

International Labour Migration Statistics

A Guide for Policymakers and Statistics Organizations in the Pacific



International
Labour
Organization



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This report has been produced as part of the Pacific Climate Change and Migration (PCCM) Project entitled, 'Enhancing the Capacity of Pacific Island Countries to Manage the Impacts of Climate Change on Migration'. The PCCM Project is a three-year project (2013-2016) funded by the European Union and implemented by the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP), and the International Labour Organization (ILO) with support from the United Nations Development Programme (UNDP).

The vision of the project is:

- To increase protection of individuals and communities that are vulnerable to climate change displacement and migration through targeted national and regional policies; and
- To increase labour mobility opportunities for Pacific Islanders, through well-managed labour migration schemes.

The Project covers the Federated States of Micronesia, Kiribati, Nauru, Republic of Marshall Islands, Palau, Papua New Guinea, Samoa, Solomon Islands, Tonga, Fiji, Tuvalu and Vanuatu. In the 'target countries' of Kiribati, Tuvalu and Nauru the Project supports national actions aimed at institutional strengthening through developing migration indicators and sharing of information on labour migration; gathering data on community attitudes to climate change induced migration; assisting with the development of climate change responses and national action strategies to mitigate the risk of displacement; and enhancing national capacity to effectively participate in regional, bilateral and global schemes on labour migration.

ESCAP

The Economic and Social Commission for Asia and the Pacific (ESCAP) is the regional development arm of the United Nations and serves to foster cooperation between its 53 members and 9 associate members. ESCAP provides the strategic link between global and country-level programmes and issues. It supports Governments of the region in consolidating regional positions and advocates regional approaches to meeting the region's unique socio-economic challenges in a globalizing world. The ESCAP headquarters is located in Bangkok, Thailand.

The ESCAP Pacific Office strengthens the United Nations' regional presence, development programmes and interventions in the Pacific. EPO provides focused and in-depth technical assistance to address key development challenges, including capacity building activities; and serves as a catalyst to further the analytical and normative work of ESCAP in the Pacific.

ILO

The International Labour Organization (ILO) is the United Nations agency for the world of work. It sets international labour standards, promotes rights at work, and encourages decent employment opportunities, the enhancement of social protection and the strengthening of dialogue on work-related issues. The ILO has a unique structure, bringing together governments, employers' and workers' representatives.

The ILO Office for Pacific Island Countries based in Fiji, provides technical assistance to nine member States (Fiji, Kiribati, Republic of Marshall Islands, Palau, Papua New Guinea, Samoa, Solomon Islands, Tuvalu and Vanuatu), as well as to non-member States in the region as required, on a wide range of areas including: labour migration; the elimination of child labour; promotion of gender equality; labour law reform; protecting seafarers; labour market statistics; occupational safety and health; HIV/AIDs in the workplace; youth employment; and entrepreneurship development.



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Sophia Kagan, Jillian Campbell

International Labour Migration Statistics: A Guide for Policymakers and Statistics Organizations in the Pacific

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Foreword

Movement across the Pacific has been a part of the lives of Pacific Islanders throughout history.

In recent times, migration has been a topic that increasingly invokes both trepidation and appreciation amongst policymakers and the general public. It is often negatively depicted in the context of the ‘brain drain’ of skilled professionals, or the environmental displacement of vulnerable populations. However there is also strong appreciation of the economic benefits that it can bring, including employment opportunities and remittances.

The past decade has seen a growing interest in labour migration research and policymaking as many Pacific Island countries become cognizant of labour mobility flows that are not only increasing but changing in character. Seasonal worker programs for Pacific Islanders in Australia and New Zealand have received particular attention, as have discussions around labour migration through free trade agreements including the Pacific Island Countries Trade Agreement and PACER Plus. However, there are many other varied types of migration within the region, including migration to destinations such as Fiji and Cook Islands, to Guam, Hawai’i and the United States mainland, migration to the United Kingdom and many others, which may receive less analysis. Countries including Samoa, Vanuatu, Kiribati and Tuvalu are in the process of developing labour migration policies in order to better track, analyse and manage flows of workers. With the increasing impacts of climate change on land and livelihoods, the migration debate is now further expanding to include consideration of how voluntary migration from environmentally vulnerable areas can be used as an adaptation measure to avoid potential displacement due to resource-scarcity, overpopulation or land being made uninhabitable.

Unfortunately, the statistics and other information that are required to develop, monitor and evaluate migration policies are often lacking in many Pacific Island countries. Data may be regularly collected, but often scattered across different sources rather than centralized and regularly disseminated. Better coordination and analysis of statistics is needed, both on the volume of international labour migration as well as the impacts of migration (on the workers as well as their households, communities and countries of origin). This will help to ensure that policies address the necessary needs and issues.

This Guide results from the joint efforts of the ILO and ESCAP and aspires to be a practical reference guide, which explains key concepts relevant to international labour migration and makes concrete recommendations for how Pacific Island countries can move towards a harmonized system for collection and analysis of timely, accurate and relevant migration statistics.



**ILO Regional Director for Asia and the Pacific,
Tomoko Nishimoto**

Executive Summary

Of the world's nearly 200 million migrants, the ILO estimates that 90 million men and women were migrant workers in 2005 (ILO 2007) and the figure is steadily rising. While the numbers of international migrants from, and within, the Pacific are small in overall terms, the importance of labour mobility and its impact on societies and economies in many parts of the Pacific cannot be underestimated (Voigt-Graf 2007).

There are many different types of labour migration and mobility within the Pacific, including emigration or temporary movement of skilled professionals, short term seasonal work in Australia and New Zealand, and the movement of seafarers around the world. However, until recently, the theme of migration did not receive much attention in the policy space in the Pacific. In the last few years, a growing number of Pacific countries have begun developing national labour migration policies or action plans to increase migration opportunities or the scale of remittances.¹ This is a positive trend; however, national capacity to implement, monitor and evaluate policies still poses a challenge.

In particular, a well-functioning policy environment requires consistent and up-to-date labour migration statistics, something that is still missing in most parts of the Pacific. For example, in order to design policies to increase remittances, information on who migrates, where they go, for how long, and how much they send should form the foundation for basic analysis. Or another example, in order to monitor a policy intervention related to skilled migration, governments require statistics on the occupation, education and other characteristics of outgoing migrants.

This Guide aims to provide a case for better collection of data on international labour migration and outlines a number of recommendations for how governments can collect, produce, and analyse data on migration for the purpose of policy making. It also provides a framework for determining priorities and options for compiling labour migration statistics, including discussion on the use of surveys or administrative data.

¹ As at March 2015, the Ministry of Prime Minister and Cabinet of Samoa had finalized a Labour Migration Policy, while the Governments of Vanuatu and Tuvalu had produced draft labour migration policies.

As a starting point, the following five recommendations for labour migration statistics are proposed:

a) Form an inter-ministerial labour migration policy group

As a first step for developing national actions for the improvement of labour migration statistics policy-makers, labour experts and statisticians need to collaborate to set the parameters of the type of data that is required for evidence based policy making.

National statistical offices often lack clear guidance from policymakers on information that is required on migration. A labour migration policy group which involves a broad group of labour migration stakeholders, including representation from departments of labour, statistics, planning and immigration, as well as other relevant government and non-government stakeholders should be established to guide labour migration policy development and to define labour migration statistics compilation priorities. This process should link to broader strategic planning initiatives for the development of national statistical systems, such as in National Strategies for the Development of Statistics (NSDS).

The mandate of such an inter-ministerial group should include:

- Providing clear guidance on the statistics necessary for policymaking on migration and the underlying data that would be required for the production of such statistics;
- Coordinating and harmonizing the collection of labour migration data;
- Guiding policy analysis on labour migration; and
- Developing a monitoring framework for policies related to labour migration in order to assess the relevance and efficacy of particular policy interventions.

b) Harmonize definitions and indicators

In order to produce meaningful analysis, all parts of the statistical system must use consistent concepts and definitions that follow international standards.

Common definitions are the backbone for integrating data from different sources, for comparisons across time and for regional and international comparison. It is recommended that countries adopt the UN definitions of international migration.

c) Make better use of census and survey data

The population census, and surveys including the Household Income and Expenditure Survey (HIES) or the Labour Force Survey (LFS) can provide important information on immigration; however, migration information is not always included in the first release of the basic tables in the census; nor is analysis commonly included in the final reports.

It is recommended that countries make more thorough use of census and survey data to analyse international migration and that countries include simple migration tabulations in the first release of the census report.

d) Improve administrative data collection and analysis

A wealth of migration data already exists in administrative records. International arrival and departure cards record movements and reasons for travel in and out of the country. Government-issued study and work permits can be used to estimate the number of immigrants. Money transfer (such as Western Union) and bank records contain information on remittances. It is recommended that countries institute an integrated administrative data system for migration records, and that regular (monthly, quarterly and annually) statistics are produced using this administrative data.

e) Collect statistics from other countries

Once a person leaves a country it is difficult to collect information about them; however, information may be collected in their country of destination. It is recommended that national statistics offices (NSOs) collect information from relevant countries of destination (Australia, New Zealand, United States, other Pacific countries, etc.) on the immigrants living in those countries. For example, the United States census online database includes the number and demographics of Tongans living in the United States.

It is further recommended to use online dissemination platforms when available, and if information is not available to contact the relevant statistical offices.

Table 1: Example of statistics and disaggregation that could be used by Pacific Island countries

Example of Statistics	Example of Disaggregation
International Migration Stock	
Resident migrant population	Sex, economic activity, citizenship, place of birth
Resident migrant worker population	Sex, citizenship, place of birth, occupation
Employed persons and proportion of employed migrants in total population	Sex, status in employment, economic activity, occupation,
International Migrant Flow	
Inflow of migrants	Sex, economic activity, citizenship, place of birth
Inflows of migrants currently employed	Sex, citizenship, place of birth, occupation
Inflow of migrant workers	Sex, citizenship, place of birth, occupation
Emigrant Stock	
Stock of emigrants	Sex, country of current residence,
Emigrant Flow	
Outflow of emigrants	Sex, country of destination, occupation, economic activity
Outflow of emigrants for employment	Sex, country of destination, occupation, economic activity
Inflow of return migrants	Sex, economic activity / occupation in country of destination
Inflow of return migrant workers	Sex, economic activity / occupation in country of destination
Other	
Remittances	Country from which funds are sent; method of sending

* Additionally, countries may also be interested in monitoring nationals abroad and nationals employed abroad. The definition of nationals abroad differs from the definition of migration as described later in this manual; however, nationals abroad is still an important piece of information.

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Acronyms

ABS:	Australian Bureau of Statistics
ACP:	African, Caribbean and Pacific (Observatory on Migration)
ASEAN:	Association of South East Asian Nations
DHS:	Demographic Health Survey
ESCAP:	United Nations Economic and Social Commission for Asia and Pacific
EUROSTAT:	European Commission Statistics
GDP:	Gross Domestic Product
HIES:	Household Income and Expenditure Survey
ICLS:	International Conference for Labour Statisticians
ILO:	International Labour Organisation
IOM:	International Organisation for Migration
ISCO:	International Standard Classification of Occupations
LFS:	Labour Force Survey
MOU:	Memorandum of Understanding
MSG:	Melanesian Spearhead Group
NSDS:	National Strategy for the Development of Statistics
NSO:	National Statistics Office
NZ:	New Zealand
PCCM:	Pacific Climate Change and Migration (Project)
PIC:	Pacific Island Country
PRISM:	Pacific Regional information System
SMS:	Skilled Movement Scheme
SPC:	Secretariat for the Pacific Community
UN:	United Nations
UNDESA:	United Nations Department of Economic and Social Affairs
UNECE:	United Nations Economic Commission for Europe
UNDP:	United Nations Development Programme
UNHCR:	United Nations High Commission on Refugees
UNSC:	United Nations Statistical Commission

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Chapter 1: Introduction

1.1 About labour migration in the Pacific

Population mobility has long been an important part of the lives of peoples inhabiting the Pacific islands. Although European colonization in the late 18th century disrupted some of the flows between and within parts of the region, it also led to increased movement of people for labour, which was sometimes forced ('blackbirding' to mines in South America) and other times voluntary (migration of i-Kiribati and Tuvaluans working on phosphate islands). Some of the former colonial and trust relationships left legacies of migration corridors, including from Northern Micronesian countries to the US and between some Polynesian countries and New Zealand.

Today, much of the international migration in the Pacific is driven by economic reasons – people move either for employment or for education, so that they will be more employable in the future. High unemployment, particularly among youth, across the Pacific has generated a growing interest in exploring migration pathways. A sizable volume of labour migration has been related to filling specific labour shortages in destination countries, both in skilled occupations such as nursing and teaching, and low-skilled occupations such as seasonal work in horticulture. Labour migration is a growing trend not only in the Pacific, but around the world. Of the world's nearly 200 million migrants, the ILO estimates that 90 million men and women were migrant workers in 2005 and the number is steadily rising (ILO 2007).

Migration raises numerous questions for national development. How can the positive economic impacts of labour migration on development be maximized, while at the same time minimizing social and cultural costs? What drives migration and what kinds of people migrate? The answers to these questions form the foundation for good policy at the national level. However, they cannot be answered, nor the changes in responses monitored over time, without timely, accurate and relevant statistics.

The International Panel on Climate Change has noted that the Pacific countries will be among the most affected by the impacts of climate change, including by slow onset events, such as salt water intrusion, sea-level rise, ocean acidification, and by increases in the severity of natural disasters (IPCC 2001). Not only is migration demand likely to increase in the climate change affected areas, but remittances from migrants may provide a means of building the adaptive capacity of communities to cope with climate change and disasters. There is evidence of the link between remittances and the ability of people and households to use migration as a climate change and disaster risk management strategy (De et al, 2015); however, in order to monitor the impact and availability of remittances timely and reliable statistics are again required.

1.2 The case for labour migration statistics

There have been numerous international calls for more consistent and comprehensive data collection on labour migration globally. The ILO Multilateral Framework on Labour Migration (2006) noted that ‘knowledge and information are critical to formulate, implement and evaluate labour migration policy and practice and therefore its collection and application should be given priority’.

According to the Report of the Commission on International Migration Data for Development Research and Policy, completed in May 2009: ‘the nonexistence or inaccessibility of detailed, comparable, disaggregated data on migrant stocks and flows is the greatest obstacle to the formulation of evidence-based policies to maximize the benefits of migration for economic development around the world’.

The UN High-level Dialogue on International Migration and Development (2013) called for better data on international migration to facilitate links to development, recognizing that data is integral to a country’s ability to identify and respond to labour market needs; to ensure the protection of migrant workers; to tackle brain drain/de-skilling and to increase social returns of investment in education, amongst other goals.

Ensuring harmonization of definitions in labour migration statistics has long been an area of focus for the International Labour Organization.² In 2013, the ILO brought this issue to the 19th International Conference of Labour Statisticians. The ensuing discussion resulted in a resolution to promote the development of international standards, common methodologies and approaches on labour migration statistics.

A number of useful resources have been developed on this topic, which this Guide has relied on and borrowed from. The key UN guides on definitions relating to international migration are the United Nations Recommendations on Statistics of International Migration (1998) and the United Nations Principles and Recommendations for Population and Housing Census, Revisions 2 (2008). However, two practical guides for other regions of the world have also been developed recently, both regional guides on data collection in migration:

- the United Nations Economic Commission for Europe (UNECE) / UN Population Fund, Statistics on International Migration for Countries of Eastern Europe and Central Asia (2011)
- the International Organization for Migration (IOM) Guide to Enhancing Migration Data in West and Central Africa (2011).

² See for example, UN Statistics Commission and EUROSTAT, 2001.

1.3 About this Guide

The purpose of this Guide is to assist Pacific Island countries in determining priorities and improving the production, compilation and analysis of international labour migration statistics. It is not intended as an exhaustive technical resource on how to define and measure international labour migration. Instead, it provides a starting point for better understanding this area and makes practical suggestions on how to produce, collect and analyse data on labour migration.

This Guide is, as much as possible, written in simple, accessible language, avoiding technical terms. It is hoped that while the Guide will be of immediate interest and benefit to statisticians and government officials in ministries and departments concerned with migration and labour policy, it can also be a resource for anyone interested in labour migration data, including policymakers, civil society, academics and the public at large.

Finally, it should be noted that while the guide aims to address the priority issues relevant to Pacific Island countries, it is undeniable that there are significant differences between the policy needs of different countries in this region. For example, while some countries have very low rates of immigration (such as Kiribati and Tuvalu), others have much higher incidence of foreign born migrants (such as Cook Islands and Palau). Some countries have high levels of emigration (such as, Republic of Marshall Islands, Samoa and Tonga) while other have relatively few nationals living abroad (such as Solomon Islands and Vanuatu). However, there are also similarities, including that the Pacific countries have relatively small national statistical offices that have a history of collaboration in statistical development. Most international migration occurs via air travel with low levels of irregular entry into the country, and the migrant destination countries are common for a number of the Pacific countries.

1.4 Contents of this Guide

The Guide has eight core chapters, including this Introduction. **Chapter 2 (Key Definitions)** sets out the scope of the Guide by outlining what is commonly recognized as international migration, and provides definitions which describe different types of international migration such as short term and long term international migration, as well as immigration and emigration.

Chapter 3 (Background on Migration in the Pacific) provides a summary of what is known about recent migration history and trends, and helps to establish the relevance of international migration to public policy. Although the section focuses on international migration – both migration into Pacific Island countries, and away from them – it also includes a short overview of why internal migration is relevant to many Pacific Island countries.

Chapter 4 (Labour Migration Indicators) describes the types of statistics that may be required to design, monitor and evaluate policies on international migration. Migration may have a number of impacts – positive and negative - on different aspects of the economic and social situation of a country, which will require timely information on migrants, their families and communities of origin.

Chapter 5 (Data Collection in the Pacific) details the key organizations which are involved in collecting data in Pacific Island countries, and describes some of the challenges faced in gathering and analysing the information for policymaking.

Chapters 6 to 8 provide information on the key sources of data that can be used to generate statistics on international migration in the Pacific. Chapter 6 focuses on the population census and household surveys including the Household Income and Expenditure Survey and the Labour Force Survey. Chapter 7 turns to the collection of administrative data, particularly information retained by immigration departments from international entry and departure cards, and foreign worker permits. Chapter 8 then considers data that can be accessed, or requested, from other countries, which can be particularly useful for filling gaps in information regarding the emigrant population.

