

Eurostat

Working Papers

Population and social conditions 3/1999/E/n°13

International Migration Statistics in the Mediterranean Countries

**Mission report:
Palestine, Jordan, Israel**

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INTERNATIONAL MIGRATION STATISTICS IN THE MEDITERRANEAN COUNTRIES

MISSION REPORT*

Palestine, Jordan, Israel

Mauri Nieminen

- (*) This report is a product of the MEDMIGR project under the MEDSTAT programme. The objective of the project is to improve the production and collection of international migration statistics in the Mediterranean region, as defined by the country coverage in this report. The programme is being administered through CESD-Roma.

MED-MIGR Project on Migration Statistics

MISSION REPORT

PALESTINE
31 OCTOBER, 1, 7, 8, 9 NOVEMBER 1998
MAURI NIEMINEN

1. Executive Summary

During the MED-MIGR-project on migration statistics in Palestine the current situation on data sources and statistics has been evaluated.

The population of Palestine was in 1997 2,890,631. The population of Gaza Strip was 1,020,813 and West Bank 1,869,818¹. Of the Palestinians 91.9 per cent are born in Gaza Strip or in West Bank, 3.8 per cent in Israel and 4.3 per cent in other countries. Total fertility rate has been estimated 6.1 and the life expectancy is 70.0 for males and 73.7 for females².

1.1 Main data sources

The main authorities responsible on data sources on migration statistics are the Border and Passage General Department (main office in Gaza Strip), Population Register of Ministry of Interior (main office in Gaza Strip), Ministry of Civil Affairs (main office in Ramallah) and Palestinian Central Bureau of Statistics (main office in Ramallah, branches in Governorates' central cities).

The Border and Passage General Department is responsible for border control in coordination with Israeli authority. Every foreigner or Palestinian (without Identity Card) who wants to enter the Gaza Strip or the West Bank needs a visa or permit from Israeli authority. Border and Passage General Department only controls the border between Egypt and Gaza Strip and the border between Jordan and West Bank, both in coordination with Israeli authority. The borders are fully controlled by Israelis.

The Population Register of Ministry of Interior maintains a population register. The population register is based on Population Register of Israel. Every resident in Palestine (= Gaza Strip and West Bank) known to the Israelis has an identification number. Births and deaths update the population register. Until now Palestinian Authority don't update immigrants/emigrants in the population register.

The Ministry of Civil Affairs is responsible for the implementation of the population movement and agreements concerning population registry and documentation in the West Bank and the Gaza Strip. The main agreement has been signed in Washington 1995 between the authorities of Israel and Palestinian National Authority.

Palestinian Central Bureau of Statistics carried out the population census in 1997. Until now the statistics of vital events (estimation for fertility and child and infant mortality) has been carried out only using sample surveys. The migration data is based on statistics of Israel. The migration statistics (net migration) is only available in Statistical Abstract of Israel and it has been published only for years 1967-1994 for West Bank without Jerusalem and in 1994 without Jericho. The migration statistics for the Gaza Strip has been published only for years 1967-1993.

The only migration figures available now are from the study of Demography of the Palestinian Population in the West Bank and Gaza Strip 1994 and the Demographic Survey in the West Bank and Gaza Strip 1995. The plan to publish the special report on migration data from Population Census 1997 has been done and the draft (name of some tables) is available now.

1.2 Organisation of the mission

During the mission the meetings were with the officials dealing with the data on migration and foreign population. Three of the meetings – in the Population Register of Ministry of Interior, in the Border and Passage General Department and in the Branch of Central Statistical Bureau – were in Gaza Strip. The meetings in Ministry of Civil Affairs and in different departments of Palestinian Central Bureau of Statistics were in Ramallah, West Bank.

¹ Palestinian Central Bureau of Statistics, 1998. Population, Housing and Establishment Census 1997, Preliminary Results.

² Palestinian Central Bureau of Statistics, 1997. The Demographic Survey in the West Bank and Gaza Strip, Final Report. Ramallah-Palestine.

2. Preamble

The National Co-ordinator of Palestine is Ms. Inaya Dawoud from Population Census Directorate. I was very well received by Ms. Dawoud and she was very helpful to answer the questions. She had organized in advance the meetings with different authorities – also to the Gaza Strip to where the Palestinians need the permit from Israel. Dr. Abdel Rahim Barham, General Director of Population and Social Statistics Directorate was not able to attend the meetings in Gaza Strip because the Israelis denied his permit to travel.

2.1 List of meetings and persons met

During the meetings the following authorities and persons were met:

- Central Bureau of Statistics, Population and Social Statistics Directorate: Dr. Abdel Rahim Barham, General Director
- Central Bureau of Statistics: Mr. Halvard Skiri, Long Term Statistical Adviser from Statistics Norway
- Central Bureau of Statistics, Population Statistics Department: Mr. Mohammad Duraidi, Demographer
- Central Bureau of Statistics, Gaza Branch: Mr. Salama Hellis, General Director
- Central Bureau of Statistics, Gaza Branch: Mr. Fayq Qnetah, Director of Administrative Records
- Ministry of Civil Affairs: Mr. Falchreddin Aldeek, Director
- Border and Passage General Department: Mr. Moawiah El-Rayes, Deputy Director
- Border and Passage General Department: Mr. Sameer El-Haroon, Deputy Director
- Border and Passage General Department: Mr. Saleh Abu Taha, Computer Engineer
- Border and Passage General Department: Mr. Roshde El-Najar,
- Ministry of Interior, Population Register: Mr. Moustafa F. Hararah, General Director
- Ministry of Interior, Population Register: Mr. Fathe Alhelou, Legal Consultant

National Co-ordinator Ms. Inaya Dawoud attended to all other meetings excepts the meeting with Halvard Skiri.

