

MEASURING INTERNATIONAL MIGRATION IN GEORGIA

Mustafa Hakki OZEL

UNSD Consultant

mhozel@gmail.com

In collaboration with GEOSTAT

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1. INTRODUCTION

In 2020, an estimated 281 million people were living outside of their country of birth or citizenship, according to the United Nations Department of Social and Economic Affairs' (UNDESA) Population Division. According to the same institution, the number of international migrants increased by about 60 million since 2010 – representing a faster rate of increase than that of the global population. Unsurprisingly, nearly two-thirds of the international migrant population can be found in high-income countries, which offer greater opportunities for migrants.¹ Naturally, this massive movement of people is affecting the economies of both origin and destination countries, as well as those countries that serve as transit routes.

Existing socio-economic difficulties in developing countries have been aggravated by the COVID-19 pandemic, which also seems to have increased reverse migration at the global level. A recent ILO study has indicated that the pandemic led to the sudden return and repatriation of migrant workers, with no operation systems or protocols in place to ensure their safety or share the costs of return trips and quarantine among the countries of origin, countries of destination, and employers.² The COVID-19 pandemic may also have led to higher unemployment in countries of origin, such as Georgia. According to recent figures from the National Statistics Office of Georgia (GEOSTAT), the unemployment rate in Georgia increased from 18.4% in the second quarter of 2018 to 22.1% in the second quarter of 2021.³

The population of Georgia has decreased markedly in recent years, from 5.4 million in 1989 to 3.7 million in 2020. This decline may be attributed to changes in some of the demographic characteristics of the Georgian population. Between 2010 and 2020, the crude birth rate fell from 14.6 per thousand to 12.5 per thousand, whereas the crude death rate

1 UNDESA, International Migration 2020 Highlights. Available at:

https://www.un.org/development/desa/pd/sites/www.un.org.development.desa.pd/files/undesa_pd_2020_international_migration_highlights.pdf

2 ILO, Locked down and Limbo: The impact of Covid-19 on migrant worker rights and recruitments. Available at: https://www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---migrant/documents/publication/wcms_821985.pdf

3 GEOSTAT, Employment-Unemployment statistics. Available at: <https://www.geostat.ge/en/modules/categories/683/Employment-Unemployment>

remained relatively stable, at an estimated 13.5 per thousand in 2010 and 13.6 per thousand in 2020. Accordingly, the rate of natural increase in the population declined from 1.1 per thousand in 2010 to -1.1 per thousand in 2020. Meanwhile, the average age of first marriage increased significantly, rising from 29.5 years for men and 25.5 years for women in 2007 to 30.7 years for men and 28.1 for women in 2020.⁴

Emigration triggered by economic conditions may have contributed to the decrease in the population of Georgia. According to the UNDESA Population Division's *International Migration 2020 Highlights*⁵, the stock of Georgians living outside the country is estimated to be 861,077. In contrast, the foreign-born population in Georgia is estimated to be only 79,368, or two percent of the country's total population. The huge difference between the two groups may be attributed to the limited strength of the economy in Georgia in comparison to destination countries, which may offer better employment opportunities, remuneration, and quality of life.⁶

Lack of data on international migration is a common problem for many countries. The United Nations General Assembly recognized this data gap in its Global Compact for Safe, Orderly and Regular Migration, adopted in December 2018. The Global Compact prioritised data-related issues by citing "strengthening evidence-based and human rights-based policymaking and public discourse on migration" as the first of 23 objectives.⁷ In general, there are two main reasons behind the difficulties associated with the production of migration statistics: lack of compliance with relevant international standards, stemming from insufficient knowledge of the standards and/or difficulties associated with their implementation; and lack of coordination and collaboration among data-producing agencies.

⁴ GEOSTAT, Population and demography statistics. Available at:
<https://www.geostat.ge/en/modules/categories/316/population-and-demography>

⁵ UNDESA International Migration 2020 Highlights. Available at:
<https://www.un-ilibrary.org/content/books/9789210052689/read>

⁶ State Commission on Migration Issues of Georgia, 2019 Migration Profile, page 11. Available at:
https://migration.commission.ge/files/mp19_eng_web3.pdf

⁷ 73rd session of the United Nations General Assembly,
https://www.un.org/en/development/desa/population/migration/generalassembly/docs/globalcompact/A_R_ES_73_195.pdf

The UN Statistics Division (UNSD) project *Collection and Use of International Migration Data in the Context of the 2030 Agenda for Sustainable Development and the New York Declaration for Refugees and Migrants* is a long-standing project designed to strengthen national capacity for collecting and compiling comprehensive and internationally comparable migration data that meet international standards and to enhance the understanding of the uses and limitations of migration data for policy purposes in order to support the 2030 Development Agenda monitoring process. More specifically, the project aims to improve data availability by building the technical capacity of countries to produce basic migration statistics, statistics on human trafficking, and socio-economic statistics disaggregated by migratory status in order to monitor the Sustainable Development Goals. Georgia has been participating in this project since 2018 through GEOSTAT, an important partner of the UNSD.

Georgia is committed to its ongoing contribution to the refinement of international migration statistics methodology and the improvement of the quality of international migration statistics. Through close collaboration and coordination with GEOSTAT, and in consultation with other member-agencies of Georgia's State Commission on Migration Issues (SCMI), the UNSD undertook an assessment of the concepts, definitions and methodologies currently used in measuring migration in Georgia vis-a-vis the most recent international statistical standards, i.e. the revised conceptual framework and definitions for statistics on international migration endorsed by the 52nd session of the UN Statistical Commission in March 2021⁸. The following report is based on this assessment.

The report, which has been reviewed by and benefited from the contributions and comments of GEOSTAT and other SCMI members, serves two functions. First, it presents a review of the concepts and definitions related to international migration used in Georgia in light of the UN revised conceptual framework and definitions. Second, it offers proposals for closing existing data gaps in order to ensure that international migration statistics in Georgia are produced in line with the new conceptual framework and definitions.

⁸ 52nd session of the Statistical Commission. Decision 52/109 <https://unstats.un.org/unsd/statcom/52nd-session/documents/2021-30-FinalReport-E.pdf>

2. OVERVIEW OF INTERNATIONAL RECOMMENDATIONS ON INTERNATIONAL MIGRATION STATISTICS⁹

Many things have changed since the recommendations on international migration statistics¹⁰ were drawn up more than 20 years ago. Developments in concepts, measurement methodologies and definitions; the availability of new types of data sources; the need to incorporate new conceptual frameworks; and the difficulties experienced by some countries in implementing the 1998 recommendations prompted the UNSD to review the overarching conceptual framework and the definitions of international migration and mobility used for statistical purposes. This review was undertaken under the guidance of the UN Expert Group on Migration Statistics, and its findings were published in a report submitted to the UN Statistical Commission for discussion at its 52nd session in March 2021.¹¹ The revisions contained in the report will constitute the core elements of the upcoming revised *Recommendations on Statistics of International Migration*. (For the main differences between the revised conceptual framework and the 1998 Recommendations, See Annex I of the above-mentioned Statistical Commission report.¹²)

The revised approach reflected in the report forges stronger links between policymaking and data needs, provides a basis for the full revision of the 1998 recommendations, revisits the concepts and definitions of “international migrant” and related phenomena, encompasses new migration patterns, and incorporates relevant new data sources and frameworks, such as the *2018 International Recommendations on Refugee Statistics* and the *Guidelines on International Labour Migration Statistics*.

9 52nd session of the Statistical Commission. Migration Statistics, Background Document on “*Revised overarching conceptual framework and concepts and definitions on international migration produced by the Expert Group on Migration Statistics*”

10 United Nations (1998), Recommendations on statistics of international migration, Revision 1. Series M, No. 58, Rev. 1, Department of Economic and Social Affairs, Statistics Division, United Nations, New York. Available at https://unstats.un.org/unsd/publication/seriesm/seriesm_58rev1e.pdf.

11 UN Statistical Commission, Migration Statistics, Report of the Secretary-General, Fifty-second session, E/CN.3/2021/11. Available at: <https://undocs.org/en/E/CN.3/2021/11>

12 52nd session of the Statistical Commission. Migration Statistics, Report of the Secretary General. Available at: <https://undocs.org/en/E/CN.3/2021/11>

The revised conceptual framework makes a clear distinction between the concept of “**international migration**” and that of “**international mobility**”, which is considered to be an overarching concept defined as “all movement across international borders within a given year”. “International migration” is defined more narrowly as “change of country of residence” and is one of two subsets of “international mobility”, with the other subset referred to as “temporary international mobility.” In this revised conceptual framework, resident population stocks and the flow of international migration are linked, and temporary, non-resident population stocks and the temporary flow of international mobility are linked. Moreover, the new framework also reconciles foreign-born and native-born populations, foreign citizens and national citizens, and international migration flows.

In order to compile accurate, internationally comparable statistics related to the concepts of “international migration” and “international mobility”, it is first necessary to establish definitions of two distinct population groups: the “resident population”, and the “temporary (non-resident) population”. In line with the *UN Principles and Recommendations for Population and Housing Censuses*, “**place of residence**” may be defined based on one of two 12-month thresholds as either “the place at which an individual has lived continuously for *most of* the last 12 months, i.e. for at least six months plus one day, not including temporary absences for holidays or work assignments, or intended to live for at least 6 months plus one day”, or as “the place at which an individual has lived continuously for *at least* the last 12 months, not including temporary absences for holidays or work assignments, or intended to live for at least 12 months”. Accordingly, the “**resident population (STOCK)**” is defined as “the population with a place of residence in the country” and comprises (a) individuals who lived in the country for most of the last 12 months (or who intended/were permitted to live in the country at least 6 months and one day) or (b) individuals who lived in the country for at least the last 12 months (or intended/were permitted to live in the country for at least 12 months), excluding temporary absences for holidays or work assignments, while the “**temporary (non-resident) population (STOCK)**” is defined as “all persons present in the country at a specific point in time who are not residents”.

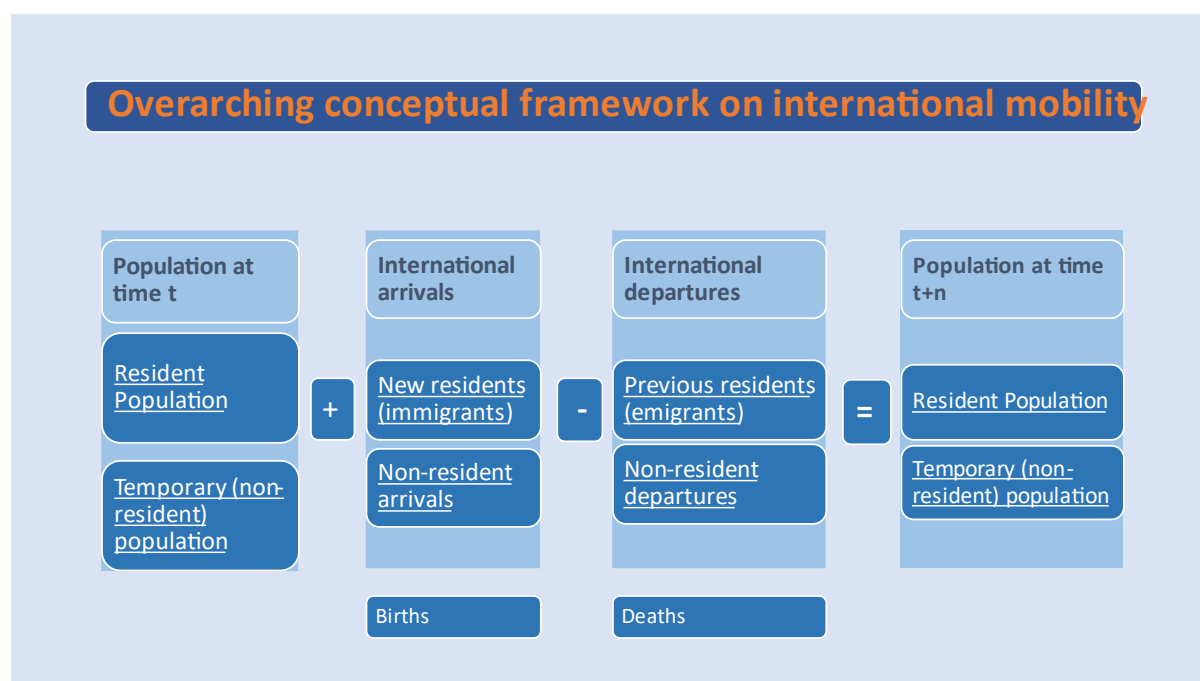


Figure 1. Overarching conceptual framework on international mobility

Figure 1 illustrates the overarching conceptual framework on international mobility. As the figure shows, measuring international mobility requires distinctions to be made between arrivals of new residents and non-residents and between departures of previous residents and non-residents. Within this framework, individuals who are temporarily in a country other than their country of origin are still considered to be residents of their country of origin.

The key distinction between the two subsets of international mobility, international migration and international temporary mobility, is related to the duration of stay in the country of origin or abroad. Figure 2 illustrates the intersection between duration of stay and international temporary mobility.

Figure 3 represents the conceptual framework on international migration and the coherence between flows and stocks used as a basis for making recommendations regarding the collection and dissemination of data on international migration and migrant populations. This figure illustrates the ideal situation in which the resident population is disaggregated by both birthplace and by citizenship, together with the corresponding flows of immigration and emigration.

