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United Nations Expert Group Meeting on Improving Migration Data in the Context of the 2030 Agenda for Sustainable Development and the Global Compact for Safe, Orderly and Regular Migration 1-3 July 2019 United Nations, New York

Final report *

Prepared by

United Nations Statistics Division

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Introduction

- The UN Statistics Division (UNSD), under the guidance of the United Nations Expert Group on Migration Statistics, organised an Expert Group Meeting on "Improving Migration Data in the Context of the 2030 Agenda for Sustainable Development and the Global Compact for Safe, Orderly and Regular Migration", 1-3 July 2019 in New York.
- 2. The main objectives of the Meeting were to (a) discuss the revision of the 1998 United Nations Recommendations on Statistics of International Migration, in particular the technical material developed by the Group's task forces and agree on the outline and next steps/timeline for the revision; (b) review the draft Technical Report on Measuring Migration-relevant SDG Indicators;; (c) discuss the key elements of a global programme on migration statistics to improve national capacities on statistics on international migration; and (d) share innovative approaching in producing migration statistics
- 3. The meeting was attended by representatives from National Statistical Offices and Ministries in charge of international migration data collection from 18 countries (Canada, Ecuador, Egypt, Georgia, Ghana, Indonesia, Jordan, Mexico, Morocco, Norway, Republic of Moldova, Russia Federation, South Africa, Sri Lanka, Switzerland, Thailand, United Kingdom and the United States), as well as experts from academia and international, regional and national organisations including Eurostat, ILO, IOM, OECD, UNHCR, UNICEF, Australian National University, Lomonosov Moscow State University, Tokiwa University, University of Bristol, University of Rochester representing the Worldwide Universities Network. The list of participants is available in Annex 1 and the final work programme in Annex 2.

Summary and conclusions

Why revising the 1998 United Nations Recommendations on Statistics of International Migration?

4. Experts fully supported the revision of the 1998 Recommendations, for the following reasons: (a) migration patterns as well as national priorities for measurement migration have changed such as those reflected in the recently adopted ILO Guidelines on labour migration that covered both migrants stayed longer period in the receiving countries but also those that make shorter term movements across countries; (b) technological development is facilitating the integration of multiple data sources, the use of big data and other innovative approaches; and (c) new global initiatives such as the 2030 Agenda for Sustainable Development, the Global Compact for Safe, Orderly and Regular Migration and the Global Compact on Refugees should be taken into consideration in the revision of the Recommendations.

Overall revision of the 1998 Recommendations:

5. The experts supported the overall structure (Annex 3), including several new elements proposed in the annotated outline for the revised Recommendations. These include data integration, data dissemination and communication and big data sources.

- 6. With regard to data integration, the experts acknowledged that this was an important aspect to cover in the revision given that the migration phenomenon is crosscutting and no single source would be able to produce data that meet all data needs. The *1998 Recommendations* made no reference to data integration.
- 7. The inclusion of guidance on data dissemination and communication was considered crucial by experts to reduce the miscommunication and misuse of migration statistics. The experience of Switzerland provided valuable ideas to consider when developing guidance on this aspect.
- 8. With a forward-looking perspective, the experts also supported the inclusion of big data into the revised *Recommendations*. The *Recommendations*, however, need to be transparent about the limitations of using big data sources for official statistics. These would include the challenges in accessing the big data sources; consistency in the methodology behind these sources over time; confidentiality issues; and biases in the data among other factors. The recommendations would clearly state that big data will not replace traditional data sources but may complement them. Significant resources is still necessary to make further development in this area.
- 9. In terms of striking a balance between conceptual and practical guidelines, the experts agreed that the work produced by this group should be both conceptual and practical. While the conceptual part will be organized into the revised *Recommendations* that lay out the conceptual framework and higher-level recommendations, the accompanying practical guidance and case studies may be incorporated in a separate future product. The example of the organization of the EGRIS work (Recommendations and compiler's manual) could be a good model to follow.
- 10. It was recognized that the current work under various task forces might not meet the needs of the entire revision of the *1998 Recommendations*, for example, on special sampling strategies to cover migration population and better communication strategies to migrants in censuses and surveys. These areas will be integrated into future work of the Expert Group if resources allow.