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4. Background and purpose of the mission

Eurostat launched the program on international migration statistics in 1988. Since that times the efforts have been done improving data collection, dissemination of migration statistics and the quality of the data in Eurostat countries and in other countries in Europe.

As a result of Barcelona Declaration (November 1995) the co-operation between Mediterranean countries has been developed. As a priority topic the migration has been issued. The project started in 1997 through a Task Force and Steering Committee meeting.

The one element of the project was to evaluate the situation on migration statistics in every project country. The first task was to study current situation on data sources and migration statistics available and to give proposals to develop the migration statistics.

In the beginning of 1998 the current situation clarified by questionnaire to every country. The National Co-ordinator had responsibility to fill out the questionnaire. In same time the additional information on sources, copies of forms, any reports etc. were collected.

5. Organisation of the mission

The mission took place in 31.10-1.11. and 7.-9.11.1998. Before the mission the expert sent the list of organizations where he could visit. The National Co-ordinator arranged the meetings in advance. The questionnaire of MED-MIGR-project had been filled but they had not so much to inform, because the development of the statistics is now in process.

During the mission the following meetings happened in Ramallah:

- Ministry of Civil Affairs
- Central Bureau of Statistics.

The following meetings happened in Gaza Strip:

- Border and Passage General Department
- Population Register of Ministry of Interior
- Gaza Branch of Central Bureau of Statistics.
-

The names of officials have been presented in chapter 2 of this report. The expert has also the possibility to use the microcomputer of the Demography Statistics Department and to become acquainted with nice officials, who shared the room.

6. Output of the mission

6.1 Legal basis on migration statistics

The population registration is based on the Law of Population Registration 1940 NR. 40 and the Law of Migration 1941 NR 5. Both laws are old and the migration law has not been in force and it has been stopped for political reason.

If the migration is handled, the most important is the Interim Agreement of the West Bank and the Gaza Strip (Washington 28.9.1995). This agreement gives the scheme to the registration of people, to issue certificates and documents, safe passage between Gaza Strip and the West Bank, electoral register etc. (see 6.3)

6.2 Border control

The Border and Passage General Department is responsible for border control. The main problem is that Israel controls all the borders and everybody who enters the Palestine needs the visa or permit from Israel. This means that the visa or permit can be denied for those people who want to go to Palestine. To enter Palestine the persons must go through the border control of Israel – for instance in Ben Gurion Airport or any Border and Passage Entrance connecting West Bank or Gaza Strip with other countries.

The border between Egypt and the Gaza Strip (Rafah checkpoint) and the border between Jordan and the West Bank (Alkarama/Allenby Bridge checkpoint) are also controlled by Palestinians, but not fully. The statistics of border control (total number of arrivals and departures without enough specification) is available in Border and Passage General Department, but they don't publish it.

The Border and Passage General Department lists the people (visitors) who enter the Gaza Strip, it is the rule (but with some exceptions) also in Beit Hanoun checkpoint (Erez checkpoint) between Israel and Gaza Strip. The list of records contains: name, nationality, passport number and the date. The list of the people has been used only for the administrative purposes and this list may be not complete. In October 1998 the number of visitors was 80 persons, whose citizenship was other than Israeli.

The Border and Passage General Department collects (not publishes) yearly for administrative purposes the migration figures from those people who use the Rafah checkpoint. The classification of arrivals/departures are: persons with identity number (card), visitors and accompanying person (children under 16 years). The Border and Passage General Department prepare to collect the same data from those people who use Alkarama/Allenby Bridge checkpoint.

6.3 Civil Administration

The Civil Administration is responsible for the implement of the Population Registry and Documentation (Article 28) and Right to Vote and the Electoral Register (Article II) of the Agreement of the West Bank and the Gaza Strip signed in Washington in 28th September 1995. The main content of the agreement concerning the population registration and migratory movement are as follows:

- the Palestinians shall maintain and administer a population registry and issue certificates and documents,

- the Palestinians shall receive from Israel the population registry for the residents of West Bank and the Gaza Strip,
- to solve the problem with identity cards to those residents who have lost their identity cards,
- Israel recognises the validity of the Palestinian passport/travel documents issued by Palestinian side to Palestinian residents of the West Bank and the Gaza Strip,
- safe passage between the Gaza Strip and the West Bank,
- to grant permanent residency in the West Bank and the Gaza Strip to investors, spouses and children of Palestinian residents,
- to register all persons who were born abroad and in Gaza Strip and West Bank if under age of sixteen years and either of their parents is a resident of the Gaza Strip and West Bank.

Also the regulations of electoral register and the right to vote has been given. The main problem – the political - is to put the Interim Agreement into practice. The copy of the pages concern the migration phenomena of the Interim Agreement is in Annex 1.

6.4 Population register

The Palestinian Ministry of Interior keeps the population register. The Population Register is the copy of the residents of the West Bank and the Gaza Strip population register of Israel. The copy does cover only the persons alive. The Palestinian Ministry of Interior now update the Population Register. According to the law a newborn child has to be registered within 10 days. To register a birth, you have to fill in a special registration form with 4 copies (see Annex 2, in Arabic only).

The number of population and the number of births are available from Population Register. The example of statistics made during the mission to Population Register is in Annex 3.

The updating of births in the population register occurs when the parents have taken a copy of the register form to the Ministry of Interior. The reporting of deaths are not functioning very well. The cause of death certificate is in use, but vital statistics don't use it. The cause of death statistics has been assisted by Statistics Norway.

Recording of migration in the Population Register seems to be the big challenge. No precise registration has been possible yet. Border and Passage General Department did not yet give any records to Population Register.

6.5 Statistics

6.5.1 Population Census

The first Population Census carried out in 1997. The questions concerning with migration in Population Census was as follows:

- place of usual residence
- duration of residence at usual place

- previous place of residence
- reason for changing usual place of residence
- place of birth
- refugee status and the nationality.

