

Action Plan to improve and enhance the migratory data production system and data sources in Romania

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List of acronyms and abbreviations

AP – Action Plan

EEA – European Economic Area

EU – European Union

LP – Leading Partner

MIA - Ministry of Internal Affairs (*Ministerul Afacerilor Interne*)

NAC - National Agency for Citizenship (*Agentia Națională pentru Cetățenie*)

NIS - National Institute of Statistics (*Institutul Național de Statistică*)

RIRNM – Romanian Institute for Research on National Minorities (Institutul pentru Studiarea Minorităților Naționale)

1. INTRODUCTION

The WP4 *Action plan* (AP) is primarily based on the findings of the **SEEMIG WP 4 Country Report** (on existing data production systems and major data sources in Romania). That report outlined already the major problems of the Romanian data production system on migration and population stock.

The AP reveals the (possible) measures at transnational, national, and local levels that could contribute to the improvement of the quality of data on migration processes:

- At **national level** the AP is useful if the responsible authorities plan a reform of the data production system. The Romanian Institute for Research on National Minorities (RIRNM) – although a governmental organization – is not directly involved in the process of collecting (official) statistical data on migration, demographic and labor market processes. The AP outlines the problems related to the Romanian data collection system on migratory processes, specifies the level of intervention, the relevant stakeholders, the responsible institutions, the priority of the activities, and steps for the implementation of these activities. However, the majority of national level measures included in the AP are suggestions towards all relevant stakeholders. Chapter 6 (Possibilities of implementation) will clarify the concrete steps (that will be taken by RIRNM) necessary for the implementation of the Action Plan.
- The Romanian AP has clearly a **transnational dimension** too, as it contains recommendations that could enhance the international compatibility of the Romanian data production system on migration processes. Additionally, an important goal of the action plan is to initiate the maintenance of a **transnational database** regarding the migratory, demographic and labor market processes of the South Eastern European countries, which was created in the framework of the SEEMIG project (WP4). The transnational character of the AP is also increased by the fact that one of its aims is to improve the quality of data included in the formerly mentioned transnational database. The authors of the Romanian AP aimed to suggest measures that are consistent with the proposals of other SEEMIG countries.
- The Romanian AP has also a clear **local level focus**. The local level Action Plan was elaborated in close collaboration with the municipality of Sfântu Gheorghe. The collaboration between RIRMN and Sfântu Gheorghe local government will continue during the implementation of the AP. In certain respects, the local level measures provided by the AP can serve as a model for other Romanian local authorities.

The Romanian AP is presented in a textual format. However, it also comprises an annex of tables. These tables contain (1) an overview of the activities related to the WP4 Transnational Database; (2) an overview of suggestions of the WP4 synthesis report (on existing data production systems and major data sources in SEE countries). By these criteria, we would like to ensure the compatibility of the Romanian AP with the general (transnational) results of the project. The tables contain the general recommendations of the WP4 synthesis report in order of their importance/relevance from a Romanian point of view.

The actions proposed are numbered (A1, A2, ...) and marked in bold.

2. POSSIBILITIES OF SETTING UP DEVELOPMENTAL DATABASES ON NATIONAL, LOCAL AND TRANSNATIONAL LEVELS

- ***Possible construction of a national developmental database on migration, labor market and human capital***

One of the aims of the *Romanian Action Plan* is to investigate how an integrated developmental database on migration, labor market and human capital can be constructed. This is a necessary step in facilitating access to data for different types of users (social scientists, decision makers etc.).

The National Institute of Statistics (NIS) and other authorities involved in data collection process on migration and related issues have different dissemination strategies. These dissemination strategies are extremely weakly integrated.

One of the main data sources is the *population register*, held by the *Ministry of Internal Affairs (MIA) – Directorate for Persons' Record and Database Management*¹. The population register supplies personal data required by the authorities (police etc.). The sole publicly available and statistically useable form of these data is the *electoral list*.

Foreign citizens residing in Romania are registered separately from Romanian citizens. These registers are held by another department of the MIA, *The General Inspectorate for Immigration*.² There are four separate registers of foreign citizens: (1) the register of visa applicants; (2) the register of EU/EEA/Swiss Confederation citizens residing in Romania; (3) the register of third-country nationals residing in Romania; and (4) the register of asylum seekers and persons who were granted protection in Romania. The MIA's own publication (*Immigration Bulletin*) is based on these registers. However, these information are not at all integrated in the dissemination strategy of the National Institute of Statistics.

Furthermore, Romania grants *citizenship* on preferential terms for former Romanian citizens living in the former territories of interwar Greater Romania. The applications for the reacquisition of the Romanian citizenship are treated separately from other citizenship applications. The National Agency for Citizenship (NAC) is responsible for registering and providing resolution for citizenship applications.³ However, the NAC has no regular publication, and the NIS does not include in its communiqués data on the number of applicants for Romanian citizenship.

The NIS provides data through different dissemination tools. It has some periodical (electronic and paper based) publications: the Monthly Statistical Bulletins, the Statistical Yearbooks, and the Demographic Yearbooks. Another important channel of dissemination is the Tempo-online database on the website of the NIS. Here users can download tables at various levels of disaggregation and for different periods of time. The main problem is that the MIA and the NAC do not transfer data to the

¹ In Romanian language: *Ministerul Afacerilor Interne – Direcția pentru Evidența Persoanelor și Administrarea Bazelor de Date*.

