/ITY_SDDS/en/migr_acqn_esms.htm (accessed April 2013)

¹⁴ Ibid.

¹⁵ Ibid.

("backlog of undecided or pending cases"). The Statistical Online Population Database provides both types of data. Caution should therefore be exercised when interpreting data on asylum-seekers.¹⁶

¹⁶ <http://www.unhcr.org/45c06c662.html#asylum-seekers> (accessed April 2013)



Contact:

<http://www.pragueprocess.eu/english/contacts/>

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