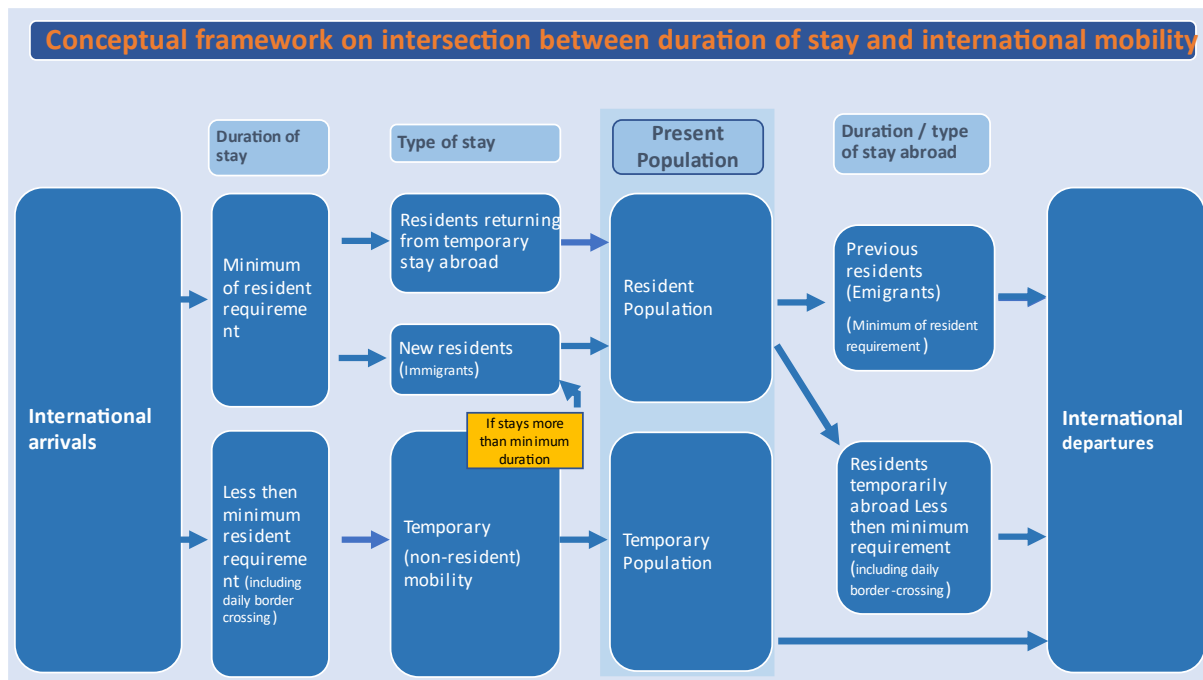


Figure 2. Conceptual framework on the intersection between duration of stay and international mobility

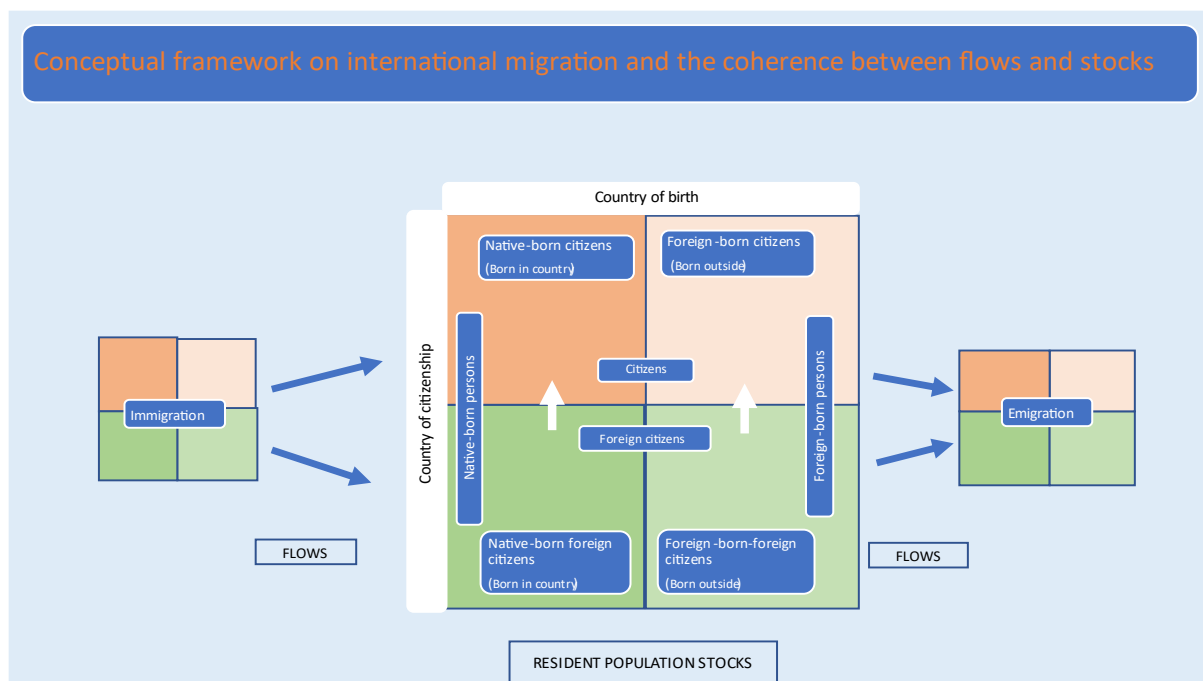


Figure 3. Conceptual framework on international migration and the coherence between flows and stocks

Two demographic accounting tables can be developed based on the conceptual framework described above. Table 1 requires data on population stocks, births, deaths, immigration and emigration by country of birth in order to measure the foreign-born population and how it changes over time. Table 2 requires data on population stocks, births, deaths, immigration and emigration by citizenship as well as data on transfer of national citizenship in order to measure the foreign-citizen population and how it changes over time.

Table 1: Accounting table for resident population, by birthplace

	Native born	Foreign born	Emigration	Deaths	Total
NB	R_{NB}		E_{NB}	D_{NB}	$P_{NB}(t)$
FB		R_{FB}	E_{FB}	D_{FB}	$P_{FB}(t)$
Immigration	I_{NB}	I_{FB}			I_+
Births to native-born parent(s)	B_{NB}				B_{NB}
Births to foreign-born parent(s)	B_{FB}				B_{FB}
Total	$P_{NB}(t+1)$	$P_{FB}(t+1)$	E_+	D_+	

Notes: t = time, $t+1$ = time plus one year, P = population, R = population that remains or does not change resident status, E = emigration, D = deaths, I = immigration, B = births, NB = native born or born in country, FB = foreign born or born abroad.

Table 2: Accounting table for resident population, by citizenship.

	Citizen	Foreign citizen	Emigration	Deaths	Total
Citizen	R_C		E_C	D_C	$P_C(t)$
Foreign citizen	T_{F-C}	R_F	E_F	D_F	$P_F(t)$
Immigration	I_C	I_F			I_+
Births	B_C	B_F			B_+
Total	$P_C(t+1)$	$P_F(t+1)$	E_+	D_+	

Notes: t = time, $t+1$ = time plus one year, P = population, R = population that remains or does not change resident status, T = transition to another citizenship status (e.g.: foreign citizen to national citizen), E = emigration, D = deaths, I = immigration, B = births, C = national citizen, F = foreign citizen.

A more comprehensive table (Table 3) can be developed to measure four distinct population groups – native-born citizens, foreign-born citizens, native-born-foreign citizens, and foreign-born foreign citizens – and the changes in these population groups over time. Creating this table requires data on population stocks, transfers in citizenship status, births, deaths, immigration and emigration that is disaggregated by both country of birth and citizenship status.

Table 3: Accounting table for resident population, by citizenship and birthplace

	Native-born citizen	Foreign-born citizen	Native-born foreign citizen	Foreign-born foreign citizen	Emigration	Deaths	Total
NB citizen	$R_{NB/C}$				$E_{NB/C}$	$D_{NB/C}$	$P_{NB/C}(t)$
FB citizen		$R_{FB/C}$			$E_{FB/C}$	$D_{FB/C}$	$P_{FB/C}(t)$
NB foreign citizen	$T_{NB/F-NB/C}$		$R_{NB/F}$		$E_{NB/F}$	$D_{NB/F}$	$P_{NB/F}(t)$
FB foreign citizen		$T_{FB/F-FB/C}$		$R_{FB/F}$	$E_{FB/F}$	$D_{FB/F}$	$P_{FB/F}(t)$
Immigration	$I_{NB/C}$	$I_{FB/C}$	$I_{NB/F}$	$I_{FB/F}$			I_+
NB births	$B_{NB/C}$		$B_{NB/F}$				B_{NB+}
FB births	$B_{FB/C}$		$B_{FB/F}$				B_{FB+}
Total	$P_{NB/C}(t+1)$	$P_{FB/C}(t+1)$	$P_{NB/F}(t+1)$	$P_{FB/F}(t+1)$	E_+	D_+	

Notes: t = time, $t+1$ = time plus one year, P = population, R = population that remains or does not change resident status, T = transition to another resident status (e.g.: foreign citizen to citizen), E = emigration, D = deaths, I = immigration, B = births, NB = native born or born in country; FB = foreign born or born abroad, C = citizen, F = foreign citizen.

With regard to the conceptual framework for “temporary population mobility”, it is important to distinguish between two types of movement: “circular movement” and “temporary stays”. Whereas circular movement describes the movement of individuals who repeatedly cross the same international border during a particular year, a temporary stay describes the movement of individuals (e.g. seasonal workers, business travellers, short-term contract workers) across an international border that occurs only once a year. In both cases, it is important to capture not just the movement itself, but the reasons for the movement as well as the length of stay. However, because population censuses are conducted only once every five or ten years, and because the timing of a census may not coincide with a period of

temporary movement, which tends to occur during a specific time of year (that may vary depending upon the purpose of the movement), individuals involved in temporary movement cannot be properly captured by censuses. Administrative records or specially designed surveys supported by administrative data are often better ways of measuring temporary movement.

3. FRAMEWORK FOR MIGRATION-RELATED DATA-COLLECTION ACTIVITIES IN GEORGIA

3.1 Institutional Framework¹³

The institutional framework for migration management in Georgia is comprised of various international and national agencies, whose roles and responsibilities are summarized in Figure 4 below. They include the following:

State Commission on Migration Issues

The process of institutionalising migration management in Georgia began in the 1990s and culminated with the establishment of the **State Commission on Migration Issues (SCMI)** in 2010. The SCMI is a consultative government body that provides inter-agency coordination of Georgia's migration policy and represents the main platform for discussing and deciding upon issues related to migration management in the country.

According to Ordinance No. 314 of the Government of Georgia of 13 October 2010, the SCMI was established in order to define a unified government policy in the sphere of internal and external migration and improve the state system for managing the migration process in Georgia. In line with these objectives, the SCMI's activities are expected to include developing proposals for the reintegration of citizens of Georgia returning from emigration

13 State Commission on Migration Issues (SCMI) website:
https://migration.commission.ge/index.php?article_id=35&clang=1

as well as developing proposals regarding measures to be taken in the sphere of migration based on the European Neighbourhood Policy Action.

The SCMI encompasses nine state agencies organized in a multi-layered structure. The first layer, or 'Main Line', is comprised of the Ministry of Justice and Ministry of Internal Affairs as well as the Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs; the Ministry of Foreign Affairs; and the State Security Service. The second layer, or 'Support Line', is comprised of GEOSTAT; the Ministry of Education and Science; the Ministry of Economy and Sustainable Development; and the Ministry of Finance. A third layer, which functions as an advisory component, is comprised of non-member international organisations, local NGOs and academia working on migration issues that were granted consultative status in 2013; and a fourth layer is comprised of Parliament, the Government Administration, the Ministry of Environmental Protection and Agriculture, and the National Bank, which are involved in the institutional framework for Migration Management of Georgia as external partners.

The SCMI is chaired by the Ministry of Justice and co-chaired by the Ministry of Internal Affairs. A Secretariat, established within the Ministry of Justice's Public Service Development Agency (PSDA), provides analytical and administrative support with the assistance and cooperation of the European Union.

Ministry of Justice of Georgia

In addition to chairing the SCMI and hosting its Secretariat, the Ministry of Justice (MOJ) resolves issues concerning residence permits and citizenship; coordinates activities related to the fight against human trafficking and the issuance of identity and travel documents; and determines the status of stateless persons or compatriots. The MOJ is also responsible for administering the Unified Migration Data Analytical System (UMAS) described below.

The National Statistics Office of Georgia

The National Statistics Office of Georgia (**GEOSTAT**) is entrusted with data collection and dissemination. GEOSTAT carries out its activities independently in line with the Law of Georgia

on Official Statistics¹⁴. Like the national statistics offices in other countries, GEOSTAT's functions include coordinating the statistical activities in the country, laying down and maintaining norms and standards, liaising with the government and international agencies, and disseminating to the public information on the structure and activities of the official statistical system.

3.2 Legislative Framework¹⁵

Georgia's Migration Strategies for 2013-2015 and 2016-2020 were approved in 2013 and 2015, respectively. Among the main pillars of these legislative strategies were preventing irregular migration while supporting legal migration, including securing international protection and support for the Georgian diaspora as well as support for the return and reintegration of Georgian migrants; linking migration and development; and raising awareness about migration-related issues. The Migration Strategy for 2021-2030, adopted in 2020, provided a long-term vision based on the nexus between migration and development. This Strategy aims to minimise the negative aspects of migration while increasing the positive aspects in order to foster national development. Implementing this Strategy will require coordinated, development-oriented action on the part of all of the entities involved in the establishment and management of migration policy.

Two other pieces of national legislation that have bearing on the conceptual framework on international mobility were adopted in 2014. The first, the Law on the Legal Status of Aliens and Stateless Persons, introduced new rules for the entry, stay, and departure of foreigners in Georgia as well as new categories of visas and residence permits. The new arrangements led to improvements in processing of visas and residence permits and identifying the purposes of foreigners' stays in Georgia. The second piece of legislation, the Organic Law on Georgian Citizenship, simplified the requirements for establishing Georgian citizenship and introduced

14 Government of Georgia, The Law of Georgia on Official Statistics. Available at: <https://unstats.un.org/unsd/dnss/docViewer.aspx?docID=2713>

15 Georgia-European Union Cooperation (2021), Compendium of Migration Milestones: Facts & Figures

new rules for the acquisition of Georgian citizenship through naturalisation, bringing Georgia into full compliance with the 1961 UN Convention on the Reduction of Statelessness. In 2018, the Organic Law on Georgian Citizenship was amended to allow individuals to retain Georgian citizenship after acquiring the citizenship of another country and to restore Georgian citizenship to individuals who had lost it as a result of becoming citizens of another country.