Task force 1: developing data and indicator set for international migration

- 11. Under the work of identifying national data and indicators for international migration, led by task force 1, experts discussed national policy issues relevant to migration and statistics that are being used in countries to respond to those policy issues.
- 12. In terms of policy relevant issues, experts agreed to focus broadly on the eight themes identified by task force 1. They include:
 - a. Size and characteristics of migrant population
 - b. Migrants' access to services in host country
 - c. Migrants' situation in relation to other populations in the country
 - d. Fighting against discrimination and vulnerability of migrants
 - e. Fair recruitment, decent work and labour rights protection for migrants
 - f. Regular pathways and irregular migration
 - g. Migration experience and perception

- h. Access to information for migrants
- 13. Group discussions were made around sub-themes under each major theme and relevant indicators that data are currently being produced by countries. A detailed summary of the group discussions is included in Annex 4.
- 14. During group discussions, a number of issues were brought up by experts. First, policy needs for data are different depending on whether data are used for monitoring at global, regional, national or sub-national levels, as shown in the presentation of Morocco. For global level monitoring, the indicators should be closely linked to existing international framework such as the 2030 Agenda for Sustainable Development. There are additional dimensions that define data needs such as public opinion and community needs, legislation in the country, scientific needs and demographic change as show by Canada. There is no one-size-fits-all set of indicators.
- 15. Second, the relevance of proposed indicators varies by type of migrants. For example, access to social protection and health services might not be an issue for migrants with certain legal status in the country but may be challenging for other migrants such as those who are undocumented. Another example would be for education indicators, both migrant children and native-born children to migrants would be important groups to consider even though in this case, native-born children to migrants are not considered migrants. This discussion further highlights the importance of sufficient levels of disaggregation, for example, by type of residence status, and by country of birth of parents (or citizenship of parents).
- 16. The importance of promoting children-sensitive and gender-responsive indicators was also emphasized. Identifying such indicators not only entails disaggregating data and indicators by age and sex whenever relevant, but also refers to an exercise that identifies indicators that can reflect migration issues specifically relevant to women, men, girls and boys.
- 17. Although many experts agreed that data availability and measurement challenges should not dictate the indicator proposal, these two dimensions would need to be taken into consideration in some way. For example, many countries have indicated that administrative data sources are important to utilize for migration statistics (for example, Thailand). The use of administrative records for migration statistics might have an impact on data availability for certain indicators, as a result on which indicators to propose what indicators that data would be available.

Task force 2. Concepts and definitions related to international migration

- 18. Presentations and discussions under the session organized by Task force 2 highlighted a few common issues in terms of concepts and definitions on international migration for statistical purposes, with a special emphasis on the need for improving the conceptual framework for concepts related to international migration.
- 19. First of all, concepts related to international migration and their definitions in a country differ by the data sources that capture such information or by the different policy needs that data are required to respond to. The Indonesian example showed that two different data sources

produced data on migrant workers abroad that differ greatly from each other (9 million versus 4 million). In the Mexico case, a duration of stay of six months and one day is used to define international migrant for population projection purposes. However, for administrative purposes, an international migrant is defined as a foreign person who does not have Mexican nationality.

- 20. While the lack of coordination among different institutions may be one of the reasons for the difference in concepts and definitions of international migration within the same country, the well-coordinated UK migration data system and Mexico indeed pointed to the need for multiple dimensions in migration-related concepts to respond to different policy needs.
- 21. In relation to this, the experts have stressed the difficulty to identify a single definition of migration capturing its inherent multidimensionality, especially considering its role as a component of population change, as well as the diversity of national needs for different types of migrants. The possibility to use a composite approach, i.e. defining the overall migration as the compilation of national-relevant migration typologies was discussed, although it was clarified that this would not relieve from defining what those migration typologies are possibly an even higher conceptual challenge and it would have a high impact on international comparability. It was also highlighted that certain migration policies target migrants who are actually not part of the population of the country (e.g., migrants in transit).
- 22. Similar to the discussion on indicators, the group agreed that while data sources and measurability should not be the driving force in defining what migrants are, the impact of currently available (e.g., administrative sources) or potential (e.g. big data or social media data) data sources needs to be taken into consideration.
- 23. Access to administrative and other data sources outside the national statistics office seems to be a common challenge for many countries. A properly established migration data strategy, which delineates responsibilities in data collection and sets the legal framework for data sharing, is considered crucial.