² In Romanian: *Inspectoratul General pentru Imigrări*.

³ In Romanian: *Agenția Națională pentru Cetățenie*.

NIS on immigrant stock, number of asylum seekers etc. Consequently, these data do not appear in relevant Romanian statistical publications (i.e. statistical, demographic yearbooks etc.). The sole type of data on immigration received by NIS (through a comprehensive survey carried out together with the Ministry of Interior Affairs) is the immigrant flow.

A1. RIRNM suggests to the National Institute of Statistics to include in its regular publications data and time series on (1) immigrant stock, (2) asylum seekers, (3) new citizens acquiring Romanian citizenship on preferential terms.

An integrated dissemination project of these institutions and the construction of an integrated database are definitely required. The next logical step would be to provide information about migration stock, asylum seekers and new Romanian citizens on **Tempo-online** and in **Statistical Yearbooks**. The SEEMIG project cannot solve the problems stemming from the lack of an integrated dissemination strategy, but it represents a useful step in solving some of the problematic issues. We compiled a comprehensive dataset concerning Romanian migration statistics for the time period between 2001 and 2011. The regular maintenance and update of this database would provide a clearer the picture on migration processes in Romania.

- ***Possible construction of local databases on migration, labor market and human capital***

Chapter 4 discusses the possibilities for constructing local databases on migration. More precisely, it describes a project initiated by the Municipality of Sfântu Gheorghe.

- ***Maintenance of SEEMIG transnational databases beyond SEEMIG's lifespan***

One of the SEEMIG project activities was the compilation of an integrated database on migration, demographic and labor market processes, and the domain of human capital. The database contains indicators selected for all SEE countries. The database covers the time period between 2001 and 2011. The data collected in Romania were taken from various sources: administrative data, Household Labor Force Survey, NIS annual publication, and international sources.

Given the fact that these data are changing, maintaining and regularly updating the database after the lifespan of the SEEMIG project would be very useful. It is clear that the maintenance of the database requires financial funds. However, the main part of the investments has been already made within the framework of the SEEMIG project (e.g. the structure of the database was defined, the indicators were selected etc).

A2.1. The Romanian Institute for Research on National Minorities is fully committed to maintain and update the Romanian part of the database.

It is important to note that the majority of data included into the database were not accessible for the large public. For instance, RIRNM had to purchase and process LFS micro-data, or the special census data on immigrants.

A2.2. Our suggestion (to SEEMIG LP) is to include the National Institute of Statistics in the maintenance of the transnational database after the lifespan of the SEEMIG. RIRNM is committed to provide any support needed by SEEMIG LP to complete this task.

3. NATIONAL LEVEL ACTIVITIES FOR MIGRATION RELATED DATA SYSTEM IMPROVEMENTS

3.1. Administrative data sources

- **Legal authorization of the access of the relevant statistical offices/ institution to individual data**

Law No. 266/2009 regulates the organization and functioning of official statistical data collection.⁴ According to the law, the National Institute of Statistics is the institution responsible for statistical data collection on international migration. An exhaustive survey is carried out for immigrants entering and the emigrants leaving the country. The responsible for data collection is the Ministry for Internal Affairs, the General Inspectorate for Immigration (in the case of immigrants), and the Directorate for Persons' Record and Database Management (in the case of emigrants). For data collection, a computerized interface designed by the MIA is used, and collected data are transferred to the NIS. This survey provides the base for official statistical data on immigration and emigration flows. This survey is paralleled by the registration of immigrants and deregistration of emigrants.

Other authorities responsible for data collection related to migration processes are: (1) the Ministry of Internal Affairs - Directorate for Persons' Record and Database Management; (2) the Ministry of Internal Affairs – General Inspectorate for Immigration; and (3) the Ministry of External Affairs – National Agency for Citizenship.

- (1) The Ministry of Internal Affairs - Directorate for Persons' Record and Database Management is responsible for the deregistration of emigrants. Important to note however, that emigrants who leave the country do not observe the obligation to announce responsible authorities, consequently, they remain in the population register. The population register keeps records of (all but only) Romanian citizens irrespectively of their country of residence (whether or not they reside in Romania). Citizens with legal residence in Romania are registered at their official permanent addresses (and not at their usual residence, if this differs from the permanent address). Citizens who have (officially) left the country and do not have a permanent address in Romania are registered at their last permanent address, mentioning that they reside abroad. Public Services for Persons' Record from Bucharest, from Sector 1 issues ID cards to citizens, who have never had permanent address in Romania (ethnic Romanians from Moldova and Ukraine who acquired Romanian citizenship). Trans-border Romanian citizens enter the population register when they receive an ID card. Consequently, the Ministry of Internal Affairs - Directorate for Persons' Record and Database Management holds a database a) on (officially registered) emigrant stock and b) new Romanian citizens residing in neighboring countries (Ukraine, Republic of Moldova).

A3. RIRNM suggests to the National Institute of Statistics and the Ministry of Internal Affairs to use the population register for statistical purposes regarding the a) officially registered emigrant stock; b) new Romanian citizens residing in neighboring countries (Ukraine, Republic of Moldova) registered in the population register.