Meanwhile, individuals wishing to be granted Georgian citizenship are now required to pass a new set of tests that examine the applicant's knowledge of the Georgian language, Georgian history, and basic principles of Georgian Law. Two other important recent developments related to citizenship and residency are the institution of remote applications for citizenship and residency as well as the introduction of an electronic visa service (see below). The relevant authorities continue to keep track of international best practices with a view to ensuring that the procedures for issuing visas and other residency-related issues are continuously updated and refined.

3.3 Migration Data Management Tools

The Consular Case Management Electronic System, Geoconsul (www.geoconsul.gov.ge), was launched by the Ministry of Foreign Affairs in 2014. By making complete information on consular services available through a single portal, the System has proven to be a genuine breakthrough in migration data processing. In 2015, a second portal was launched to allow foreign citizens to obtain short-term visas for purposes including business, tourism, culture and sport without having to visit a Georgian embassy or consulate. The new "e-visa" functions just like the traditional sticker visa inserted in an individual's passport granting the bearer the right to enter the territory of Georgia.

Also in 2015, the Medium Migration Profile was developed as a tool for the analysis of migration data. The Medium Migration Profile presents information about both the state of the migratory process in the country and its interrelationships with policy and development. The MMP includes a balanced presentation of both data and analysis, with a particular emphasis on examination of the impact of both immigration and emigration on various aspects of the country's development. This product was further improved in both 2016 and 2019, and has since come to serve as a model document for other countries.

In addition to the comprehensive Medium Migration Profile, the SCMI prepares and publishes the Migration Profile (MP), a statistical report based on data and recommendations provided by its member agencies. First developed in 2005 following a suggestion from the European Commission in the Communication on Migration and Development, the MP is a concise statistical report that makes it easy to understand “at a glance” the migration situation in a particular country. The most recent version of the Georgia MP, containing data from 2021, was published in February 2022.¹⁶

In addition to numerous EU-supported specialised academic studies, seminars and conferences, four important initiatives are particularly worthy of note. In 2014, the SCMI published the very first Georgian-adapted version of the International Organization for Migration (IOM) Glossary on Migration. This Glossary has played an important role in establishing the common terminological basis for the work of all national institutions involved in migration management. In the same year, the SCMI signed an MoU with Tbilisi State University envisaging cooperation on research and internships in the field of migration. In 2017, the SCMI Secretariat and the International Centre for Migration Policy Development (ICMPD) completed a joint initiative begun in 2013 by publishing the first Georgian interdisciplinary Textbook on Migration, designed both for institutions of higher education and for practitioners. In 2020, the SCMI Secretariat and the Legislative Herald (Georgia’s official gazette), which operates under the Ministry of Justice, started to translate the newest (7.0) version of the Glossary on Asylum and Migration of the European Migration Network (EMN) in cooperation with the EMN and ICMPD and with the assistance of the State Language Department of Georgia. This revised text will replace the existing 2014 Glossary and provide practitioners with an updated and much larger collection of terminology agreed and used by EU member states.

The Unified Migration Data Analytical System (UMAS) is an innovative IT solution to the long-standing challenge of migration data gaps. UMAS uses advanced analytical software and a combination of ‘big data’ technologies that are still a novelty for the public sector in order

¹⁶ State Commission on Migration Issues (SCMI) website:
https://migration.commission.ge/index.php?article_id=311&clang=1

to link migration-related administrative data collected by the various state agencies involved in migration management. Created between 2014-2016 and launched in real-time mode in 2019, UMAS enables analysts to uncover hidden patterns, correlations and other insights invisible to traditional business intelligence solutions and summary statistics.

Between 2015-2019, a Unified Migration Risk Analysis System was established with the purpose of analysing data and identifying trends related to migration flows. The aim was not only to respond effectively to the risks identified, but to develop evidence-based preventive measures and recommendations. Within this framework, an interagency Working Group on Migration Risk Analysis comprising five state agencies was set up under the SCMI. The SCMI adopted the concept for the Unified Migration Risks Analysis in 2016 and the methodology in 2020. The latest document will support the proper management of the risk assessment process, which is an integral part of effective risk management.

Figure 4

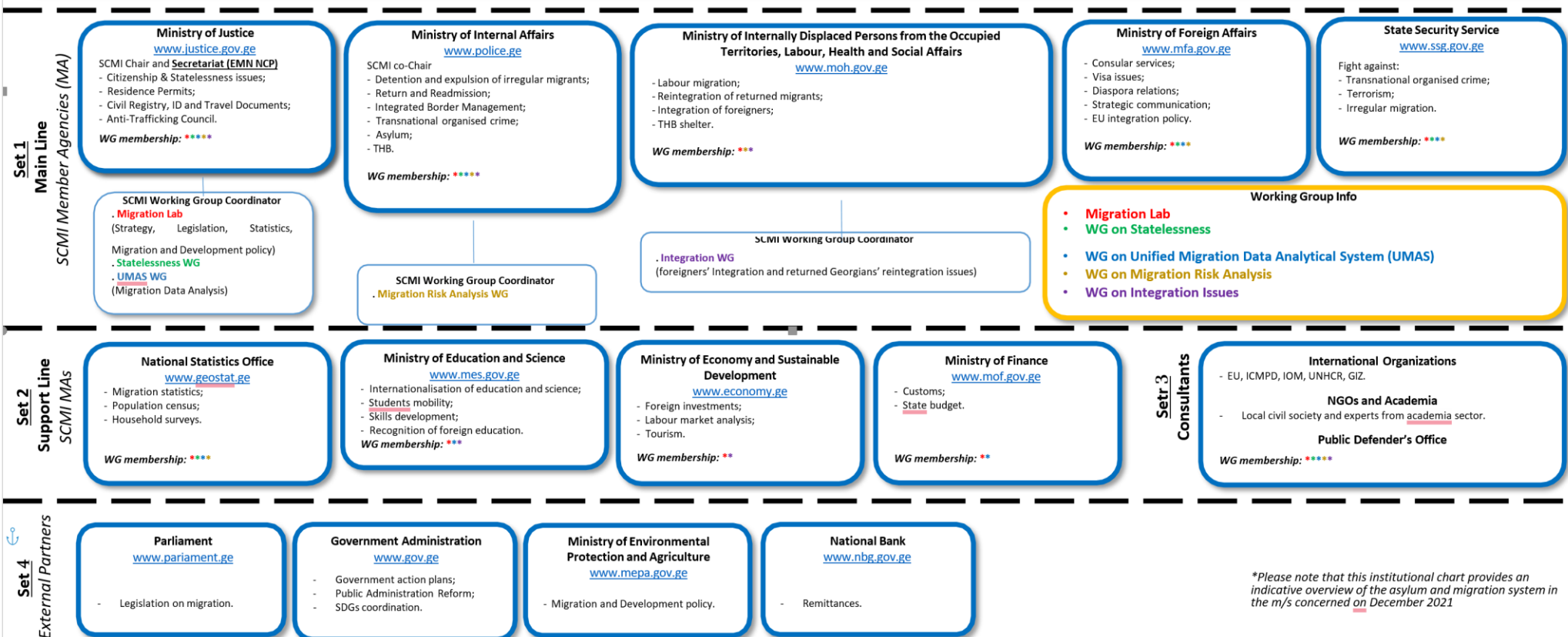
Georgia

Institutional Framework for Migration Management

State Commission on Migration Issues

www.migration.commission.ge

The **State Commission on Migration Issues** (SCMI/Commission) is the government's advisory body, which consists of three incorporated sets of organizations closely cooperating with the fourth external set (see below). The decisions within the Commission are made at a ministerial/deputy ministerial level, while preparatory work is run on medium (Dep. Director / Head of Unit) level. The medium level representatives work is based on shared responsibilities and concentrated within 5 thematic working groups (WG). SCMI's analytical, advisory and administrative support is provided by its **Secretariat**, which at the same time is the EMN's NCP.



4. REVIEW OF EXISTING and POTENTIAL DATA SOURCES ON INTERNATIONAL MIGRATION IN GEORGIA

4.1 Administrative Data¹⁷

Administrative registers maintained by government offices and service providers are becoming increasingly important sources of data for the generation of official statistics. The use of administrative sources to produce statistics is being driven by the potential they offer in terms of cost reductions, improvements in data quality, and frequency of data production, which, for administrative data, often occurs on a yearly basis.

However, reliance on administrative registers entails a variety of challenges. For example, issues may arise in connection with the absence of a legal framework for the authorization of the use of individual records for statistical purposes, the public acceptability of which may be questionable. Moreover, because administrative data is not collected for statistical purposes, there may be a lack of institutional capacity that can have a negative effect on the quality of existing administrative data. In some cases where administrative data does not conform to internationally agreed standards, there may be no practical impact, and thus the nonconformity can be safely ignored, whereas other, systematic problems might be resolved by making adjustments to the data. It may be the case that appropriate definitions and concepts can be approximated by derivations from different sources or by editing information from newly acquired census sources.

While survey data is more commonly used than administrative data, the latter, if designed and collected in line with internationally-agreed statistical standards, can be more reliable and applicable to specific topics. Administrative data can also be used to cross-check the quality of other relevant statistics or as a complementary source of data. For these reasons, close collaboration and coordination with national statistical offices are very important in developing and/or revising administrative data-collection systems.

17 EUROSTAT 2019, Global Assessment of the National Statistical System of the Republic of Georgia.
https://www.efta.int/sites/default/files/publications/statistics-eso/reports/GA_Report_Final.pdf

It is also important for national statistical offices to have access to anonymised micro data in order to assess the quality of the data and link it with other relevant sources. Administrative data may have limited coverage and may lack information related to certain individual characteristics if they are not of interest to the data producers, who tend to be unaware of the needs of different users and of the importance of sharing data with the NSO.

4.1.1 Civil Register¹⁸

Georgia's Civil Register has a history that goes back to the 1920s, and it has continued to register civil acts as an independent state since the 1990s, with revisions to the Register undertaken in 2003, 2011 and 2017. Currently, the Civil Register is managed by the Public Service Development Agency (PSDA), is a legal entity of public law (LEPL) operating under the management of Ministry of Justice of Georgia. The Law on the PSDA identifies the agency's main functions as the "registration of civil acts, making changes, amendments and/or addenda to civil records; re-registration of civil acts; and issuing registration certificates for civil acts". The Law also requires the PSDA to support other administrative bodies based on agreements concluded with them.

Any birth, death, marriage, or divorce that takes place in Georgia, regardless of an individual's citizenship or usual residency, is registered by the PSDA in the civil registration system. When a Georgian citizen is registered, either upon birth or, in the case of a Georgian citizen born outside of the country, upon registration according to the place of residence and/or when being granted an identity document, s/he is assigned a unique, 11-digit Personal Number (PN). (This number is often referred to as a "PIN", although "PN" is the official designation.) In contrast, a foreign citizen born in Georgia is not assigned a PN upon birth registration, but only upon being granted a residence card, which occurs upon receipt of a Georgia residence permit, either temporary or permanent, or, in the case of a foreign citizen or stateless person seeking

18 GEOSTAT 2020, Vital Statistics Report in Georgia, <https://www.geostat.ge/media/40731/2020-VS-Report-%28eng%29.pdf>

international protection or stateless status, during the process of applying for or receiving this status.

Although regulations related to the assignment of PNs have been in place since 1994, the system was rolled out gradually. For example, it was not until 2008 that newborns were routinely assigned a PN, without which a child cannot enter kindergarten or primary school. Currently, almost all eligible individuals in Georgia, especially in urban areas, have been granted a PN. However, the numbers are used solely by the PSDA to identify data associated with an individual, for example, when searching for specific records maintained by the agency.

The first two digits (from 01 to 99) of the PN denote the administrative-territorial unit where the person was born or living when the PN was assigned; the next three digits (from 001 to 999) represent the code of the territorial office that assigned the PN; and the last six digits denote the serial number of the PN record (from 000001 to 999999). A PN cannot be changed, cancelled, or transferred to anyone else, even if the owner of the PN is deceased.

Registration of births and deaths

Georgia's current system of birth and death registration is illustrated in Figure 5. As the figure shows, there are two sources for births and deaths statistics in Georgia: PSDA and the National Centre for Disease Control and Public Health (NCDC), which functions under the Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs. Whereas information on births and deaths in Georgia recorded by non-medical entities as well as births and deaths abroad recorded by Georgian Consulates is forwarded directly to the PSDA for inclusion in its database, for births and deaths in Georgia recorded by a medical entity, a medical certificate is prepared and submitted to the NCDC. It is only after the NCDC records this information in its database of medical certificates that it shares this information with the PSDA. Conversely, the PSDA shared its data with the NCDC, which does a quality-checks of the data it receives. Both the NCDC and PSDA forward their data to GEOSTAT, which has full access to the microdata, including personal information.