Global consultation questionnaire

- 24. The two draft questionnaires proposed by task forces 1 and 2 were generally considered well done. It was agreed to administer the questionnaire to National Statistical Offices (NSOs) only, for them to act as focal points completing and also forwarding the questionnaire to relevant migration data producers in the country. To the extent possible, NSOs will be required to consolidate the replies from other national authorities producing migration statistics, and will report back to UNSD. Where this will not be possible, more than one questionnaire per country will be returned to UNSD, one from each relevant national authority producing migration statistics.
- 25. In terms of the content, the questionnaire from task force 1 will solicit written comments from all members of the Expert Group. Suggestions for improvements for the questionnaire presented by Task force 2 were minor and will be taken into consideration in the final revision of the questionnaire. It was agreed that the two questionnaires will be consolidated into one that will be sent to all NSOs in English only, due to lack of resources.

Global Programme on Migration Statistics

- 26. Based on a comprehensive framework for a Global Programme on Migration Statistics, presented by the UN Statistics Division, experts discussed: (a) the key elements and priorities of such a programme to ensure that countries would benefit from it and (b) how would countries contribute to the Programme.
- 27. Priorities at national, regional and global level were identified by countries. At the national level, initial assessments of migration data capacity were recognized as critical to identify specific needs and design country-specific capacity building activities. The importance of assisting countries in developing a migration data strategy, including a quality assurance framework, was also emphasized. Strengthening national capacity in better use of administrative data was also considered a priority, covering issues related to data access, harmonisation of concepts and definitions across different data sources as well as building trust and protecting confidentiality. A suggestion was also made in promoting the question on residence one year ago in national censuses, which can be used to compare and cross-validate data collected from other sources on migration flows.
- 28. At the regional level, the potential of existing and new regional mechanisms or observatories should be explored.
- 29. At the global level, the importance of further methodological work was emphasized. Some of the areas that were raised during the meeting included: (a) special sampling strategies for household surveys that would have sufficient representations for migrants; (b) better communication strategies including those targeting respondents who are migrants; and (c) data integration. Other key elements such as data analysis and the use of non-traditional data sources such as big data were also highlighted.
- 30. While discussing building tools for capacity building, it was emphasized that existing tools developed by the Expert Group should be promoted by all members of the Group. These tools include the <u>National Migration data infrastructure</u> a comprehensive framework for capacity development on international migration statistics and the <u>Toolkit to assess national migration data capacity</u>.
- 31. At the global level, The Global Programme should also ensure better collaboration among UN agencies in terms of activities related to international migration statistics, including in its connection with the United Nations Migration Network. The Programme should collaborate with the academic community and civil society to advance knowledge on the theory, drivers and impacts of migration including the behavior and psychological study behind the migration motivation. Partnership with universities such as through the Worldwide University Network should also be explored to enlarge the impact of the capacity building activities.

- 32. International fora such as the International Forum on Migration Statistics, organised by IOM, OECD and DESA, should also be an integral part of the Global Programme to foster collaboration and exchange of experiences across countries.
- 33. It was acknowledged by the experts that financial resources are a key element to the success of a Global Programme, the experts took note of the recently established United Nations Migration Network that is calling for project proposals to implement the Global Compact for Safe, Orderly and Regular Migration. More information about the UN Migration Network is available at <u>http://mptf.undp.org/factsheet/fund/MIG00</u>.
- 34. In terms of contribution to the Global Programme, national representatives suggested that sharing of national experiences with others, successful or not-so-successful ones would be one of their contributions. Cooperation at the regional level with countries with similar migration experiences could be another contribution. Countries' contribution to the Global Programme also includes their participation in the global initiatives related to international migration statistics, including the reporting of SDG indicators related to migration and participation in international fora.