The statistics from Population Census will be published at the end of 1998.

The plan to use Population Census data to estimate migration has been done, and the draft (name of some tables) is available now.

The copy of Population Census questionnaire is in Annex 4.

6.5.2 Vital Statistics

No data is available from Population Register, but in a study of Demography of the Palestinian Population in the West Bank and Gaza Strip 1994 and in the Demographic Survey in the West Bank and Gaza Strip 1995 (see chapter 6.5.4) demographic measures for the vital events have been estimated. The only vital statistics which is now available, is the statistics of the births and death in Gaza Strip published by Ministry of Health. Efforts will now be done in order to develop vital statistics from the Population Register.

6.5.3 Migration Statistics

The main sources of migration statistics are the study of Demography of the Palestinian Population in the West Bank and Gaza Strip 1994 and the Demographic Survey in the West Bank and Gaza Strip 1995. In Demographic Study in 1994 has been collected statistics of births, deaths and migrants from different sources. Most of data is based on statistics of Israel. The statistics of migration contains data only in 1967-1992. The name of the publication is: Demography of the Palestinian Population in the West Bank and Gaza Strip (December 1994). The copy of the summary and the migration tables is in Annex 5.

Yearly the migration statistics (net migration) is only available in Statistical Abstract of Israel and it has been published only for years 1967-1994 for West Bank excluding Jerusalem and in 1994 excluding Jericho. The migration statistics of Gaza Strip has been published only for years 1967-1993.

Another source of migration statistics available is the Demographic Survey 1995. The main content of the survey concerning with migration are:

- refugee status (registered/non-registered)
- place of birth (before 1948, 1949-1967, after 1967; West Bank, Gaza Strip, Israel, Jordan, etc.)
- place of residence in 1987 and current residence
- place of residence as stated in the identity card and current residence
- relatives abroad with/without identity card (never had, lost, currently having).

In the Demographic Sample Survey the definition of migration was: the movement of a person from one locality to another or from one country to another for the purpose of establishing a new residence for one year or more, even if it was interrupted by short visits to another place. The name of the publication is: The Demographic Survey in the West Bank and Gaza Strip, Final Report (August 1997). The list of migration tables and the summary is in Annex 6.

6.5.4 Statistical population register

To develop a Statistical Population Register using Population Register Data from Ministry of Interior and data from the 1997 Population Census is in process. The register works at PCBS is funded by the Norwegian Government, through Norwegian Aid Agency (NORAD). Technical assistance is given by Statistics Norway. The target of the registers to be developed is very ambitious. It contains also the plan to develop a building and housing register and to improve the establishment register.

The Statistical Population Register will be on de jure basis, so it is possible to update by using information on births, deaths and migrants. It is not very clear how the Statistical Population Register will be updated in the future, but the plan is first to improve the Population Register at Ministry of Interior, and then update the statistical register by data flow from the Ministry of Interior regularly.

One problem to be ahead will be a tradition among Palestinian to be registered in the place of birth/growing up or where the family is living, and not at the usual place of residence. In future this tradition should be changed so that every person will register in his/her usual place of residence. The concept "usual place of residence" will be considered as important part when planning a law on population registration.

7. General remarks and conclusions

Statistics of Palestine is independent from Statistics of Israel. However migration statistics and Statistics about East Jerusalem are controlled by Israel. Only sample surveys and Census 1997 (excl. East-Jerusalem) can be done without control of Israelis, because everyone – visitor or immigrant - who enters Palestine – Gaza Strip and West Bank – needs the permit (visa) from Israel. **The progress of peace process is very important to the independent statistics of Palestine.**

In future – when the plans are realized – in Palestine there will be two population registers: one administrative Population Register (Ministry of Interior; now in use) and one statistical Population Register (Central Bureau of Statistics) created as a "copy-register" with assistance from Statistics Norway. The Statistical Population Register is only for statistical use. The Statistical Population Register should be as closely as possible integrated with the administrative Population Register. **In future the administrative Population Register will serve the ministries and other authorities with administrative data and also to serve Statistical Population Register with vital events and migration data.**

The basis for migration statistics will depend on the development of the updating system of the Population Register. The development process of migration statistics will be the part of the establishment of the statistical population register. **Close co-operation between the Population Register of Ministry of Interior and the**

Central Bureau of Statistics is needed to develop satisfactory migration statistics and to develop the system of migration data entering the register system.

The border control is now in the hands of Israel. To develop the independent border control and the independent statistics based on border crossings, it means that **the Palestinians have to take over the full authority of the border control. Meanwhile the migration sample surveys should be developed and the questions of migration should be added to the other sample surveys.**

Because the control of migration is in the hands of Israel, it will be worthy to **develop the co-operation with migration statistics of Israel.**

8. Annexes

A list of annexes can be obtained at Eurostat's migration secretariat by demand at the following e-mail address : secretariat.migration@eurostat.cec.be

- 8.1 Annex 1: Interim Agreement of the West Bank and Gaza Strip, pages concern migration (Washington 28.9.1995)**
- 8.2 Annex 2: Birth certificate**
- 8.3 Annex 3: Population Register: Statistics of population and births**
- 8.4 Annex 4: Population Census questionnaire**
- 8.5 Annex 5: Demography of the Palestinian Population in the West Bank and Gaza Strip 1994, copy of the summary and the migration tables**
- 8.6 Annex 6: The Demographic Survey in the West Bank and Gaza Strip (August 1997). The list of migration tables and the summary**

**MED-MIGR Project on Migration Statistics
MISSION REPORT**

**JORDAN
3-7 OCTOBER 1998
MAURI NIEMINEN**

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2. Executive Summary

During the MED-MIGR project on migration statistics in Jordan has been evaluated the current situation what kind data sources they have to produce migration statistics and what kind migration statistics are currently produced and published

2.1 Main data sources

The main authorities responsible for data sources on migration statistics are the offices of Ministry of Interior, Ministry of Labour and Department of Statistics.