⁴ For the presentation of the legal framework of the official statistical data collection, see Săcală – Gâlceavă (2013).

- (2) The Ministry of Internal Affairs – General Inspectorate for Immigration is responsible for the registration of foreign citizens in Romania. The aim of data collection regarding foreign citizens is not statistical but administrative (the Romanian authorities want to control the cross-border movement of third-country citizens). As already mentioned, they are registered - separately from Romanian citizens - in four separate registers. (a) In the register of short term visa owners enter only some non-EU and non-EEA citizens staying for a short period of time (less than 3 months). (b) All foreign citizens who stay more than 3 months in Romania have to register themselves in the registers of foreign nationals staying in Romania. However, (c) EU/EEA/Swiss Confederation citizens are registered separately from other foreign nationals. The MIA does not directly transfer data from these registers to NIS.

A4. RIRNM suggests to NIS and the MIA to use the registers of foreigners (and not the exhaustive survey on immigrants entering the country) for statistical purposes. If NIS has direct access to the registers of foreigners, the result can be a rich and relatively reliable data on migrant stock.

- (3) Another authority responsible for migration related data collection is the National Agency for Citizenship. It is responsible for registering and giving resolution to citizenship applications coming from the interwar territories of Greater Romania (in fact, applications of ethnic Romanians from Moldova and Ukraine). These applicants are treated preferentially, and their applications are registered separately. NIS has no access to the database of applicants and new citizens, and in fact, there are no publicly available data at all on the process of (re)acquisition of the Romanian citizenship. So, this issue is not at all integrated in the Romanian statistical data production system.⁵

A5. RIRNM suggests to NIS and the NAC to integrate the database on new Romanian citizens, who re-acquire Romanian citizenship (and who – or whose ascendants – lost their citizenship following the territorial losses of the interwar Romanian state).

•Steps towards creating better integrated data sources (integrated data sets, parallel use of several data sources)

Another major problem is that the administrative registers and the statistical data collection process of the NIS are not (or in the best case are only partially) integrated. NIS has its own system of data production, which is independent from (or parallel with) primary institutions responsible for registration. This is not true only in the case of population, but also in the case of educational statistics, for instance. Here NIS and the Ministry of Education have parallel systems of data production and both deliver data on the educational system (which are, of course, highly inconsistent). We consider the working of these parallel and non-integrated systems ineffective and a waste of energy.

A6. RIRNM discussed the possibilities of a better-integrated data production system in the framework of WP6 Master Classes that brought together relevant institutions responsible for data production. RIRNM is committed to have further discussions on this topic.

⁵ See Panaite coord. (2012)

• **Steps toward the harmonization of definitions in different migration data sets**

- Administrative and statistical definitions of population

In our opinion, the harmonization of definitions used in statistical data collection and administrative registration is an essential issue in improving the quality of migration and population related data. In Romania, following the change of regime, the statistical and administrative definitions of population have become highly incongruent.

The lack of a consistently used definition for the country's population has a decisive effect on the Romanian data production system. During the period of state-socialism, there was a steadily used definition applied by all institutions involved in population registration. In this era, *the Romanian population was defined as the totality of Romanian citizens with legal residence/address in Romania*. Until the 2002 census, statistical definition of the population was similar. In 2002, the National Institute of Statistics changed the statistical definition of the Romanian population. The long-term resident foreign citizens were included, whereas the Romanian citizens who were staying abroad for a long period of time (at least 1 year) were excluded. Therefore, after the 2002 census, NIS calculations on annual population stock refer to the resident population defined in accordance with the United Nations' recommendations.

Although changing the definition had positive outcomes in what concerns international comparability, and offered new possibilities of migration-related analysis, it created serious inconsistencies within the Romanian data production system. This is because the logic of the population register remained unchanged, and this happened in spite of a couple of institutional changes occurring after 2002, such as the transfer of registration to local authorities in 2005 and the setting up a computerized system in 2006. So, the population register contains all Romanian citizens irrespective of having or not having residence in Romania. Furthermore, the population register does not integrate the registers of foreign citizens residing in Romania.

It is very important to note that there is a duality in the definitions applied to the Romanian population:

- **legal population of Romania** – the totality of citizens whether or not they reside in Romania, and the
- **usual population of Romania** - which, in accordance with United Nations recommendations, is the totality of persons residing usually in Romania irrespective to their citizenship).

The first (i.e. legal population) remained the *administrative definition of the population*, which (as an outcome) differs considerably from the *statistical definition of the population* (i.e. usual population). In other words, the administrative definition of the Romanian population is still the definition elaborated during state socialism. This duality is a permanent source of confusions and hinders the integration of the administrative and statistical data production systems.

A7. RIRNM is committed to discuss further the possibilities of a coherent definition of the country's population (which could be used both for statistical and administrative purposes). In the framework of WP6 Master Classes and WP6 focus groups, we already had discussions with relevant institutions responsible for data production system.

- Definitions of immigrants and emigrants

In the case of emigrants and immigrants, neither the administrative nor the statistical definitions are consistent with the UN recommendation on definition of population (and the statistical definition used by NIS).

Emigrants are (in the exhaustive survey carried out by NIS and the Ministry of Internal Affairs) Romanian citizens who leave the country in agreement with Romanian authorities, in order to settle abroad. A serious problem linked to this definition is that foreign citizens who emigrate from Romania are not included (by definition) in emigration statistics.