Technical Report on Measuring Migration-relevant SDG indicators

- 35. Experts welcomed the draft of the Technical report and agreed to the remaining steps to finalise the report. These include:
 - a. Further elaborating on the section addressing "why disaggregating data by migratory status", by adding references to existing global and regional frameworks, as well as to existing research;
 - b. Being more specific on the data disaggregation dimensions as the Technical Report aims to serve national policy monitoring purposes. For example for education indicators, data should be available for migrant children, native-born children to migrant parents and native-born children to native-born parents. This moves a step further than step 1 of the stepwise definition of migratory status, as decided by the first meeting of the Expert Group (https://unstats.un.org/unsd/demographic-social/meetings/2017/new-york-egm-migration-data/EGM%20Recommendations_FINAL.pdf)
 - c. Considering switching indictors that are challenging to further disaggregation to other proxy/relevant indicators. For example indicator 3.1.1 (maternal mortality ratio) is selected as one of the SDG indicators that is important to be further disaggregated by migratory status, to monitor health outcomes of migrants. A suggestion was made by UNICEF to replace the indicator by another SDG indicator 3.1.2 (births attended by skilled health personnel), which is not only a good indicator to monitor migrants' access to health services but also relatively easier to produce data disaggregated by migratory status.
 - d. Deciding on how to disaggregate composite indicators such as 3.8.1 (universal health care). The indicator is monitored through 14 tracer indicators covering areas on reproductive, maternal, newborn and child health; infectious diseases; noncommunicable diseases and service capacity and access. (metadata for 3.8.1 is

available at: <u>https://unstats.un.org/sdgs/metadata/files/Metadata-03-08-01.pdf</u>). Some of the 14 tracer indicators cannot be disaggregated, such as hospital beds per capita (tracer indicator 12), health professionals per capita (tracer indicator 13) and International Health Regulations (IHR) core capacity index (tracer indicator 14, a composite index in itself). One proposal is to further disaggregate individual sub-indicators that can be disaggregated.

- e. Furthering work related to household surveys. Many of the indicators covered by the Technical Report are usually produced by household surveys. Sampling issue stands out whenever further disaggregation is required. Developing guidance on special sampling strategy for sample surveys to have sufficient coverage of migrants of interest is one of the priorities identified by the experts, as outlined in the previous session. Another priority is on integrating household survey data with administrative sources, either at the micro- or macro-level. This task has been taken on by Task Force 3 (draft Terms of Reference is available at https://unstats.un.org/unsd/demographic-social/meetings/2019/newyork-egm-migration/2%20TF3%20Draft%20ToR.pdf
- f. Soliciting comments from other relevant custodian agencies of the SDG indicators covered in the Technical Report. The current draft already took into consideration input from UNICEF, UNFPA, UNODC, as well as a number of national and international experts.
- g. Seeking collaboration to disseminate and promote the use of the Technical Report.

Next steps

- 36. The following were agreed by the experts as the next steps:
 - a. Continue the work on the revision of the *1998 Recommendations*, with task forces 1 and 2 submitting their proposals to the UN Statistical Commission in 2021. The work of task forces 3 and 4 will continue at its current pace.
 - b. Finalise the Technical Report on Measuring Migration-Relevant SDG Indicators
 - c. Further discuss sub-components of the Global Programme while securing financial resources and establishing new partnerships
- 37. The International Forum on Migration Statistics will be organised on 20-21 January 2020, in Cairo, Egypt, by IOM in collaboration with OECD and DESA. If resources allow, a workshop on migration statistics will be organised on 22 January, followed by a one-day meeting of the Expert Group on 23 January 2020.

Annex 1 – list of participants

No.	Country / Organization	Contact Information
1.	Canada	Ms. Hélène Maheux
		Senior Analyst
		Statistics Canada
2.	Canada	Ms. Mélanie Meunier
		Senior Analyst
		Statistics Canada
3.	Ecuador	Mr. Jose Carlos Andrade Santacruz
		Analyst
		Sociodemographic Statistics
		National Institute of Statistics and Census - Ecuador
4.	Egypt	Ms. Sohair Metwaly
		Senior Specialist
		CAPMAS
5.	Georgia	Ms. Nino Ghvinadze
		Data Analyst
		Public Service Development Agency
6.	Georgia	Mr. Paata Shavishvili
		Deputy Executive Director
		GEOSTAT
7.	Ghana	Mr. Godwin Odei Gyebi
		Head
		Data Production Unit
		Ghana Statistical Service