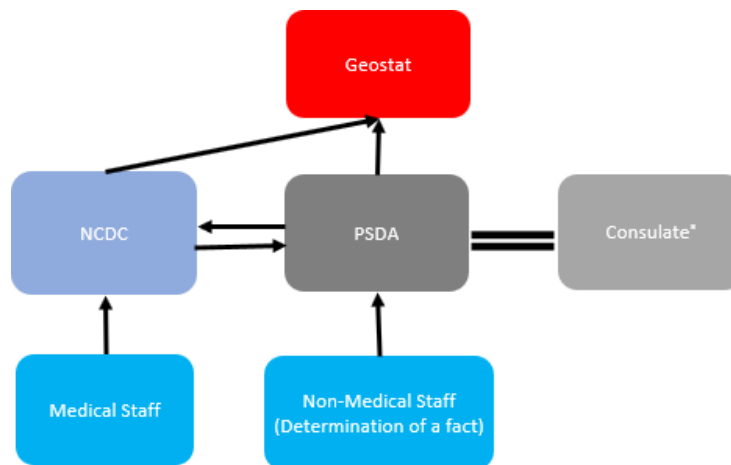


Figure 5: Registration system of births and deaths in Georgia since 2017¹⁹

Information included in the medical birth and death certificates are shown below in Tables 4 and 5. By law, any death in Georgia has to be registered, even if the person is stateless. Death certificates include the name of the self-governing unit and reporting medical institution as well as specific information on deaths due to violence, death in pregnancy, and under-5 mortalities.

Table 4 INFORMATION FROM MEDICAL BIRTH CERTIFICATE		
Mother	Child (*)	Father
1. Name, surname	1. Name, surname	1. Name, surname
2. PN	2. Sex	2. PN
3. Date of birth	3. Weight	3. Date of birth
4. Place of birth	4. Gestation age	4. Place of birth
5. Citizenship	5. Date of occurrence	5. Citizenship
6. Place of registration	6. Place of occurrence (medical institution, home, other)	6. Place of registration
7. Usual place of residence	7. Place of birth	7. Usual place of residence
8. Marital status	8. Place of registration	8. Level of education
9. Birth order	9. Surname assignment (father,mother, mixed)	
10. Status of delivery (stillbirths, livebirths)		
11. Type of birth (single, twin or higher-multiple deliveries)		
12. Level of education		

(*) #6 refers to the medical institution, home or other places where the birth occurred, while #7 refers to the administrative-territorial unit (country, city/borough/village).

Table 5 INFORMATION FROM MEDICAL DEATH CERTIFICATE

¹⁹ GEOSTAT 2020, Vital Statistics Report in Georgia, <https://www.geostat.ge/media/40731/2020-VS-Report-%28eng%29.pdf>

1. Name, surname	9. Source used to complete personal information
2. PN	10. Marital status (married, single, divorced, widow)
3. Date of birth (hour and minute are indicated only in cases of infant death)	11. Level of education
4. Date of occurrence (hour and minute are indicated only in cases of death within 24 hours)	12. Sex (female, male)
5. Place of birth	13. Place of occurrence (medical institution, home, other)
6. Citizenship	14. Causes of death (disease or pathological process, which directly led to the death)
7. Place of registration	15. Other important diseases
8. Usual place of residence	16. Cause of death (illness, accident, murder, suicide, iatrogenic disease, unknown causes of death)

After receiving quarterly information on births and deaths at the individual level from both the NCDC and PSDA (as well as data on marriages and divorces from the PSDA) in electronic form, GEOSTAT compares, merges and processes this information in order to produce and disseminate aggregated statistical data. GEOSTAT uses its database to produce vital statistics and an annual publication, *Vital Statistics Reports in Georgia*, containing information on births, deaths, marriages and divorces. Vital statistics are disseminated by region and self-governed units. The use of PNs, the details of which are explained above, has improved the quality of GEOSTAT's records by eliminating duplications between NCDC and PSDA data.

4.1.2 Border/Admission Statistics

Statistics on international migration are calculated based on data collected by the Ministry of Internal Affairs (MIA) from individuals crossing the state border of Georgia at 21 border checkpoints. Passports of travellers entering or leaving the country are scanned at the time of entry or exit, and the data obtained is processed by the MIA in line with a Data Processing Algorithm provided by GEOSTAT. In line with UN recommendations, this methodology considers individuals who have been in the territory of Georgia for at least 183 days within the previous 12 months to be "usual residents". Accordingly, an individual who has crossed the national border is recorded

as an **international immigrant** if s/he: (a) accumulates a minimum of 183 days of residence in the country during the 12 months following entrance, and (b) was not a usual resident of the country when entering the country, i.e., spent at least 183 days residing outside the country during the 12 months preceding entrance. Conversely, an individual who has crossed the national border is recorded as an **international emigrant** if s/he: (a) accumulates a minimum of 183 days of residence outside the country during the 12 months following exit, and (b) was a usual resident of the country when leaving the country, i.e., spent at least 183 days residing inside the country during the 12 months preceding departure.

In order to correctly calculate the numbers of emigrants and immigrants, it is first necessary to take into account which of the individuals crossing the national border are residents and which are non-residents by considering the time spent inside/outside the country before/after the first entry/departure. For example, to classify an individual who has crossed the border as an immigrant for a reference year T, data for the year T-1 is needed to establish that the person was *not* a usual resident of the country prior to entrance, and data for the year T+1 is needed to establish that s/he *became* a usual resident based on the time spent in the country following entrance. Similarly, to classify an individual who has crossed the border as an emigrant for a reference year T, data for the year T-1 is needed to establish that the person *was* a usual resident of the country prior to exit, and data for the year T+1 is needed to establish that s/he *ceased to be* a usual resident based on the time spent outside the country following exit. Thus, data on all individuals crossing the national border over a three-year period (from year T-1 to year T+1) are needed to determine the numbers of immigrants and emigrants for any given reference year (T).

The Information Centre of the Information-Analytical Department of the MIA publishes monthly tables of entries and exits, including tables on the numbers of persons crossing the border (entry + exits) disaggregated by Georgian citizens and foreigners.

GEOSTAT has been receiving data on inflows and outflows of migrants from the MIA since 2012; however, important information on migration, such as data on the

purpose of migration, is not collected. The data that is obtained by the MIA from scanning passports are shared with GEOSTAT (with the individual identities removed), and based on this information, GEOSTAT produces tables on net migration, the net migration rate, the numbers of immigrants and emigrants by age groups, and the numbers of immigrants and emigrants by sex and citizenship.

The data on immigrants and emigrants sent to GEOSTAT contains the following variables:

1. PN (a combination of numbers, automatically generated in the database, which is unique and permanently assigned to a person);
2. First border crossing date (day, month, year);
3. The direction of crossing (to/from Georgia);
4. Sex;
5. Date of Birth (day, month, year);
6. Citizenship.

According to Ministry of Internal Affairs data for entries and exits, Georgia's borders were crossed 23,986,686 times in 2018, 25,552,614 times in 2019, and 5,025,046 times in 2020, with the drop in entries/exits for 2020 attributed to the Covid-19 pandemic.

According to GEOSTAT figures for 2020,²⁰ the net migration ratio was 4.4 per 1,000. The total number of immigrants is 89,996, and the majority of these immigrants has citizenship from Georgia (66,668), followed by the Russian Federation (6,546) and Azerbaijan (1,951). The total number of emigrants is 74,264, of whom 43,349 are citizens of Georgia, followed by the Russian Federation (7,934) and Turkey (3,309).

No assessment of the quality of the cross-border statistics has been conducted to date.

4.2 Population and Housing Census

In Georgia, the only sources of data on usual place of residence and stocks of international migrants are the population census. The history of the population census

²⁰ GEOSTAT, Migration statistics <https://www.geostat.ge/en/modules/categories/322/migration>

in the country goes back to 1897; however, since Georgia's secession from the Soviet Union in April 1991, only two population censuses have been implemented, the first in 2002, and the second in 2014. The next population census is tentatively planned for 2024.

GEOSTAT conducted both the 2002 and 2014 censuses using the pen and paper interview method to enumerate people in face-to-face interviews (PAPI). Household participation in the census was compulsory, and there is no official estimate of under-coverage rates. The 2014 population census was implemented between November 5-19 and covered all persons living in the country, including those present temporarily, at the reference time of midnight on November 4th-5th; however, the occupied territories (Abkhazia A.R and former South Ossetia) were not included.

Composed of four sub-questionnaires, the census fully covered the core topics suggested by *Principles and Recommendations for Population and Housing Censuses, Rev.3*²¹, e.g., country of birth, country of citizenship, and year or period of arrival in the country. It also included questions suggested by the *Conference of European Statisticians Recommendations for the 2020 Censuses of Population and Housing*²², e.g. questions asking if individuals had ever resided abroad and about reasons for migration. The first questionnaire focused on the dwelling and compiled information about persons living in the dwelling, including those temporarily absent and temporarily present, together with the nature of their relationship to a reference person in the household. The second questionnaire contained questions on the personal characteristics of those living in the dwelling, including questions on date of birth, place of birth, citizenship, ethnicity, usual residency, internal migration and IDP or refugee status, employment, economic characteristics of employment, sources of livelihood, and disability. The third questionnaire probed into the migratory status of household members who had left Georgia, with questions on their sex, date of birth, place of birth, citizenship, ethnicity, IDP status, date of exit from the country, country of current residence, reason for leaving

²¹ UNSD 2017, https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Principles_and_Recommendations/Population-and-Housing-Censuses/Series_M67rev3-E.pdf

²² UNECE 2015, https://unece.org/DAM/stats/publications/2015/ECECES41_EN.pdf

Georgia, and current employment situation. This questionnaire also included questions about whether or not a household sent any money to or received any money from anyone living abroad, and if so, whether or not this was a previous member of the household. However, no information was collected about the reference period for remittances. The fourth questionnaire was devoted to the agricultural activities of the household.

Figures on the population of Georgia for the years between censuses are estimated based on the data from the latest census and data on the components of population change – i.e., births, deaths and migration into and out of the country. Population and fertility and mortality rates are calculated using methodology recommended by the UN and World Health Organisation (WHO). The population is estimated for the beginning of the year and at mid-year, taking into consideration migration flows.

The annual population estimates developed by GEOSTAT are shared with users, with 10 percent of anonymized microdata files available for research and further analysis upon request. However, as the main publication of the census results is available in the Georgian language only, it was not possible to observe the extent to which migration data is disaggregated for this publication.²³

As of January 2021, the population of Georgia was estimated at 3,728,600 persons, indicating an increase of 0.3 per cent compared with the previous year²⁴.

4.3 Household-based Surveys

4.3.1 Labour Force Survey (LFS)²⁵

Labour force surveys (LFSs) are household-based, making them one of the most useful ways of collecting data on migration, especially if the sampling design is adjusted accordingly. Although the main purpose of an LFS is to produce statistics on

23 GEOSTAT, [Main Results of 2014 General Population Census](#)

24 GEOSTAT, Number of Population as of January 1, 2021

25 GEOSTAT, Labour Force Survey. Available at: <https://www.geostat.ge/media/39911/Labour-Force-Survey.pdf>

employment, unemployment and underemployment, it can be used to collect information on other characteristics of household members through the addition of individual questions or even whole modules.

As Table 6 shows, 34% of data on labour migration in the ILOSTAT is obtained from either the LFS or another household-based survey.

Table 6- Percent of data tables on labour migration in ILOSTAT by source type

INDICATOR	SOURCE TYPE							Grand Total
	Pop census	Admin sources	LFS	Other HHS	Official estimate	Other official source	Establishments	
International migrant stock	35%	19%	26%	10%	3%	3%	4%	100%
Employed migrants by country of origin	25%	36%	18%	4%	7%	7%	4%	100%
Employment by economic activity, total and migrants	24%	18%	29%	11%	0%	3%	16%	100%
Employment by occupation, total and migrants	43%	13%	26%	13%	4%	0%	0%	100%
Employment by sex and age, total and migrants	29%	29%	21%	7%	2%	5%	7%	100%
Employment by sex and status in employment, total and migrants	43%	7%	33%	13%	0%	0%	3%	100%
Labour force by sex and age, total and migrants	44%	20%	28%	8%	0%	0%	0%	100%
Mean monthly employment-related income of employed persons by sex...	7%	14%	36%	29%	0%	7%	7%	100%
Median monthly employment-related income of employed persons by sex...	14%	0%	57%	29%	0%	0%	0%	100%
Migrants by country of origin	45%	21%	21%	3%	7%	3%	0%	100%
Resident population by sex, total and migrants	38%	20%	20%	11%	5%	5%	2%	100%
Working-age population by sex and education, total and migrants	44%	4%	33%	15%	4%	0%	0%	100%
Working-age population by sex, total and migrants	36%	21%	28%	8%	3%	3%	3%	100%
International migrant flow	14%	53%	12%	9%	8%	4%	0%	100%
Inflow of employed migrants by economic activity	11%	56%	11%	11%	6%	6%	0%	100%
Inflow of employed migrants by occupation	13%	56%	13%	6%	6%	6%	0%	100%
Inflow of migrants by sex and country of origin	12%	60%	8%	8%	8%	4%	0%	100%
Inflow of working-age migrants by sex and education	20%	33%	20%	13%	13%	0%	0%	100%
Nationals abroad	0%	47%	0%	27%	20%	7%	0%	100%
Outflow of nationals for employment by sex and economic activity	0%	50%	0%	50%	0%	0%	0%	100%
Outflow of nationals for employment by sex and education	0%	40%	0%	40%	20%	0%	0%	100%
Outflow of nationals for employment by sex and occupation	0%	50%	0%	0%	33%	17%	0%	100%
Grand Total	30%	25%	23%	11%	4%	3%	3%	100%

Source: ILOSTAT, based on ILO-member responses to 2019 annual survey.

GEOSTAT has been collecting information on the economic activity of household members aged 15 and over since 1998. Up until 2016, labour force indicators were derived from an Integrated Household Survey (IHS) that collected information from approximately 3,400 households. In 2017, an independent Labour Force Survey (LFS) was established by separating the labour force module from the IHS. In 2017-2018, the LFS was conducted with a sample of 6,000 households, and in 2019, the sample size was increased to 6,400 households.

The LFS covers the non-institutional population and collects information for a specific reference week. Until 2017, each household sampled was interviewed four times over the course of a year (once a quarter) and then replaced by another household (address). In 2017, a new rotation scheme, known as 2-(2)-2, was adopted

in which each household sampled is interviewed for two consecutive quarters in a year, left out of the sample for the next two quarters, and then interviewed again in the same two quarters of the following year. Thus, in each quarter, newly-selected households represent one-quarter of the total sample.