Finally, **Chapter 9 (Recommendations)** provides recommendations for consideration by Pacific Island countries which can help to create a more consistent, timely and relevant system for data collection on labour migration, and provide a basis for information sharing with other countries.



Source: PCCM Team

Chapter 2 – Key Definitions

One of the most significant obstacles to internationally comparable migration data collection has been the difference in definitions used to identify migration and different types of migrants. This section sets out the internationally agreed definitions on international migration and migrant workers as well as outlining some of the key types of international migration. All terms and definitions included in this section are based on international definitions which have been agreed by the members of the United Nations.

2.1 International Migrants

Before outlining the definition of an international migrant, it is useful to contrast this category of migrant with an **internal migrant** who changes his or her residence, but stays within the boundaries of his or her country of residence.

There are many reasons why a person may change his or her place of usual residence within the same country. It may be because of voluntary migration, for example from rural areas or outer islands to the city (urbanization). Alternatively internal migration may be because of displacement, where a person has been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters, and who have not crossed an internationally recognized State border.³

By contrast, an **international migrant** is ‘any person who changes his or her country of usual residence, and thus crosses an international border’ (UNDESA 1998) The term ‘**country of usual residence**’ is defined as ‘that in which the person lives, that is to say, the country in which the person has a place to live where he or she normally spends the daily period of rest. Temporary travel abroad for the purpose of recreation, holiday, business, medical treatment or religious pilgrimage does not entail a change in the country of usual residence’ (UNDESA 1998).

a) Long term international migrants

International migrants can be long-term migrants - persons who move to a country other than their usual residence for at least a year (so that the destination country becomes their new country of usual residence).

In other words, a person must have:

- had a usual place of residence in one country;
- crossed an international border and entered another country; and
- established a new place of usual residence in the country of destination for at least 12 months (or intends to establish a new place of residence for at least 12 months).

3 Guiding Principles on Internal Displacement, UN Doc E/CN.4/1998/53/Add.2

Long term migrants are often classified as **immigrants** or **emigrants**, depending on which country's perspective you are looking at.

- From the perspective of the country of origin (the country which the person is leaving) the person will be an **emigrant**.
- From the perspective of the country of arrival (the country into which the person is arriving), the person will be an **immigrant**.

Text Box 1: Can people of 'foreign origin' be considered migrants?

One issue which is related to international migration (and often gets confused with this concept) is the concept of ethnic minority groups from foreign origin. Many types of language are used to describe this group – including second/third generation migrants, diaspora groups, ethnic minorities or transnational communities. Typically, they refer to people whose parents or other ancestors come from another country but who were themselves born in the country in question and have its citizenship. People in this group do not fall under the definition of either an 'international migrant' or a migrant worker (see Section 2.2 below). However gathering data on this group can still be relevant from a public policy perspective both to the countries from which the communities initially come (countries of origin), and the countries in which they live (countries of destination). For example, countries of origin may want to know about their 'diasporas' to leverage the opportunity for development either through increased trade, increased access to networks, information, and migration particularly of skilled workers. Countries of destination may want to know how the diasporas or ethnic minority groups of foreign origin are faring in terms of education, employment and health, relative to the rest of the population so that the government can design appropriate tailored public policies. This is generally done in population censuses or surveys by asking people to self-identify their ethnicity.

b) Short term migrants

Short-term international migrants are persons who move to a country other than their country of usual residence for a period of at least three months, but less than twelve months, except where the movement is for the purpose of recreation, holiday, visits to friends or relatives, business, medical treatment or religious pilgrimage and the person does not change his or her country of usual residence (UNDESA 1998).

Persons, such as tourists, who move for less than three months are considered visitors and are covered by other areas of statistics. Although the information retained on visitors is useful for policymakers (for example, in tourism planning), these flows should not be counted in the context of international migration.

Table 2: Categories of international migrants by duration of stay / absence

Period of stay/absence	Category	
Less than 3 months (or person who travels for recreation, holiday, business, medical treatment or religious pilgrimage but not to change their usual residence)	Visitor	← Not migrants
More than 3 months but less than 12 months	Short term international migrant	← Migrants
12 months or longer	Long term international migrant	

There are at least two additional categories of people that are excluded from the definition of international migrants even if they travel for 3-12 months or longer. They are:

- Persons departing with the status of diplomatic or consular personnel or as dependents and employees of that personnel and foreigners admitted under diplomatic visas or permits; and
- Persons departing with the status of military personnel or as dependents or employees of that personnel.

These categories, particularly the last category, are relevant to the Pacific countries that send their military personnel on UN peacekeeping missions – in particular, it means that according to internationally agreed definitions, peacekeepers are generally not migrants.

2.2 International Migrant Workers

There are many reasons why a person may decide to move. It may be to study abroad, to join a family member, as a result of marriage, to work, for investment purposes, to seek asylum from persecution, and many other reasons. This Guide focuses on migration for the purposes of employment, and in particular, looks at international migrant workers.

Text Box 2: Are seafarers migrant workers?

In policy and public dialogue in the Pacific, seafarers are often referred to as international migrants. However according to the UN definitions, seafarers do not currently fall under the definition of 'international migrant'. This is because they do not change their usual country of residence (as they do not reside in another country) and because they do not work specifically in another country. In the Pacific, where seafarers, like migrants, raise similar policy issues in terms of remittances, rights protection, reintegrating workers on their return, they are often considered by policymakers as being migrant workers. Compiling statistics on seafarers involves similar issues to compiling statistics on labour migration and thus there are some benefits to including seafarers within the scope of labour migration statistics.

Seafarers are also identified as a special category of migrant workers by the 1990 United Nations International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (see ICMW 1990, para 2.2.(c)).

Although migration for work can of course occur internally (eg. Movement of persons from the countryside to cities to look for work), the standard definition of migrant workers is limited to international migration. According the UN International Convention on the Protection of All Migrant Workers and Members of their Families ('Migrant Worker Convention'), a migrant worker is 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.

Migrant workers may be 'regular' or 'irregular'. Being 'regularly admitted' or 'regular migrant workers' means that their entry and work activity comply with the immigration laws of the country in which they work. When migrant workers are employed without being regularly admitted—or without being able to produce evidence of their regular admission, they are considered 'irregular' migrant workers.

It should be noted that there are some conceptual differences between the definitions of an international migrant and a migrant worker. The most obvious is that the definition of migrant worker makes reference to nationality whereas the definition of international migrant does not.

Generally the UN Population Division has defined international migrants as persons born in a country other than that in which they reside, that is, foreign-born persons. Under this definition a person may be considered an international migrant even if they have, or acquire, citizenship of the country in question. However, the Migrant Worker Convention places emphasis on a person's citizenship rather than place of birth.

The following table provides an overview of this, and some of other conceptual differences in definitions that are used.

Table 3: Distinctions between the definitions of international migrants and migrant workers

Type of migrant	International migrant	Migrant worker
Citizen who is working and was born in another country	Yes	No
Border workers (who live in one country but work in another)	No	Yes
Consular official	No	Yes
Military personnel	No	Yes
Person born in, and working in the country in question but who does not have citizenship	No	Yes
Citizen returning to work in the country in question after working abroad	Yes	No

Summary of Key Concepts

According to the United Nations definition, an international migrant is ‘any person who changes his or her country of usual residence’ The ‘country of usual residence’ is defined as where ‘the person lives, that is to say, the country in which the person has a place to live where he or she normally spends the daily period of rest. Temporary travel abroad for the purpose of recreation, holiday, business, medical treatment or religious pilgrimage does not entail a change in the country of usual residence.’

A person who changes his or her usual residence for a period of at least a year (12 months), is considered a long-term migrant.

Persons who move to a country other than their country of usual residence for a period of at least three months, but less than twelve months (except where the movement is for the purpose of recreation, holiday, visits to friends or relatives, business, medical treatment or religious pilgrimage and the person does not change his or her country of usual residence) are however considered short term migrants.

An international migrant worker is a person who is to be engaged, is engaged or has been engaged in a remunerated activity in a country of which he or she is not a national.

There are some conceptual differences between the definitions of an international migrant and a migrant worker (including that the definition of migrant worker makes reference to nationality whereas the definition of international migrant does not). While the manual will largely refer to the international migrant definition, it may be relevant to also consider citizenship in certain circumstances, such as when a country is interested in measuring stock / flow of nationals abroad.



Source: PCCM Team

Chapter 3: Background on Migration in the Pacific

This section sets the scene for why migration is a relevant and important issue for the Pacific. It summarizes some of the data that has already been collected on international migration into, and out of, Pacific Island countries as well as some of the impacts that migration has on the countries of origin.

3.1 Internal migration

Although the focus of this Guide is on international migration, the importance of internal migration should be noted. Internal migration is common in most countries in the Pacific – with much of the migration being in the form of urbanizations (see table 4). Some Pacific countries have also experienced some urban to rural migration, especially in the Melanesian countries of Solomon Islands, Papua New Guinea and Vanuatu where there has been population movement to rural-based resource extraction industries (mines, timber mills and commercial plantations).

Although much of the mobility between rural and urban areas in the past has been circular, many young people are choosing to remain in urban areas (Bedford and Hugo, 2010). Due to customary laws, the increasing urban drift often leads to the creation of informal settlements in capital cities. Data in Papua New Guinea suggests that the informal settlement population grew at an annual rate of 7.8 per cent over the last decade, and continues to grow (ACP, 2013). Likewise, in the Solomon Islands, the average annual urban growth rate between 1999 and 2009 was about twice the national rate of population growth suggesting an impressively rapid urbanization (Solomon Islands Government 2009).

Table 4: Urbanization and urban growth in Pacific

Region	% population in urban places			% increase in urban population	
	1960	2000	2050	1960-2000	2000-2050
Melanesia	9.0	19.0	32.9	406.8	310.1
Micronesia	37.5	65.7	88.4	372.5	96.9
Polynesia	28.9	41.1	58.0	181.1	96.8
Pacific	12.7	23.5	36.3	380.6	245.4
Australia	87.5	87.2	85.9	99.5	61.3
New Zealand	76.0	85.9	85.6	83.8	46.7

Source: UN Population Division (2010)

Text Box 3: Measuring the impacts of climate change on migration

Environmental change is expected to have an increasing impact on internal and international migration. Forecasts of the number of people who will migrate either internally or internationally by 2050 due to climate change vary from 25 million to 1 billion, with 200 million being the most widely cited.¹ Most of this mobility is expected to be in the form of internal migration (IOM 2009).

When food security, water security, land security and human health become threatened (or are perceived to be threatened), this may increase the propensity of people to migrate; however, very few people consider themselves an “environmental migrant”. It is extremely difficult to determine the measure the impact of climate change on migration or environment-related migration. There is a lack there is a lack of international guidance on measuring this relationship. Although the relationship between climate change and migration, including labour migration, is outside the scope of this manual, it is a measurement issue that will become increasingly important in the Pacific.

3.2 International migration

International migration in the Pacific takes a plethora of forms, including migration between Pacific countries, emigration of Pacific Islanders to countries including Australia, New Zealand and the US, as well as immigration to Pacific Island countries. Commonly, migration is for employment, and may range from seasonal work of a few months’ duration, to long term or permanent settlement

A few examples of temporary international labour migration include:

- Circular seasonal migration particularly in the agricultural sectors in Australia and New Zealand for Pacific Island workers through government-organized programs, often characterized by workers returning over several seasons/years to the destination country;
- Skilled temporary migrants who spend anywhere from a year to their entire working lives in other Pacific Island countries or in other parts of the world (for example, working as nurses, accountants and teachers).

Permanent migration in the Pacific is also sometimes available through various avenues, including:

- Permanent migration of Pacific Islanders eligible to go to New Zealand under the Pacific Access Category visa (though some may return to the Pacific later in life, or during retirement);
- Free association’ migration from countries which have labour mobility arrangements with other countries, including Polynesian countries such as Cook Islands and Niue (agreements of free association with New Zealand) and Micronesian countries (which have access under compacts of free association with the United States).

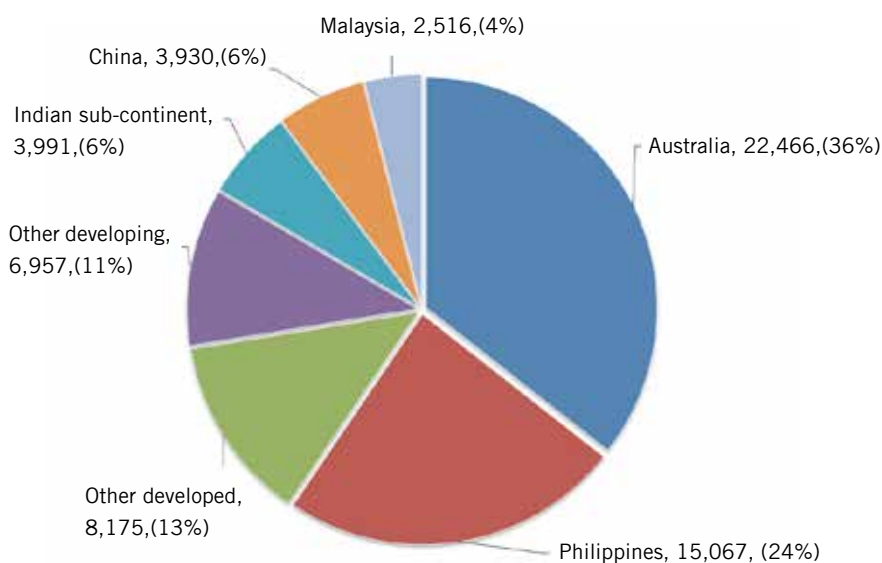
Additionally, although seafarers do not fall under the definition of an international migrant, there are a sizeable population of people who spend up to a year at a time on foreign vessels (see Text Box 2).

a) Immigration to Pacific Island countries

Limited statistical information is available on immigration into Pacific Island countries.

In Papua New Guinea, a recent study of South-South labour migration, noted that since the early 1990s (when Papua New Guinea embarked on major gas and oil production), labour migration to fill professional, technical and managerial skills shortages has primarily been from Asian countries. In contrast, the study found that migration from neighbouring countries, such as Fiji and Solomon Islands to Papua New Guinea had been minimal (Montoya and Au 2013). This is supported by data from international arrivals cards. For example, Figure 1 below shows the breakdown of source countries for visitors for employment purposes to Papua New Guinea.

Figure 1: Source countries for visitors for employment purposes to Papua New Guinea, 2012



Source: Voigt-Graf, 2015

In other countries, however, such as Solomon Islands, a large proportion of foreign-born citizens are from neighbouring Papua New Guinea, rather than countries outside the region.

There had been some expectation among that migration between Melanesian countries would increase after 2012, when all Melanesian Spearhead Group (MSG) members had signed a Memorandum of Understanding to put a Skills Movement Scheme (SMS) in practice – allowing a quota of up to 400 professionals of each country to move to other member countries. However migration remains much lower than expected and is generally ad-hoc rather than within the specific category of the SMS (Montoya and Au 2013).

Many countries in the Pacific have a Chinese expatriate population, often involved in import and export or the services sector (such as restaurants). For example, Papua New Guinea has had a long history of Chinese migrants from Guangdong province after workers were brought in to work in plantations and to set up small businesses during the colonial period. After independence, many Chinese migrants – who had established businesses as storekeepers or wholesalers and in shipping, trading, running plantations, among others – decided to take up Papua New Guinea nationality (Montoya and Au 2013). New waves of migration from China have been continuing since the 1980s and 1990s. Today, many people of Chinese ancestry were born to these migrants and are not ‘immigrants’. Similarly, the people of Indian ethnicity in Fiji that has resulted from the historical Indian indentured migration into Fiji are not migrants.

Migration and permanent settlement of people of Asian ethnicity has sometimes flamed xenophobic sentiment in Pacific Island countries. In 2006 in the Solomon Islands and in 2009 in Papua New Guinea there were anti-Asian riots targeting the Chinese. Among the Papua New Guinea population it was reported that there was a generalised feeling that Asian-run trade stores and tuck shops had a monopoly in an area of the economy “reserved” for people of Papua New Guinean ethnicity (Smith 2012).

There has, more recently, been increasing immigration from the Philippines, particularly into Papua New Guinea and the Cook Islands, as shown in recent data collection (see for example, Cook Islands Government 2011 Census Labour Monograph, published in 2015).

b) Emigration from Pacific Island countries

Numerous studies show that while emigration from the Pacific countries is high overall (relative to the populations in the region), this is largely driven by Polynesian and Micronesian countries (Bedford and Hugo 2012). Migration from Melanesian countries particularly Vanuatu, Solomon Islands and Papua New Guinea is found to be relatively low. There are a number of explanations proffered for this, including cultural attachment to land, poorly developed institutions including education systems and a lack of migration opportunities (Montoya and Au 2013).

Migration from Polynesian and Micronesian countries, as well as Fiji, has been and continues to be very high particularly to Australia, New Zealand and the US. Of the three destination countries, New Zealand has the largest number of Pacific Island-born people.

In 2006, the combined Pacific Island-born population in Australia, New Zealand and the US was just under 350,000 people. By 2013 it had increased to almost 400,000 people, which represents an increase of 16.1 per cent over the seven year period. If the same percentage increase continues to year 2050, the combined Pacific Island-born population across the three destination countries would total around 740,000 people.

Table 5: Population growth of Pacific Island-born people in receiving countries, 2006 to 2013

Receiving country	2006	2011-2013	Change in population, 2006 to 2013	Change in population, 2006 to 2013 (%)
Australia	106,305	125,506 (2011)	19,201	18.1
New Zealand	135,852	151,536 (2013)	15,684	11.5
United States	100,695	121,096 (2012)	20,401	20.3
Total	342,852	398,138	55,286	16.1

Source: Australian Bureau of Statistics Population and Housing Census 2006, 2011; New Zealand Census of Population and Dwellings 2006, 2013; US Community Surveys 2006, 2012.

A small number of Pacific Island countries have special immigration concessions, particularly to New Zealand and the US, through being territories or former colonial countries. However, several countries do not have such access, including the Melanesian countries of Papua New Guinea, Solomon Islands and Vanuatu.