The Ministry of Interior is responsible for civil registration, permit of residence and passport control. Under the Ministry of Interior the Civil Registration Office holds information on vital events (births, deaths, marriages and divorces). The office gives the identification card to every Jordanian (16-years and over) including identification number. 90 per cent of the system has been computerized.

Department of Residence and Borders holds information on residence permits and passport control. The Department of Residence and Borders gives residence permit card to every foreigner, who will stay longer than two weeks in the country. The system has been computerised.

The Ministry of Labour issues the work permits, which every foreigner needs to work in the country and to get - after two weeks stay - the residence permit.

Under the Ministry of Planning the Department of Statistics carries out the population census, which is main source of information on stock population by nationality. The last census was in 1994 and the next population census will be carried out in 2004. Also the Department of Statistics has carried out many surveys. The Household Survey has been produced in every year and the survey includes also the statistics by nationality. Vital statistics (births, deaths, divorces and marriages) has been produced by Vital Statistics Section and the figures are published in Statistical Yearbook (latest in 1997).

2.2 Organisation of the mission

During the mission the meetings have been organised with the officials dealing with the data on migration and foreign population. The meetings were in Ministry of Interior, in the Department of Residence and Borders, in Civil Registration Office and different sections of Department of Statistics including two meetings with the Director General. Every official was very interested to co-operate with migration statistics and everybody promised the help to develop migration statistics.

The information of residence permits and border control is the main source to be developed. The data source is computerized and together with information on residence permits, it contains the main source to develop migration statistics.

3. Preamble

The National Co-ordinator of Jordan is Mr. Mohammed Al-Assaf from the Household Survey Section of the Department of Statistics. He had organized in advance the meetings with officials of the Department of Statistics and with other authorities. His comprehensive knowledge of statistics and the skill to organize the meetings was irreplaceable during the mission.

The meetings in every day started at 10.00 in different organisations. The afternoon meetings were in different sections of the Department of Statistics.

3.1 List of meetings and persons met

During the mission the following authorities and persons were met:

- Department of Statistics: Mr. Abdulhadi Alawin, Director General
- Department of Statistics, Household Survey Section: Mr. Abdul Halim Karapshe, Head of Household Survey Section
- Department of Statistics, Vital Statistics Section: Mr. Fahed Najdawi, Head of Vital Statistics Section
- Department of Statistics: Mr. Kamal Al-ssaleh, Senior Demographer
- Department of Statistics, Household Survey Section: Mr. Fathi Al-Nsour, Demographer
- Ministry of Interior: Mr. Omar Al-Hadidi, Deputy Director
- Ministry of Interior, Directorate of Public Security, Department of Residence and Border Control: Mr. Adanan Abdlaaf, Director
- Ministry of Interior, Civil Registration Office: Mr. Ouni Ebrahim Elias, Director
- Ministry of Labour: Mr. Manal Al-Abdalbaki, Head of Section
- Ministry of Justice: Mr. Hassan Khaleed Klokash, Deputy Director

In every meeting the person who has been met was in high rank in the office. The meetings were attended also by many other officials. In the meeting in Civil Registration Office the Director was alone. National Co-ordinator Mr. Mohammed Al-Assaf attended to every meeting.

4. Background and purpose of the mission

Eurostat launched the programme on international migration statistics in 1988. Since that times the efforts have been done improving data collection, dissemination of migration statistics and the quality of the data in Eurostat countries and in other countries in Europe.

As a result of Barcelona Declaration (November 1995) the co-operation between Mediterranean countries has been developed. As a priority topic the migration has been issued. The project started in 1997 through a Task Force and Steering Committee meeting.

The one element of the project was to evaluate the situation on migration statistics in every project country. The first task was to study current situation on data sources and migration statistics available and to give proposals to develop the migration statistics. In the beginning of 1998 the current situation clarified by questionnaire to every country. The National Co-ordinator had responsibility to fill out the questionnaire. In same time the additional information on sources, copies of forms, any reports etc. were collected.

5. Organisation of the mission

The mission was in 3.10. -7.10.1998. Because the departure date of expert was at night on 9th October 1998, the last meeting with Director General of Department of Statistics was organised on 8th October 1998.

Before the mission the expert sent the list of organisation where he could visit. The National Co-ordinator arranged the meetings in advance. In the beginning of the mission the meeting in Civil Registration Office was cancelled, but the National Co-ordinator - with his skill to negotiate - arrange the meeting in scheduled time.

The meeting in Ministry of Justice was unnecessary, because the proposal to go there was made by expert and during the meeting became clear that the officials in the Ministry of Justice don't deal with any matters of law on migration statistics. The expert thought that the Ministry of Justice deals also with matters concerning all laws in the country.

During the mission the meetings were in Ministry of Interior, Department of Residence and Border Control, Civil Registration Office, Ministry of Labour, Ministry of Justice and the different sections of the Department of Statistics. The names of officials have been presented in chapter 2 of this report.

The collaboration with National Co-ordinator, Mr. Mohammed Al-Assaf, was excellent and he was very helpful. All transportation - from hotel to meeting places and back had been arranged.

6. Output of the mission

6.1 Legal basis on migration statistics

The laws on migration issues are:

The Law on the Residents and Foreigner Affairs (24/1973). Temporary Law (10/1989) has modified this law. The copy of translation (translated by Cesd-Roma) is in Annex 1.

Jordanian Labour Law (8/1996) the law (in Arabic and English) has been sent to CESD-ROMA by expert.

The main content of the law concerning the entry of foreigner is that every foreigner who likes to stay in Jordan more than two weeks has to present himself to the administration office (police station) to draw up a declaration about his personal status. To stay longer than two weeks the foreigner needs the residence permit.

To get the residence permit the work permit is needed.