The current LFS questionnaire has nine sections, in addition to the section on the demographic characteristics of household members. These are: A. Activity during the reference week, agricultural work and market orientation (9 questions); B. Main job (37 questions); C. Hours worked in the main job (9 questions); D. Second job (9 questions); E. Additional or other job seekers (6 questions); F. Previous work experiences (14 questions); G. Job seeking (11 questions); H. Supplementary information (2 questions); and I. Education (9 questions).

In the section on demographic characteristics of household members, one question asks directly for the nationality of the respondent (Q6). If the respondent's last residence (Q16), country of main activity (B2), country of second job (D1), or country of last job (F12) is not Georgia, then the respondent is asked to select the option "other country" and to specify the name of the country.

Until 2020, labour force statistics were produced in accordance with the standards proposed by the International Labour Organization (ILO) and adopted at the 13th International Conference of Labour Statisticians (ICLS). In 2020, GEOSTAT started using the new statistical standards adopted at the 19th ICLS through the Resolution Concerning Statistics of Work, Employment and Labour Underutilization. The 19th ICLS resolution narrowed down the concept of employment by excluding "own-use production work", i.e. "activities to produce goods and services mainly for own final use by the household" from the concept of employment as defined in the 13th ICLS resolution. According to the new resolution, the concept of **work** is defined as "any activity performed by persons of any sex and age to produce goods or to provide services for use by others or for own use", whereas the concept of **employment** is defined as "activities to produce goods and services [for others in exchange] for pay or profit". As a result of this change, the number of unemployed people is expected to rise, as fewer

people will be classified as employed and will thus be exposed to unemployment-related questions.

As already noted, household-based surveys in general and the LFS in particular can be very useful tools for collecting data on migration, especially in countries where international migration is the issue of interest, if the sample design and questionnaires are developed taking migrants into account. It would be possible to revisit the objectives of the LFS in Georgia in such a way as to include migrants and to redefine the target population in line with the amended survey objectives.

With respect to the LFS questionnaire, there is room for improvement. For example, a short module on migration could be added to the questionnaire. A module on migration status has already been developed by the ILO and is attached to this report as Annex I. The module captures country of birth, date of the most recent arrival to live in the country, reason for moving to live in the country, and country of citizenship, which are the basic data needed to capture international migration status as a background characteristic. The module is designed to support the disaggregation of labour-force data by place of birth (native- or foreign-born), nationality (nationals and foreigners) and migration experience (recent or long-term, where applicable) and the disaggregation of the foreign-born population by country or region of origin and main reason for migration (including reasons both related and not related to employment). The module does not cover return migration, internal migration or remittances. Moreover, the design and size of the survey sample would need to be assessed prior to implementing the module, as its mere inclusion in the survey would not guarantee that estimates of key indicators by international migration status could be produced with a sufficient degree of precision.

4.3.2 Household Income and Expenditure Survey (HIES)

The Household Income and Expenditure Survey (HIES) was implemented for the first time in 2017, following its separation from the LFS. The HIES is a quarterly survey that utilizes the 2014 Population Census as its sampling frame. The sample size is 2,016-4,320 in urban areas and 2,304 in rural areas. It is designed as a two-stage cluster sample using pre-stratification, with a census unit as the primary sampling unit (PSU) and the household as the secondary sampling unit (SSU). Stratification is based on regions and

urban or rural location. The sampling frame was divided into 19 strata in 2017-2018 and this was increased to 21 strata in 2019.

Each selected household remains in the sample for a maximum of 18 months. During this period, four quarterly interviews are conducted with the selected households. A 2-(2)-2 scheme is used to provide for a 50-percent overlap of households from one quarter to the next as well as a 50-percent overlap between a given quarter and the same quarter in the following year.

The PAPI method is currently used to collect data through face-to-face or self-administrated interviews, although there are plans to introduce tablets once they have been tested and used in the LFS. The field staff comprises 21 regional supervisors and approximately 150 interviewers. In addition to the training of personnel and field monitoring, various quality checks are performed on the data, such as double-data entry and logical and arithmetical controls. In 2017, the response rate for the HIES was 82.7 percent, indicating that response rate was not affected by the separation of the HIES and the LFS.

The HIES is made up of seven questionnaires: two annual questionnaires, which are only completed during the first quarterly visit, as well as five quarterly questionnaires, each of which are completed four times. The first annual questionnaire collects information about the living conditions of the household, including the characteristics of the building in which the household is living, and the use of the land, if the household uses any land for cultivation. The second annual questionnaire consists of the household roster that lists all persons who have stayed or are expected to stay in the household for at least one year, including those who are temporarily absent and will return in less than a year. This questionnaire includes two questions that are useful for migration statistics. The first determines the nationalities of the household members, and the second identifies the previous country of the household member if s/he joined the household recently. The third questionnaire records household members' expenses on food, non-food items and services during the reference week. The fourth questionnaire collects information on the incomes and expenditures of household members within the past three months. The fifth questionnaire is divided into two

parts, with the first part asking questions on the employment status and incomes of household members aged 15 and over, and the second part asking questions on transfers, property incomes and savings of household members. Question 4.1 specifically asks whether any member(s) of the family have gone to other parts of Georgia or abroad, whether temporarily or permanently, during the past three months; if so, the questionnaire goes on to probe the duration of their absence, their reasons for leaving, and any money received (as well as the means of the transaction).

The indicators published on the basis of the responses to the HIES include the structure of household income and household expenditures, the consumption of food products, housing conditions and indicators of inequality such as the GINI coefficient relative poverty and absolute poverty indicators. Poverty indicators are calculated by World Bank methods. Absolute poverty rates are produced on an annual basis. Imputation techniques are used for certain revenue and expenditure items.

There is also room for further improvement of the HIES questionnaire. For example, the module presented in Annex II as a proposed addition to the LFS could, alternatively, be included in the HIES, as they are both household-based surveys. Again, the design and size of the HIES survey sample would need to be assessed prior to implementing this module.

4.4 Earning Statistics Survey²⁶

The Earning Statistics Survey (ESS) is a non-household survey that is implemented quarterly to collect data on the average earnings of employees. Until 2006, the ESS covered active non-business sector organizations and financial establishments regardless of type of ownership or organisational-legal form. However, since 2006, while continuing to cover all financial establishments (except currency exchanges and pawnbrokers), only non-business sector organizations with the following organisational-legal forms have been included: State Institution; Local Government

26 GEOSTAT, Average Monthly Earnings of Employees in Non-Business Sector. Available at: https://www.geostat.ge/media/30137/0709_120320_EN.pdf

Authority, Legal Entity Under Public Law (LEuPL), Non-Entrepreneurial (Non-Commercial) Legal Entity (N(N)LE).

The survey covers all types of economic activities except for those that fall under sections T (Activities of households as employers; undifferentiated goods- and services-producing activities of households for own use) and U (Activities of extraterritorial organizations and bodies) of the EU Nomenclature of Economic Activities (NACE) Rev.2. Since 2006, the survey has been conducted using two distinct questionnaires. While one is implemented at enterprises and is aimed at producing various indicators on enterprises, including their numbers of employees and average earnings of the enterprise, the other is implemented with non-business sector organisations and financial establishments and is aimed at collecting data on labour, including the numbers of employees and average employee wage earnings.

The ESS surveys approximately 15,000 establishments quarterly and 18,000 annually. While not many countries use establishment surveys to collect data on the employment of foreign workers and, hence, on migration, collecting such information would be technically feasible, provided that establishments have the essential characteristics of their employees recorded in their registration systems.

5. TOOLKIT TO ASSESS NATIONAL MIGRATION DATA CAPACITIES IN GEORGIA

During the preparation of this report, a toolkit (questionnaire) was developed to assess national migration data capacities in Georgia. The toolkit contains questions about the availability of basic statistics and data needed for national policy purposes as well as the specific sources of data on international migration, e.g., population census, surveys, and administrative sources.

The questionnaire for Georgia was drafted in coordination and collaboration with UNSD based on the generic version originally developed by the UN Statistics Division under the guidance of the UN Expert Group on Migration Statistics.²⁷ It was then

²⁷ Available at <https://unstats.un.org/unsd/demographic-social/migration-expert-group/resources/>.

elaborated upon and refined with the aid of valuable comments obtained from GEOSTAT.

Initially, in addition to completing the questionnaire with respect to its own relevant data sources, GEOSTAT was expected to administer the questionnaire to migration data experts in each of the line ministries/agencies responsible for gathering information about migration, with inapplicable questions (expected to vary depending upon the mandate of the ministry/agency concerned) left blank. However, upon the recommendation of SCMI Secretariat, and after consultation with GEOSTAT, it was agreed that a lighter version of the questionnaire would be created by removing Section III, which contains a question about number of citizens residing abroad as well as tables addressing the resident population in Georgia, immigration, and emigration. Only GEOSTAT would complete the full questionnaire, whereas the SCMI secretariat would administer the lighter version of the questionnaire to its members and submit only the reconciled responses to the consultant. As agreed, the SCMI Secretariat shared the consolidated responses provided by SCMI members, excluding GEOSTAT, which had already completed and submitted the full questionnaire, Section III included.

6. DATA GAPS IDENTIFIED VIS-A-VIS THE REVISED CONCEPTUAL FRAMEWORK

While there has been no specialized migration survey conducted in Georgia during the past 10 years, GEOSTAT has information available from a variety of sources. For example, in its responses to the Toolkit questionnaire, GEOSTAT indicated that information on immigration, emigration and numbers of citizens residing abroad was obtained from MIA border-crossing data, while data on residents was taken from the 2014 Population Census.

However, certain data gaps have been identified in relation to the revised conceptual framework, in which international migration and temporary international mobility are considered two distinct subsets of international mobility, a new concept that covers all movement across international borders within a given year. Because of the great

influence that temporary international mobility may have on the economics and social setting of a country, it is just as important to measure as international migration. Whereas the compilation of statistics on international migration requires data on the resident population, statistics on temporary international mobility are compiled using data on the temporary non-resident population. However, data collection on international arrivals and departures in Georgia does not currently distinguish between residents and non-residents; therefore, it is not possible to use this data source to collect data on international temporary mobility.

According to GEOSTAT, the most important gaps in migration statistics from a policy-making perspective relate to the purpose of migration, the country of destination, the location of emigrants, and their employment characteristics.

The following three demographic accounting tables were constructed from data obtained through the 2014 Population Census as well as MIA State Border Crossing Data and Vital Statistics for 2020. By mapping the data available to GEOSTAT, the tables highlight what data is required to obtain a complete picture of international migration. While the aim of these tables is to illustrate the data gap rather than reconcile the available data, it should be noted that the reference years differ among the data sources used in these three tables; once the missing data is collected using consistent reference periods, reconciliation tables can be constructed.

Table 7. Resident population, by birthplace

	Native born	Foreign born	Emigration	Deaths	Total
NB	3'616'881		E_{NB}	-48'794	$P_{NB}(t)$
FB		96'923	E_{FB}	-1'743	$P_{FB}(t)$
Immigration	I_{NB}	I_{FB}			I_+
Births to native-born parent(s)	44'775				44'775
Births to foreign-born parent(s)	1'745				1'745
Total	$P_{NB}(t+1)$	$P_{FB}(t+1)$	E_+	-50'537	

Missing data required to complete Table 7 is as follows:

INB : immigration of native-born persons

IFB : immigration of foreign-born persons

ENB : emigration of native-born persons

EFB : emigration of foreign-born persons

Table 8. Resident population, by citizenship

	Citizen	Foreign citizen	Emigration	Deaths	Total
Citizen	3'684'590		-43'349	-49'744	3'591'497
Foreign citizen	T_{F-C}	29'214	-30'754	-793	$P_F(t)$
Immigration	66'668	23'297			89'965
Births	45'407	1'113			46'520
Total	$P_C(t+1)$	53'624	-74'103	-50'537	

Missing data required to complete Table 8 is as follows:

T_{F-C} : transition of foreign citizen to national citizen

Table 9. Resident population, by birthplace and citizenship

	Native-born citizen	Foreign-born citizen	Native-born foreign citizen	Foreign-born foreign citizen	Emigration	Deaths	Total
NB citizen	3'606'542				$E_{NB/C}$	-48'407	$P_{NB/C}(t)$
FB citizen		78'048			$E_{FB/C}$	-1'337	$P_{FB/C}(t)$
NB foreign citizen	$T_{NB/F-NB/C}$		10'339		$E_{NB/F}$	-387	$P_{NB/F}(t)$
FB foreign citizen		$T_{FB/F-FB/C}$		18'875	$E_{FB/F}$	-406	$P_{FB/F}(t)$
Immigration	$I_{NB/C}$	$I_{FB/C}$	$I_{NB/F}$	$I_{FB/F}$			I_+
NB births	44'666		109				44'775
FB births	741		1'004				1'745
Total	$P_{NB/C}(t+1)$	$P_{FB/C}(t+1)$	$P_{NB/F}(t+1)$	$P_{FB/F}(t+1)$	E_+	-50'537	

Missing data required to complete Table 9 is as follows:

$T_{NB/F-NB/C}$: transitions from native-born foreign citizen to native-born citizen

$T_{FB/F-FB/C}$: transitions from foreign-born foreign citizen to foreign-born citizen

$I_{NB/C}$: immigration of native-born citizens

$I_{FB/C}$: immigration of foreign-born citizens

$I_{NB/F}$: immigration of native-born foreign citizens

$I_{FB/F}$: immigration of foreign-born foreign citizens

$E_{NB/C}$: emigration of native-born citizens

$E_{FB/C}$: emigration of foreign-born citizens

$E_{NB/F}$: emigration of native-born foreign citizens

$E_{FB/F}$: emigration of foreign-born foreign citizens

Yearly demographic tables with complete information, including transitions in citizenship of both foreign- and native-born citizens as well as births and deaths, are necessary to ensure that statistics are prepared in line with the conceptual framework.