Table 6: Overview of special immigration concessions and schemes for Pacific Islanders into destination countries

Immigration status	Australia	New Zealand	United States
Citizenship Status	None	Cook Islands Niue Tokelau	Guam Northern Marianas
Permanent resident Status	None	<i>Pacific Access Category</i> - Fiji (quota of 250 per annum) - Tonga (quota of 250 per annum) - Kiribati (quota of 75 per annum) - Tuvalu (quota of 75 per annum) <i>Samoan Quota Scheme</i> - Samoa (quota of 1,100 per annum)	American Samoa
Unrestricted entry (no citizenship, nationality or benefits)	<i>Trans-Tasman Agreement</i> - New Zealand	<i>Trans-Tasman Agreement</i> - Australia	<i>Compact of Free Association agreement</i> - Marshall Islands - Federated States of Micronesia - Palau
Seasonal Pacific worker schemes	Seasonal Worker Program	Recognised Seasonal Employer Scheme	None

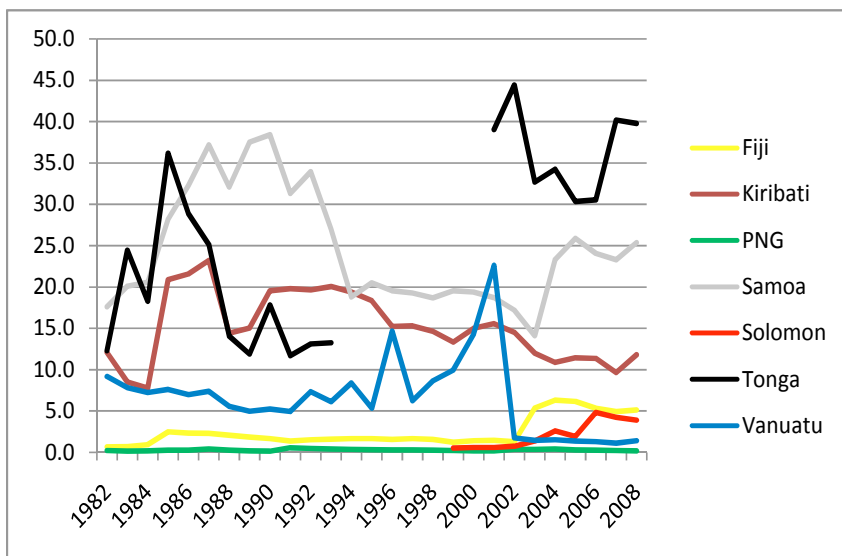
Source: Ahlburg and Song, 2006; Stahl and Appelyard, 2007; Bedford and Hugo, 2012

Short-term labour schemes in New Zealand and Australia have become an important avenue for temporary labour migration for many Pacific island countries, providing an opportunity for low skilled Pacific Island workers, whilst also supplying much needed seasonal labour to employers in the two countries particularly in the horticultural and viticulture industries.

Other temporary labour migration schemes are also open to Pacific Islanders, as they are to nationals of other countries. These include employer-sponsored visas for occupations where there are skilled shortages, in Australia⁴ and New Zealand,⁵ among other countries. Research indicates that some migrants shift to permanent status via the skilled migrant, family sponsorship or international streams. For example, a report by the New Zealand Department of Labour in 2006 showed that over half the people granted temporary work permits prior to 2005 had gained permanent residence, and rates were especially high (more than 60 percent) for citizens of Samoa and Tonga (Bedford and Hugo 2012).

Finally, it is important to highlight the critical role that remittances play in the Pacific. For example, the Figure below shows the ratio of remittances to GDP for seven Pacific Island countries and highlights how important remittances continue to be as a source of revenue, especially for Tonga, Samoa, Kiribati, and the Solomon Islands.

Figure 2: Remittances as a percentage of current GDP for selected Pacific Island countries (2007)



Source: World Bank Development Prospect Group (2009), UN Statistics Division (2009)

4 There are a number of employer-sponsored visa categories in Australia, the main category being the Temporary Skilled 457 visa (<http://www.immi.gov.au/visas/pages/457.aspx>)

5 There are a number of employer-sponsored visa categories in New Zealand, the main category being the Essential Skills Work Visa (<http://www.immigration.govt.nz/employers/employ/temp/essentialskills-workvisa.htm>)



Source: PCCM Team

3.3 Policy issues raised by migration

The above summary makes evident some of the policy challenges in managing labour migration. In the case of immigration, managing labour migration must be done in a way which balances the need for admitting foreign workers with the need to ensure opportunities for domestic workers and also the ability to protect foreign workers' rights. In the case of emigration, it is necessary to balance the risk of brain drain with the opportunities for remittances and skills development for migrating workers (including access to courses that provide training and qualification to workers).

Thus, in the case of immigration, policymakers need to be cognizant of policies in:

- Fighting racism, xenophobia, stereotyping against migrant workers; and
- Evaluating the contribution of labour migration (both immigration and emigration) to development.

In the case of emigration, the issues relevant to policymakers may include:

- Facilitating the protection of migrant workers abroad;
- Tackling brain drain/de-skilling;
- Facilitating migrant workers integration in destination countries and reintegration on return (in case of temporary movement);
- Supporting harmonization of migration policies with employment and national development plans (including social protection policies, etc).

These issues, and how to find suitable proxies to measure progress, are explored further in the next section on labour migration indicators.

Summary of Key Concepts

There are a number of types of labour migration within and outside the Pacific region. The below are a few examples, not an exhaustive list:

Circular seasonal migration particularly in the agricultural sectors in Australia and New Zealand for Pacific Island workers through government-organized programs, often characterized by workers returning over several seasons/years to the destination country;

Skilled temporary migrants who spend anywhere from a year to their entire working lives in other Pacific Island countries or in other parts of the world (for example, working as nurses, accountants and teachers).

Permanent migration of Pacific Islanders eligible to go to New Zealand under the Pacific Access Category visa (though some may return to the Pacific later in life, or during retirement);

'Free association' migration from countries which have labour mobility arrangements with other countries, including Polynesian countries such as Cook Islands and Niue (agreements of free association with New Zealand) and Micronesian countries (which have access under compacts of free association with the United States).

Whilst limited statistical information is available on immigration into Pacific Island countries, the data that exists shows a proportion of workers, particularly into Melanesia, from Asia including the Philippines.

Remittances play a key role in many Pacific Island countries, as data shows that for certain years, remittances can reach up to 45 percent of GDP.

Chapter 4 – Labour migration indicators

Labour migration is a multi-faceted topic and different types of statistics are required for different analytical issues. There are (at least) three different types of information needs that may be relevant. First, quantitative information on the magnitude of migration stocks and flows of various types. Second, both qualitative and quantitative information on patterns and causes of migration and on characteristics and conditions of migrant workers are also relevant. Finally, both quantitative and qualitative information may also be required to understand the impacts that migration has on non-migrants, such as family members, communities and others.

This section will focus on some of the indicators that can be used to measure migration and its impacts. It should be noted that this is not an exhaustive list and will depend very much on the priorities of policymakers in a country as well as general principles regarding indicators that they should be specific and measurable.

4.1 Measuring the scale of migration

There are many questions that policymakers may want to know in terms of the scale (magnitude) and composition of migration. For example how many:

- immigrants were employed in our country?
- emigrants from our country moved abroad?
- residents moved for employment?

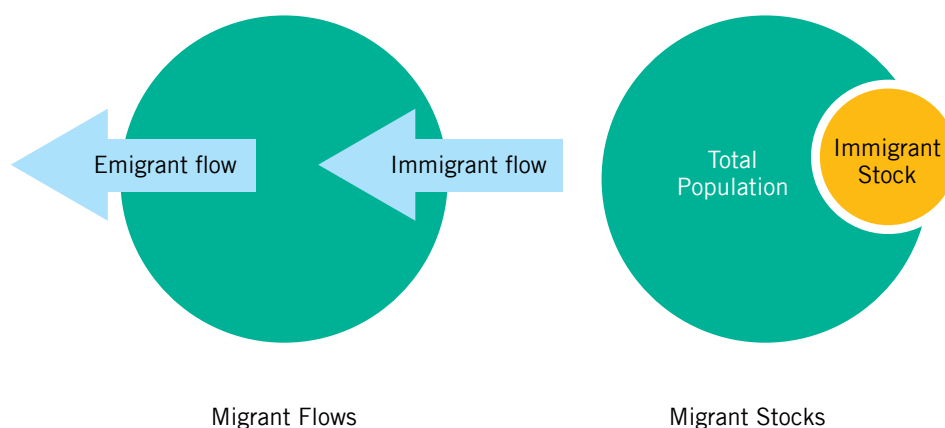
There are two different measurement methods for capturing migration:

(1) The total number of migrants that exist within a country at a particular point in time, i.e. the **migrant stock**, which is defined as the number of persons with a 'migrant status' living in the country at a given point of time; or

(2) The number of migrants who have moved from one country to another within a certain period of time, i.e. the **migrant flow**.

While migration stocks show static populations at a particular point in time, migration flows measure movement of people over a particular reference period.

Figure 3: Migrant stocks and flows



Combining stock and flow with the two directions of movement results in the following indicators which can be useful for measuring international migration:

Migrant - stock	Number of persons who changed their country of usual residence to the country in question
Migrant - flow	Number of persons residing within a specified country who have changed their country of usual residence during the reference period to that country.
Emigrant – stock	Number of residents who changed their country of usual residence to outside the country.
Emigrant – flow	Number of residents who changed their country of residence during the reference period.

Note that emigrants are not necessarily citizens or ‘national abroad’. A country may want to separately measure its nationals abroad to get a better idea of the costs of brain drain on the education system or the volume of nationals returning from abroad. This may include tracking:

- Number of citizens leaving their own country during the reference period
- Number of citizens returning after a period of residence abroad (return migrants)

Text Box 4: How to calculate migrant flows for short and long term migrants?

Applying the UN definition of a long-term migrant (12 months residency) may be done slightly different depending on the type of data that you are using. As will be discussed in more detail in Chapter 6 and 7, data can be collected using the census and national surveys, or gathered using administrative data such as analysis of international arrival and departure cards.

When using censuses and surveys:

When using a census, a person will commonly be asked about their usual place of current, and/or previous residence. The UN Principles and Recommendations for Population and Housing Census suggests the current place of usual residence should be decided based on either the situation where:

- The person has lived continuously for most of the last 12 months in that country (ie. For at least 6 months and one day), not including temporary absence for holidays or work assignments, or intends to live for at least 6 months; or
- The person has lived continuously for at least 12 months (not including temporary absence as above).

Migration flow is determined based on the usual residence today versus the prior usual residence (for example five or ten years). Short term migrants could be those that do not meet these requirements but have been in the country consecutive for the previous 3 months (though this is rarely measured in census and surveys).

When using administrative data:

Applying the UN definition using administrative data is a little different as you have to piece together what a person's usual residence is/was using their international border crossings. Having a rule which helps to identify what is a 'temporary absence' is therefore helpful. For example, an international student pursuing a 4-year degree may travel every holiday, but it would be incorrect not to include that student in the scope of migration due to the fact that they are never in the country for more than 6 consecutive months.

The Australian Government uses a '12/16 month rule' for measuring long-term migration. This rule might be useful for Pacific islands to consider as it closely aligns with the international definitions. This rule uses the arrival and departure cards to monitor the time spent in Australia of every traveller over a 16 month period – a person is included in the resident population if they are in Australia for a total of 12 months or more over the 16 month period. Using this same type of rule, a "short-term" migrant could include any person that has stayed in the country for at least 3 consecutive months, but that does not meet the definition of long-term migration.

This can be particularly important for measuring brain drain and return migration.

4.2 Measuring the characteristics of migrants

As well as quantitative information on the number of migrants within a country, or coming into or out of a country, policymakers may also want to know qualitative information about the migrants such as key characteristics (e.g. are they male/female; young/old; educated/uneducated). Policymakers may also want to know why they are migrating, as this will provide information for future policy making. For example, if people are leaving the country because of poor pay, or lack of services, this is something that needs to be known to policymakers.

There are therefore many questions that policymakers may want to know in terms of the composition of migration. For example who are the migrants, as described by:

- sex and age
- reason for movement
- skills and occupation
- education
- wages and working conditions

At a basic level, data should always be disaggregated based on gender (and gender should be included on all censuses, surveys and administrative data collections). Data which is gender-blind may mask significant difference between males and females, who possibly will have different reasons and circumstances for migrating, and often differences in many other characteristics and experiences.

From the perspective of immigration, countries may also require information on how their immigrants differ from national workers in terms of wages, working conditions and the like. All ILO members are required to ensure that migrants are treated equally in the labour force as national workers, and not discriminated against.⁶ Thus gathering some of the following data may help countries to identify whether they meet this obligation. However, this information will only be available on a censuses or surveys, and not generally included in administrative sources.

It may be important for governments (as well as employer and worker organizations) to know about differences between migrant and national workers, such as in terms of:

- types of jobs and occupations (commonly defined as the set of tasks and duties carried out by, or assigned to that person)
- monthly wages (commonly defined as gross mean average monthly wage)
- contract terms
- unemployment
- incidences of workplace accidents
- hours of work

⁶ This was first articulated in the ILO Constitution 1919, and has since been enumerated in a number of ILO Conventions and Recommendations including the Migration for Employment (Revised) Convention, 1947 (No. 97) and the Migrant Workers (Supplementary Provisions) Convention, 1973 (No. 143) as well as the Migration for Employment Recommendation, 1947 (No. 86); the Migrant Workers Recommendation, 1973 (No. 151).

From the perspective of both immigration and emigration information on education and occupation of migrants may also be important. Knowing what skills and occupations are commonly sought by employers, can help in future training and workforce development of national citizens. From the perspective of emigrants (and nationals abroad), knowing about the individuals' education and occupations can help quantify the extent of brain drain in particular occupations.

Education is typically recorded as the highest educational level completed.

Occupation is typically recorded as the occupation that the person currently holds - which may not be commensurate with their education or previous experience (for example, a person trained as a doctor who is working as a taxi driver would be considered a taxi driver). Thus it may also be useful to ask about the migrant's intended occupation in the destination country in order to measure whether 'brain waste' is occurring. For international comparability, occupations are typically grouped using the International Standard Classification of Occupations (ISCO). ISCO is a tool for organizing jobs into a clearly defined set of groups according to the tasks and duties undertaken in the job. In order to also ensure national relevance many countries may wish to nationally contextualise the ISCO while still keeping same major groups as the ISCO (for example, Fiji has developed a national classification of occupations, referred to as the FSCO). The ISCO (or national contextualisation of the ISCO) can be applied to censuses, surveys and immigration records. However, coding of the self-identified professions in these sources of data can be difficult.

Table 7: Occupational Groupings

ISCO-08	Major groups	ISCO-88	Major groups	ISCO-68	Major groups
1	Managers	1	Legislators, senior officials, and managers	0/1	Professional, technical, and administrative workers
2	Professionals	2	Professionals		
3	Technicians and associated professionals	3	Technicians and associated professionals	2	Administrative and managerial workers
4	Clerical support workers	4	Clerks	3	Clerical and related workers
5	Service and sales workers	5	Service workers and shop and market sales workers	4	Sales workers
				5	Service workers
6	Skilled agricultural, forestry, and fishery workers	6	Skilled agricultural and fishery workers	6	Agricultural, animal husbandry, and forestry
7	Craft and related trades workers	7	Craft and related trades workers	7/8/9	Production and related workers, transport equipment operators, and labourers
8	Plant and machine operators and assemblers	8	Plant and machine operators and assemblers		
9	Elementary occupations	9	Elementary occupations		
0	Armed forces occupations	0	Armed forces		

Source: International Standard Industrial Classification of All Economic Activities (ISIC, Rev. 4, 2008)

Further on the topic of brain drain, a particular category of migrants on which governments may want to gather data are returning nationals. The return flow of nationals is the least well described of the key groups of migrant workers. Very few, if any, governments have tracked the return flow of citizens by separating those returning to reside from those returning from visits abroad, or alternatively returning to the country of origin for a visit (ILO 2001). This makes it difficult in practice to reliably identify the members of this group from those in the larger group, even when it should be possible to do so in principle. However, it is significant for a country to determine the volume of return migration, the skills obtained by its emigrants (and nationals abroad) and the necessary steps it will need to take to re-absorb them into its labour market or simply into its society.

4.3 Measuring impacts of migration

Measuring the impact of migration can be studied in a number of ways, including the economic impacts of migration, such as remittances, as well as the social impacts of migration on health and well-being, though of course it should be noted that this dichotomy will not always be clear in practice.

a) Economic impacts of migration

The key indicator which helps to determine the impact that migration has on a household's economic position is the level of remittances. An important aspect of remittances is when they are sent by migrant workers. Workers' remittances are commonly defined as 'private transfers from migrant workers who are considered residents of the host country to recipients in the workers' country of origin' (International Monetary Fund 2009).

Often money will be sent to family members, however there is also research evidence to suggest that migrant workers send money to church organizations, and non-family members (Brown et al 2013). Remittances may be sent by transmitting through private agencies such as Western Union, banks or sometimes directly to the National Provident Fund.

Generally and on a macro-economic scale, many countries are often interested to know the level or importance of remittances in the national economy, such as the GDP. This is often the case for Pacific Island countries where for certain years remittances can reach up to 45% of GDP (see Figure 2 above).

Remittances do not always have positive benefits for everyone. For example, remittances may tend to increase or at least reproduce inequalities and vulnerabilities existing in the countries of origin, as they are often received by middle and upper-income families rather than the most poor (who have limited access to migration) (De et al 2015). Thus other information around remittances which may be of interest to policymakers relates to distribution of these remittances. For instance: Are they mainly going to the poorest households? Are they going to a particular region of the country?

Other areas that policymakers may want information on is the impact of remittances on poverty or educational levels in the country (or the particular community). These can be difficult questions to answer because of the challenge of identifying the impact of remittances over time. However some analysis is possible particularly through longitudinal studies, analysing particular migrants over time or by comparing the situation of remittance-receiving and non-remittance-receiving households. Some academic studies have used household surveys and

econometric techniques for analysing this relationship, for example in relation to the impact of remittances from seasonal workers on poverty alleviation (McKenzie and Gibson 2010).

It may also be of interest to know whether remittances increase in the wake of natural disaster, and whether they make the reconstruction process faster for remittance receiving households. Studies have shown that remittances to Samoan households increase significantly after cyclones (De et al 2015) and that remittances increased across the Asia Pacific to communities affected by the Asian Tsunami in 2004 in the wake of the disaster.

Migration may have other economic impacts, which can be hard to measure except through sophisticated econometric studies. For example, academic research suggests that as well as the transfer of money (remittances), a relationship between a diaspora and the home country can be captured by four other Ts – Transportation, Telecommunication, Tourism and nostalgic Trade, but there have been relatively few attempts to measure these linkages (Orozco 2006).

b) Social impacts of migration

Evidence both from the Pacific, and other parts of the world, suggests that household and community resilience to climate change can be boosted through well-regulated labour migration for several reasons.