No.	Country / Organization	Contact Information
8.	Indonesia	Ms. Winida Albertha
		Statistician
		Population and Labor Mobility Statistics Division
		BPS-Statistics Indonesia
9.	Jordan	Mr. Ahmad Almomani
		Head
		Population Statistics Division
		Department of Statistics of Jordan
10.	Jordan	Mr. Aiman Masri
		IT Manager
		GID
11.	Mexico	Mr. Edgar Guerrero Centeno
		Deputy General Director
		INEGI
12.	Mexico	Ms. Graciela Martinez Caballero
		Director of Statistics
		Unidad de Politica Migratoria, SEGOB
13.	Moldova	Ms. Valentina Istrati
		Head
		Censuses Division
		National Bureau of Statistics
14.	Morocco	Ms. Karima Belhaj
		Statistician Demographer
		High Commission for Planning

No.	Country / Organization	Contact Information
15.	Norway	Mr. Kare Vassenden
		Senior Adviser
		Statistics Norway
16.	Russian Federation	Ms. Lyana Vologirova
		Consultant
		Federal State Statistics Service
17.	South Africa	Mr. Diego Iturralde
		Chief Director
		Demography
		Statistics South Africa
18.	Sri Lanka	Mrs. Indu Bandara
		Director General
		Department of Census and Statistics
19.	Switzerland	Mr. Marcel Heiniger
		Deputy Head
		Demography and Migration Section
		Swiss Federal Statistical Office
20.	Thailand	Ms. Patchaya Laosutsaen
		Statistician
		National Statistical Office
21.	Thailand	Mr. Soramongkhon Mangalasiri
		Director
		Ministry of Interior

No.	Country / Organization	Contact Information
22.	United Kingdom	Ms. Rebecca Briggs
		Head of Research
		Centre for International Migration
		Office for National Statistics
23.	United States	Mr. Anthony Knapp
		Statistician/Demographer
		US Census Bureau
24.	United States	Mr. Jason Schachter
		Chief
		Net International Migration Branch
		US Census Bureau
25.	Expert	Ms. Olga Chudinovskikh
		Head
		Laboratory for Economics of Population and Demography
		Economics (Center for Population Studies)
		Lomonosov Moscow State University
26.	Expert	Mr. Peter Lennie
		Professor
		Brain and Cognitive Sciences and Center for Visual Science
		University of Rochester
27.	Expert	Mr. James Raymer
		Professor
		School of Demography
		Australian National University

No.	Country / Organization	Contact Information
28.	Expert	Ms. Elizabeth Ann Singleton
		Senior Research Fellow
		University of Bristol
29.	Expert	Ms. Keiko Tomita
		President
		Tokiwa University
30.	ECOWAS	Mr. Gbogboto Bundu Musa
		Programme Officer
		ECOWAS Commission
31.	Eurostat	Mr. Giampaolo Lanzieri
		Senior Expert
		EUROSTAT
32.	ILO	Mr. Mustafa Özel
		Head / Senior Statistician
		Statistical Coordination and Special Topics Unit
		Department of Statistics
		International Labour Office
33.	ЮМ	Mr. Frank Laczko
		Director
		Global Migration Data Analysis Centre
		International Organization for Migration
34.	ЮМ	Ms. Marzia Rango
		Research Officer
		International Organization for Migration
L		l

No.	Country / Organization	Contact Information
35.	OECD	Ms. Cécile Thoreau
		Policy Analyst
		OECD
36.	UNFPA	Ms. Sabrina Juran
		Technical Specialist
		Population Census and Geospatial Data
		United Nations Population Fund
37.	UNHCR	Mr. Sebastian Steinmuller
		Information Management Officer (Statistics)
		UNHCR
38.	UNICEF	Mr. Jan Beise
		Demographer
		UNICEF
39.	UNICEF	Ms. Danzhen You
		Senior Demographer
		UNICEF
40.	DESA-DISD	Mr. Ibrahima Amadou Dia
41.	DESA-PD	Mr. Bela Hovy
		Chief of Section
		Population Division
42.	DESA-PD	Mr. Pablo Lattes
		Population Division
43.	DESA-PD	Mr. Vinod Mishra
		Chief
		Migration and Urbanization Section
		Population Division