Although the Migration Profile regularly published by the SCMI summarizes the various data sources on migration that exist in Georgia, to date, no full analysis of all relevant administrative sources, population censuses and other surveys has been undertaken to determine the extent to which complementary data is available, which data components require improvement, and which components are in fact missing. For example, lack of information on place of birth is one of the main reasons why the three demographic accounting tables above cannot be completed. While this information is generally obtainable from scanned passports, it is not taken into account in the statistics on immigration and emigration generated by the MIA from state border-crossing data using a methodology developed by GEOSTAT. Conducting an analysis that reconciles data from administrative sources, population censuses and surveys will help to identify gaps, improve existing sources of data and maximize the benefits derived from these sources.

7. SUGGESTED IMPROVEMENTS

As mentioned earlier, the SCMI shares updated information on the main trends in migration with data users through its Migration Profile of Georgia, an annual publication that summarizes data on migration available from a variety of sources. However, a number of recommendations can be made regarding the scope and content of individual data sources on migration that would enhance their usefulness for planners and policymakers.

1. Administrative data

The importance of administrative statistics is generally underestimated, and in most countries insufficient use is made of them. This is partly due to a lack of adherence to statistical standards in the production of administrative data, which are largely intended for the sole use of the producers. In order to improve the quality and coverage of administrative data, coordination and collaboration with GEOSTAT is of utmost importance.

- The Migration Profile, while presenting a handy summary of data combined from different sources, does not include the related metadata. While this can

be obtained from the relevant organization upon request, inclusion of the metadata in the MP would enhance the usefulness of the publication.

- The Population Census is currently the only source of comprehensive data on migrant stocks in Georgia. By improving the quality and coverage of administrative data in collaboration and coordination with GEOSTAT, administrative data could be used to fill gaps in information on migrant stocks in the periods between censuses.
- Many seasonal workers from Georgia are employed in the hazelnut plantations in Turkey's Black Sea region, and others may be employed in different activities in destination countries such as Azerbaijan and Russia. However, there is currently no data collected and published in Georgia on seasonal workers and other temporarily mobile individuals in line with the new concept of international temporary mobility. New methodologies need to be developed, in close collaboration with international agencies, in order to collect data in line with this new concept, and data-collection activities using these methodologies should be regularly implemented. Although there is still no universal agreement on data sources for capturing international temporary mobility, existing administrative data sources, such as MIA state border crossing data, may be further explored and improved to collect data on mobility.
- As many previous reports²⁸ and consultants have noted, the establishment of a Population Registration System that covers all residents of Georgia, including foreigners, is urgently needed for both the production of statistics and sampling. Without such a system, GEOSTAT is unable to make efficient use of available administrative data because microdata belonging to different agencies cannot be linked at the individual level. Linking different sources of administrative data would enhance the knowledge generated by

²⁸ EUROSTAT, Global Assessment of the National Statistical System of the Republic of Georgia, Final Report, 28 June 2019

and reduce inconsistencies between different sources. In order to develop an appropriate Population Registration System for Georgia, study missions to neighbouring countries that have recently developed and implemented a Population Registration System could be organized for selected groups of relevant officials, with funding for such missions requested from relevant international agencies.

- While it is not possible to use personal data to create linkages at the individual level without a Population Registration System, linkages between data sources can be established at a geographical level without the existence of a Population Registration System. For example, administrative data such as data on work permits or border records could be used to identify locations in which immigrants are concentrated in order to develop sample designs for surveys with returning migrants or immigrants.
- A country's national statistical system encompasses the national statistical office and all other producers of statistics, with the national statistical office the backbone of the system. According to the Law on Official Statistics of Georgia, GEOSTAT, the national statistical office of Georgia, is authorized to request and receive all kinds of statistical data, individual records, and other information from administrative bodies as well as physical and legal persons, including confidential information and/or information containing personal data. However, the Law does not permit the release of personal data for any purpose, including research or other scientific projects. In practice, GEOSTAT has limited access to administrative data and no access to the micro data on migration with ID numbers held by the Ministry of Internal Affairs (MIA). In order to be able to generate more comprehensive data on migration, GEOSTAT should be given full access to all relevant administrative records, including, where necessary, details of personal identification, the use of which should be conducted in line with the Law of Georgia Personal Data. Such access would be in line with the Law on Official Statistics of Georgia as

well as international recommendations, as put forward by the UN Resolution on Fundamental Principles of Official Statistics²⁹ adopted by the General Assembly in 2014 and in *The Handbook on Management and Organization of National Statistical Systems*³⁰.

- According to current international recommendations, MIA state border crossing data should classify arrivals as “arrivals of new residents” and “arrivals of non-residents” and disaggregate departures into “departures of previous residents” and “departures of non-residents.” However, as there is no population registration system in Georgia, this cannot be done for the time being. This suggestion should be implemented once the population registration system is in place.
- Data on the purpose of migration constitute important information for analysis and policymaking. This information could be collected through field-based data collection and/or passenger surveys.
- Every country’s national statistical system is comprised of the national statistical office and other producers of statistics. In Georgia, the quality of statistics can best be maximised and the needs of internal and international users best fulfilled through close collaboration and coordination with GEOSTAT in the production and dissemination of all statistics. This will not only prevent duplication of efforts and avoid undue burdening of respondents through the use of surveys to collect data that already exist in administrative records, it will also ensure comparability between different outputs and across different subjects. Furthermore, internal collaboration on the production and dissemination of micro data is best achieved when internal collaboration with respect to micro data is treated as part of core statistical business planning.

²⁹ UN General Assembly, 68th Session <https://unstats.un.org/unsd/dnss/gp/FP-New-E.pdf>

³⁰ UN <https://unstats.un.org/capacity-development/handbook/UN%20Handbook%20beta%20v2.3.pdf>

2. Population Census Questionnaire

- The questionnaire used in 2014 includes all the core topics suggested by the *Principles and Recommendations for Population and Housing Censuses, Rev.3*. However, the reasons for migration are also a topic of primary interest in Georgia. All persons who ever lived abroad for at least 12 months should therefore be asked, “What was your reason for coming or returning to the country?” The respondents targeted by this question would include both returning migrants as well as foreign-born persons and foreign citizens.
- The module on migration in the 2014 Population Census includes questions on level of education, country of current residence, reasons for leaving and current activity of former household members abroad. A question can also be included on the occupations of household members residing abroad at the time of their departure.

3. Household-based Surveys (LFS / HIES)

- Household-based surveys can be used effectively to collect data on international migration, especially if the sample design and questionnaires are prepared accordingly. The household-based questionnaires used by GEOSTAT could be improved. As a minimum, the proposed set of questions in the module presented in Annex I could be added to the demographic questionnaire of the LFS. This new set of questions would address some of the needs mentioned in the responses given by GEOSTAT to the toolkit, such as the need for data on the purpose of migration, the destination country, and the country of origin. However, if this set of questions is added, other slight modifications to the demographic questionnaire might be required as well.

- There is an urgent need to develop a methodology for the production of population projections, which are required for the calibration of household survey results, among other things.

4. Data on Returning Migrants

- Currently, data on returning migrants are collected from EUROSTAT sources ³¹. Given that the number of returning migrants may have considerably increased due to the COVID-19 pandemic, it would be advisable to develop a special module on these populations to be conducted either independently or in conjunction with the LFS. Available administrative data may be used to inform the survey sample design by helping to identify the geographical distribution of returning migrants within the country.

5. Completion of Demographic Tables

- To be consistent with the conceptual framework, all the information in the demographic accounts is needed, including births and deaths of foreign citizens in Georgia as well as their transitions to national citizens. However, the three demographic tables presented in Section 2 and 6 of this report remain incomplete due to a lack of certain required information. There is also a lack of a consistent reference period for the data that are available, although this problem would be solved if a Population Registration system were in place.

Lack of information on place of birth is one of the main reasons why the three demographic accounting tables remain incomplete. While this information is generally obtainable from scanned passports, it is not taken into account by the MIA in the statistics on immigration and emigration it generates from

³¹ State Commission on Migration Issues, 2019 Migration Profile of Georgia, Tbilisi, Georgia, 2019

state border-crossing data that it shares with GEOSTAT. If MIA were to process all data on passports and grant GEOSTAT access to the microdata, it would be easier to fill in the gaps in the demographic tables. In fact, the data missing from the demographic accounting tables could be obtained through a number of different sources, such as population registers, resident permits, surveys and censuses. Of these, population registers are preferred. If a population register existed, it would be possible to combine resident-permit data with other data in the population register to calculate stocks and flow of migration. This situation further emphasizes the need to expedite completion of a population register in Georgia. Without a population register, it could still be possible to compute migration stocks and flow based on MIA state border crossing data; however, this would require improvements and adjustments in the border-crossing data-collection system.

The missing elements are as follows, by table:

In the Accounting Table for Resident Population by Birthplace (Table 7) :

- immigration of native-born persons (I_{NB});
- immigration of foreign-born persons (I_{FB});
- emigration of native-born persons (E_{NB}), and
- emigration of foreign-born persons (E_{FB}).

In the Accounting Table for Resident Population by Citizenship (Table 8):

- transition from foreign citizen to national citizen (T_{F-C}).

In the Accounting Table for Resident Population by Citizenship and Birthplace (Table 9):

- transition from native-born foreign citizen to native-born citizen ($T_{NB/F-NB/C}$);
- transition from foreign-born foreign citizen to foreign-born citizen ($T_{FB/F-FB/C}$);

- immigration of native-born citizens ($I_{NB/C}$);
- immigration of foreign-born citizens ($I_{FB/C}$);
- immigration of native-born foreign citizens ($I_{NB/F}$);
- Immigration of foreign-born foreign citizens ($I_{FB/F}$);
- emigration of native-born citizens ($E_{NB/C}$);
- emigration of foreign-born citizens ($E_{FB/C}$);
- emigration of native-born foreign citizens ($E_{NB/F}$), and
- emigration of foreign-born foreign citizens ($E_{FB/F}$).

6. Further research

- Data on migration in Georgia is available from a number of different sources. However, no study conducted to date has examined all the available data, including administrative data, to determine what data elements are missing vis-a-vis the current recommendations. Therefore, a study should be conducted, in close collaboration with the relevant international agencies, to test the feasibility of using existing data sources to measure the main elements of international migration and mobility, and, if necessary, examine the possibility of developing new sources of data or new methodologies for combining multiple data sources in order to obtain the desired measurements.

Reconciliation of existing data from administrative sources, surveys and population censuses should be performed in order to identify any gaps and/or inconsistencies between sources as well as the reasons behind them. Reconciliation will not only improve the quality of the different types of data sources and maximise the benefit obtained from them, it will also, specifically, leverage the quality of administrative data and ensure its more efficient use. Once administrative data can be used more effectively, the producers of these data will begin to recognize themselves as an important

part of the national statistical system, which will lead to further improvements in the quality of administrative data and an increase in their use.

Annex I: Questions on International Migration Status for LFS³²

INTERNATIONAL MIGRATION STATUS				
FOR ALL HOUSEHOLD MEMBERS				
B.1	(Were/was) (you/NAME) born in [COUNTRY]?	YES	01	→B.6
		NO	02	
B.2	In which country (were/was) (you/NAME) born?	a. _____ NAME OF COUNTRY b. _____ CODE OF COUNTRY 997 DON'T KNOW		
B.3	When did (you/NAME) arrive to live in [COUNTRY]?	a. _____ MONTH (MM)		→B.5
		97 DON'T KNOW		
		b. _____ YEAR(YYYY)		
		9997 DON'T KNOW		
B.4	How long (have/has) (you/NAME) been living in [COUNTRY]...?	READ		
		Less than 12 months	01	
		One year to less than 5 years	02	
		Five years to less than 10 years	03	
		Ten years or more	04	
B.5	What was (your/NAME's) main reason for moving to [COUNTRY]?	TO TAKE UP A JOB	01	
		JOB TRANSFER	02	
		TO LOOK FOR WORK, CLIENTS	03	

³² <https://ilostat.ilo.org/resources/lfs-resources/>

		TO STUDY	04	
		MARRIAGE	05	
		FAMILY MOVED/JOINING FAMILY	06	
		MEDICAL TREATMENT, HEALTH	07	
		CONFLICT, INSECURITY, NATURAL DISASTER	08	
		LIFESTYLE, COST-OF-LIVING	09	
		OTHER (SPECIFY): _____	10	
B.6	(Are/is) (you/NAME) a citizen of...?	<i>READ AND MARK ALL THAT APPLY</i>		
		[COUNTRY]	a.	→C.1
		Another country	b.	
		<i>DO NOT READ</i>		
		[STATELESS]	c.	→C.1
B.7	Which other country (are/is)(you/NAME) a citizen of...?	a. _____ NAME OF COUNTRY b. _____ CODE OF COUNTRY 997 DON'T KNOW		

Toolkit to assess national migration data capacity in Georgia-GEOSTAT

Developed under the UN Development Account 11th Tranche. Project “Collection and use of international migration data in the context of the 2030 Agenda for Sustainable Development and the New York Declaration for Refugees and Migrants”

United Nations Statistics Division, 24 Jun 2021

1. Background and instructions

The United Nations Statistical Commission at its 52nd session endorsed the revised overarching conceptual framework on international migration and mobility and accompanying definitions as the core elements of the upcoming revision of *Recommendations on Statistics of International Migration*. 33

This set of questions are to be used to assess national capacity of producing reliable, timeliness and comparable statistics on international migration and to identify areas where capacity building is needed. The overall assessment is consistent with the revised conceptual framework on international migration and mobility endorsed by the UN Statistical Commission at its 52nd session.