Immigrants are foreign citizens who come in Romania in agreement with Romanian authorities to settle their residence in the country. The complications here are due to the specification that immigrants are foreign citizens.

- a) As it was already mentioned, after 1990, Romanian authorities offered Romanian citizenship on preferential terms for former Romanian citizens (and their descendants) residing in neighboring countries (Republic of Moldova and Ukraine). They can obtain Romanian citizenship even without having Romanian residence. If new Romanian citizens from Moldova or Ukraine set their residence in Romania, they will not appear in migration statistics. Thus, it seems grounded to claim that the majority of effective in-migrants do not appear in NIS statistics as immigrants.
- b) The second category that immigration statistic does not include is that of returnees. Emigrants (even if they emigrate in agreement with Romanian authorities) remain registered in the population register because there are no incentives or sanctions to enforce deregistration. Hence, in case they choose to return, they do not have to register, therefore, there will be no traces left concerning their migration.

A8. Our recommendation to NIS is to modify the definitions of emigrants and immigrants, in order to make them consistent with UN regulations and with the statistical definition of the Romanian population.

3.2. Labor Force Survey

• Steps towards increasing the availability/coverage of foreigners by mitigating the language barriers during the fieldwork / •Steps toward boosting the immigrant sub-sample and adjusting it to the real territorial distribution of immigrants

The share of foreign national working force in Romania is extremely low. The Romanian Institute for Research on National Minorities purchased the LFS databases for the period between 2001 and 2012. In 2012, the (total annual) number of foreign nationals was 94 persons. Given these circumstances, the National Institute of Statistics is not interested in using this survey for getting additional information on foreign nationals.

- ***Steps toward the harmonization of the definition of household membership***

According to the NIS, the Household Labor Force Survey in Romania is fully harmonized with the EU regulations and ILO recommendations. The survey is coordinated by and transferred to Eurostat. The NIS uses harmonized definitions in all questions related to the survey.

- ***Steps toward the standardization of concepts for identifying foreign-born population***

In 2008 (following the initiative of the Eurostat), all European countries introduced an ad-hoc module into the LFS survey. The ad-hoc module aimed to investigate the labor-force situation of the immigrants and their immediate descendants. The main aim of the 2008 ad-hoc module was to provide better identification of immigrants and their immediate descendants and to receive a dataset, which allows more flexibility in the analysis and to provide comparable data on the labor-market situation of migrants. However, some participant countries did not include all ad-hoc module questions in the LFS questionnaire. Countries where the number of immigrants was relatively low (among them Romania too), introduced a so-called “light module”. This contains only four additional questions: the year of citizenship acquisition, the country where the father was born; the country where the mother was born and the total number of years of residence in the host country. However, because of the low proportion of immigrants it is problematic to analyze the labor force status of immigrants along these variables. Following 2008, LFS surveys skipped the ad hoc module.

- ***Steps toward the inclusion of supplementary questions regarding emigration or labor force out-migration***

The sole possibility for migration-related secondary analyses in the LFS databases is the question regarding the location of the unit where the concerned person works. A possible answer here is that the workplace is situated abroad. In this case, the country of the workplace is registered. Because LFS includes temporarily absent household members in the survey, it could be used as a valuable data source regarding short-term labor force emigration. However, the problem is that the LFS conducted in Romania succeeded to capture an extremely low number of household members working abroad (less than 1 percent of the active work force).

It would be very useful to attach an additional module to the LFS focusing on the emigration experiences of present household members, the household members living and working abroad and the intentions of the population to emigrate (work abroad). Regular use of this module would provide very useful data on the dynamics of emigration from Romania. In the following section, we will present shortly the pilot study carried out by the Hungarian and Serbian colleagues in the framework of the SEEMIG project.

A9. RIRNM is committed to discuss the possibility of an additional module on emigrant household members.

3.3. Migrant-specific surveys

In the Romanian context, the process of emigration is of primary importance. The National Institute of Statistics does not have special surveys focused on the process of international migration. However – given the inability of state authorities to (de)register emigrants – such surveys would be of central importance in generating data on the process of emigration.

•How can we introduce systematic, internationally standardized, survey-based migration-related data collection?

Researchers in Hungary and Serbia conducted *a pilot study* within the framework of the **SEEMIG project**.⁶ The aim of the pilot study was to create an internationally comparable and standardized methodology to reach up emigrants from a given country. The Serbian and Hungarian colleagues intended to carry out a two-stage survey on a representative sample of emigrants, derived from a representative large-scale national survey. They utilized the Household Labor Force Survey (LFS) as a starting point. The LFS is large scale, standardized survey, carried out in all European Union countries.

In the first stage, LFS aided the identification of emigrant household members. Every person identified by a household member as living abroad qualified as emigrant. The initial circle of emigrants recorded by the LFS was extended with (1) siblings of any household member and (2) persons who left the household and went abroad after 1990. Researchers collected some basic socio-demographic data about these emigrant household members and relatives, furthermore, they attempted to record contact information of these migrants.

In the second stage, the contact information served as the basis of the pilot survey of emigrants (via telephone and internet). The target group was compound by three groups of migrants: (1) household members if they met the criteria of emigrant; (2) former household members, who left the country following 1990; (3) siblings of the household members living abroad.