First, migration from a community vulnerable to climate change reduces the number of people exposed to hazards, and also frees up scarce natural resources impacted by disaster and slow-onset climate change. Second, migration of a household member often provides an income stream (remittances) that is not undermined by a disaster or environmental degradation, and which in most cases in fact increases after a disaster to assist households and communities to recover. Finally, capabilities and transfers of resources through migrant networks, including knowledge, remittances and return migration, can also contribute to technical and institutional innovations in the home communities for climate adaptation, sustainable development and peace-building.

There may be many impacts of migration, both positive and negative, on the families and communities of migrant workers.

For example, migration may have positive impacts on family members through increased education, increased access to market information for the purposes of small business development, increased entrepreneurship among other household members.

Migration may also have a negative impact through impacts of children's development and social welfare as a result of one or both of the parents working abroad. There may also be negative impacts on the community through the absence of working age population that can participate in such activities as agriculture, and other core sectors.

Summary of Key Concepts

There are many questions that policymakers may want to know in terms of the scale (magnitude) and composition of migration. These are often measured through migration stocks and flows, combined with disaggregation based on sex, occupation, education and other variables of interest.

Migrant flows are the number of migrants who have moved from one country to another within a certain period of time, while **migrant stocks** show the number of persons with a migrant status living in the country at a given point of time.

A key indicator which helps to determine the impact that migration has on a household's economic position is the level of remittances. **Remittances** from workers are defined as the current private transfers from migrant workers who are considered residents of one country, to recipients in the worker's country of origin.

However there are also other social and economic impacts of migration on adaptation to climate change, community welfare, education levels and trade which are also important, though more challenging to measure.



Source: PCCM Team

Chapter 5–Data Collection in the Pacific

There are three types of organizations which collect data in the Pacific. The key organization in each country is of course, the NSO, which collects data specifically for the purpose of statistical analysis. As in other countries, government departments also collect data, mainly for administrative purposes rather than publication and dissemination. Finally, there are also banks and private sector organizations that also maintain data for their record keeping – some of which can provide an important source of data for policymaking.

5.1 National Statistics Offices

In the Pacific, as most other countries, official statistics are primarily produced by NSOs. The majority of data production is used for ongoing measurement of economic and social aspects of a country – achieved through national surveys such as the population census but also flow of data from other government departments and agencies. There may also be ad-hoc data collection mechanisms based on requests from individual government departments, and international or regional organizations.

Programme of Work

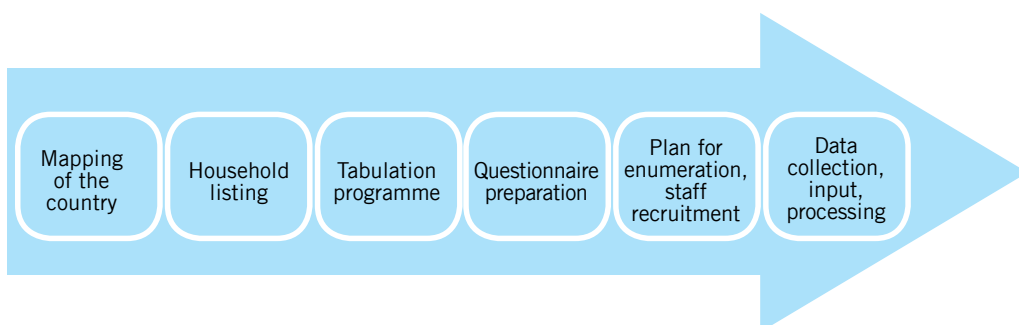
The census of the population and housing provides the foundation for demographic and social statistics, including education and labour force data for all Pacific island countries. Most countries also have a regular household survey programme in place, undertaking periodic Household Income and Expenditure Surveys (HIES) or Demographic and Health Surveys. Some Pacific Island countries have also started to rebuild or consolidated their civil registration systems in recent years, which in French and American Pacific island territories provide their core vital statistics. For most Pacific island countries however, censuses provide the main empirical evidence for social and economic policy development and planning, including on migration.

In addition, there are other types of surveys that are sometimes undertaken (or proposed to be undertaken) but are not as common, including:

- Agricultural census
- Business surveys
- Labour Force surveys

As for other countries, carrying out a population census is a major undertaking which involves a number of steps, some of which are outlined in Figure 4 below.

Figure 4: Methodology for steps to completing a census



Source: adapted from UNDESA 1998

Similarly, a HIES will also involve many of the above steps, though enumeration will only be carried out on a portion of the population. Two aspects of this chain are particularly relevant to understanding the nexus with policymaking.

Obviously the questionnaire preparation is a very important aspect of the process – if a topic is not covered in the questionnaire (or if the question is poorly worded), there will be no (useful) data available. However, another overlooked aspect is the development of the tabulation programme. This is the decision on a list of tables that which will produced and disseminated using the raw data collected. Sometimes the tabulations will be incorporated into an overall report of the population census / HIES, and other times they may be released as a separate document. Tabulations are very important as they represent the data analysed. This will obvious not include all the raw data otherwise the document would be unmanageable. Therefore in most countries, the tabulation programme represents a csmall portion of the analysis that *could* be undertaken. Thus it is a compromise between the full range of desired tabulations and the limits imposed by practical circumstances. To ensure that this compromise is made transparently and efficiently it is important that planning the census dissemination task is started at an early stage (UNDESA 1998).

Capacity challenges

Pacific Island NSOs are often under-resourced in terms of staff numbers, trained staff and realistic operating budgets to undertake regular core statistical collections, and hence are heavily reliant on external aid. Unless there is a coordinated funding process which allows the NSO to complete a whole cycle from development to dissemination many Pacific NSOs may sometimes struggle to establish and maintain forward work programs (SPC 2010a).

Furthermore the absence of adequate human resources to collect, process, tabulate, analyse and disseminate those data can impede the use of data for policy-making. For example, the Pacific Islands Regional Implementation Plan for the 2010-2020 strategy notes that ‘much of the [previous] technical assistance has focussed on data collections, whereas less attention has been paid to analysis, dissemination and advocacy. Data analysis, communication skills development and advocacy require greater attention’ (SPC 2010a).

Despite the challenges, NSOs in the Pacific have made vast improvements in the analysis and dissemination of data. A lot of national data are now tabulated and publicly available through the various NSO websites, which are readily accessible through a regional portal (<http://www.spc.int/prism/>), with regional statistical tables available on SPC's Pacific National Minimum Development Indicators database (www.spc.int/nmdi).

5.2 Government departments

Whilst the NSO is the central agency managing the collection and analysis of national level data, a significant amount data is also collected administratively by different government agencies, whether it be the Ministry of Labour which records the number of seasonal workers sent abroad, or the Ministry of Foreign Affairs and Immigration which collects departure and arrival cards at the airport and issues foreign worker permits.

A number of studies point to the huge potential of administrative data to 'avoid carrying out some statistical surveys, or to enhance the quality of others, or to generate new analyses, from having the existing potential statistical base always available in a timely manner'.(SPC 2010b). Large scale household surveys are costly, occur rarely and take a long period of time from design to dissemination of results. Administrative data, however, can be much cheaper to produce, and more dynamic – in the sense that it provides information on trends, rather than information on only one point in time.

Administrative agencies generally collect information for storage rather than regular analysis, and thus may not have the capacity or expertise to be able to regularly process the data collected. According to an African, Caribbean and Pacific Observatory on Migration (ACP) report on migration data collection in Papua New Guinea, the IT personnel in most of the assessed institutions dedicated the majority of their time to the overall maintenance of the databases, leaving very little time to carry out searches on the databases (ACP 2013). Data analysis is often seen as the responsibility of the NSO – as the centralized agency for statistical information – however in practice, the absence of protocols between the NSO and particular departments may prevent the sharing of data from some government departments (ACP 2013). This is discussed further in Chapter 7.

5.3 Central / Reserve Bank

Most countries in the Pacific collect data on commercial banks through the Reserve Bank, Central Bank or Treasury, and publish regular reports. For example the following reports are regularly produced in Pacific Island countries contain data on remittances flows (though it is not always disaggregated based on which countries the remittances come from):

- Treasury of Samoa Quarterly Review;
- National Reserve Bank of Tonga Quarterly Bulletin;
- Cook Islands Quarterly Statistical Bulletin;
- Reserve Bank of Fiji Quarterly Review;
- Reserve Bank of Vanuatu Quarterly Economic Review; and
- Central Bank of Solomon Islands Quarterly

In conclusion, it should be noted that administrative data is often under-utilized in the production of statistics. Additionally, weak statistical literacy and a lack of communication between policymakers and NSOs may translate into a low demand for statistics - including for statistics related to migration. Coordination between these different sources of data requires coordination. This Guide makes the recommendation (detailed in Chapter 9 below) that migration statistics should be mainstreamed and properly resourced within the programme of work of the NSO. If migration analysis of the census or regular production of migration statistics using for example the arrival/departure cards is not included in the programme of work of the statistical office, then it is unlikely that this work will be prioritised. For this reason, labour migration related stakeholders should regularly meet and work together to collaborate on the improvement of migration statistics.

Summary of Key Concepts

In the Pacific, as most other countries, national statistics are primarily produced by NSOs. The majority of data production is used for ongoing measurement of economic and social aspects of a country – achieved through national surveys such as the population census but also flow of data from other government departments and agencies. However there is sometimes a lack of communication between policymakers and NSOs about the specific data required for policy, resulting in statistical gaps – including relating to labour migration.

Understanding the process of developing the population census and household surveys is important for identifying cost-effective ways for gathering information on labour migration. For example, it is important to note that having a relevant question is not enough, it is also important to ensure that if a topic is of high policy priority, that it features in the tabulation programme devised by the NSO, or another body.

Despite the capacity constraints that both the NSOs, and government departments, face in gathering and, particularly, analysing data, there is cause for optimism as the capacity of NSOs has been consistently improving.



Source: PCCM Team

Chapter 6 – Census and Survey Data

The next three chapters will outline the key sources of data collected in the Pacific that can be used to generate statistics on international migration. This first chapter focuses on the population census and survey data collection instruments used in the Pacific. Both the population census and national surveys, such as the HIES and LFS are administered by the NSOs with the explicit aim of gathering information for statistical analysis, and future policy making. This section will look at the potential of these sources to gather data on the key types of international migration (immigration and emigration) and will look at the advantages and disadvantages of using these sources for migration data collection.

6.1 Census of the population

A population census gathers information on population and housing. In most countries, a population census is generally carried out every 10 years though in some Pacific Island countries it may be carried out once every 5 years. A census is the most comprehensive survey a country carries out, as it covers each member of the population, rather than collecting data from a representative sample.

Generally population censuses are not particularly useful at capturing information on emigrants because they only count people who are physically present in the country during the time of the census. These types of census are generally called a 'de facto' census (that aims to count only those people physically present at the time of the census), which is most common in the Pacific.

However, there is another type of census which can generate some data on emigrants (and nationals abroad). This type of census is called a 'de jure' census, and it counts all persons 'usually resident' in the country.

a) Data on incoming migrants

Certain questions on the population census can provide important information on both the stocks and flows of immigrants into a country. The most relevant questions used in most Pacific Island censuses are:

- The country of birth of the respondent (and household members): this can be used to calculate the stock of immigrants
- The place of residence where the respondent (and household members) lived a certain period of time ago (usually 1 year or 5 years): this can be used to calculate the flow of immigrants during the particular reference period.

The table below summarises some of the current questions in Pacific Island censuses that can be used to generate statistics on immigrant stocks and flows.

Table 8: Migration related questions on Pacific censuses

Country	Country of birth	Country of citizenship	Place of residence	Other questions ¹
American Samoa, and Guam	Yes	Yes	5 years ago	When did this person come to this area? What was this person's main reason for moving to this Area? (Employment, Military, Subsistence, Missionary, With spouse or parent To attend school, Medical, Housing)
Cook Islands	Yes	Yes	1 year ago and 5 years ago	How long have you lived in your usual residence?
Fiji	Yes	Yes	5 Years ago	-
French Polynesia, New Caledonia and Wallis and Futuna	Yes	Yes	5 years ago	How old were you when you moved to French Polynesia / New Caledonia, etc?
Federated States of Micronesia	Yes	Yes	5 Years ago	Do you have immediate family members (spouse, sons, daughters) living outside the Federated States of Micronesia? In what country? Do you have other relatives (parent, sibling) living outside?
Kiribati	Yes	Yes	1 year ago	List all absent household members (including those overseas)
Nauru	Yes	Yes	No	List all absent household members (including those overseas) List all children born to your mother (including those abroad)
Niue			5 years	Where do you think you will be living in 5 years? Why is this your choice? Where do you prefer to live? Why is this your choice?

Palau	Yes	Yes	5 years	Time of arrival in Palau and purpose Section titled: People who have left home which asks questions of persons who are currently absent
Papua New Guinea ⁷	Yes	Yes	No	How long has the person been in Papua New Guinea?
Republic of Marshall Islands	Yes	Yes	1 year ago	-
Samoa	Yes	Yes	1 year and 5 years ago	-
Solomon Islands	Yes	Yes	5 years ago	-
Tokelau	Yes	Yes	1 year ago	When did you arrive here?
Tonga	Yes	Yes	1 year and 5 years ago	-
Tuvalu	Yes	Yes	2 years ago	-
Vanuatu	Yes	Yes	5 years ago	-

Collected data on country of birth allows basic tabulations of overseas born residents and overseas places of residence one to five years before the census, such as the examples in Tables 9 and 10 below.

However the usefulness of these questions will also depend on how the answer is recorded. If, in the case of previous place of residence, there is a category for 'Abroad' but no opportunity to note the country of residence, this will be a lot less useful than if the actual country can be specified. In order to make sure that the data collected on both stocks and flows is comprehensive, it needs to identify particular countries where the person was born or resided.

⁷ Only the 2000 census questionnaire was publicly available online. It should be noted that the most recent census (2011) may be based on a different questionnaire.

Table 9: Foreign-born Solomon Islands residents in 2009

Country of birth	Number of people	% of overseas born
Papua New Guinea	612	21.9
Fiji	112	4.0
Vanuatu	72	2.6
Other Pacific	325	11.6
Australia	302	10.8
New Zealand	81	2.9
Hong Kong	71	2.5
Japan	32	1.1
Other Asia	576	20.6
United Kingdom	43	1.5
Europe (n.i. UK)	41	1.5
United States of America	32	1.1
Canada	18	0.6
Other Country	480	17.2
Total	2,797	100.0

Source: Solomon Islands Population and Housing Census 2009. Report on Migration and Urbanisation Government of the Solomon Islands.

Table 10: Overseas place of residence five years before 2009 in Solomon Islands

Place of residence 5 years ago	Solomon Islands Citizens overseas 5 years ago			
	Citizens by birth	Citizens by naturalisation	All citizens	% of total overseas
Papua New Guinea	236	33	269	25.7
Fiji	201	11	212	20.2
Vanuatu	55	4	59	5.6
Other Pacific	22	19	41	3.9
Australia	149	9	158	15.1
New Zealand	20	4	24	2.3
Asia	133	46	179	17.1
Europe (inc. UK)	20	7	27	2.6
USA	19	1	20	1.9
Other Country	48	10	58	5.5
Total	903	144	1047	100.0

Source: Solomon Islands Population and Housing Census 2009. Report on Migration and Urbanisation. Government of the Solomon Islands.

b) Data on emigrants (and nationals abroad)

As noted above, although most population censuses are de facto, some countries do use a de jure census which asks information on people who have left the country. The amount of information collected does vary between countries. For example– while the Palau population census asks detailed questions on reasons for migration (Table 11), more common is the census questionnaire used by Nauru (Table 12) which asks for the number of children born to the female household head, who are now living abroad, though there is no scope to identify a particular country in the response.

Table 11: Palau Census of Population and Housing 2005

People Who Have Left Home							
In order to get a better idea about the amount of migration out of Palau, and about the possibility of Palauans who are currently out of Palau but coming back to help the Republic grow economically, we need to know about people in your housing unit who have left Palau. Please fill in the information below for each person in your household who is currently away							
Name	Sex & Age	Current Activity (school / military / working)	Education	Left ROP for First time		Last time went away	
				When	Reason	When left	Time Away

Although population censuses do provide an opportunity to ask questions about emigration; there are also some problems with relying on this data to identify emigrant stock (and flow) for two main reasons:

- When asking questions about absent household members, it may be unclear to the respondents who should be included. For example, it will probably cover people who have been absent for a short period of time (so might include people who are away for medical travel/tourism, seasonal workers or seafarers, who are away for less than 12 months). But there may be confusion over people who are away for several years at a time as to whether they are still members of that household or members of a new household abroad.
- The Census data will still exclude entire households that are absent due to migration (ie. where a person migrates with his or her dependents, leaving no one that could answer questions about them during the Census)

Table 12: Example from Nauru 2011 Census, Children of Female Head of Household

		Respondent 01
F1. Has (name) ever given birth, even if the baby later died?	01 <input type="checkbox"/> YES 02 <input type="checkbox"/> NO (GO TO NEXT PERSON)	
F2. How many live born children of each sex, have in total been born to name?	Male <input type="text"/> <input type="text"/> Female <input type="text"/> <input type="text"/> Total <input type="text"/> <input type="text"/>	
F3. How many children that (name) gave birth to are living...	01 <input type="text"/> <input type="text"/> <input type="text"/> Male Female Total 02 <input type="text"/> <input type="text"/> <input type="text"/> 03 <input type="text"/> <input type="text"/> <input type="text"/>	

The population census can also sometimes provide valuable data on remittances, though questions on remittances are generally reserved for the HIES in Pacific Island countries.

For example, Table 15 shows questions from the 2012 Tuvalu Census, which enables the analysis of data on remittances (H50 and H51) as well as tabulation of remittances with king tides and storm surges (H52) to see if there is any correlation.