No.	Country / Organization	Contact Information
44.	DESA-SD	Ms. Haoyi Chen
		Statistician
		Social and Gender Statistics Section
		United Nations Statistics Division
45.	DESA-SD	Ms. Meryem Demirci
		Inter-regional Advisor on Population Censuses
		United Nations Statistics Division
46.	DESA-SD	Ms. Francesca Grum
		Chief
		Social and Gender Statistics Section
		United Nations Statistics Division
47.	DESA-SD	Ms. Lingyan Hu
		Statistics Assistant
		Social and Gender Statistics Section
		United Nations Statistics Division
48.	DESA-SD	Ms. Margaret Mbogoni
		Chief of Service
		United Nations Statistics Division
49.	DESA-SD	Ms. Harumi Shibata Salazar
		Statistician
		Social and Gender Statistics Section
		United Nations Statistics Division
50.	DESA-SD	Mr. Mehmet Kemal Sökeli
		Associate Statistician
		Social and Gender Statistics Section
		United Nations Statistics Division

No.	Country / Organization	Contact Information
51.	DESA-SD	Ms. Lin Zhuo
		Associate Statistician
		United Nations Statistics Division

Annex 2

Programme of work (final)

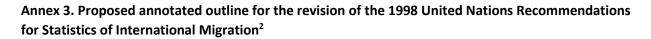
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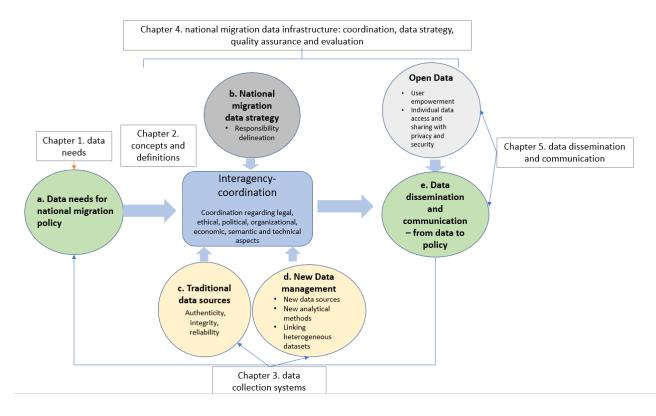
Monday, 1 July 2019		
9:00–10:00	Registration of participants	
10:00-10:15	1.	Opening
		Introductory remarks Stefan Schweinfest, Director, United Nations Statistics Division Diego Iturralde, Statistics South Africa, Co-chair of the United Nations Expert Group on Migration Statistics Frank Laczko, GMDAC, International Organisation for Migration, Co-chair of the United Nations Expert Group on Migration Statistics
		Introduction of the meeting – agenda Francesca Grum, Chief, Social and Gender Statistics Section, UNSD
10:15–12:15	2.	The revision of the 1998 United Nations Recommendations on Statistics of International Migration The session will cover the need for the revision and present a proposed annotated outline for the revision.
		Chair: Frank Laczko, co-chair Expert Group on Migration Statistics Presentations
		 Revision of the 1998 Recommendations – why and what? (ESA/STAT/AC.368/1) Ms. Haoyi Chen, UNSD
		 Data integration for disaggregated statistics on international migration – <i>Ms. Nino</i> <i>Ghvinadze, Public Service Development Agency, Georgia and Mr. Jason Schachter, US</i> <i>Census Bureau (Task force 3</i> on data integration) Big data and how would it figure in the revision – Ms. Marzia Rango, <i>IOM</i> Challenges in migration data dissemination and communication – <i>Marcel Heiniger,</i> <i>Federal Statistical Office of Switzerland</i>
		 Questions for general discussion What would be main reasons for revising the 1998 <i>Recommendations</i>? Any suggestions for the proposed outline for the revision? What new topics/areas should be added? Revised? Removed? Would you like to contribute to the revision of the Recommendations, by drafting certain parts or by providing concrete examples from your national experience?
12:15–13:00	3.	The need for and uses of statistics on international migration This session will address the demand for statistics on international migration to respond to government policy. It will examine traditional and emerging issues in migration policies and their implications for data needs. The discussion will be led by <i>Task Force 1 on data and indicator set</i>
		Chair: Task force 1 co-chairs, Ms. Cécile Thoreau, OECD; Ms. Karima Belhaj, Morocco; Ms. Danzhen You, UNICEF
		 Task force 1 presentation (related doc: ESA/STAT/AC.368/2) Country presentations

	 Canada Morocco Thailand Group discussion/exercise General discussion 	
13:00 - 15:00	Lunch break	
15:00 - 18:00	The need for and uses of statistics on international migration (cont.)	