Ministry of Labour issues the work permit. The main content of the law concerning the work permit is as follows (Jordanian Labour Law 8/1996/Article 12b.): "The none-Jordanian employee must obtain a work permit from Minister or from whoever

he delegates period to his recruitment or engagement. The period of permit may not exceed one year renewable”.

Jordan has ratified the 1951 Geneva Convention on the refugee status.

6.2 Residence permit and border control

The Department of Residence and Border Control holds information on border control. The visa is needed from every foreigner except the nationalities of Arab League countries. The number of departures and arrivals are published in Statistical Yearbook by country, mean of transport (air/ sea/land) and month. The number of arrivals/departures includes also the tourists. The system has been computerized. In 1996 the number of arrivals was 4 266 000 and the number of departures was 4 112 000. The "net-migration" was 156 000 persons. The list of migration tables of Statistical Yearbook is in Annex 2 and the questionnaire (in Arabic only) is in Annex 3.

Every foreigner who stays in the country more than two weeks needs the residence permits. Department of Residence and Border Control have issued the residence permit. After the approval the foreigner receive the residence permit card. The content of the card is: name, date of birth, serial number, purpose of stay and the place of residence (address). The residence permit is renewable after one-year stay.

The reliability of the number of arrivals/departures is not accurate. During the mission the government started to seek foreigners who are without work permit - illegally - in the country. The foreigners without work permit were asked to correct their status in the country otherwise they will be deported. The greatest part of foreigners comes from Egypt, Syria and Iraq.

The estimate of foreign population varies from 600 000 - 1 000 000. The correct number of foreigners will be nearer 600 000 than one million. The figure was calculated in the Department of Statistics. The highest figure was the estimate of Interior Minister written in the newspaper (Jordan Times 6.10.1998). The copy of the article is in Annex 4.

In 1997 the number of population of Jordan was 4 600 000.

6.3 Work permit

The Ministry of Labour has issued the work permit. The statistics of issued work permit has been published in Statistical Yearbook 1997. The classification of statistics is: sex, nationality groups (non-Arab, Arabs (Egyptians and Syrians separated), occupation groups and the permit status (issued for the first time, renewed, changing place of work). In 1997 the number of is-sued work permits was 117 000. About a half of them was issued for the first time.

6.4 Civil registration

Every Jordanian over 16-years old is in a register maintained by regional organisation of Civil Registration Office. In the country exist 75 regional offices of which 32 has

been computerised (90 per cent). Every Jordanian (over 16-years old) has the identification card. The content of the card is: name, sex, date of birth, national number, place of residence, birth of residence, name of father/mother and name of wife/husband. Date of birth and national number together is the identification number.

The Civil Registration Office collects yearly the data of births, deaths, marriages and divorces. Relatives inform the births and deaths and the regional court officials inform the marriages and divorces. The Department of Statistics (see 6.6. Vital Statistics) makes the statistics of vital events.

6.5 Population Census

The main source of stock population by nationalities is population census. The latest census was carried out in 1994. The statistics has been published by sex and age of non-Jordanian population. Also the statistics of Jordanian abroad has been published. The data of this statistics has been received from relatives of the out-migrant. In population census has been collected information on non-Jordanians by reason for incoming (work, study, accompanied person, tourist) and duration of stay. The statistics of Population Census 1994 has been published in two volumes. The next population census will be in 2004.

6.6 Vital statistics

The statistics of vital events has been made by Vital Statistics Section of Department of Statistics and the statistics has been published yearly in Statistical Yearbook. The Civil Registration Office yearly sends the data to the Department of Statistics. The latest figures have been published in 1997. The number of deaths suffers from severe under registration.

6.7 Sample Survey Studies

The Household Section of the Department of Statistics yearly carries out sample surveys. Many relevant surveys have been made for years ago. Labour Force Survey 1986, Arrivals and Departures Survey 1988/89 and Jordanian Returnee Survey 1991/92 (after the Gulf War) contains information of stock population by nationalities and also statistics of arrivals and departures. Jordanian Living Condition Survey 1996 contains statistics by age, sex, nationality, refugee status (refugee 1948, displaced 1967, refugee then displaced, refugee from Gaza Strip) and type of activity.

The most relevant sample survey carried out by Department of Statistics is Arrivals and Departures Survey 1998. The data has been collected at the borders and the main content of information is: sex, age, nationality, place of usual residence, main purpose of visit, distribution of expenditure, major tourist places visited and accommodation in Jordan. The copy of questionnaire (in English) is in Annex 5.

The nationality has been asked in every sample surveys carried out by Household Section of Department of Statistics. Frequently the sample survey is too small to get accurate data by nationalities.

7. General remarks and conclusions

All officials are interested in co-operation. Already now the Department of Statistics obtain basic information for many statistics from other government offices. **In the future the decentralisation of all statistics dealing with migration and foreign population to the Department of Statistics could be developed.** The knowledge of statistical methods is high in the Department of Statistics.

The main source to develop the migration statistics in Jordan is the data on Department of Residence and Border Controls. All arrivals and departures are checked at the borders. In same department they deal with residence permit data.

The residence permit card is issued to every foreigner who will stay in the country more than two weeks. The residence permit will be renewed after one-year stay. The data of arrivals and departures of foreigners and Jordanians are checked at the border and the Department of Statistics has carried out the statistics. **The reliability of the statistics of border control will be clarified.**

To combine the border control data and the residence permit data it is only possibility to use the recommendation of UN to classify migrant by short-term-migration and long-term-migration, if needed.

Nowadays the data of border control (for example reason to stay etc.) and the data of residence permit have been computerized. **The computerized system gives many possibilities to develop the statistics.**

The main source of stock population including foreign population is population census. The next census will be in 2004. Many sample surveys has been carried out in the Department of Statistics including the questions of nationality, reason to stay in the country and the length of stay. **The sample surveys produce very important data and the possibilities to add different questions to sample surveys could be developed.** The main problem of the sample survey is that the data is not so accurate than other data sources - for example border control data. The knowledge of sample survey methods is high.