Table 13: Example from Tuvalu 2012 Census

QUESTIONS AND FILTERS	CODING CATEGORIES	SKIP
H50 a) Did any member of this household receive cash from the following sources in the last 12 months? 1=YES, 2=NO (IF YES, ASK part b) b) How often is the cash received? 3=Every month 4=Every 2-6 months 5=Once a year 6=Occasionally	Wages/salary	a) Yes/No 1 <input type="checkbox"/> 2 <input type="checkbox"/>
	Remittances	3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 6 <input type="checkbox"/>
	Rent of building	3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 6 <input type="checkbox"/>
	Rent of land	3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 6 <input type="checkbox"/>
	Rent of equipment	3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 6 <input type="checkbox"/>
	Senior citizens pay	3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 6 <input type="checkbox"/>
	Pensions	3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 6 <input type="checkbox"/>
	Handicraft sales	3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 6 <input type="checkbox"/>
	Fish sales	3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 6 <input type="checkbox"/>
	Animal sales	3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 6 <input type="checkbox"/>
	Crop sales	3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 6 <input type="checkbox"/>
	Gifts	3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 6 <input type="checkbox"/>
	Own business	3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 6 <input type="checkbox"/>
	Investments	3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 6 <input type="checkbox"/>
Other	3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 <input type="checkbox"/> 6 <input type="checkbox"/>	
H51 From where were the remittances received from? 1=Every month 4=Every 2-6 months 5=Once a year 6=Occasionally	No remittances	1 <input type="checkbox"/>
	Within Tuvalu only	2 <input type="checkbox"/>
	Outside Tuvalu only	3 <input type="checkbox"/>
	Within and outside Tuvalu	4 <input type="checkbox"/>
H52 Has this household ever been affected by the 1=YES, 2=NO	King tide in the last 3 years?	Yes No 1 <input type="checkbox"/> 2 <input type="checkbox"/>
	Storm surge in the last 5 years?	1 <input type="checkbox"/> 2 <input type="checkbox"/>

c) Advantages and disadvantages of using a census for data collection on migration

Censuses are the most comprehensive (as they interview everyone in the country) way to obtain a snapshot of migration stocks and flows.⁸ Additionally, censuses include information on education, employment, gender, and other information which can build up a valuable profile of the migrant population. Censuses can also generate some data on emigrants (and nationals abroad) if they ask questions about absent household members or household members that have left to go abroad.

The main drawbacks of a population census are:

- (1) the cost of conducting one;
- (2) the fact that they occur very infrequently (at most every 5 years), meaning that policies cannot be regularly evaluated based only on Census data;
- (3) it can take a long time for a Census to be processed in the Pacific
- (4) there is no way to look at annual migration flows using a census;
- (5) the number of migration related questions on a census are very limited which limits the analysis of particular migration related issues; and
- (6) the very limited information on emigrants (and nationals abroad) is available in the census (and the challenges of collecting information on this group through the Census).

6.2 Surveys

Unlike a population census, household surveys are data collection systems which only include a sample of the population. These surveys can often provide more in depth information than could be expected from a census and can be a flexible tool for collecting information that cannot be readily obtained by other means (see Annex I for a list of some of the major surveys carried out in the Pacific).

This section looks at a few of the surveys which provide information that is relevant in the context of analysing labour migration. These include:

- Household Income and Expenditure Survey (HIES): provides information on people's living conditions and income/expenditure patterns
- Demographic Health Surveys (DHS): provides information across a range of social indicators
- Labour Force Survey (LFS): provides information related to employment and labour.

⁸ Though it should be noted that recent immigrants are typically under-enumerated. This is for a combination of possible reasons – living in shared accommodation or collective residencies, highly mobile, not speaking well the language, mistrust of public authorities, etc.

Household Income and Expenditure Survey

Unlike a population census, household surveys are data collection systems which only rely on a sample of the population. These surveys – periodic as well as ad-hoc - can often provide more in depth information than could be expected from a census and can be a flexible tool for collecting information that cannot be readily obtained by other means.

HIES are typically carried out once every 10 years in Pacific Island countries. The content of HIES varies between the countries however the following types of information are generally collected:

- **Household level** information on housing characteristics, ownership of consumer durables, non-food consumption, access to various types of public services
- **Person-level** information on age, sex, education, health, employment status, receipt of remittances; and
- **Personal record** of all food and nonfood purchases for 14 consecutive days for all household members 15 years and older.

Because many countries do not carry out a separate LFS, the HIES will often integrate questions about labour force participation, wages and other information.

An example of some of the key questions asked in the HIES is included below, from the 2005-06 Samoa HIES, which is typical of other HIES in Pacific Island countries.

Figure 5: List of Questions included in 2005-06 Samoa HIES

Household Level Questionnaire	
This form collects information on:	
• Dwelling Characteristics	• Household Possession
• Dwelling Tenure	• Construction and Improvements of Dwelling
• Household Bills	• Transport Expenses
• Acquisition of Major Durables	• Education, Recreation, and Sport
• Medical and Health Expenses	• Overseas Travel
• Special Events	• Agriculture, Livestock, Fishing, and other Sales
Individual Questionnaire	
This schedule was to be completed for every household member 15 years and above.	
It collects information on:	
• Wages and salaries	• Self employment and other Business Activities
• Previous Jobs	• Pensions/Welfare Benefits
• Other Income	• Loan Information
• Contribution to Benefit Scheme	

Table 14: Percentage of household weekly income from source of income, Samoa 2008 HIES

	Proportion				
	Samoa	Apia Urban Areas	North West Upolu	Rest of Upolu	Savaii
Total 100	100	100	100	100	100
Primary Income	42.04	60.83	49.82	30.72	18.86
Other Income	2.51	3.29	2.29	1.94	2.46
Value of Own Produced Consumed	12.49	4.04	10.03	20.65	18.54
Income from Entrepreneurial Activity	7.03	1.89	6.91	7.82	12.44
Value of Own Produced Given Away as Gifts	1.47	0.47	0.82	1.72	3.37
Value of remittances received (cash/kind)	10.81	5.67	7.48	14.96	17.97
Value of Items received as gift	13.53	13.87	11.23	11.55	18.38
Rental value of dwelling unit	10.14	9.94	11.42	10.64	7.99

Source; Samoa 2008 HIES Tabulation Report

Demographic Health Survey (DHS)

Currently, DHS in the Pacific rarely ask questions about place of birth or place of former residence. However, the addition of a few questions would allow the analysis of the living status of migrants in the country – in terms of their socio-economic situation.

Labour Force Surveys

Another type of household survey which looks specifically at employment is the LFS, which is a standard household-based survey of work-related statistics. The LFS uses internationally agreed definitions and classifications to collect data on education, economic activity, occupation, industry and remuneration. It has the advantage of providing comparable data on a consistent set of variables over long timeframes. LFS estimates are commonly used in the analysis of the migrant population and workforce as they can provide information on both country of birth and nationality, and year of entry.

Currently, only Samoa (Samoa 2012 Labour Force and School-to-Work Transition Survey), the Republic of the Marshall Islands (Labour Force Survey 2014) and Fiji (Employment and Unemployment Survey 2004-05 and 2010-11) have carried out stand-alone labour force surveys, though, as discussed, a number of Pacific Island countries integrate questions about labour force participation into the HIES.

To date, none of the LFS questionnaires that have been used have recorded information about international migration. Nonetheless, the Fiji Employment and Unemployment Survey 2004-05, which asked questions about internal migration, gives an indication of some of the questions that could be asked about international migration. This survey recorded a number

of variables relating to internal migration including: main reason for migration, how long it took to find better employment, occupation before migration, occupation after migration, industry before migration, industry after migration, employment status before migration and employment status after migration. An example of a tabulation is provided below.

Table 15: Reason for (internal) migration, 2004-05 Fiji Employment and Unemployment Survey

Migration Reason	Numbers			Vertical %		
	Rural	Urban	All	Rural	Urban	All
A Be nearer employment	1457	5270	6727	3	5	4
A Better Employment	1075	1620	2695	2	2	2
A Job Transfer	2786	3927	6713	5	4	4
A Seeking Employment	1690	3176	4866	3	3	3
B Land lease expiry	6490	6493	12983	12	6	8
C Bought House	1435	7551	8985	3	7	6
C Cheaper Rent	473	4504	4977	1	4	3
D Education	1271	6626	7897	2	6	5
E Medical		328	328	0	0	0
F Family Problems	319	1175	1493	1	1	1
F For privacy	268	2929	3197	0	3	2
F Join family	30842	47286	78129	56	45	49
J Other reason	7095	14911	22006	13	14	14
All	55201	105797	160998	100	100	100
Employment related (A and B)	13498	20487	33985	60	21	13498

a) Data on incoming migrants

Currently, household surveys in the Pacific rarely ask questions about place of birth or place of former residence; however, by adding these two questions, the HIES could be analysed from a labour migration perspective and provide a wealth of information on immigrants who are working in the country.

b) Data on emigrants (and nationals abroad)

Currently household surveys provide little information on emigrants (and nationals abroad), though questions on remittances are more common. For example, the Samoa 2008 HIES collects information on remittances including as a percentage of household income, as shown in Table 14 above.

c) Advantages and disadvantages of surveys to collect migration data

Although currently household surveys in the Pacific are not used to collect significant information about migration, in future, amendments could be made to integrate questions on movement of people into and out of the country. Indeed, this is one of the advantages of surveys that they can be flexible and can change over time depending on the type of data that is required by policymakers.

Like population censuses, household surveys are infrequent and relatively expensive to carry out, however this must be weighed against the relative importance of information that is collected in the surveys, which in all Pacific Island countries includes important demographic and socio-economic data which allows analysis of possible relationships between these characteristics and migration.

As shown by the Fiji Employment and Unemployment Survey (though it was limited to internal migration), the LFS and other household surveys can be used to gather information on reasons for migration, outcome of migration (in terms of labour force status, and wages) that cannot easily be obtained from other sources.

Deciding which questions to incorporate into the surveys can be challenging given that many issues and topics may be of relevance to policymakers, apart from migration. However, where migration is considered a particularly important area for policy, there may be more interest in integrating a range of questions. Even a small number of questions could yield important data.

For example, the household survey, after the general listing of usual household members could include specific questions for:

1. Household members who migrated in the last 12-24 months and have returned
2. Household members (or family members) who have emigrated (including permanent emigrants) over the last 5 (or 10) years.



Source: PCCM Team

Text Box 5: What is the Migration Module?

The Migration Module is a series of questions on labour migration which can be integrated into a household survey. The Migration Module questions can be used to ask about both immigration and emigration and can be particularly useful in gathering detailed data about short and long term outgoing migration. Questions can be asked of both respondents who were migrant workers (therefore, 'returned migrants'), or respondents whose family member is a migrant worker. The Migration Module has been successfully piloted in a number of countries. An example of a Migration Module can be found in Annex III.

Some of the other questions which can be asked of/relating to migrant workers (selection only) to get a better understanding of the reasons for migration and the characteristics of migrants:

- To which country the respondent travelled
- How many times
- How long they stayed for
- Which sector they worked in
- Whether they worked in the sector in which they have a qualification
- What kind of worker they were (paid employee, apprentice, etc)
- What type of contract they had/have
- What kind of social security they receive/received (eg. Health insurance, paid/sick leave; weekly rest days, etc)
- How they found work abroad (eg. Directly through employer, through private recruiter)
- Why they decided to work abroad?
- Whom they paid for processing their travel documents and how much
- Why they returned (if they returned)
- How much they sent in remittances and how (through bank transfer, carried cash, etc)
- Future plans to travel abroad to work

These questions above are part of the ILO Migration Module (see Text Box 5 and Annex III which includes a full migration module used in the Ukraine, but which could be adapted to suit the Pacific).

One concern with using surveys in small populations, is that there may be challenges due to the possible smaller number of households with migrants that may be in the sample (ie. The number of migrants may be too low to say with any certainty that the characteristics are typical of other migrants). Therefore, care would need to be taken to ensure the surveys are designed so that there will be sufficient representation of persons within the group of migrants, or through techniques such as oversampling.

Overall, household surveys can collect detailed information about specific themes like migration and link it and a broad range of socio-demographic characteristics which are also collected in the surveys.

Summary of Key Concepts

Population censuses and household surveys can each be used to collect valuable information on migrant stocks and flows. Both have potential to gather data on incoming migrants and emigration, however to analyse the figures and composition of citizens leaving the country (emigration), additional questions need to be asked regarding family or household members that have left the country.

Attaching a short 'migration module' to an existing survey can be a particularly useful way of collecting comprehensive migration data, particularly on emigration, where this is especially relevant to the policy debate in a country.

Chapter 7: Administrative Data

Statistics on international migration can be collected not only through population censuses and surveys but also through the regular operation of administrative procedures which are designed to monitor the population, and particularly the movement of people into (and sometimes out of) the country. These data sources are not put in place specifically with the aim of counting migrants as such, but relevant information can be derived as a by-product of the administrative systems. This section will outline several types of administrative data that can be used to gather information on migration, and focus most closely on information gathered through international departure and arrival cards.

7.1 About administrative data generally

There are many different types of administrative data that can be used in relation to migration. One of the most comprehensive sources for the purposes of migration data is the population register (explained in Text Box 6) however this is not a source commonly used in the Pacific. More common sources of data on international migration are:

- Statistics from international arrival and departure cards;
- Statistics derived from issuance of residence or work permits to foreigners (commonly Departments of Immigration);
- Statistics derived from tax or social security authorities which might ask for employers to report on information relating to their foreign workers; and
- Government departments engaged in recruiting or placing citizens in employment abroad (commonly Departments of Labour).

Text Box 6: What is a population register?

Population registers are continuous reporting systems used to enumerate the resident population of a particular area, making it possible to determine up-to-date information about the size and characteristics of the population at selected points in time. Population registers are an inventory of the inhabitants of an area and their characteristics, such as date of birth, sex, marital status, place of birth, place of residence, citizenship and language; and track changes during people's lives. Although they are not currently used in the Pacific, population registers in countries which use them can show useful data such as migration, socio-economic data, such as occupation or education and provides important information on immigration (and sometimes emigration).

The example below details the different administrative data sets with indicators relevant to migration in Papua New Guinea

Table 16: Administrative datasets in Papua New Guinea relating to migration

Dataset	Institution Responsible	Indicators/Description	Migrant Category
Balance of Payments	Bank of Papua New Guinea	Remittances	Immigration / Emigration
Births, Marriages and Deaths Database	Civil Registry Office	Internal Migration (database measures where parents were born)	Internal migration
Border Management System (BMS)	Immigration and Citizenship Service Authority	Flows of foreign-born resident population (total and percentage of total population); Total stock of non-citizen resident population	Immigration
Census of Business Activities 2001	National Statistics Office	Number of regular foreign workers working in Papua New Guinea	Immigration
International Departures and Arrivals	National Statistics Office	Flow of foreign migrants/migrant workers into the country; flow of residents out of the country	Immigration / Emigration
Western Union	Post Papua New Guinea	Internal remittances; Internal migration	Remittances
Foreign Work Permit Authorization System	Department of Labour and Industrial Relations	Flow of migrant workers into the country	Immigration
Work Ready Pool	Department of Labour and Industrial Relations	Number of people in seasonal worker programs	Short term international migration (outgoing)

Source: ACP 2013

Three things should be noted with regard to administrative data as a source of information on international migration.

First, as administrative sources usually provide information only about specific subsets of all international migrants, the data collected may not include all persons who fall under the definition of international migration set by the UN. Thus, for example,

- statistics derived from issuance of residence permits will be limited to foreigners who are legally residing in the country; and
- statistics from issuance of work permits refers only to migrant workers and not all international migrants.

Second, using administrative data to compile statistics required careful consideration to ensure that accurate statistics are collected. For example, the number of international entry cards completed may not necessarily be equivalent to the number of people who are migrating as a person may come and go to a country several times without changing their usual country of residence. Likewise, a permit granted to the head of a family may also cover his or her dependants, so does not actually reflect the number of people migrating. Thus, it is important that the statistical office is involved in the development of administrative databases to ensure that unique identifiers in the database will allow records to be used to compile internationally comparable statistics.

Text Box 7: What is electronic processing of arrival/departure cards?

Electronic processing of cards is an efficient way of inputting information from arrival and departure cards. For example, the New Zealand Immigration staff scan every arrival and departure card, and use image recognition technology to automatically recognise and code responses. Processing staff then manually capture any required information not captured automatically (as automated software cannot clearly recognise every response). The imaging system automatically determines all of the information required for around 9 in every 10 cards, meaning about 1 million records are completed manually each year (New Zealand Government 2015).

If electronic processing is not possible, the data from the cards should be input manually, either by the NSO or the Department of Immigration (and then shared with the NSO)

Third, to get the most out of administrative data must be capable of being processed and thus must be stored in an electronic data set (rather than collected in paper form only).

As administrative agencies may not have the capacity or expertise to be able to regularly process the data collected, this is best managed by the NSO through transfer of raw data to the office, provided that the NSO has capacity to be able to take on this task.

Though most countries in the Pacific do have a Statistics Act, which sets out the ability of the NSO to gather data from other departments – for example to ‘ensure coordination of the operations of departments of government in the collection, compilation and dissemination of statistics and related information’ - in practice, there may need to be a specific Memorandum of Understanding in place between the department and the NSO.

7.2 International Departure and Arrival Cards

In all Pacific Island countries, a person entering the country or leaving the country must complete an international arrival or departure card, which can provide useful information on migration.

Two examples of international departure cards are included below on Papua New Guinea (Figure 6) and Fiji (Figure 7) which provide an example of some of the information that can be collected.