A10. RIRNM is committed to present the methodology and the results of the SEEMIG pilot study to the NIS experts engaged in carrying out the LFS survey. We will propose to link a specific module on emigration to the Romanian LFS survey. This could provide time series on the dynamic of the process of emigration from Romania.

•Utilization of LFS surveys in the main destination countries of Romanian emigrants

As Romania is first of all an emigration country, for the purposes of analyzing the Romanian migration, not only the Romanian LFS can be interesting, but the LFS performed in the main receiving countries too. For instance, in Italy or in Spain, Romanians constitute a considerable part of the workforce. These surveys are of special interest because the Romanian LFS does not contain any specific questions regarding migration (e.g. Have you ever worked abroad? Do you plan to work abroad?).

⁶ See for details Blaskó-Natalie (2014)

A11. We propose the regular monitoring and analysis of the LFS surveys in the main destination countries of the Romanian migration. The Romanian Institute for Research on National Minorities is profoundly committed (and is competent) to take steps towards this objective.

• Steps towards setting community (municipality) level surveys on the dynamics of the Romanian emigration

In Romania, there is a particular but relatively widely used form of empirical data collection, the so-called “community survey”. Community surveys are surveys carried out at the level of local authorities. The first community census on (temporary)⁷ emigrants was realized in 2001 (local authorities were asked about the number, and characteristics of emigrants from a given municipality). The project was financed by the International Organization for Migration, and it was coordinated by Dumitru Sandu. Based on the results of this survey, Sandu (2002; 2005) elaborated an interpretation of the migration process of the 1990’s, which proved to be one of the most influential models on Romanian migration up to these days. Since the community census of migrants coordinated by Dumitru Sandu, many similar surveys have been carried out,⁸ but none of them displayed the methodological rigor or the scientific impact of the first one.

A12. We propose regular and methodologically standardized community surveys on emigration. This could provide valuable time series regarding the dynamics of the phenomenon. The Romanian Institute for Research on National Minorities will conduct several community surveys (on poverty and integration of Roma) in the near future and is committed to extend the thematic of these surveys to international migration.

3.4. Census

•Steps toward the harmonization of questions referring to migration history

The 1992 census defined the Romanian population as *the totality of Romanian citizens with legal residence in Romania, whether or not they live abroad for years*. One can note that this definition corresponds to the definition of “legal population” still used by population register. In the context of EU integration and international standardization of the Romanian statistical system, the 2002 and 2011 censuses changed the definition. In 2002, in accordance with the United Nations’ recommendations, the Romanian “usual population” was redefined as the *totality of residents in Romania whether or not they are Romanian nationals*. In other words, “usual population” excludes Romanian citizens who had left the country (for more than a year), while it registers foreign citizens and stateless persons who had been living for more than a year in Romania. The change of the definition of the “stable population” had positive consequences. First of all, due to the stretching of

⁷ The survey did not define exactly “temporal migration”. In fact, all Romanian citizens working abroad were considered temporary migrants. (Sandu 2002; 2005)

⁸The *Inclusion 2007* (see Fleck-Rughinis 2008) and *Models of Ethnic Segregation 2008* (see Toma 2009) surveys focused primarily on Roma population, whereas the *Access to Structural Funds of Local Administration* (see Toth-Dărășteanu-Tarnovschi coord. 2009) on access of local communities to European funds. All these surveys contained questions regarding the number of persons living (temporarily) abroad.

the concept in a way to cover foreign citizens too, the 2002 and 2011 censuses provide us relatively rich data on immigrants. They used the standard census questionnaire in the case of (1) foreign born and (2) foreign citizens who had stayed in Romania for more than 12 months. They registered all immigrants who arrived in Romania for more than 12 months, including asylum seekers and persons who were granted any form of protection in Romania.

The census questionnaire contained also relatively rich information on the foreign-born person's migration history. The questionnaire recorded previous residence and the date when the person entered the country.

•Steps towards enhancing data on emigration and inclusion of supplementary questions regarding out-migration & return migration

The 2011 census provides rich data on emigrants. A special questionnaire was elaborated for all persons living abroad (regardless of whether they have been absent for long period of time or just temporarily). This type of census questionnaire was used for the first time in 2011. These questionnaires were completed by a present household member or in their absence (if it was possible) by neighbors. The questions in the questionnaire concerning persons away for a long period of time were the following:

- The country where the person lives
- When did the person leave the locality of enumeration to go abroad?
- Does the person living abroad work there?
- The field the person works in (agriculture, industry, construction, restaurants, hotel, transport, computers/informatics, household services, healthcare, and other fields)
- Does the person send money to household members?
- How often does the person living abroad send money to the household members? (on monthly basis, every 3 months, every 6 months, yearly, occasionally)

In sum, we consider that the 2011 census provides rich enough information on emigrants and immigrants. Modifications of the census questionnaire are not required.

4. LOCAL LEVEL ACTIVITIES FOR MIGRATION DATA IMPROVEMENTS

Although Romania is a relatively centralized state, the decentralization is an ongoing process. In this process, local governments overtake more and more functions from central authorities. Now local authorities have a key role for instance in the planning of the (local level) educational- or health-care system. These responsibilities require however increased capacity of data processing and interpretation. Data on migration, demographic and labor market processes are of primary importance in the institutional design performed by local governments.