The questionnaire will be administrated by National Statistics Office of Georgia (GEOSTAT) and completed by separate line ministries. It composes of questions about the basic statistics, data needs for the national policy as well as traditional data sources such as population census, surveys and administrative sources. Therefore, the questionnaire needs to be completed by a relevant migration (data) expert in line ministries in charge of migration information collection. GEOSTAT will also complete the questionnaire for its relevant data sources. Depending on responsibility of your agency, some questions may not be relevant for the activity of your office (organization). In that case, please leave these questions blank. Once the questionnaire is completed it will be sent to GEOSTAT for consolidation.

Please submit the completed questionnaire and **any relevant documentation (form and/or questionnaire)** not later then ..May/2021 by email to SHORENA TSIKLARI (shtsiklauri@geostat.ge) with a copy to Mustafa Hakki OZEL (mhozel@gmail.com):

SHORENA TSIKLARI

Head of Department

Population Census and Demographic Statistics Department

National Statistics Office of Georgia - GEOSTAT

30, Tsotne Dadiani Str.

0180 Tbilisi

shtsiklauri@geostat.ge

(+995 32)2 36 72 10 (601)

(+995 591) 97 47 80

(+995 32)2 36 72 13

33 <https://unstats.un.org/unsd/statcom/52nd-session/documents/2021-11-MigratonStats-E.pdf>

2. Information about completing the questionnaire

Please provide your information below:

	Respondent 1	Respondent 2 (if applicable)
Name		
Affiliation/office		
Title		
Country		
Email (preferably official)		
Telephone (Office)		
WhatsApp Number		
Your main responsibility in the office		

3. Basic statistics on immigrant and emigrant populations (stocks) and immigration and emigration (flows)

3.1. Please fill each of the cells below, to the extent possible for the resident population in Georgia using the latest data available, and indicate the reference time:

Reference Time: ?	A) Total number of NATIVE-BORN persons (A=E+F): ?	B) Total number of FOREIGN-BORN persons (B=G+H): ?
C) Total number of NATIONAL CITIZENS (C=E+G):?	E) Number of native-born citizens: ? Definition: ? Source: ? (Also, please provide the link if possible). <div>I) Number of native-born foreign citizens who have been naturalised: ?</div>	G) Number of foreign-born citizens: ? Definition: ? Source: ? (Also, please provide the link if possible). <div>J) Number of foreign-born foreign citizens who have been naturalised: ?</div>
D) Total number of FOREIGN CITIZENS (D=F+H): ?	F) Number of native-born foreign citizens?: Definition: ? Source: ? (Also, please provide the link if possible).	H) Number of foreign-born foreign citizens?: Definition: ? Source: ? (Also, please provide the link if possible).

3.2. Please fill the following table for IMMIGRATION (flows) within a given year.

Reference Year?:	A) Total number of NATIVE-BORN persons (A=E+F): ?	B) Total number of FOREIGN-BORN persons (B=G+H): ?
C) Total number of NATIONAL CITIZENS (C=E+G): ?	E) Number of native-born citizens): ? Definition: ? Source : ? (Also, please provide the link if possible).	G) Number of foreign-born citizens: ? Definition: ? Source : ? (Also, please provide the link if possible).
D) Total number of FOREIGN CITIZENS (D=F+H): ?	F) Number of native-born foreign citizens: ? Definition: ? Source: ? (Also, please provide the link if possible).	H) Number of foreign-born foreign citizens: ? Definition: ? Source: ? (Also, please provide the link if possible).

3.3. Please fill the following table for **EMMIGRATION (flows)** within a given year.

Reference Year?:	A) Total number of NATIVE-BORN persons (A=E+F): ?	B) Total number of FOREIGN-BORN persons (B=G+H): ?
C) Total number of NATIONAL CITIZENS (C=E+G): ?	E) Number of native-born citizens:? Definition:? Source: ? (Also, please provide the link if possible).	G) Number of foreign-born citizens:? Definition:? Source: ? (Also, please provide the link if possible).
D) Total number of FOREIGN CITIZENS (D=F+H): ?	F) Number of native-born foreign citizens:? Definition:? Source: ? (Also, please provide the link if possible).	H) Number of foreign-born foreign citizens:? Definition:? Source: ? (Also, please provide the link if possible).

3.4. Please fill the following table for the **BIRTHS**, and indicate the reference year please

Reference Year?:	A) Total number of BIRTHS TO NATIVE-BORN PARENTS (A=E+F) :?	B) Total number of BIRTHS TO FOREIGN BORN-PARENTS (B=G+H) :?
C) Total number of births to NATIONAL CITIZEN parents (mothers or fathers) (C=E+G):?	E) Number of births to native-born and citizen parents:? Definition:? Source:? (Also, please provide the link if possible).	G) Number of births to foreign-born and citizen parents :? Definition:? Source:? (Also, please provide the link if possible).
D) Total number of births to FOREIGN CITIZEN parents (mothers or fathers) (D=F+H) :?	F) Number of births to foreign citizen and native born parents:? Definition:? Source:? (Also, please provide the link if possible).	H) Number of births to foreign-citizen and foreign-born parents:? Definition :? Source:? (Also, please provide the link if possible).

3.5 Please fill the following table for the **DEATHS**, and indicate the reference year please

Reference Year?:	A) Total number of deaths of NATIVE-BORN persons (A=E+F):?	B) Total number of deaths of FOREIGN-BORN persons (B=G+H):?
C) Total number of deaths of NATIONAL CITIZENS (C=E+G):?	E) Number of deaths of native-born citizens):? Definition:? Source: ? (Also, please provide the link if possible).	G) Number of deaths of foreign-born citizens:? Definition:? Source: ? (Also, please provide the link if possible).
D) Total number of deaths of FOREIGN CITIZENS (D=F+H):?	F) Number of deaths of native-born foreign citizens?: Definition:? Source: ? (Also, please provide the link if possible).	H) Number of deaths of foreign-born foreign citizens ?: Definition?: Source? (Also, please provide the link if possible).

3.6. Number of citizens residing abroad (please indicate the reference year and provide the name of source, the link for the source if possible)?

4. Data needs for national policy on international migration

4.1. Key policy questions concerning migration and data availability

	Policy questions	Relevant to measure (Y/N)	There are data in the last five years (Y/N). Please specify the source and provide link for the source if possible.
A	Total number of immigrants that enter the country every year		
B	Total number of immigrants that enter the country every year by country of birth and citizenship		
C	Characteristics of immigrants - age, sex and socio-economic characteristics when they entered the country		
D	Main reasons for migrants to move to the country and become a resident in the country		
E	Geographic location of immigrant population residing in the country		
F	Immigrant population characteristics (e.g., age, sex, etc.) residing in the country		
G	Are public services in the country (schools, hospitals, etc) prepared, in terms of coverage and quality, to accommodate the needs of migrants?		
H	How well are migrants integrated into the society in terms of education, labour force participation, civil participation, living standard (poverty-level)?		
I	Are native-born children of migrants (second-generation migrants) doing as well as those born to non-migrants, in terms of social and economic characteristics?		
J	Systematic reports on migrants' contribution to national and local economy and society		
K	Number of residents that changed their status from foreign citizen to citizen, by country of birth		
L	Total number of emigrants that leave the country every year by country of birth and citizenship		
M	Characteristics of emigrants - age, sex and socio-economic characteristics when they left the country		
N	How many and in which country do citizens live outside the country (stock of emigrants or emigrant population)		
O	Emigrant population characteristics (e.g., age, sex, etc.) residing outside the country		
P	Main reasons for citizens leaving the country and becoming a resident in another country		
Q	How many national citizens return each year to the country to reside? (returned migrants)		
R	Main reasons for national citizens to return to the country		

S	Basic characteristics, such as age, sex, education, employment status, of returned migrants at their return		
T	Characteristics of returned citizens, in terms of education, labour force participation, civil participation, living standard (poverty-level)		
U	Number of persons who were in the country on a particular date who were not considered residents by duration of stay in the country		
V	Number of persons who commute to the country for work but live (reside) in another country by duration of stay		
W	Number of asylum seekers arriving		
X	Number of asylum seekers departing		
Y	Number of foreign-born who visit the country for training or education but do not stay long enough to meet the requirements to become resident by duration of stay		
Z	Number of foreign citizens who visit the country for training or education but do not stay long enough to meet the requirements to become resident by duration of stay		
ZA	Number of seasonal or short-term contract workers who are foreign-born or foreign citizens by duration of stay		
ZB	Number of citizens who move to other countries for the purpose of work without changing their country of residents by duration of stay		
ZC	Number of forcibly displaced people (asylum seekers + refugees + those fleeing environmental catastrophes) in a year		
ZD	Other, please specify:		

4.2. Is there an assessment on data needs to address the above policy questions?

A	Yes, our office is responsible to conduct such assessment.
B	Yes, our office works with other relevant stakeholders for the assessment. PLEASE write the names of relevant stake holders: ?
C	No, but there is a plan to conduct such assessment
D	No plan exists to carry out the assessment
Notes: If such data requirements are documented, please provide the document (or link to it)	
Comments:	

4.3. Is there an assessment at the national level on the gap of existing migration data and data needs for policy making in the last 5 years?

A	Yes, when was the last time the assessment was carried out: _____ PLEASE provide copy and/or the link for such assessment, if possible.
B	No, no plan is made to carry out the assessment
C	No, but there is a plan to conduct such assessment in _____ years - Agency(ies) that will carry out the assessment: _____
Comments:	

4.4. What do you consider the most important gaps on migration statistics are in the country for policy making?

--

4.5. Is your office responsible for coordinating data collection and compilation to assess the implementation of SDGs at national level?

A	Yes
B	No, which office(s) is responsible?
Comments:	

4.6. Has your office ever assessed the needs for migration data, in terms of monitoring the progress of the SDGs?

A	Yes, Please specify the indicator(s)
B	No
Comments:	

4.7. Is your office responsible for coordination data collection and compilation for the follow-up of the Global Compact for Safe, Orderly and Regular Migration (GCM)?

A	Yes
B	No
Comments:	

4.8. Has your office ever assessed the data needs for the follow-up of the Global Compact for Safe, Orderly and Regular Migration (GCM)?

A	Yes
B	No
Comments:	

4.9. Is your office responsible for coordination of data collection and compilation for the follow-up of the Global Compact on Refugees (GCR)?

A	Yes
B	No
Comments:	

4.10. Has your office ever assessed the data needs for the follow-up of the Global Compact on Refugees (GCR)?

A	Yes
B	No

5. Traditional data sources

5.1. What are the traditional data sources for migration statistics in your country?

		Source for immigrant population stocks (Y/N)	Source for emigrant population stocks (Y/N)	Source for immigration flows (Y/N)	Source for emigration flows (Y/N)
A	Population censuses				
B	Household-based surveys				
C	Non-household based surveys (border surveys or surveys of camps etc)				
D	Administrative sources (please specify)				
Comments:					

Population censuses

5.2. What is the definition of usual residence in your most recent population census?

--

5.3. Which of the following population groups were included in the usual resident population count?

<i>Special population groups</i>	<i>Included in usual resident population count? (indicate yes or no)</i>
Persons found at the moment of enumeration that cannot identify their place of usual residence, such as those that move often	
National military, naval and diplomatic personnel and their families located outside the country	
Foreign military, naval and diplomatic personnel and their families located in the country	
Foreign persons working for international organizations	
Merchant seamen and fishermen usually resident in the country but at sea at the time of the census	
Persons who cross a frontier daily or weekly to work or study in another country	
Children born in the 12 months before the census reference time and whose families are usually resident in the country at the census reference time	
Persons of minor age studying abroad for one year or more to attain primary or secondary level of education, regardless of the frequency of return to the family home located within the country	
Third level students who are absent from the country for one year or more	
Persons who regularly live in more than one country during a year, if they are present in the country at the moment of the data collection	

Persons who regularly live in more than one country during a year, if they are not present in the country at the moment of the data collection	
Asylum seekers	
Refugees	
Undocumented migrants	

5.4. If your most recent census was conducted using the traditional method (full field enumeration), what topics on international migration were collected?

A	Country of birth	
B	Country of citizenship	
C	Duration of stay in the country, for all foreign-born persons	
D	Duration of stay in the country, for all persons who have resided abroad	
E	Year or date of arrival to the country, for all foreign-born persons	
F	Country of birth of parents	
G	Whether a person has ever-resided abroad	
H	Reason for migration (for immigrants or for returned citizens)	
I	Emigration of household members	
J	Place of residence 1 year ago	
K	Place of residence 5 years ago	
L	Acquisition of citizenship	
M	Other, please specify	
Comments:		

5.5. What information on migration collected through your most recent population census was published?

A	Number of foreign-born population in the country
B	Number of foreign citizens in the country
C	Duration of stay in the country for foreign-born people
D	Duration of stay in the country for foreign citizens
E	Second-generation migrants (native-born persons whose parents are both born abroad)
F	Returned citizens
G	Citizens living abroad
H	Number of foreign-born population that have acquired the citizenship of the country
I	Number of undocumented migrants
J	Other, please specify:
Comments:	

5.6. Has the coverage and quality of data been evaluated for each type of data? Which evaluation method was used? (Coverage of data can be described through listing population sub-groups included and/or excluded in the data such as undocumented migrants, population living in camps and institutions. Quality of data usually refers to the over- or under-reporting of data.)

	Type of data	Evaluation method (for example, comparison with other data sources in the country or from other countries, demographic method. Please list all that applies)
A	Number of foreign-born population in the country	
B	Number of foreign citizens in the country	
C	Second-generation migrants (native-born persons whose parents are both born abroad)	
D	Returned citizens	
E	Citizens living abroad	
F	Number of foreign-born population that have acquired the citizenship of the country	
G	Number of undocumented migrants	
H	Other, please specify:	
Notes: Please provide any study or paper that documented the evaluation Comments:		

5.7. Is there a census thematic report on international migration?

A	Yes, please provide a link (or a hard copy)
B	No
Comments:	

Surveys

5.8. Has your country conducted a specialized migration survey in the last 10 years? (Specialised survey on international migration focuses on international migration. It is more flexible compared to other-purpose household surveys as it can be designed to fit its objective and to target the right population. Many specialized migration surveys study not only the flows of migrants but more importantly the reasons and consequences of migration).