Figure 6: Papua New Guinea international departure card

PLEASE PRINT

1. FAMILY NAME			
3. GIVEN NAMES			
2. COUNTRY OF CITIZENSHIP	4A. PASSPORT NUMBER	4B. EXPIRY DATE	
5. COUNTRY OF BIRTH	6. DATE OF BIRTH		Day Month Year
7. SEX Male <input type="checkbox"/> Female <input type="checkbox"/>	8. MARITAL STATUS <input type="checkbox"/> Never Married <input type="checkbox"/> Married <input type="checkbox"/> Widowed <input type="checkbox"/> Divorced		
9. Please answer ONE of A, B OR C:			
A. Resident returning temporarily	B. Resident departing temporarily	C. Visitor or temporary resident returning	
1. Country of future residence	1. I have lived in PNG for period of: Years <input type="text"/> Months <input type="text"/> Days <input type="text"/>	1. I have been in PNG for a period: Years <input type="text"/> Months <input type="text"/> Days <input type="text"/>	
2. In PNG I lived in: Year <input type="text"/> Month <input type="text"/>	2. Main reason for going abroad: Please tick ONE of ONE box: Student <input type="checkbox"/> 1. Visitor <input type="checkbox"/> Convention <input type="checkbox"/> 2. Holiday <input type="checkbox"/> Business <input type="checkbox"/> 3. Employment <input type="checkbox"/> Accompanying <input type="checkbox"/> 4. Education <input type="checkbox"/>	2. In PNG spent work days in: <input type="text"/>	
3. How long have you lived in PNG: Year <input type="text"/> Month <input type="text"/>	3. Country in which I shall spend most time	3. Country of Residence	
4. Reason for departing	4. In PNG live in: <input type="text"/>		
10. USUAL OCCUPATION			
11. DEPARTURE DETAILS		Flight No./Name of Ship	
Date	Day	Month	Year
12. COUNTRY IN WHICH I SHALL GET OFF THIS FLIGHT OR SHIP (ABROAD)		SIGNATURE	

Figure 7: Fiji International Departure Card

Fiji IMMIGRATION DEPARTURE CARD IV5
You MUST complete ALL applicable questions
Use BLOCK CAPITALS in boxes provided. Mark where appropriate

1 Surname / Family Name		Given Names:	
2 Nationality as on Passport:		3 Passport No.:	
4 Date of Birth:	5 Sex:	6 Country of Birth:	
Day <input type="text"/> Mo <input type="text"/> Yr <input type="text"/>	Male <input type="radio"/> 1 Female <input type="radio"/> 2	<input type="text"/>	
7 Residential Address in Fiji: (Place of Usual Residence)			
8 Main purpose of absence from Fiji: (Please mark one <input checked="" type="checkbox"/> only)			
Holiday <input type="radio"/> 1 Business <input type="radio"/> 2 Employment <input type="radio"/> 3 Education or Training <input type="radio"/> 4		Length of absence: Under 3 months <input type="radio"/> 1 3 months - 12 months <input type="radio"/> 2 1 year - 5 years <input type="radio"/> 3 Over 5 years <input type="radio"/> 4 Or Permanently <input type="radio"/> 5	
9. Other (specify) <input type="checkbox"/> 7		10 Country of main destination abroad:	
11 Status in Fiji:		12 Usual occupation (state if retired):	
Fiji Citizen <input type="radio"/> 1 Permit Holder <input type="radio"/> 2 Exempted Person <input type="radio"/> 3		<input type="text"/> OFFICIAL USE	
13 Country of Normal Residence:		FOR OFFICIAL USE ONLY	
14 Flight No. / Ship Name:			
15 Border Currency Report			
Do you in your possession or in your baggage accompanying you currency or negotiable bearer instruments with a combined value report of FJD \$10,000 or more or its equivalent in foreign currency?			
If answered "Yes" you must complete a Border Currency Report Form. Currency reporting at the Border is required under section 32(1) of the Financial Transactions Reporting Act 2004 and Part 6 of the FTR Regulations 2007			

a) Data on incoming migrants

International arrival cards may provide useful information about a person's country of birth, citizenship and former place of residence. This allows collection of data on migrant flows over a particular reference period. However, it can be challenging to determine whether the person is a visitor, a short term and long term migrant without knowing how long they spent in the country in question. A migrant's stated intended duration of stay (usually from the arrival/ departure card) can help to determine this classification - however, the stated intentions of people can create data discrepancies. For example, people who have the intention to illegally stay at the conclusion of a visa will not declare this in the 'intended duration' on an arrival or departure card.

Thus, although a country may wish to compile this information for administrative purposes, it is more reliable to base migration figures on actual migration trends.

As noted in Text box 4 above, one definition which can be used for migrant flows is used by the Australian Government. This '12/16 month rule' for measuring long-term migration using international arrival and departure cards uses the arrival and departure cards to monitor the time spent in Australia of every traveller over a 16 month period – a person is included in the resident population if they are in Australia for a total of 12 months or more over the 16 month period.

b) Data on emigrants (and nationals abroad)

International departure cards can also provide useful data, particularly on flows of emigrants.

The data collected from international departure cards can be a useful way of estimating both emigrant flows which can be cross-tabulated with the other information collected on the card (sex, occupation, country of destination and reason for absence). For example, some information related to 'brain drain' is available from the departure card (assuming that there is a category for 'occupation').

Prior to 2013, Fiji tabulated emigration of citizens by occupation, allowing the country to better understand what kinds of people were leaving. These statistics were produced on an annual basis until 2013 (when the reporting systems by the government changed) based on persons who ticked 'migration' as the purpose of their absence from Fiji (people who moved on a temporary visa and then transitioned to residency in another country would not be included in the statistics).

Table 17: Data from the Fiji Bureau of Statistics on Emigration of Citizens Broken Down by Occupation

	2008	2009	2010	2011	2012
Legislators, Senior Officials & Managers	369	356	316	116	109
Professional Workers	1398	1330	1009	980	940
Technicians & Related Workers	197	158	154	133	146
Clerical Workers	207	142	124	110	88
Service Workers	198	183	159	76	96
Skilled Agriculture/Fisheries Workers	48	63	61	45	48
Craft and related workers	226	190	187	193	157
Plant and Machine Workers	54	67	84	52	53
Elementary Occupations Workers	862	774	755	618	611
Armed Forces Workers	13	5	9	2	8
Other	1600	1564	1355	1541	1435
Total	5172	4832	4213	3866	3691

Source: Fiji Bureau of Statistics⁹

7.3 Data on foreign work permits

As well as data from international arrival and departure cards, there is also useful information that is contained in the administrative data relating to foreign worker permits.

a) Data on incoming migrants

Generally the Departments of Immigration will be responsible for issuing foreign worker permits to those coming to the country to work. Sometimes Departments of Labour may also be involved in the process of authorization and may thus retain data on the number of permits.

For example, the Fiji Department of Immigration stores data on all foreign worker permits by Passport Number, Name, Date and Birth and Occupation and can tabulate information on these variables.

b) Data on emigrants (and nationals abroad)

In some cases, particularly in relation to government-run bilateral labour migration programs, information about residents going abroad to work may be retained by the Department of Labour. For example, Departments of Labour will retain information about seasonal workers going to Australia and New Zealand. Sometimes they may also retain information on other migrants in cases where a person has sought the assistance of the Department, for example, a person who is recruited through Fiji's Foreign Employment Centre.

⁹, available at <http://www.statsfiji.gov.fj/index.php/migration-a-tourism/10-migration-statistics/migration-a-tourism/117-movement-of-fiji-residents>

c) Advantages and disadvantages of administrative data collection

The collection and use of data from administrative data can be a very cost-effective way of retaining information on international migration and is the best way to obtain real-time information on migration flows.

Administrative data contains much useful information however, it may also lack holistic information for analysing the relationship between migration and socio-economic status as it is focussed on the specific area relevant to the government department. For example, international departure and arrival cards can track people's movement but don't provide information on the person's education, wages, working conditions and the like. Administrative records may also underestimate the target population by omitting those who do not register (such as illegal workers) or those who do not need to register.

Developing a good administrative system can be resource intensive. Careful planning must be done to ensure that (a) useful data is collected; (b) data can be processed; and (c) data can be analysed in a meaningful way.

Some of the steps that would be required to ensure better administrative data collection may include:

1. **Revising the categories of data collected** – In order to ensure that relevant data is being collected for policymaking, it may be useful to review and revise the boxes included in international arrival and departure cards. For example, if a government wants to gather data on particular categories of migration - such as the Pacific Access Category - this can be created as a separate box. Likewise for foreign worker permits, it may be useful to collect information on occupation and education of the applicant, as this can also provide information to the government about domestic skills shortages. It should be noted that different procedures are in place for modifying administrative data collection – for example, in some Pacific Island countries, the international arrival and departure cards are included as an annex in Immigration Regulations and thus a process for amending the cards may require a change to the Regulations.
2. **Ensuring that data can be accurately processed:** In order to process data on people's movements it is necessary to convert data on border crossings into data on migration of people. As noted above, migrants may undertake several border crossings, so certain tools may be utilized to make sure that the person is not counted multiple times (for every time that they fill out an arrival or departure card). This is done by ensuring that all border crossings for the same person are linked using a tracker such as their passport number. This way a link between a particularly entry and subsequent exit can be made.

Administrative agencies may not have the capacity or expertise to be able to regularly process the data collected, this is best managed by the NSO through transfer of raw data to the office, provided that the NSO has capacity to be able to take on this task. Though most countries in the Pacific do have a Statistics Act, which sets out the ability of the NSO to gather data from other departments – for example to 'ensure coordination of the operations of departments of

government in the collection, compilation and dissemination of statistics and related information¹⁰- in practice, there may need to be a specific Memorandum of Understanding in place between the department and the NSO. For example, according to a study on migration data in Papua New Guinea, the only institutions to share statistics with the NSO are the Department of Health, the Department of Treasury and the Department of Education, while others may release some data through publicly-available reports, but do not regularly share statistics with the NSO (ACP 2013)

While this may sound daunting, improved coordination of administrative data collection can have important benefits for many other types of data collection, not simply labour migration data.

7.4 Other administrative data

A plethora of other data is often retained by other national and commercial institutions such as universities, banks, recruitment agencies and others. It is impossible to list all the sources in this publication and in any case, they will vary significantly between countries.

In particular, information from banks and money sending companies can be very useful for gathering information on remittances. Often countries will impose licence requirements on commercial banks to report on a regular basis. Central Bank will then compile statistics into (usually) Quarterly Economic Reviews. These often include measurement of gross private transfers from which the volume of remittances can be estimated.

Summary of Key Concepts

The collection and use of data from administrative data can be a very cost-effective way of retaining information on international migration, but a number of things need to be borne in mind in order to make sure that (a) useful data is collected; (b) data can be processed; (c) data can be analysed in a meaningful way.

The key sources of administrative data relevant to international labour migration are international arrival and departure cards, and foreign worker permits, both of which are commonly collected by departments of immigration.

To ensure that relevant data is collected and analysed through administrative systems, countries should consider:

1. Reviewing and revising the categories of data collected to ensure relevance to policy
2. Ensuring that data can be accurately processed (either by the government department or the NSO).

10 Tonga Statistics Act 1978, s3.

Chapter 8: Data from destination countries

Because most countries have stricter monitoring and administrative requirements when it comes to immigration of foreigners as compared to emigration of citizens, often countries will have more comprehensive information on migrant stocks and flows, than data on their emigrants (and nationals abroad).

However for every emigrant that leaves a country there is a corresponding migrant that enters another country. Thus it is possible for a country to fill the gaps in its emigrant stocks and flows by seeking information from destination countries. This section will outline how cooperation between countries can lead to more comprehensive datasets on migration.

Countries like Australia, New Zealand and the US, produce immigration (and emigration) data that is freely available online or can be requested from the relevant NSO. All three countries publish the results of their census and regular analysis of their entry/exit cards, which are often disaggregated by country of birth or citizenship, enabling Pacific Island countries to access relevant metadata.¹¹

Some of the relevant datasets are summarized in Table 18 below.

The Australian census data can be accessed through the Australian Bureau of Statistics website but this can be sometime challenging to navigate in terms of finding information specifically on Pacific islands. There are two data sets which can be used to find information both on people who have been resident in Australia for a year, and those who are temporary migrants who have been living in Australia for less than a year.

The New Zealand statistics website contains significant information on Pacific Islands including a section of the website containing 'ethnic profiles'. As noted earlier, data based on ethnicity is not consistent with the definition of international migration, however the section also provides a breakdown by country of birth, which helps to identify those born in the country of origin who migrated to New Zealand and self-identify as that particular ethnicity.

11 The most recent census data in Australia is the 2011 Census, and the most recent published census in New Zealand was in 2013. The most recent census in the US was in 2010.

Table 18: Australian and New Zealand datasets and surveys on migrants

Australian Bureau of Statistics	
Australian Census 2013	All migrants with a permanent visa; all those with a temporary visa, provided they have been (or intend to be) in Australia for at least a year
Australian Census and Migrant Integrated Dataset 2011	Based on data from the Census, but this time it has been matched with the immigration records of just over a million permanent migrants who settled in Australia after 2001.
New Zealand Department of Statistics	
Census Ethnic Group Profiles (2013)	Country profile information on all ethnic groups over 100 people and includes information on age, birthplace, language spoken, education, income, labour force, housing, etc.
Pacific Island-NZ Migration Survey (2006)	Comprehensive cross-country study designed to measure multiple aspects of the migration process. It enables comparisons of immigrants who enter New Zealand through a random ballot with unsuccessful participants in the same ballots who remain in their home countries in the Pacific.

Advantages and disadvantages of using data from destination countries

One of the key advantages of data from destination countries is that it is generally free or available for a small fee. Depending on the capacity of the country to carry out data collection, it may contain timely information and may also be corroborated with other population surveys.

The key issue with from data from other countries is that countries do not always conform to international standards and can therefore use different time durations to define the place of usual residence. Other characteristics such as the legal status of migrants can be taken into account by countries to determine the place of usual residence of a migrant. The definition used by the receiving country should be checked in order to make sure that it is consistent with the emigrant country's definition.

An additional issue with destination country data is that often, particularly for many Pacific Island countries, it is simply not accessible. In the interests of achieving good data on emigrants (and nationals abroad), Pacific Island countries should consider improving their own data gathering and dissemination information on immigrant stocks and flows, so a more complete picture of intra-Pacific migration can be obtained.

Summary of Key Concepts

For every emigrant that leaves a country there is a corresponding migrant that enters another country. Thus it is possible for a country to fill the gaps in its emigrant stocks and flows by seeking information from the NSOs (or other government departments such as Immigration) of destination countries. Because most countries have stricter monitoring and administrative requirements when it comes to immigration of foreigners as compared to emigration of citizens, this source of data may be more comprehensive than that which can be gathered by the country of origin.

Chapter 9—Recommendations

This Guide concludes by making the case for better collection of data on international labour migration, and setting out a number of recommendations for how governments can produce, collect and analyse data on migration for the purpose of policy making.

For Whole of Government

1. **Form a labour migration policy group which includes statistics and analysis as part of its mandate**

In many cases around the world, NSOs are simply not collecting data on international labour migration because they do not receive requests from policymakers to collect this type of data.

Therefore, if managing migration is to be considered a policy priority by Pacific Island countries, there is a critical need to establish a clear channel of communication between the data users (policymakers) and the data producers (including NSOs).

As migration is a cross-cutting issue which is of relevance to numerous government departments, a labour migration policy group should be formed involving a broad group of labour migration stakeholders, including representation from the NSO, and with both technical and policy expertise.

The mandate of such an inter-ministerial group should include:

- a. Providing clear guidance on the statistics necessary for policymaking on migration and the underlying data that would be required for the production of such statistics;
- b. Coordinating and harmonizing the collection of labour migration data between government departments (administrative data) and the NSO;
- c. Coordinating policy analysis of data and statistics; and
- d. Developing a monitoring framework for policies related to labour migration in order to assess the relevance and efficacy of particular policy interventions.

One example of this type of committee is the Papua New Guinea Working Group on Migration and Development which comprises representatives from governmental institutions, private sector organizations, civil society organizations, international and regional organizations with a mandate or interest in migration and development. The current terms of reference list the objectives of this Working Group as the following:

- To provide a consultation process to put forward proposals on migration and development to be taken into account by policymakers, and consequently to be included in development strategies and policies;
- To facilitate a regular and sustainable dialogue between representatives of all stakeholders including key government institutions, civil society, research institutes and other non-state actors such as the private sector;

- To strengthen effective coordination and harmonize and align programmes and activities on migration and development among key stakeholders;
- To define priorities and identify gaps in relation to research and data management capacity and, based on research findings and results, to make recommendations for policy and legal development and/or review.

The group is chaired by the Chief Migration Officer of the Immigration and Citizenship Service and meets several times a year.

2. Harmonize definitions and indicators relating to labour migration

Where data is available on international migration, whether through surveys and censuses, or through administrative data, often the concepts and definitions used to define migrants differ between the various sources, and also between different Pacific Island countries. By using common definitions, it is possible to better consolidate data with each country and compare information with other Pacific Island countries during regional dialogues.

This Guide recommends adopting the UN definition for international migration.

Example of Statistics	Example of Disaggregation
International Migration Stock	
Resident migrant population	Sex, economic activity, citizenship, place of birth
Resident migrant worker population	Sex, citizenship, place of birth, occupation
Employed persons and proportion of employed migrants in total population	Sex, status in employment, economic activity, occupation,
International Migrant Flow	
Inflow of migrants	Sex, economic activity, citizenship, place of birth
Inflows of migrants currently employed	Sex, citizenship, place of birth, occupation
Inflow of migrant workers	Sex, citizenship, place of birth, occupation
Emigrant Stock	
Stock of emigrants	Sex, country of current residence,
Emigrant Flow	
Outflow of emigrants	Sex, country of destination, occupation, economic activity
Outflow of emigrants for employment	Sex, country of destination, occupation, economic activity
Inflow of return migrants	Sex, economic activity / occupation in country of destination
Inflow of return migrant workers	Sex, economic activity / occupation in country of destination
Other	
Remittances	Country from which funds are sent; method of sending

* Additionally, countries may also be interested in monitoring nationals abroad and nationals employed abroad. The definition of nationals abroad differs from the definition of migration as described later in this manual; however, nationals abroad is still an important piece of information

For National Statistics Organizations

3. Make better use of census data and survey data

It is recommended that countries make more thorough use of census and survey data to analyse international migration. The census can already provide important information on immigration such as stock and flow of immigrant workers (during the reference period used in the census for previous residence). Thus countries should work on producing tabulations of some of the key data so that it can be available quickly after the collection of data after a population census or a Household Income and Expenditure Survey (HIES).

For example, relating to immigration the NSO could use the censuses and surveys to produce provisional tabulations of international migrant stocks and flows. Where there are no, or few, questions asked about emigration, countries might consider analysing a few basic on emigration of family members into their population census or household surveys.

It should of course be noted that it is important to balance the risk of a questionnaire that is too long and cumbersome for enumerators and respondents, with the need for information. Thus the inter-agency group noted in recommendation 1 should be responsible for advising the NSO on what core questions should be included. Reviewing the ILO's Migration Module can be a useful start for countries to identify which particular questions could be integrate into their surveys – whether the population census, the HIES or the Labour Force Survey (LFS).

4. Institute a system for the regular production of labour migration statistics based on administrative data

Administrative sources, including international arrival and departure cards, foreign worker permits and other information such as banking data on remittances, provide important potential for Pacific island countries to achieve significantly better migration data in the short term. Whilst data is often already collected, there needs to be an integrated system which allows the data that is currently being collected to be used for the production of high-quality statistics and analysis. For example, the production of quarterly reports of short-term and long-term labour migration based on the international arrival and departure cards may be useful.