As the *Country report on existing data production systems and major data sources in Romania* shows, the official statistical data collection system is weakly integrated and data are of low quality. This is even more evident in the case of data regarding the process of migration. For instance, for the time period between 2002 and 2009 the National Institute of Statistics reported that altogether 37,208 Romanian citizens left the country to Italy, Spain, Germany and Hungary. For the same time period

the Statistical Offices of Italy, Spain, Germany and Hungary reported 1,787,787 emigrants arriving from Romania. This means that the Romanian authorities captured only 2.1 percent of the immigrant flow. Therefore, for a local government engaged in institutional planning would be a fatal mistake to use – without critical considerations – official data on emigration. The “mirror” statistics in the receiving countries are more reliable than the Romanian official statistics, but they are rarely accessible for the locality left by the migrant. Given the circumstances, it is very useful to have its own (or selected) datasets on migratory and demographic processes. In this chapter, we will present the possibilities and the good practices of Municipality of Sfântu Gheorghe. The local government of Sfântu Gheorghe and RIRNM have jointly elaborated, in close cooperation, the local level action plan.

- ***Setting up local developmental databases***

It is useful to create and continuously update an integrated database on demographic, human capital and labor market processes.

A13. The Municipality of Sfântu Gheorghe in cooperation with the Romanian Institute for Research on National Minorities is engaged in the creation of such an integrated database on municipality and county levels.

- In this database, ***census results*** are of primary importance. The database will contain census data on various aspects regarding the structure of the population (age, sex, educational attainment, economic and occupational status, ethnic and religious background). Censuses are full range data collections, and as such they are of special value for local governments. Results of the 1992, 2002, and 2011 censuses are included.
- The local level database will be continuously updated with basic population data: number of births, number of deaths. The annual number of newborns is extremely valuable in planning the educational system.
- It will also contain official data on internal migration; however, the reliability of these data is currently questionable. For the inter-census periods however, one could calculate the net (internal and international) migration on municipal level.

The database containing dynamic historical data on migration, demographic and labor market processes could serve as a starting point for local (municipality level) and regional demographic projections.

- ***Population projections at local level***

A14. The Municipality of Sfântu Gheorghe in close cooperation with the Romanian Institute for Research on National Minorities intends to elaborate a population projection on municipality (Sfântu Gheorghe) and county (Covasna) levels.

Harghita County Council and RIRNM already had a similar project. In 2010, they jointly designed a projection to forecast the demographic processes for 6 micro-regions and 2 mid-sized towns in Harghita county for 2022.⁹

⁹ See Kiss–Csata (2008); Kiss–Csata (2010).

The new population projection (for Sfântu Gheorghe and Covasna county) will have as a starting point the census records from 2011. It will use data on birth cohorts. Calculations will be made by applying the cohort component method¹⁰ with a software that enables us to simulate hypotheses regarding the factors influencing populations' dynamics. The population projection will target both a 20- and a 30- years period starting from 2011.

An important criterion for designing the projection is its potential use for public policies, primarily in educational system planning. The usefulness for public policies here arises from the focus on the evolution of the school-aged population.

We will develop different forecast scenarios. Besides the basic scenario, the projection will elaborate on three additional alternatives. The first two versions are the "optimistic scenario" and "pessimistic scenario". They differ from the basic one (and from each other) with regard to fertility, life expectancy, and net migration. We will also elaborate on a 0 net migration scenario.

- ***Possibilities of conducting local developmental surveys***

For local authorities it is extremely important to gain reliable data on migration processes. In the case of emigration countries (such as Romania), this is a really difficult task. The Municipality of Sfântu Gheorghe (in cooperation with RIRNM) carried out a local level survey on migration processes and carrier trajectories of young adults who graduated high school in Sfântu Gheorghe during the last 10 years. These survey shows that young people are extremely engaged in both the process of emigration and internal migration.

The research contained two parts. First, a database of young persons finishing high school in Sfântu Gheorghe was established. The educational institutions delivered a register of their graduates, which contains the name, address, and contact data (phone number, in some cases e-mail address) of the graduates. We used these registers to construct our database. In the second stage, we selected a random sample, and then carried out a CATI (Computer Assisted Telephone Interview) survey. A total of 607 questionnaires were filled out.

A15. The elaboration of the research report (which presents also in details the research methodology) is under process. We consider that this will be a useful methodological guide for other Romanian local authorities regarding local migration surveys.

- ***Capacity building at local governments (e.g. analysts employed for collecting data on a local level, better use and understanding of data sources, trainings)***

The Sfântu Gheorghe SEEMIG team (in close cooperation with RIRNM) elaborated a methodology for a training session aiming to develop the capacity of local government's employees. The training focuses on the following topics: (1) accessible data sources for local administration (demographic processes, migration; labor force; economic development, education); (2) interpretation of available data; (3) methods of data collections for administrative purposes.

A16. The materials of the training will be distributed for employees of the Sfântu Gheorghe local authority and will be made accessible for other Romanian local authorities.

¹⁰ Calculations and algorithms are made in Visual Basic incorporated in Excel.