8. List of annexes

A list of annexes can be obtained at Eurostat's migration secretariat by demand at the following e-mail address : secretariat.migration@eurostat.cec.be

Annex 1: Laws concerning migration and foreign population

Annex 2: List of migration tables in Statistical Yearbook 1997

Annex 3: Questionnaire of arrival/departure survey

Annex 4: Copy of article of Jordan Times (6.10.1998)

Annex 5: Questionnaire of arrival/departure survey (Tourism purposes)

MED-MIGR Project on Migration Statistics

MISSION REPORT

**ISRAEL
2-6 NOVEMBER 1998
MAURI NIEMINEN**

1. Executive Summary

During the MED-MIGR-project on migration statistics in Israel has been evaluated the current situation on data sources and statistics.

Population of Israel is 6 millions. During 1990's the immigration to Israel has been high. In 1990-96 Israel received 757 600 immigrants, of which 629 900 were from former USSR.

1.1 Main data sources

The main authorities responsible on data sources on migration statistics are the offices of the Ministry of Interior, Ministry of Labour, Ministry of Immigration Absorption and Central Bureau of Statistics.

The Population Administration of the Ministry of Interior maintains the population register. Everybody living in Israel has the identification number. The data of migration has been obtained from the border control by form. The border control authorities have their own databases. The data of emigration is clearly inadequate. The reliability of the data of population register has not been checked.

Ministry of Labour carries out different kind of studies concerning the enforcement of the labour laws. The surveys have carried out irregular. Ministry of Labour issues also the permit to foreign workers.

National Insurance Institute (an independent government office) reports quarterly the figures of foreign workers. The data has based on their own data and has been collected by employees.

The Ministry of Immigrant Absorption keeps immigrant register. The data has been updated by data of border control. The immigrant register has been used in absorption process. Ministry of Absorption has published the statistics of absorption process.

The Border Control Police collects data at border from tourist/foreigners and maintains the own database. The Border Control Police sends the information to the data file of Ministry of Interior, where all entries and exits are registered. The identity number of the data file is passport number. The data is source of the statistics for workers, students, tourist's etc.

At the border the Ministry of Interior collects data from residents, citizens and immigrants. The residents and the citizens use the identification number at the border and the immigrant fill the special registration form to enter the country. The information of the form is the basis, when the immigrant is registered to population register.

Central Bureau of Statistics publishes monthly and yearly the migration statistics. The data is obtained from Population Register. Last Population Census was in 1995. Also special studies have carried out concerning migration. The latest was the study of immigrant population from former USSR 1995. In Labour Force Survey are special questions of immigrant population.

1.2 Organisation of the mission

During the mission the meetings had organised with the officials dealing with the data on migration and foreign population. The meetings were in different departments of the Ministry of Interior, in the Ministry of Immigrant Absorption, in the Ministry of Labour and in the different departments of the Central Bureau of Statistics.

2. Preamble

The National Co-ordinator of Israel is Mr. Ari Paltiel, Head of Demography Field in Central Bureau of Statistics. He has very comprehensive experience in population statistics. He has organised in advance the meetings with different authorities. In future Mr. Paltiel is the key person to develop the migration statistics in Israel.

I had opportunity to use the microcomputer and the other facilities in Demography Field.

2.1 List of meetings and persons met

During the mission the following authorities and persons were met:

- Central Bureau of Statistics: Mr. Yosef Yahav, Director General
- Central Bureau of Statistics, Demography and Census Department: Mr. Eliahu Ben-Moshe, Senior Director
- Central Bureau of Statistics, Demography and Census Department: Mrs. Olivia Blum, Deputy Director
- Central Bureau of Statistics: Mr. Brian Niegen, Legal Advisor
- Ministry of Labour and Social Affairs, Manpower Planning Authority: Mr. Benjamin Fefferman, Director
- Ministry of Interior, Population Administration: Mr. Raphael Cohen, Director
- Ministry of Immigrant Absorption, Planning and Research: Mr. Shmuel Adler, Director

National Co-ordinator Mr. Ari Paltiel attended to every meeting. Before the meetings we discussed the content of the meeting and it was valuable to know the opinions of National Co-ordinator previously

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4. Background and purpose of the mission

Eurostat launched the programme on international migration statistics in 1988. Since that time the efforts have been done improving data collection, dissemination of migration statistics and the quality of the data in Eurostat countries and in other countries in Europe.

As a result of Barcelona Declaration (November 1995) the co-operation between Mediterranean countries has been developed. As a priority topic the migration has been issued. The project started in 1997 through a Task Force and Steering Committee meeting.

The one element of the project was to evaluate the situation on migration statistics in every project country. The first task was to study current situation on data sources and migration statistics available and to give proposals to develop the migration statistics. In the beginning of 1998 the current situation clarified by questionnaire to every country. The National Co-ordinator had responsibility to fill out the questionnaire. In same time the additional information on sources, copies of forms, any reports etc. were collected.

5. Organisation of the mission

The mission took place on 2-6.11.1998. Before the mission the expert sent the list of organisations where he could visit. The National Co-ordinator arranged the meetings in advance. The questionnaire of the MED-MIGR-project had been filled perfectly. Also many statistical tables found in the Internet homepage of the Central Bureau of Statistics.

During the mission the meetings took place in Manpower Planning Authority of the Ministry of Labour and Social Affairs, in Population Administration (Population Register) of the Ministry of Interior, in the Ministry of Immigrant Absorption and in Demography Field and in Demography and Census Department of Central Bureau of Statistics. The names of officials have been presented in chapter 2 of this report.

The collaboration with National Co-ordinator, Mr. Ari Paltiel, was excellent and he was very helpful also in practical questions of the visit to Jerusalem.