Although sharing of administrative data with NSOs should be standard practice for many government departments across the Pacific, it is not always the case. In some countries, there needs to be amendment to legislation or putting in place of formal memoranda of understanding (MOU), negotiated between agency heads, with associated governance protocols for sharing of data. This may include a number of concrete steps:

a) Facilitating transfer of administrative data to NSO

First, in order to enable that administrative data sets can be shared with the NSOs, governments may need to amend their legislation and/or develop clear internal data protection procedures that will allow each institution to classify and categorize data according to accessibility (for example, confidential, requiring authorization, publicly available) and share it with the NSO at stated intervals.

This may often be through a formal memorandum of understanding (MOU), negotiated between agency heads, and that the necessary protocols (for example, regarding confidentiality) are followed carefully.

The MOU should cover:

- the conditions under which the data can be used;
- the obligations of the statistical agency;
- the frequency at which the data will be supplied;
- the agreed level of detail of the supplied data.

The SPC notes that in negotiating access to administrative data, it is important to consider the perspective of the provider organisation, and put forward a value proposition which demonstrates how the provider, too, can benefit by participating in an MOU (SPC 2010b). This may include the provision of analysis services back to the department providing the data, or the provision of training to the staff of the department, so that they too can generate data tables for analysis within their own department, as well as seeing the value of their efforts in better recording and managing administrative information.

The sharing of administrative data has specifically be identified as a priority in Phase 1 (2011-14) Activities under the Statistical Action Plan for the Pacific. The Plan identifies the use of administrative databases and management information systems as a priority for collection of vital statistics (for example, health statistics, education) and information management systems. Reform to collect data on vital statistics has led to the establishment of an inter-agency group called the Brisbane Accord Group, which comprises both UN agencies, the Australian Bureau of Statistics, SPC and universities¹² to focus on facilitating use of administrative data. Whilst the statistics that will be shared under this initiative will not extend to labour migration (they generally cover birth and death records), the process of systematically sharing administrative data with the NSOs will form a valuable present for the follow of other data to the NSO for analysis.

¹² As no one single agency is responsible for vital statistics and civil registration in the Pacific, the Brisbane Accord Group (BAG) was established at this meeting to coordinate, facilitate and support investments in the region through collaborative activities: <http://www.uq.edu.au/hishub/docs/Brisbane-Accord-Group/vital-stats-outline-final.pdf>

b) Administrative data systems

Introduction of a well-designed statistical database which includes a unique identification number (e.g. passport number) for administrative records will allow the national statistical system to accurately estimate of the number of migrants though converting several arrival and departure cards into the record of one person having migrated into or out of a country).

After the data is electronically stored, regardless of the particular software which is used to store the data, it is possible to set up a programming function that will bring up data on particular questions. This enables automatic production of reports and can generally be done by a trained IT officials using most types of software or programmes used for collection of data, and may vary significantly in terms of how sophisticated they are. Once the programming of queries is in place, the actual production of reports can be made automatic.

NSOs (or administrative agencies) in some countries may require technical support from SPC or other technical agencies (such as the Australian Bureau of Statistics) to provide training on how to utilize administrative data.

Countries should also consider reviewing the current information that is collected through their administrative data, as well as the coding used to input the data, to see whether tweaks and changes can be made to ensure that sufficiently detailed and relevant data is being collected. This may include:

- Reviewing international arrival and departure cards
- Reviewing how worker permits are classified

c) Administrative data analysis

The NSO should review the need for measuring long-term and short-term migration (as described in text box 4) and consider developing queries aimed at producing annual and quarterly figures which capture the following flow statistics

- a. Net long-term immigration
- b. Net short-term immigration
- c. Net long-term emigration
- d. Net short-term emigration

One practical method for determining long term versus short term migration is the adopted of the '12/16 month rule'.

5. Coordinate with statistical authorities in other countries in order to gather data on emigrants (and nationals abroad)

Immigration data from receiving countries can help to fill information gaps on other countries' emigrants (and nationals abroad), and provide a better understanding of the outflows. Additionally, they may provide quality assurance for existing emigration data in terms of coverage, reliability and timeliness.

The statistics offices in countries including Australia and New Zealand already collect publicly available data on Pacific island migrants through their census, and can often provide additional information or tabulations on request. Migrants also move between Pacific Island countries so it is in the interests of all Pacific Island countries to ensure that data can be collected and shared.

It is recommended that Pacific Island countries consider the possibility of using standardized tables on immigration stock and flow which is disaggregated by country of birth and/or country of citizenship, in order to share information amongst each other (as well as other countries). This would significantly help to understand the picture on intra-Pacific migration.

Data could also be disseminated through such sources as the ILO Labour Migration Database.



Source: PCCM Team

Glossary

This glossary was adapted from the Data Management Association (DAMA) Dictionary and the ACP Observatory on Migration Research Guide, as reproduced in ACP, 2013.

Note that many of the technical terms used in this report have more than one definition.

- Asylum-seeker:** A person who has left the country of origin, has applied for recognition as a refugee in another country, and is awaiting a decision on their application. [Source - UNHCR, 1951 Convention relating to the Status of Refugees as modified by the 1967 Protocol, <http://www.unhcr.org/3b66c2aa10.html>].
- Border workers:** Persons commuting between their country of usual residence and their place of employment abroad. [Source - UNDESA, 1998]
- Circular migration:** The fluid movement of people between countries, including temporary or long-term movement. [Source - Adapted from IOM, 2011b]
- Citizenship:** Legal nationality of a person. [Source - UNDESA, 1998].
- Country of usual residence:** The country in which a person lives, that is to say, the country in which he or she has a place to live where he or she normally spends the daily period of rest. Temporary travel abroad for purposes of recreation, holiday, visits to friends and relatives, business, medical treatment or religious pilgrimage does not change a person's country of usual residence. [Source UNDESA, 1998]
- Flows of migrants:** All persons who migrated during a specified time period. The inflows of international migrants would be the arrival of persons who are changing their country of residence, while the outflows of international migrants are the departure of persons who are changing their country of residence. [Source - UNDESA, 1998]
- Forced migration:** A migratory movement in which an element of coercion exists, including threats to life and livelihood, whether arising from natural or man-made causes (e.g. movements of refugees and internally displaced persons as well as people displaced by natural or environmental disasters, famine, or development projects). [Source - IOM, 2011b].
- Foreign citizens:** All persons who have that country as country of usual residence and who are citizens of another country. [Source - UNDESA/ Statistics Division, 1998]

Foreign-born residents:	All persons who have that country as the country of usual residence and whose place of birth is located in another country. [Source - UNDESA, 1998].
Internal displacement:	The involuntary or forced movement, evacuation or relocation of persons or groups of persons within internationally recognized state borders. [Source - African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention)]
Internal migration:	A movement of people from one area of a country to another area of the same country for the purpose or with the effect of establishing a new residence. This migration may be temporary or permanent. Internal migrants move but remain within their country of origin (e.g. rural to urban migration). [Source - IOM,2011b]
International migrant:	An international migrant is any person who changes his or her country of usual residence. [Source - UNDESA1998]
Irregular migration:	From the perspective of destination countries, it is entry, stay or work in a country without the necessary authorization or documents required under immigration regulations. From the perspective of the sending country, the irregularity is for example seen in cases in which a person crosses an international boundary without a valid passport or travel document or does not fulfil the administrative requirements for leaving the country. [Source - IOM, 2011b].
Labour force:	The 'labour force' comprises all persons who are of working age (i.e. for example aged 15 or above) and are either 'employed' or 'unemployed' (i.e. seeking employment and available for employment) during the reference period, provided in international standards or according to national standards.
Labour migration:	Movement of persons from their home State to another State for the purpose of employment. [ILO Convention 93]
Long-term migrant:	A person who moves to a country other than that of his or her usual residence for a period of at least a year (12 months), so that the country of destination effectively becomes his or her new country of usual residence. [Source - UNDESA 1998]
Migrant worker:	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. [Source - Art. 2(1), International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, 1990, http://www2.ohchr.org/english/bodies/cmw/cmw.htm].

Naturalized citizens:	Foreign born residents who have been granted citizenship of the country of destination.
Net migration:	Net number of migrants, that is, the numbers of immigrants minus the number of emigrants.
Place of usual residence:	where 'the person lives, that is to say, the country in which the person has a place to live where he or she normally spends the daily period of rest. Temporary travel abroad for the purpose of recreation, holiday, business, medical treatment or religious pilgrimage does not entail a change in the country of usual residence.' [Source - UN, 2008 p. 102].
Remittances:	Sum of workers' remittances, compensation of employees, and migrants' transfers. Workers' remittances are current private transfers from migrant workers who are considered residents of the host country to recipients in the workers' country of origin. If the migrants live in the host country for one year or longer, they are considered residents, regardless of their immigration status. If the migrants have lived in the host country for less than one year, their entire income in the host country should be classified as compensation of employees. [Source - International Monetary Fund (IMF), 2009.].
Seasonal migrant workers:	Persons employed by a country other than their own for only part of a year because the work they perform depends on seasonal conditions. [Source – UNDESA 1998]
Short-term migrant:	A person who moves to a country other than that of his or her usual residence for a period of at least 3 months but less than a year (12 months), except in cases where the movement to that country is for purposes of recreation, holiday, visit to friends and relatives, business, medical treatment or religious pilgrimage. [Source - UNDESA 1998]
Stock of migrants:	All persons who live in a country at a specific point in time and who have previously experienced a migration movement. [Source – UNDESA 1998]
Total population:	The 'total population' (or 'resident population') comprises persons of all ages who were usual residents living in the country during the reference period, regardless of their legal residency status or citizenship.

Visitors:

Persons who do not reside in the country of arrival and who are admitted for short stays for purposes of leisure, recreation, holidays; visits to friends or relatives; business or professional activities not remunerated from within the receiving country; health treatment; or religious pilgrimages. Visitors include excursionists, tourists and business travellers. [Source - UNDESA 1998]

Youth / working age:

Youth refers to individuals aged between 15 and 24 years (inclusive) within a given population; the age bracket is based on international standards, and some countries use the age group 15-29; 'working age population' refers to those aged 15 years and above according to international standards



Source: PCCM Team

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Appendix I – Overview of Recent Censuses and Surveys Undertaken in Pacific

The below list is adapted from the SPC's webpage (www.spc.int)

Population Census

- 2013** • Tokelau (Population Count), Wallis and Futuna
- 2012** • Tuvalu, French Polynesia
- 2011** • Cook Islands, Marshall Islands, Niue, Nauru, Samoa, Tokelau, Tonga
- 2010** • Commonwealth of the Northern Mariana Islands, Federated States of Micronesia, Kiribati
- 2009** • New Caledonia, Solomon Islands, Vanuatu
- 2008** • Wallis and Futuna
- 2007** • Fiji, French Polynesia
- 2006** • Cook Islands, Niue, Tokelau, Tonga, Samoa
- 2005** • Kiribati, Palau

Household Income and Expenditure Surveys

- 2014** • Cook Islands, French Polynesia
- 2012** • Federated States of Micronesia, Nauru, Palau, Samoa, Solomon Islands
- 2010** • Papua New Guinea, Tuvalu, Vanuatu
- 2009** • Fiji, Tonga
- 2008** • New Caledonia, Samoa
- 2006** • Kiribati, Nauru, Palau, Vanuatu, Solomon Islands, Wallis and Futuna
- 2005** • Samoa, Cook Islands, Federated States of Micronesia, Commonwealth of the Northern Mariana Islands, Tuvalu

Demographic and Health Survey

- 2013** • Vanuatu
- 2012** • Tonga, Tonga Factsheets
- 2009** • Kiribati, Samoa
- 2007** • Republic of the Marshall Islands, Nauru, Solomon Islands, Tuvalu
- 2006** • Papua New Guinea

Labour Force Surveys

- 2014** • Republic of Marshall Islands
- 2013** • Samoa (School to work transition)
- 2010** • Fiji (Employment and Unemployment Survey)
- 2004** • Fiji (Employment and Unemployment Survey)

Appendix II - Data on Pacific Island Migration to New Zealand, Australia and the United States

Table 19: Pacific Island Country of Birth in Australia, 2006 and 2011

Country of Birth	2006	2011	Change in population, 2006 to 2011 (#)	Change in population, 2006 to 2011 (%)	% of total Pacific Islander population in Australia (2011)
New Caledonia	1,103	1,220	117	10.61	0.97
Papua New Guinea	24,022	26,788	2,766	11.51	21.34
Solomon Islands	1,497	1,758	261	17.43	1.40
Vanuatu	986	1,107	121	12.27	0.88
Melanesia, <i>nfd</i>	4	3	<i>n/a</i>	<i>n/a</i>	0.00
Micronesia, <i>nfd</i>	24	36	<i>n/a</i>	<i>n/a</i>	0.03
Guam	78	83	5	6.41	0.07
Kiribati	396	499	103	26.01	0.40
Marshall Islands	34	34	0	0.00	0.03
Federated States of Micronesia	14	18	4	28.57	0.01
Nauru	487	514	27	5.54	0.41
Northern Mariana Islands	9	17	8	88.89	0.01
Palau	16	23	7	43.75	0.02
Polynesia, <i>nfd</i> (excludes Hawaii)	3	3	<i>n/a</i>	<i>n/a</i>	0.00
Cook Islands	5,027	6,092	1,065	21.19	4.85
Fiji	48,142	56,979	8,837	18.36	45.40
French Polynesia	341	398	57	16.72	0.32
Niue	577	703	126	21.84	0.56
Samoa	15,241	19,093	3,852	25.27	15.21
Samoa, American	197	257	60	30.46	0.20

Country of Birth	2006	2011	Change in population, 2006 to 2011 (#)	Change in population, 2006 to 2011 (%)	% of total Pacific Islander population in Australia (2011)
Tokelau	354	524	170	48.02	0.42
Tonga	7,582	9,210	1,628	21.47	7.34
Tuvalu	116	122	6	5.17	0.10
Wallis and Futuna	16	15	-1	-6.25	0.01
Pitcairn Islands	n/a	3	n/a	n/a	0.00
Polynesia, <i>nec</i>	39	7	<i>n/a</i>	<i>n/a</i>	0.01
Total Pacific Islands	106,305	125,506	19,201	18.06	100.00
Total Australia	19,855,288	21,507,717	1,652,429	8.32	0.58

Table 20: Pacific Island Country of Birth in New Zealand, 2006 and 2013

Country of Birth	2006	2013	Change in population (number)	Change in population (percentage)	% total of Pacific Islander population in NZ (2013)
Samoa	50,649	50,661	12	0.02	33.43
Fiji	37,749	52,755	15,006	39.75	34.81
Tonga	20,523	22,416	1,893	9.22	14.79
Cook Islands	14,694	12,954	-1,740	-11.84	8.55
Niue	4,851	4,200	-651	-13.42	2.77
Tokelau	1,587	1,338	-249	-15.69	0.88
Papua New Guinea	1,251	1,347	96	7.67	0.89
Tuvalu	1,227	1,419	192	15.65	0.94
Other Pacific Islands	3,324	4,446	1,122	33.75	2.93
Total Pacific Islands	135,852	151,536	15,684	11.54	100.00
Total New Zealand	4,027,947	4,242,048	214,101	5.32	3.57

Table 21: Native Hawaiian and Pacific Islander ethnicity in United States, 2000 and 2010

	2000		2010		Change in population, 2000 to 2010 (%)
	Number of people	Percentage of Total Native Hawaiian and Pacific Islander population	Number of people	Percentage of Total Native Hawaiian and Pacific Islander population	
Native Hawaiian	401,162	46	527,077	43	31
Samoaan	133,281	15	184,440	15	38
Guamanian or Chamorro	92,611	11	147,798	12	60
Tongan	36,840	4	57,183	5	55
Fijian	13,581	2	32,304	3	138
Marshallese	6,650	1	23,434	2	237
Palauan	3,469	0.4	7,450	1	115
Tahitian	3,313	0.4	5,062	0.4	53
Chuukese	654	0.1	4,211	0.3	544
Pohnpeian	700	0.1	2,060	0.2	194
Saipanese	475	0.1	1,031	0.1	117
Yapese	368	0.04	1,018	0.1	177
Tokelauan	574	0.1	925	0.1	61
Kosraean	226	0.03	906	0.1	301
Carolinian	173	0.02	521	0.04	201
Papua New Guinean	224	0.03	416	0.03	86
I-Kiribati	175	0.02	401	0.03	129
Mariana Islander	141	0.02	391	0.03	177
Solomon Islander	25	0.003	122	0.01	388
Ni-Vanuatu	18	0.002	91	0.01	406
Total Native Hawaiian and Pacific Islander population	874,414	100	1,225,195	100	40
Total US	281,421,906	-	308,745,538	-	10

Source: Australian Bureau of Statistics Population and Housing Census 2006, 2011. (Available online)

Source: New Zealand Census of Population and Dwellings 2006, 2013 (available online).

Source: US Census Bureau, 2000 Census; 2010 Census. (available online)

Appendix III – Example of a Migration Module (ILO)

Below is a questionnaire used in the Ukraine to collect data on migration, including emigration, return migrants and short-term migrants.

The questionnaire can be shortened and otherwise adapted for use in household surveys in Pacific Island Countries.