5. IMPLEMENTATION POSSIBILITIES

As mentioned already, the Romanian Institute for Research on National Minorities – although a governmental organization – is not directly implicated in the process of collecting (official) statistical data on migration, demographic and labor market processes. In the case of some national level activities, the present Action Plan contains proposals addressed to the responsible institutions. In other cases, RIRNM and other Romanian project partners are fully competent to implement the WP4 Action plan. The following table summarizes the possibilities of implementation:

5.1. Implementation possibilities for the actions proposed in the Action plan

	Description	Level of action	Role of RIRNM (and Sfântu Gheorghe local government)	Relevant institutions
Developmental databases on transnational, national and local levels				
A1.	RIRNM will suggest to the National Institute of Statistics to include data and time series on (1) immigrant stock, (2) asylum seekers, (3) new citizens acquiring Romanian citizenship through preferential (re)naturalization in its regular publications.	National	Proposal	NIS
A2.	Maintenance of transnational developmental database	Transnational	Implementation, proposal	NIS, SEEMIG LP
A13.	The Municipality of Sfântu Gheorghe, in cooperation with the Romanian Institute for Research on National Minorities, is engaged in the creation of an integrated database on municipality and county levels.	Local	Implementation	
Administrative data sources				
A3.	RIRNM will suggest to the National Institute of Statistics and the Ministry of Internal Affairs to use the population register for statistical purposes regarding the a) officially registered emigrant stock; b) new Romanian citizens residing in neighboring countries (Ukraine, Republic of Moldova) registered in the population register.	National	Proposal	NIS, MIA
A4.	RIRNM will suggest to NIS and the Ministry of Internal Affairs to use the registers of foreigners (and not the exhaustive survey on immigrants entering the country) for statistical purposes. If NIS has direct access on registers of foreigners, the result is rich and relatively reliable data on migrant stock.	National	Proposal	NIS, MIA
A5.	RIRNM will suggest to NIS and the National Agency for Citizenship to integrate the database on new Romanian citizens, who re-acquired Romanian citizenship (and who – or who's ascendants – lost it following the territorial losses of the interwar Romanian state)	National	Proposal	NIS, NIC
A6.	RIRNM is committed to discuss the possibilities of a better-integrated data production system with relevant institutions responsible for data production system.	National	Proposal	NIS
A7.	RIRNM is committed to discuss the possibilities of a coherent definition of the country's "population" (which could be used both for statistical and administrative purposes) in the framework of WP6 Master Classes that bring together institutions responsible for data production system.	National	Proposal	NIS, MIA
A8.	Our recommendation towards NIS is to modify the definitions of emigrants and immigrants, in order to make them consistent with UN	National, transnational	Proposal	NIS

	regulations and with the statistical definition of the Romanian population.			
Labor Force Survey				
A9.	RIRNM is committed to discuss the possibility of an additional module on emigrant household members.	National	Proposal	NIS
Migration surveys				
A10.	RIRNM is committed to present the methodology and the results of the SEEMIG pilot study to the NIS experts engaged in LFS survey in the framework of WP6 Master Classes. We will propose to add a specific module on emigration to the Romanian LFS survey. This could provide time series on the dynamic of the process of emigration from Romania.	National, transnational	Implementation, proposal	NIS
A11.	We propose the regular monitoring and analysis of the LFS surveys in the main destination countries of the Romanian migration. The Romanian Institute for Research on National Minorities is profoundly committed (and is competent) accomplish this objective.	Transnational, national	Implementation	-
A12.	We propose regular and methodologically standardized community surveys on emigration. This could provide valuable time series regarding the dynamics of the phenomenon. The Romanian Institute for Research on National Minorities will conduct several community surveys (on poverty and integration of Roma) in the near future, and it is committed to extend the topic of these surveys to international migration.	National	Implementation	
Local level action plan				
A13.	The Municipality of Sfântu Gheorghe, in cooperation with the Romanian Institute for Research on National Minorities, is engaged in the creation of such an integrated database on municipality and county levels.	Local	Implementation	
A14.	The Municipality of Sfântu Gheorghe, in close cooperation with the Romanian Institute for Research on National Minorities, intends to elaborate a population projection on municipality (Sfântu Gheorghe) and county (Covasna) level.	Local	Implementation	
A15.	The elaboration of the research report on migration from Sfântu Gheorghe (which presents also in details the research methodology) is under process. We consider that this will be a useful methodological guide for other Romanian local authorities regarding local migration surveys.	Local	Implementation	
A16.	The materials of the training session will be distributed to employees of the Sfântu Gheorghe local authority, and it will be made available for other Romanian local authorities.			