6. Output of the mission

6.1 Legal basis on migration statistics

The four laws are important to concern migration. The Law of Return 1950, the Law of Entry into Israel 1952 (amend. 1996), the Foreign Workers Law 1991 (amend.1995) and the Population Registration Law 1965.

The main content of the Law of Return 1950 is that every Jew who has expressed his/her desire to settle in Israel can migrate to Israel. Also a person who was born of a Jewish parent (one of them) is allowed to settle Israel. In addition the family members are allowed to settle.

In the Law of Entry into Israel 1952 are regulations to control the entry of the citizens and non-citizens, the regulations to get visas, the regulations of the period of the residence and the regulations to get citizenship.

The purpose of the Foreign Workers Law 1991 is to give regulations to use foreign workers and to prevent illegal employment of foreign people. According to the law every foreign worker needs the work permit issued by Ministry of Labour.

The main content of the Population Registration Law 1965 is to supplement to laws to be given earlier.

6.2 Definitions

Immigrant is a person entering the country to take up permanent residence under the Law of Return or under the Law of Entry.

Potential immigrant is a person entitled to an immigrant visa or an immigrant certificate according to the Law of Return 1950, and desires to settle in Israel for up to 3 years, to explore the possibilities and conditions of settling in Israel as an immigrant, is entitled to submit a request for a visa and a license for temporary residence (potential immigrant).

Potential immigrant is also the person who entered Israel as a tourist or a student and wants to change the status for potential immigrant.

The immigrating citizen is a person who was born to Israeli citizen while residing abroad and come to Israel to reside permanently. Data of immigrating citizens are excluded from the statistics of the immigrants. The statistic is presented separately.

6.3 Immigrant population of Israel

The population of Israel is now 6 million (September 1998!). Since the established of the state until the end of 1996, immigration to Israel totalled 2,6 million persons. In 1990-96 750 000 immigrants arrived in Israel, 656 000 of them from former USSR and 33 000 from Ethiopia. The phenomena are fully different in 1990's than previously.

Main part of the immigrants obtain their permit to enter the country before their arrival. In 1996 14 per cent of immigrants were tourist who changed their status to immigrants or to potential immigrants (settling tourists).

6.4 Border control

The records are obtained at the border on nationals and foreigners entering the country. Every foreign person who enters to Israel needs the visa. The visa is issued abroad or is given at the border.

At the border there are two offices:

- the Border Control Police
- the Border Control Office of Ministry of Interior

to control entries and exits. The Border Control Police collects data from tourists/foreigners (see Annex 1) and also check the entries and exits of the residents and citizens. The Ministry of Interior collects data from immigrants (see Annex 2).

When the resident/citizen enter the country computer enters the identification number into Border Control File. The Border Control File contains personal records of all entries/exits, flight number and date of entries/exits. The Border Control Police checks the entries/exits. Some of data losses, therefore it is imperfect for estimating emigration. See Annex 3.

The Border Control Police checks tourists/foreigners and the data files has been established. The content of Police data file is:

- passport number
- the visa
- flight number
- date
- name

The other data file contains the records from the small form, whose everybody fill before enter the border control. The data file key is the passport number and the data file is maintained by Ministry of Interior and it is the source of information of workers, students, tourists etc.

Every immigrant who wants to settle in Israel needs the visa. The visa is checked at the border in the office of Ministry of Interior. Every immigrant fills the questionnaire (see Annex 2). The main content of the questionnaire is:

- identity number
- date of entry
- name
- father's and mother's name
- date of birth
- place of birth
- religion
- nationality
- marital status
- sex
- address in Israel
- years of education
- visa status
- identity number of father/mother/spouse/children.

By using the questionnaire the Population Register are updated and the Central Bureau of Statistics obtain the immigration data from the Population Register monthly.

Also the data of immigrant population are given to the database of Ministry of Immigrant Absorption (see 6.6.)

6.5 Population Register

Population Administration (Office) of the Ministry of Interior keeps population register. Population register has been established in 1948 and in 1970 it has been computerised. Every person living in Israel has identification number. The identification number is a serial number with control number. Births, deaths, migration, marriage and divorce update the population register. The register contains also the family links (using the identity number of parents/children and the address).

The immigration data are obtained from border control. The use of population register is only administrative and the level of reliability of the register is impossible to describe. Any quality control is not made but general feeling is that the population register contains irrelevant data of deaths and emigrants and the use for statistical purposes is precarious.

6.6 Absorption of immigrants

The aim of the absorption process is to help immigrants during the first years to settle in Israel. This means that the migrant can get different kind of subsidies for housing, education, language courses etc. The Ministry of Immigrant Absorption keeps the Immigrant Register. The register has been updated by data of border control. The register bases on family unit, because many subsidies are for family unit.. All family members have the same immigrant number, but the data of individual person can be used.

Planning and Research Unit of the Ministry of Immigrant Absorption publish statistics of absorption process yearly. In publications they use also many statistics which are made in Central Bureau of Statistics. The Ministry of Immigrant Absorption publish the annual report, which contain also many statistics of absorption process. The newest publication is: Immigration&Absorption 1989-1997, Annual Report, June 1998. The content of publication is in Annex 4.

6.7 Statistics

6.7.1 Population Census

The main source of stock population is the population census. The latest census carried out in 1995. The main data relevant to estimate the immigrant population is as follows:

- identity number
- birth of date
- country of birth
- year of immigration
- mother's/father's country of birth.

In the sample part of the population census was the question of the permanent address 5 years ago. The statistics have been published by Demography and Census Department of Central Bureau of Statistics. Population Census 1995 questionnaire is in Annex 5.

6.7.2 Vital Statistics

The Demography Field of the Central Bureau of Statistics has made the statistics of vital events. The base population is 1995 Population Census. The data of vital events (births, deaths, marriages and divorces) has been obtained monthly from Population Register. The statistics of births and deaths are published monthly and yearly.