A	Yes
B	No, skip to 5.14
Comments:	

5.9. If there has been a specialized migration survey in the last 10 years, what is the main objective of the survey?

--

5.10. What was the frame from which the sample selected? Please provide some information about the content of the frame, and how the frame is being updated?

--

5.11. What are the sampling unit and the sample size of the survey?

--

5.12. Did you use any special sampling strategy to have better coverage of migrants? Are population living in institutions and camps covered by the survey? Please describe.

--

5.13. Please provide definition of migrant used in the survey.

--

5.14. Is migration information collected in regular household surveys such as labour force survey, income and expenditure survey, living standard survey or a general-purpose household survey?

A	Yes, which survey(s)?
B	No, please explain why
Comments:	

- 5.15. If migration information is collected through regular household surveys, which of the following information on migrants is identified?

A	Country and place of birth
B	Country of citizenship
C	Duration of stay in the country, for all foreign-born persons
D	Duration of stay in the country, for all persons who have resided abroad
E	Year or date of arrival to the country, for all foreign-born persons
F	Country of birth of parents
G	Whether a person has ever-resided abroad
H	Reason for migration (for immigrants or for returned citizens)
I	Emigration of household members
J	Place of residence 1 year ago
K	Place of residence 5 years ago
L	Other, please specify
Comments:	

- 5.16. Are the basic questions related to international migration consistent across census and surveys?

	Question on	Is the question formulated consistently across censuses and surveys?
A	Country of birth	
B	Country of citizenship	
C	Duration of stay in the country	
D	Country of births of parents	
E	Place of previous residence	
F	Duration of stay in the current residence	
Comments:		

Administrative sources

- 5.17. Please list types of administrative sources that are used BY YOUR AGENCY to produce migration statistics. Then please fill the table contained in **Annex 1** on the type of data collected, coverage and dissemination.

	Administrative source	Y=Yes, used /	If YES, which one of the following information is collected in the data source that is used to produce
--	-----------------------	---------------	--

		N= No, not used	migration statistics by YOUR AGENCY? (Please mark with "X" all that applies)		
			Country of Birth	Country of Citizenship	Country of Previous Residence
A	Border control / immigration office				
B	Population registers / Civil Register				
C	Registers of foreign citizens				
D	Registers of asylum seekers and refugees				
E	Register of citizens residing abroad				
F	Resident permit				
G	Exit permit				
H	Work permit				
I	Visa issuance				
J	Tax and/or social security records				
K	Health/medical records				
L	Education/school records				
M	Other, specify				
Comments:					

5.18. Is the information collected through the administrative source(s) in digital form?

A	Yes, they are stored in a database
B	Yes, but they are not organized in a database
C	No
Comments:	

5.19. Does your office have data-sharing agreement with other government institution(s) for international migration-related statistics?

A	Yes, please list the agencies that you have data-sharing agreement with
C- B	No
Comments:	

5.20. Are data from the administrative source(s) under your agency integrated with administrative source(s) (database) under other government institution(s)?

A	Yes, at microdata level (the integration of data based on linkage/matching of individual level records)
B	Yes, at aggregated (or macro) data level (the comparison/statistical modelling based on data which are aggregates (statistics) of individual level records)
C	No
Comments:	

5.21. If answered yes to the above question, please list the data sources from other institution(s) that are integrated with your agency's data and level of integration?

		Yes, our data source is integrated with the following source(s) from other institution(s). (Please write the name of data source(s) from other agency(ies))	Yes, integrated at individual level	Yes, Integrated at macro level
A	Border control / immigration office			
B	Population registers/ Civil Register			
C	Registers of foreign citizens			
D	Registers of asylum seekers and refugees			
E	Register of citizens residing abroad			
F	Resident permit			
G	Exit permit			
H	Work permit			
I	Visa issuance			
J	Tax and/or social security records			
K	Health/medical records			
L	Education/school records			
M	Other, please specify			
Comments:				

5.22. If there are integrated data sources for migration statistics at the microdata (individual) level, is a unique ID number used?

A	Yes
B	No. What identifier(s) is(are) used to integrate multiple data sources?
Comments:	

5.23. Please provide the name of category of international migration in which YOUR data source is used to define, and explain how they are used in defining certain category of international migration.

		Name of relevant migration category (Please see the list below) 34	Please explain how YOUR DATA was used to define the relevant migration category.
A	Border control		
B	Population registers/Civil Register		
C	Registers of foreigners		
D	Registers of asylum seekers and refugees		
E	Register of workers abroad		
F	Resident permit		
G	Exit permit		
H	Work permit		
I	Tax and/or social security records		
J	Health/medical records		
K	Education/school records		
L	Other, please specify		
Comments:			

5.24. How are the administrative data disseminated and used for policymaking and public knowledge?

A	Anonymized individual records are available to users, with proper protocols to protect privacy and confidentiality of personal data
B	Aggregated data are available to users, special tabulation can be requested
C	Aggregated data are published and disseminated
D	Data are for internal use only, not available for the public
Comments:	

6. New data management

6.1. Is there any non-traditional data source used in your country to compile data related to international migration? Big data relevant to international migration could include, for example, mobile phone data, satellite images, online payments, commercial data, hot lines, social media or other types of digital sensors.

A	Yes, please specify source(s)
B	No, but we are exploring the possibility of using big data for measuring international migration
C	No, we are not considering big data at this moment
Comments:	

6.2. Is there any discussion and/or agreement between different offices about setting standards on concepts and classifications so big data can be used for policy making on migration?

34 1. International migrant, 2. Immigrant population (stock), 3. Emigrant population (stock), 4. Returned migrants (stock), 5. Immigration (flow), 6. Emigration (flow), 7. Cross border workers, 8. Seasonal workers, 9. OTHER (Please specify)

A	Yes
B	No
Comments:	

6.3. Is there a data sharing agreement between the producer/owner of big data and national statistical offices?

A	Yes, please explain the agreement in the comment box
B	No
Comments:	

7. Use of geospatial information and tools for international migration data

7.1. Is there information on location (georeference or address) of the public infrastructure for protection and/or services for migrants (safe houses, crossing points, administrative offices, etc.)?

Coordinates	Yes/No
Address	Yes/No
Comment:	

7.2. Does your office have access to a national or regional geostatistical cartography in which it is possible to link or integrate data or statistical indicators on international migration based on location?

National geostatistical framework	Yes/No
Regional geostatistical framework	Yes/No
Other, please specify	
Comment:	

7.3. Is there a geographic information system for visualization and dissemination of data³⁵ (geoportal or geoviewer) in order to consult data or statistical indicators on international migration?

³⁵ This is a system of hardware, software and procedures designed to support the capture, management, manipulation, analysis, modelling and display of spatially referenced data (Principles and Recommendations for Population and Housing Censuses, Rev.3, paragraph 3.83, https://unstats.un.org/unsd/demographic-social/Standards-and-Methods/files/Principles_and_Recommendations/Population-and-Housing-Censuses/Series_M67rev3-E.pdf).

A	Yes
B	No
Specify:	

Annex 1. Use or potential use of administrative sources for international migration statistics.

	Data source	Data type collected ³⁶	Data available in digital form?	Are data shared anonymised?	Type of disseminated data	Are microdata or aggregated data published?	Frequency of public release	Coverage (sub-population groups included/excluded), rules for registration/de-registration	Quality of the data	Method used for evaluating quality	Does GEOSTAT have access to micro data?	Name of agency collecting data?
A	Border control/immigration office											
B	Population registers / Civil Register											
C	Registers of foreign citizens											
D	Registers of asylum seekers and refugees											
E	Register of citizens residing abroad											
F	Resident permit											
G	Exit permit											
H	Work permit											
I	Visa issuance											
J	Tax and/or social security records											
K	Health/medical records											
L	Education/school records											
M	Other, specify											

³⁶ Please specify as needed if the following is included: 1. Biographical information (Name of the person, address or place of usual residence, sex, marital status, date of birth, age, country of birth); 2. Socioeconomic information (employment or occupation, educational level); 3. Identity information and migratory status (ID type and number, citizenship, nationality, work permits); 4. Information on the movement (entry – exit, origin-destination, reason for travel, transport mode, border control point).

Annex 2. Border control/immigration office. Please specify whether the National Statistics Office of Georgia (GEOSTAT) has access to the border control register, and whether it includes the following topics on the person who crosses the border:

		Topic included in the register (Y/N)	Aggregated data accessible to GEOSTAT (Y/N)	Micro data accessible to GEOSTAT (Y/N)
A	Whether movement is entry or exit			
B	Date of movement (exit/entry)			
C	Sex			
D	Date of birth			
E	Country of birth			
F	Given name(s) and Surname(s)			
G	Citizenship			
H	Country of residence			
I	Type of identification			
J	Number of identification			
K	Origin / Destination			
L	Reason of travel			

M	Occupation			
N	Transport mode of travel			
O	Border control point			
P	Other (Please specify)			

Annex 3 Definitions accompanying the revised conceptual framework on international migration and mobility (A Glossary of Terms)³⁷

Population bases for the production of statistics on international migration and mobility

Resident population refers to all persons who either (a) have lived in the country of measurement for most of the past 12 months or intend to stay (or have permission to stay) for at least 6 months; or (b) have lived in the country of measurement for at least 12 months within a given year or intend to stay (or have permission to stay) in the country of measurement for at least 12 months, not including temporary absences for holidays or work assignments (see *Principles and Recommendations for Population and Housing Censuses, Revision 3*, United Nations publication, 2017).

Present population refers to all persons present in the country of measurement at a specific reference moment (census reference moment); present population includes residents who are present in that country but excludes residents who were not present at the reference moment (see *ibid.*).

Temporary (non-resident) population refers to all persons present in the country of measurement who are staying, intend to stay or have permission to stay for less than the minimum duration required to be considered residents in a particular year.

International mobility and migration

International mobility refers to all movements that cross international borders within a given year.

International migration refers to all movements resulting in a change in country of residence within a given year. International migration is a subset of international mobility.

International migrant refers to a person who has changed his or her country of residence by establishing a new residence in another country within a given year and thereby becoming a member of the resident population (see definition above). An international migrant can be either an immigrant or an emigrant and can hold national or foreign citizenship, or be stateless.

Immigration (flow) refers to all persons entering the country of measurement and becoming part of the resident population within a given year, regardless of whether they hold national or foreign citizenship or are stateless.

Emigration (flow) refers to all persons leaving the country of measurement to become a part of another country's resident population (see definition above) within a given year, regardless of whether they hold national or foreign citizenship or are stateless.

Returning citizens (flow) refers to all national citizens who have previously resided in another country and become residents of the country of citizenship in a given year.

Returning native-born population (flow) refers to all native-born persons who have previously resided in another country and become residents of their country of birth in a given year.

Foreign-born population (stock) refers to all persons who reside in the country of measurement at a given time and were born in another country.

³⁷ UN Statistical Commission, Migration Statistics, Report of the Secretary-General, Fifty-second session, E/CN.3/2021/11. Available at: <https://undocs.org/en/E/CN.3/2021/11>

Native-born population (stock) refers to all persons who reside in the country of measurement at a given time and were born in that country.

Foreign citizen population (stock) refers to all persons who reside in the country of measurement at a given time and do not hold citizenship of that country.

National citizen population (stock) refers to all persons who reside in the country of measurement at a given time and hold citizenship of that country.

Immigrant population (stock) refers to all persons who reside in the country of measurement at a given time and were born in another country, or hold citizenship of another country, or are stateless. Persons who were born in the country and hold the country's citizenship are therefore not considered part of the immigrant population, but may be considered part of the immigration flow (see definition above) if they returned and changed their country of residence within a given year.

Emigrant population (stock) refers to all national citizens or persons who were born in the country of measurement and are residing in another country at a given time.

Returned migrants (stock) refers to all persons who have previously resided in the country of measurement and have emigrated and subsequently come back to live in that country and stayed or intended to stay for the minimum duration required to be considered residents.

Returned native-born migrants (stock) refers to native-born persons who have previously resided in the country of measurement, have emigrated and subsequently come back to live in that country and stayed or intended to stay for the minimum duration required to be considered residents.

Temporary population mobility

International temporary mobility refers to all movements across international borders by persons without a related change in their country of residence.

Cross-border workers refers to all persons who are not residents of the country of measurement but have been engaged in economic activities in that country repeatedly, provided that they depart from the country at regular and short intervals (daily or weekly) (see International Labour Organization, "Guidelines concerning statistics of international labour migration", 2018).

Seasonal workers refers to all persons who are not residents of the country of their employment, whose work, by its character, is dependent on seasonal conditions and is performed during part of the year (see *ibid.*).

Other types of temporary workers refers to all persons who are not residents of the country of measurement but travel to that country for short periods (less than the minimum duration required to be considered residents) for work-related reasons, such as itinerant workers and project-tied workers (for detailed categories of workers included in this group, see *ibid.*).

Training-related mobility refers to movements by all persons who are not residents of the country of measurement but travel to that country to attend a short-term training programme for less than the minimum duration required to be considered residents.

Health-related mobility refers to movements by all persons who are not residents of the country of measurement but travel to that country to access health-care services with or without a written agreement with a health-care facility.

Asylum seekers in transit refers to persons who travel to the country of measurement in transit with the intention to travel to another country to file an application for asylum.

Circular movement refers to movements by persons who are not residents of the country of measurement and who travel to the same country more than once during a particular year (see Economic Commission for Europe, *Defining and Measuring Circular Migration*, 2016).