5.2. Implementation plan for the AP proposals

Activity		2015				2016				2017				2018				2019			
		Q1	Q2	Q3	Q4																
Database	SEEMIG																				
	National																				
	Local																				
National	Admin																				

	LFS																			
	Survey																			
	Census																			
	Other																			
Local	Population projection																			
	Migration survey																			
	Training materials																			

Meetings with experts and/or stakeholders from the relevant institutions

1. Cristina Săcala – NIS, director of the department for dissemination of statistical information
2. Andrea Ilyes – NIS, director of the Covasna County Statistical Office
3. Gabriel Bădescu – Babeş Bolyai University

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Annexes

Table 1. Overview table of the activities related to the WP4 Transnational Database

Activities	Level of intervention	Relevant stakeholder	Legal basis	Are there previous attempt for this type of intervention? If yes, why did not happen?	Possible difficulties	Rank of suggestion
Possible construction of a national developmental database on migration, labor market and human capital	National	National Institute of Statistics, Ministry of Interior	Act 226 of 2009 (on organization and functioning of official statistical data collection in Romania)	No previous attempt	Lack of financial founds Lack of human resources Lack of political interest	1
Possible construction of local databases on migration, labor market and human capital	Local	Local governments, research institutes (RIRMN)	-	Under process	Lack of financial founds	1
Maintenance of SEEMIG transnational databases beyond the lifespan of the project	National Transnational	RIRMN	-		Lack of financial founds	1

Table 2. Overview table of the WP4 Summary report suggestions

Data source type	Activities	Level of intervention	Relevant stakeholder	Legal basis	Previous attempt for this type of intervention? If yes, why did not happen?	Possible difficulties	Rank of suggestion
Administrative data sources	<ul style="list-style-type: none"> Legal authorization of the access of the relevant statistical offices/ institutions to individual data 	National government	National Institute of Statistics + Data owner institutions: - Ministry of Internal Affairs – Directorate for Persons` Record and Database Management (Ministerul Afacerilor Interne – Direcția pentru Evidența Persoanelor și Administrarea Bazelor de Date) - Ministry of Internal Affairs, <i>The General Inspectorate for Immigration</i> . - The National Agency for Citizenship (Agentia Națională pentru Cetățenie)	Act 226 of 2009 (on organization and functioning of official statistical data collection in Romania)	No previous attempt	opposing attitude of data owner institutions, Lack of financial funds Lack of human resources Lack of political interest	1
	<ul style="list-style-type: none"> Steps toward creating better integrated data sources (integrated data sets, parallel use of several data sources) 	National government	National Institute of Statistics + Institutions involved in registration of migration relevant events: - Ministry of Internal Affairs – Directorate for Persons` Record and Database Management (Ministerul Afacerilor Interne – Direcția pentru Evidența Persoanelor și Administrarea Bazelor de Date) - Ministry of Internal Affairs, <i>The General Inspectorate for Immigration</i> . - The National Agency for Citizenship (Agentia	Act 226 of 2009 (on organization and functioning of official statistical data collection in Romania)	No previous attempt	Lack of political interest	1

			Națională pentru Cetățenie)				
	<ul style="list-style-type: none"> Steps toward the harmonization of definitions in different migration data sets (1) - Administrative and statistical definitions of “population” 	National government	National Institute of Statistics Ministry of Interior	Act 226 of 2009 (on organization and functioning of official statistical data collection in Romania), electoral law	No previous attempt	Lack of political interest	1
	<ul style="list-style-type: none"> Steps toward the harmonization of definitions in different migration data sets (1) - Administrative and statistical definitions of population 	National government	National Institute of Statistics Ministry of Interior	Act 226 of 2009 (on organization and functioning of official statistical data collection in Romania)	No previous attempt	Lack of political interest	1
Labour Force Survey	<ul style="list-style-type: none"> Steps toward increasing the availability/coverage of foreigners by mitigating the language barriers during the fieldwork 	National	NIS			Lack of interest: low share of foreign born labor force	3
	<ul style="list-style-type: none"> Steps toward boosting the immigrant sub-sample and adjusting it to the real territorial distribution of immigrants 	National	NIS			Lack of interest: low share of foreign born labor force	3
	<ul style="list-style-type: none"> Steps toward the harmonization of the definition of “household membership” 	National	NIS			The definition of household membership is harmonized	3

	<ul style="list-style-type: none"> Steps toward the standardization of concepts for identifying foreign-born population 	National	NIS			Lack of interest: low share of foreign born labor force	3
	<ul style="list-style-type: none"> Steps toward the inclusion of supplementary questions regarding emigration or labor force out-migration 	National	NIS			Lack of human and financial resources	1
	<ul style="list-style-type: none"> Steps toward the harmonization and wider selection of non-response codes, in order to identify the case in which the whole household went abroad. 	National	NIS				
	<ul style="list-style-type: none"> Possibilities of using SEEMIG pilot methods (formulating new, constant LFS questions concerning outmigration) 	National	NIS				
Migrant-specific surveys	<ul style="list-style-type: none"> How could systematic, internationally standardized, survey-based migration-related data collection be introduced 	National	NIS				
	<ul style="list-style-type: none"> How could surveys be designed at transnational, national and on a local levels 	National Local	RIRNM, other Romanian project partners				

	<ul style="list-style-type: none"> • Possibilities of planning modules for already existing international surveys (for instance related to outmigration) 	National					
Census	<ul style="list-style-type: none"> •Steps toward the harmonization of questions referring to migration history •Steps toward the inclusion of supplementary questions regarding immigration (legal status of foreign nationals at the date of arrival and at the time of the census; date of acquiring citizenship; recording all citizenships/in the case of individuals with multiple citizenship; country of birth or former citizenship of parents) • Steps toward enhancing data on emigration and inclusion of supplementary questions regarding out-migration & return migration. <p>OTHER: please specify.</p>						
Other	Please include any other suggestions not included in the WP4 Summary report!						