6.7.3 Migration Statistics

The Demography Field of the Central Bureau of Statistics has made the immigration statistics. The data has been obtained from Population Register. Central Bureau of Statistics receives the monthly records of immigrants and emigrants:

- entries and exits of residents:
 - by date of return or departure
- monthly records of:
 - foreigners by visa status
 - date of entry and exits
 - country of residence
 - date of birth
 - citizenship

The demography Field publishes also many special studies based on the immigration data. During 1990's the special studies has been made of former USSR immigration using the data of immigrants from Population Register. The statistics of immigration is totally computerised. The main publication of immigration is "Immigration to Israel 19xx". The copy of the list of the tables and the introduction of the latest publication (1996) is in Annex 6.

The data of emigration has been estimated using the border control data and the date of departure.

6.7.4 Sample surveys

Ministry of Labour and Social Affairs collect data to check the enforcement of the labour force law, minimum wage law and the rights of residence. Sample surveys are not systematic.

Sample survey of illegal workers has been done by Ministry of Labour and Social Affairs.

The Labour Force Survey has been carried out by Central Bureau of Statistics. The survey can be used to estimate the stock of immigrants, because the questionnaire contains the characteristics of stock:

- country of birth
- year of immigration
- father's country of birth

Copy of the tables (Statistical Yearbook) is in Annex 7.

The main target of Longitudinal Immigrant Employment Survey was to study the employment of immigrant population, because during the years 1991-1996 the immigration to Israel was highest.

7. General remarks and conclusions

In 1990's Israel obtained the high increase in number of population. The main reason was the collapse of the Soviet Union. The highest immigration figures in the world caused that over 600 000 persons moved to Israel.

The statistics of immigration is in high level. The data collection on borders and from the border to Population Register and from there to Central Bureau of Statistics works well.

The problems starts, when you look at the emigration figures. Even if the border control is the same than to immigrants, the data is lost. **To improve the migration statistics is to clear up the reliability of emigration data with border control authorities.**

The main source of vital events and migration figures is the Population Register of Ministry of Interior. **Because the reliability of the population register has not been checked, it is very important to clear up the reliability of data in population register.** The better database, the better statistics.

The Central Bureau of Statistics emphasize, that the quality of statistics must be high. The quality of data depends on the quality of data sources. This means that **the co-operation between Border control authorities, Population Register of Ministry of Interior and the Central Bureau of Statistics will be developed.**

8. Annexes

A list of annexes can be obtained at Eurostat's migration secretariat by demand at the following e-mail address : secretariat.migration@eurostat.cec.be

Annex 1: Border control questionnaire (tourists/visitors)

Annex 2: Questionnaire of Registration (immigrants)

Annex 3: Immigration and emigration data flows

Annex 4: Content of Annual Report of Immigration&Absorption 1989-1997

Annex 5: Population Census 1995 questionnaire

Annex 6: Copy of the list of the tables and the introduction of the latest publication (1996) of Immigration to Israel

Annex 7: Copy of the tables of immigrant labour force (Statistical Yearbook)

LIST OF WORKING PAPERS PREVIOUSLY PUBLISHED

- E4/1997-1 Comparing data sources for measuring international migration in Central and Eastern Europe
Michel Poulain - Université Catholique de Louvain
- E4/1997-2 La mesure des courants de migration internationale entre la Belgique, d'une part, le Danemark et la Suède, d'autre part
Ingvar Johannesson, Statistics Sweden, Örebro
Anita Lange, Danmarks Statistics, Copenhagen
Michel Poulain, Institut National de Statistique, Bruxelles
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Joachim Vogel, Statistics Sweden
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W. Van Hoorn, Statistics Netherlands
N. Keilman, Statistics Norway
- E4/1997-5 Long-term internal migration scenarios for the countries of the European Union
Nicole Van Der Gaag, Evert Van Imhoff, Leo Van Wissen,
Netherlands Interdisciplinary Demographic Institute
- E4/1997-6 Long-term international migration scenarios for the European Economic Area
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J. De Beer, K. Koldijk
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Central Statistics Office, Ireland
Office for National Statistics, United Kingdom
- 3/1998/E/n°2 Swiss-swedish joint study on cohort-based asylum statistics
Torsten Torstensson, Krister Isaksson, Swedish Immigration Board
Stéphane Cotter, Marcel Heiniger, Swiss Federal Statistical Office Bern

- 3/1998/E/n°3 Analysis and projection of mortality by gender, age/generation, and main causes of death for France, Italy, the Netherlands, and Norway
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NIDI
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Countries: current data sources and statistics available from
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- 3/1998/E/n°15 Documentation of Eurostat's database on international migration:
Central European Countries, Cyprus and Malta
- 3/1998/E/n°16 Documentation of Eurostat's database on international migration:
Labour data
- 3/1998/E/n°17 Long-term fertility scenarios for the countries of the European
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- 3/1998/E/n°18 Draft manual on statistics of Asylum-seekers and refugees
- 3/1998/E/n°19 Asylum-Seekers and Refugees a statistical report
Volume 3: Central European Countries

- 3/1998/E/n°20 International Migration Statistics in the Mediterranean countries:
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Rapport de mission : Algérie, Maroc, Tunisie
Jamel Bourchachen
- 3/1999/E/n°12 International Migration Statistics in the Mediterranean Countries
Mission Report: Cyprus, Malta, Egypt
David Pearce, Barry Little
- 3/1999/E/n°13 International Migration Statistics in the Mediterranean Countries
Mission Report: Palestine, Jordan, Israel
Mauri Nieminen
- 3/1999/E/n°14 International Migration Statistics in the Mediterranean Countries
Mission Report: Turkey, Syria, Lebanon
Jeannette Schoorl

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