A. Listing & identification of population eligible to reply to the labour migration module:

To take place in three steps:

1. Listing of usual household members (for LFS core survey)
2. Identification of **return & short term migrant workers** among usual household members
3. Listing of **emigrant workers**:

IDENTIFICATION OF RETURN AND SHORT-TERM MIGRANTS WORKERS (asked of all usual h/h members aged 15-70 years (proxy for absent members))

	Question & Response Options
Intro	Now, I would like to ask you a few questions about [your/NAME's] experience abroad.
A1	Has [NAME] ever travelled abroad, even if only for a short period? 1=Yes 2=Yes, currently abroad (SKIP TO A3) 3=No (GO TO SECTION: FUTURE PLANS)
A2	When did [NAME] last return from abroad? MONTH/YEAR Interviewer: if respondent does not recall, ask if he/she returned after XX and continue with A2CHK
A2CHK	Interviewer: Check A2 and mark as appropriate 1=If date of return is before XX: Go to SECTION: FUTURE PLANS 2=If date of return is after XX: Continue with next question
A3	What was the main reason why [NAME] last travelled abroad? 1=Tourism, visit family/friends 2=Family (marriage, join family, follow spouse) 3=Business trip for a job in Ukraine (GO TO SECTION D: FUTURE PLANS) 4=Job in Ukraine requiring travel across borders (GO TO SECTION D: FUTURE PLANS) 5=Job/business abroad (GO A6CHK) 6=Look for work (GO TO A6CHK) 7=Study 8=Medical reasons 9=Other (specify)

A4	During this last trip, did [NAME] also work or look for work there? 1=Yes (GO TO A6CHK) 2=No
A5	Did [NAME] make any other trip abroad in the [PAST 24 MONTHS/SINCE X] and worked or looked for work while abroad? 1=Yes (CONTINUE WITH A6CHK) 2=No (GO TO SECTION D: FUTURE PLANS)

IDENTIFICATION OF EMIGRANT WORKERS (All former HH members who left the household in the [PAST 24 MONTHS/SINCE X] for a period of 12+ months and are currently residing abroad, including those visiting temporarily)

	Question & Response Options
B1	B1. Now, I would like to ask you if in the [PAST 24 MONTHS/SINCE X] anyone who used to live in this household, left to live abroad for a year or more 1=Yes 2=No (GO TO SECTION E: HOUSEHOLD REMITTANCES)
B2	B2. Could you please give me the names of the members who left the household to go abroad in the [PAST 24 MONTHS/SINCE X] for a period of a year or more? Please include any members who may be currently here for a short visit. Name
B3	B3. What was the main reason why [NAME] moved abroad? 1=Family (marriage, join family, follow spouse) 2=Job, intra-corporate transfer (SKIP TO B5) 3=Start a new job/business (SKIP TO B5) 4=Look for work (SKIP TO B5) 5=Study 6=Medical reasons 7=Other (specify)
B4	B4. Since leaving, has [NAME] worked or looked for work abroad? 1=Yes 2=No (GO TO SECTION E: HOUSEHOLD REMITTANCES)
B5 - ...	<i>Insert questions on socio-demographic characteristics ***as in core HH LFS roster</i>

MIGRANT WORKER (Current and former HH members with labour migration experience in the [PAST 24 MONTHS/SINCE X])

	Question & Response Options
MIGRANT TYPE (MIGTYPE)	<p>Interviewer indicate the type of migrant worker as per Sections A and B:</p> <p>1=Migrant worker, present in Ukraine (Identified in section A)</p> <p>2=Migrant worker, currently abroad (Identified in section A)</p> <p>3=Emigrant worker (Identified in section B)</p>
INTRO	The next questions are about the last trip that [NAME] took abroad where he/she worked or looked for work...
C1	To which country did [NAME] last travelled where he/she worked or looked for work? Country: _____
C2	<p>In the [PAST 24 MONTHS/SINCE X], how many times did [NAME] travel to [COUNTRY]?</p> <p>1=Has only travelled once (SKIP TO C6)</p> <p>2=A few times a year</p> <p>3=A few times a month</p> <p>4=Every day (SKIP TO C4)</p> <p>5=Every week</p> <p>6=Every month</p> <p>7=Other</p>
C3	<p>When travelling to [COUNTRY], how long does [NAME] usually stay there?</p> <p>1=One week or less</p> <p>2=More than 1 week but less than 1 month</p> <p>3=1 month to less than 3 months</p> <p>4= 3 months to less than 6 months</p> <p>5= 6 months to less than 12 months</p> <p>6=Other</p>
C4 (optional)	<p>What type of transport does [NAME] usually take to cross the border?</p> <p>1=Rail</p> <p>2=Air</p> <p>3=Motor-car</p> <p>4=Sea/river transport</p> <p>5=Bike or moto transport</p> <p>6=Other (specify)</p>
C5 (optional)	<p>About how long does it usually take [NAME] to get there?</p> <p>_____ hrs: _____ min</p>
C6	<p>When did [NAME] last leave Ukraine to go to [COUNTRY]?</p> <p>MONTH / YEAR</p>
C7	<p>How long did [NAME] stay abroad/ is [NAME] planning to stay abroad?</p> <p>Interviewer: Record number of weeks if less than 1 month, else record the number of months</p> <p>_____ weeks/months</p> <p>9=Don't know</p>
C8	<p>During this trip, did [NAME] find or had work?</p> <p>1=YES (SKIP TO C10)</p> <p>2=NO</p>

C9 (optional)	<p>In which sector was/is [NAME] looking for work abroad? <i>***check response options</i> 1=domestic 2=construction 3=agriculture 4=hotels 5=entertainment 6=education 7=health care 8=finance</p> <p>(ALL SKIP TO C24)</p>
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<i>Characteristics of last job abroad</i>	
C10	<p>Occupation <i>***Insert question from core LFS</i></p>
C11	<p>Industry <i>***Insert question from core LFS</i></p>
C12 (optional)	<p>Does this job matches [NAME]'s qualifications? 1=Yes 2=No, it is in a different field 3=No, it is below his/her qualifications 4=No, it is above his/her qualifications 5=Don't know</p>
C13	<p>Was/Is [NAME] working as...? <i>READ</i> 1=A paid employee 2=An apprentice 3=An employer hiring one or more employees (SKIP TO C20) 4=Working on his/her own account (SKIP TO C20) 5=Helping unpaid in the business of a family member (SKIP TO C20) 6=Don't know</p>
C14	<p>Did/Does [NAME] work for...? <i>READ</i> 1=A private company, business, farm 2=Public institution 3=Non-governmental organization, church 4=Private household 5=Don't know</p>
C15	<p>What type of contract does/did have in this job abroad? 1=Written contract 2=Oral agreement 3=No contract or agreement (SKIP TO C18) 4=Don't Know</p>
C16	<p>Is/Was [NAME]'s work contract or agreement translated/interpreted into his/her native language? 1=Yes 2=No 3=Don't know</p>

C17	<p>Were the terms of the contract clear to [NAME]? (obligations, responsibilities, rights, benefits, payments?) 1=Yes 2=No 3=Don't know</p>
C18	<p>In his/her job abroad, does/did [NAME] have/receive: <i>READ</i> 1=Health insurance? Yes/No/Don't know 2=Paid sick leave? Yes/No/Don't know 3=Paid annual leave? Yes/No/Don't know 4=Weekly rest day(s)? Yes/No/Don't know 5=Pay for overtime? Yes/No/Don't know 6=Contributions to pension fund? Yes/No/Don't know 7=Compensation for work accidents? Yes/No/Don't know 8=Unemployment insurance? Yes/No/Don't know</p>
C19	<p>On this job, did/has [NAME] face(d) any of the following situations?: <i>READ</i> 1=The type of work was different from the one promised Yes/No/ Don't know 2=There was a change in employer from the one promised Yes/No/ Don't know 3=The salary was delayed, withheld, or less than agreed Yes/No/ Don't know 4=The location of the workplace was different Yes/No/ Don't know 5=Was made to work overtime without payment Yes/No/ Don't know 6=Bad working conditions Yes/No/ Don't know 7=Other (specify)</p>
C20	<p>Usual hours of work per week ***Insert question from core LFS</p>
C21	<p>About how much did/does [NAME] earn in a month on this job? ***check ranges 1=250 or less US dollars/ Euros 2=251 to 500 US dollars/ Euros 3=501 to 1,000 US dollars/ Euros 4=1,001 to 2,000 US dollars/ Euros 5=More than 2,000 US dollars/ Euros 6= Don't know</p>

C22	<p>Approximately, what part of the income earned abroad is/was spent on paying for living expenses abroad? READ 1=Less than 10% 2=10% to less than 25% 3=25% to less than 50% 4=50% to less than 75% 5=Over 75% 6=Don't know</p>
C23	<p>How many months did/has [NAME] work(ed) in this job/activity? MONTHS 99=Don't know</p>
C24	<p>How did [NAME] look for work/find this job abroad? 1=Applied directly to employer 2=Placed/replied to job advertisements 3=Through friends/acquaintances 4=Was contacted by a private recruiter 5=Contacted a private employment agency in Ukraine 6=Contacted a private employment agency abroad 7=Through a public employment agency in Ukraine 8=Through a public employment agency abroad 9=Other 10=Don't know</p>
C25	<p>Did/Has [NAME] take(n) any courses or attend(ed) any training while on this trip? 1=Yes 2=No (SKIP TO C28) 3=Don't know (SKIP TO C28)</p>
C26	<p>What type of courses or training did/has [NAME] take(n)? 1=Language courses (SKIP TO C28) 2=Courses as part of a degree program at university, college, technical/vocational school 3=Courses to learn a specific trade /skill 4=Other</p>
C27	<p>What is the subject of the courses or training? SUBJECT: _____ 9=Don't know</p>
C28	<p>Has [NAME] tried to determine to which level his/her education/certification equates to in [COUNTRY]? 1=Yes, is in the process 2=Yes, established equivalency 3=Yes, was not possible to establish equivalency 4=No 5=Don't Know</p>

C29	<p>What was the main reason why [NAME] decided to look for work abroad?</p> <p>1=Lack of work requiring his/her skills/qualifications in Ukraine 2=Higher pay 3=To gain experience, career advancement, desire to live abroad 4=Poor working conditions in Ukraine 5=Family reasons (reunite with family, follow spouse, marriage, etc.) 6=Other (specify)</p>
C30	<p>What type of documents does/did [NAME] have to work in [COUNTRY]?</p> <p>1=No documents (SKIP TO C34) 2=Tourist visa only (SKIP TO C34) 3=Temporary registration (SKIP TO C34) 4=Work permit 5=Residence permit and work permit 6=Other (SKIP TO C34) 7=Don't know</p>
C31	<p>Who organized [NAME]'s employment contract, working papers, visa, before leaving?</p> <p>1=Self 2=Private recruiter 3=Employment agency 4=Travel agency 5=Employer/Sponsor 6=Relatives/friends 7=Other (specify) 8=Don't know</p>
C32	<p>Did [NAME] pay any fee for the processing of his/her working/travel documents?</p> <p>1=Yes 2=No (SKIP TO C34) 3=Don't know (SKIP TO C34)</p>
C33	<p>About how much did [NAME] pay to have his/her working/travel documents? Amount: _____</p>
C34	<p>FILTER: Migrant workers, present in Ukraine only (MIGTYPE=1)</p> <p>What was the main reason why [NAME] returned to Ukraine?</p> <p>1=Found job in Ukraine 2=Job/permit to work/stay ended 3=Lost job 4=Low season/not enough business, clients 5=Job was below his/her qualifications 6=Low pay 7=Bad working conditions 8=Family reasons 9=Did not like living in the country/wanted to move back to Ukraine 10=Other (specify)</p>

C35 (optional)	<p>FILTER: Emigrant workers only (MIGTYPE=3)</p> <p>Does [NAME] have plans to return to Ukraine within the next 6 months?</p> <p>1=Yes 2=Plans to return but at a later time 3=No, has no current plans to return 4=Don't Know</p>
Characteristics before last trip	
C36	<p>Had [NAME] already completed [EDUCATION REPORTED IN ROSTER] before taking this trip?</p> <p>1=Yes (SKIP TO C38) 2=No</p>
C37	<p>What was [NAME]'s level of education when he/she took this trip?</p> <p><i>**response options as in roster</i></p>
C38	<p>How well did [NAME] speak and understand the language spoken in [COUNTRY] before taking this trip?</p> <p>1=Did not speak or understand the language 2=Understood but did not speak 3=Understood and spoke a little 4=Could communicate 5=Spoke fluently</p>
C39	<p>Did [NAME] have a job, business activity in Ukraine prior to taking this trip?</p> <p>1=Yes (SKIP TO C42) 2=No</p>
C40	<p>Did [NAME] look for work in Ukraine prior to taking this trip?</p> <p>1=Yes 2=No (SKIP TO C46)</p>
C41	<p>For how long did [NAME] look for work in Ukraine prior to taking this trip?</p> <p>MONTHS (SKIP TO C46)</p>
C42	<p><i>Occupation</i></p> <p><i>***Insert question from core LFS</i></p>
C43	<p><i>Industry</i></p> <p><i>***Insert occupation from core LFS</i></p>
C44	<p>Did [NAME] work as...?</p> <p><i>READ</i></p> <p>1=A paid employee/apprentice in a private company, business, farm 2=A paid employee/apprentice in a public institution 3=A paid employee in a private household 4=A paid employee in another institution 5=An employer hiring one or more employees 6=Working on his/her own account 7=Helping unpaid in the business of a family member 8=Don't know</p>

C45	<p>Why did [NAME] leave his/her last employment before taking this trip?</p> <p>01=Still working on this job, seasonal work 02=Job ended, lost job 03=Not enough business, clients 04=Job was below his/her qualifications 05=Low pay 06=Bad working conditions 07=Family reasons 08=Wanted experience abroad 09=Other (specify)</p>
Remittance behaviour	
C46	<p>During the last trip abroad, did/has [NAME] send/t any money or goods back to the household?</p> <p>1=Yes, money only 2=Yes, goods only (SKIP TO C5) 3=Yes, money and goods 2=No (GO C53)</p>
C47	<p>How often did/has [NAME] send/t money or goods back to the household?</p> <p>1=Only once 2=Twice 3=Three or four times 4=Every other month 5=Every month 6=Other (specify)</p>
C48	<p>In total, about how much money did/has [NAME] send/t back? [RECORD AMOUNT]</p>
C49	<p>How did/has [NAME] send/t money back?</p> <p>1=Bank transfer (cheques, drafts, direct deposit, etc) 2=Money Transfer Organization (e.g. Western Union) 3=Post office (money order) 4=Agent/courier 5=Personally carried it 6=Sent through friends/relatives travelling home 7=Other (specify)</p>
C50 (option- al)	<p>What types of goods did/has [NAME] send/t during the last trip?</p> <p>1=Small consumer goods 2=Clothing 3=Electronic equipment 4=Car and other large items 5=Other (specify)</p>
C51 (option- al)	<p>Did/Has [NAME] send/t money or goods to anyone else in Ukraine or elsewhere?</p> <p>1=Yes 2=No (GO TO C53) 3=Don't know (GO TO C53)</p>

C52 (optional)	To whom did/has [NAME] send money or goods while abroad? 1=Relatives in Ukraine 2=Non-relative in Ukraine 3=Relatives in a third country 4=Non-relatives in a third country 5=Don't know
C53	Is [NAME] currently contributing to a pension fund in Ukraine? 1=Yes 2=No 3=Don't know

FUTURE PLANS (All usual household members, aged 15-70 years. Excludes emigrant workers)

	Question & Response Options
D1	Do you have the intention to travel abroad in the next 6 months? 1=Yes 2=Maybe 3=No (SKIP TO END OF SECTION)
D2	To which country do you intend to travel in the next 6 months? Country name: _____
D3	What would be the purpose of this trip? 1= Tourism 2= Family visit 3=Family reunion (marriage, join family, follow spouse, ...) 4=Look for work (SKIP TO D5) 5=Work, job already found/arranged (SKIP TO D5) 6=Business 7=Study 8=Medical treatment 9=Other
D4	Do you also intend to look for work or work during this trip? 1=Yes 2=Maybe 3=No (SKIP TO END OF SECTION)
D5	How long do you plan to stay abroad? 1=Less than 1 month 2=1 months to less than 3 months 3=3 months to less than 6 months 4=6 months to less than 1 year 5=Don't know
D6	What arrangements have you done to undertake this trip? 1=Requested travel documents (visa, work permit) 2=Purchased travel tickets/arranged transportation 3=Arranged a place to stay 4=Established contact with persons living there 5=Have not made yet any arrangements 6=Other (specify)

D7	Do you have relatives, friends or other contacts living there? 1=Yes, relatives 2=Yes, acquaintances 3=Yes, other contacts 4=No
D8	Have you taken language lessons or other courses to prepare you for this trip? 1= Yes, language lessons 2=Yes, other courses 3=No
D9	How well do you speak and understand the language spoken in [COUNTRY]? 1=Does not speak or understand the language 2=Understands but does not speak 3=Understands and speaks a little 4=Can communicate 5=Speaks fluently

HOUSEHOLD REMITTANCES (All sampled households)

	Question & Response Options
E1	Has your household received any money from abroad in the past 12 months? 1=Yes 2=No (SKIP TO E8)
E2	Can you tell me from whom has your household received money from abroad in the past 12 months? MARK ALL THAT APPLY 1=Mother/Father 2=Son/Daughter 3=Grandchildren 4=Other relative 5=Other, non-relative
E3	How often did your household receive money from abroad in the past 12 months? 1=Only once 2=Twice 3=Three or four times 4=Every other month 5=Every month
E4	About how much money in total did your household receive from abroad in the past 12 months? 1=Up to 1000 <i>US dollars/ Euros</i> 2=1000-2000 <i>US dollars/ Euros</i> 3=2001-3000 <i>US dollars/ Euros</i> 4=3001-4000 <i>US dollars/ Euros</i> 5=4001-5000 <i>US dollars/ Euros</i> 6=Above 5000 <i>US dollars/ Euros</i> 7=Don't Know 8=Refused

E5	<p>Approximately, what part of the total household income does the amount received correspond?</p> <p>1=Less than 25% 2=25% to less than 50% 3=50% to less than 75% 4=75% to 100% 5=Don't know 6=Refused</p>
E6	<p>What was the most common method by which your household received the money sent?</p> <p>1=Bank transfer (cheques, drafts, direct deposit, etc) 2=Money Transfer Organization (e.g. Western Union) 3=Post office (money order) 4=Agent/courier 5=Person carried it 6=Sent through friends/relatives travelling home 7=Other (specify)</p>
E7	<p>What has this money been used for?</p> <p>MARK ALL THAT APPLY</p> <p>1=Pay every day costs for food, electricity, water, clothing, etc 2=Pay for education of family members 3=Purchase car, computer, and other large items 4=Repair, build house 5=Start or run a business (buy merchandise, equipment, land, rent locale) 6=Community development, church, charity 7=Savings 8=Other (specify)</p>
E8	<p>Did your household receive any goods from abroad in the past 12 months?</p> <p>1=Yes 2=No (SKIP TO E13)</p>
E9	<p>What type of products did your household receive from abroad?</p> <p>MARK ALL THAT APPLY</p> <p>1=Small consumer goods 2=Clothing 3=Electronic equipment 4=Car and other large items 5=Other (specify)</p>
E11	<p>If you were to purchase those products about how much do you estimate you would have to pay in total?</p> <p>Amount: _____ 9=Don't Know</p>
E12	<p>What was the most common method by which your household received these goods?</p> <p>1=Post office 2=Agent/courier 3=Person carried it 4=Sent through friends/relatives travelling home 5=Other (specify)</p>

E13	What would you say is the level of your household's welfare, compared to other households in Ukraine? 1=Rich 2=Middle 3=Below middle 4=Poor 5=Very poor
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(Footnotes)

1

2 Only the 2000 census questionnaire was publicly available online. It should be noted that the most recent census (2011) may be based on a different questionnaire.





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