Tuesday, 2 Jul	y 2019	
10:00 - 13:00	4.	Concepts and definitions related to international migration There is a need to critically review the United Nations recommended concepts and definitions for statistics on international migration and their applicability to various contexts, given the difficulties encountered by countries in adopting them, from both conceptual and operational points of view. The session will be led by <i>Task Force 2 on concepts and definitions</i> . Chair: Ms. Meryem Demirci, UNSD; Mr. Giampaolo Lanzieri, Eurostat - Task force 2 presentation (related doc: ESA/STAT/AC.368/3) - Country presentations • Indonesia • • Mexico • • United Kingdom • - Group discussion on • • United Kingdom • • What are relevant features in defining migrants? • Definitions of migration: • • What data sources to use? •
13:00-15:00	Lun	- General discussion ch break
15:00-16:00	4.	Concepts and definitions related to international migration (cont.)
16:00–18:00	5.	 The Global Programme on Migration Statistics The session will discuss the content of and strategies to implement a Global Programme on Migration Statistics. Moderator: Ms. Keiko Osaki-Tomita, co-chair, <i>Task force 5 on Global Programme on Migration Statistics</i> Presentations:

		 A framework for the Global Programme on Migration Statistics – <i>Ms. Francesca Grum, United Nations Statistics Division</i> Country presentation (NSO) Ecuador Republic of Moldova Task force 4 on best practices on data collection, analysis and dissemination International Forum on Migration Statistics, connecting and sharing experiences – <i>Frank Laczko, GMDAC, International Organisation for Migration</i> Providing training through a network of universities – <i>Mr. Peter Lennie, Worldwide University Network</i> General discussion 	
Wednesday, 3	July 20)19	
10:00-12:00	6.	Technical Report on Measuring Migration-relevant SDG indicators The session will present a summary of Technical Report as well as comments received from experts, with the objective to finalise the Technical Report Presentation: Ms. Haoyi Chen, UNSD	
12:00-13:00	7.	 Ongoing/planned initiatives on statistics of international migration International and regional entities will report on their latest developments and activities, relevant to international statistics and plans for future work Moderator: Diego Iturralde, Co-chair of the United Nations Expert Group on Migration Statistics 	
13:00-15:00	Lunch break		
15:00-16:00	8.	Conclusions and the way forward	





Introduction

- Previous recommendations and the need for a revision
- Purpose and scope of the current/revised Recommendations
- Organisation of the Recommendations

Chapter 1. Data needs for policymaking

Assess data needs to address relevant migration issues, while taking into consideration important international commitment, such as the Global Compact for Safe, Orderly and Regular Migration, the Global Compact on Refugees and the 2030 Agenda for Sustainable Development. The chapter will guide discussions for the following chapters in the Recommendations. (Based on input from Task force 1)

Chapter 2. Concepts and definitions

The chapter discussed the conceptual framework of migration-relevant concepts and provides statistical definitions for the concepts (Based on input from Task force 2).

Chapter 3. Data collection systems, including traditional and non-traditional data sources

² Full paper is available at <u>https://unstats.un.org/unsd/demographic-social/meetings/2019/newyork-egm-migration/2%20UNSD%20document.pdf</u>

The chapter focuses on the collection and measurement of stocks and flows of migrants and relevant concepts, as well as the integration of migrants and relevant population. Data sources covered in this chapter include both traditional and non-traditional data sources, as well as integrated data sources.

<u>Chapter 4. National statistical system on migration statistics, including quality assurance framework for</u> <u>data related to international migration</u>

The chapter covers recommendations related to national data system for international migrationrelated statistics. These cover 4 fundamental levels that are related to managing (a) the statistical system for migration statistics; (b) the institutional environment; (c) the statistical processes and (d) statistical outputs. The chapter aims to bridge the United Nations National Quality Assurance Framework (NQAF)³ to statistics on international migration and provides concrete recommendations on how to improve the quality of the data.

The chapter will also cover various tools for assessment of national data on international migration.

Chapter 5. Dissemination and communication of data/user engagement

The chapter recommends strategies for data dissemination and communication, targeting different user groups such as policymakers, general public, researchers.

³ United Nations National Quality Assurance Frameworks Manual for Official Statistics, draft available at <u>https://unstats.un.org/unsd/statcom/50th-session/documents/BG-Item3d-NQAF-Manual-E.pdf</u>