Country Report Estonia

by Université catholique de Louvain

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About the author
Université catholique de Louvain, Louvain-la-Neuve, Belgium
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A. Key data sources and responsible institutions

The national institutions mostly involved in the data collection on non-nationals and/or immigrants in Estonia are Statistics Estonia under Ministry of Finances and Ministry of Internal Affairs. According to the Official Statistics Act Statistics Estonia and Estonian Bank are the main producers of official statistics. In addition, Ministry of Social Affairs, Ministry of Education and Research also hold some datasets or are time-to-time involved in ad hoc data collections.

According to the Official Statistics Act "...data collected in official and other databases and data resulting from or collected in the course of the activities of state and local government agencies and other legal persons shall primary be used for official statistics, provided the composition and quality of collected data, in the opinion of agencies conducting statistical surveys, conform to the methodology of official statistical surveys".

Thus, databases and registers that record information on population and residential status of citizens and foreigners are the primary sources for migration data. Administrative data sources that directly or indirectly include some migration related information are the Population Register, the State Register of Residence and Work permits, the Visa Register, the State Register of Refugees, the Database of Persons who have Applied for the Acquisition or Restoration of Estonian Citizenship and of Persons, who have been Deprived of the Estonian Citizenship, and the Database of Identity Documents Issued by the Citizenship and Migration Board. All these databases are under responsibility of the Ministry of Internal Affairs or the Citizenship and Migration Board under this Ministry.

Population register being under direct responsibility of the Ministry of Internal Affairs is operated by a contractual company. Contents of information as well as rules for recording and maintaining information are given by legislation (Population Registry Act). Annual statistics on demographic events (births, deaths, marriages, divorces, migrations) are based on data collected in the Population Register.

The State Register of Residence and Work permits, the State Register of Refugees, the Database of Persons who have Applied for the Acquisition or Restoration of Estonian Citizenship and of Persons, who have been Deprived of the Estonian Citizenship, and the Database of Identity Documents Issued by the Citizenship and Migration Board are operated by the Citizenship and Migration board according to the concerning legal acts. The Visa Register is also maintained by the Citizenship and Migration Board but used jointly by the Ministry of Foreign Affairs.

The Ministry of Education and Research maintains the Estonian Information System of Education, a state register that records all data concerning to education system of Estonia. It consists from several sub registers including the Register of Educational Institutions, the Register of Teachers, and the Registers of Pupils and the Register of Students and that include information on language of studies.

Responsible institution on population censuses and statistical observations on persons is Statistics Estonia. Contents and main principles of data collection and
processing of the Population and Housing Censuses are settled by a special Law on Population and Housing Census. Other more or less regular statistical surveys – the Estonian Labour Force Survey, the Household Budget Survey, the Living Conditions Surveys, the Health Survey, etc has been based on the Official Statistics Act.

While main producers of official statistics are Statistics Estonia and Estonian Bank, this task may be delegated to other agencies as well. Actually, research institutions and ministries produce statistics for their own needs and do ad hoc surveys, sometimes according to international recommendations and within international research programmes.

Some specific surveys have been organised in cooperation between different actors including Statistics Estonia, ministries and research institutions (Family and Fertility Surveys, Health Interview Survey, Living Conditions Survey (Norbalt), etc).

B. Historical evolution of the national data collection system/ data collection practices and policies on data collection

After Estonia regained independency at the beginning of the 1990s a new Estonian statistical system has been developed to replace the system that was functioning under the management of soviet authorities. New administrative tasks of an independent country coursed new needs on data and fast development of information technology created conditions for new types of databases.

Building up the Population Register started with first years of the 1990s when personal records collected for different purposes (like address registers, voting lists, records of vital registration etc.) were computerised. The first computerised databases that consisted from records of inhabitants were created in counties (15 counties) and in districts of capital city Tallinn (8 districts). Also many municipalities computerised their lists of inhabitants. Some of these databases incorporated information from the 1989 population census. In parallel a central database of population was developed since 1994. Finally, in June 2000 the Population Register Act put in legal force a central population register and all similar decentralised databases lost their function. Obligation to inform population register about the place of residence in Estonia was introduced for foreigners only in 2004, giving that foreign citizen must register him/herself at local municipality within 30 days from arrival. Nationals did not have explicit obligation to inform about their place of residence when arriving from abroad or leaving the country until May 2005. The latest amendment of the Population Register Act of 20 April 2005 enacts the obligation of persons, both nationals and aliens, to inform the local government about the address of the new place of residence within 30 days after settling in at the new place.

In the 1990s many of registers and ad hoc databases were created for different administrative purposes within the Ministry of Internal Affairs. Among these were the State Register of Residence and Work Permits, the Visa Register, the State Register of Refugees, the Database of Persons who have Applied for Acquisition or Restoration of Estonian Citizenship and Persons who have Deprived of the Estonian Citizenship, the Database of Identity Documents Issued by Citizenship and Migration
Nowadays most of these databases are linked through personal identification number.

The first population and housing census in re-independent Estonia was carried out from 31 March to 9 April in 2000. The Census was prepared and conducted according to the recommendations of the United Nations Economic Commission for Europe and the Statistical Office of the European Communities, which guarantee that census data are internationally comparable. Also the comparability with data of previous censuses carried out in Estonia was taken into account. The particular importance of 2000 census results concerning migration was that after 60 years break it made possible data on population by country of citizenship and to distinguish Estonian citizens from citizens of other countries.

Statistical sample surveys were developed since mid 1990s by Statistics Estonia and in collaboration with research institutions. Since that time some sample surveys have been conducted on continuous base every year and include some migration related questions. The first Labour Force Survey (LFS) was performed in 1994. Since 1997 this survey was organised as annual survey and since 2000 as a continuous quarterly survey.

Two Living Conditions Surveys named NORBALT were done in Estonia together with other Baltic Countries. This survey was funded by the Norwegian Ministry of Foreign Affairs, the Nordic Council of Ministers and the Norwegian Research Council. The first survey NORBALT I was done in 1994. NORBALT II was a follow up taking place in 1999. The NORBALT surveys gave updated and policy-relevant information on living conditions in the three countries, with special focus on poverty and economic resources, housing and residential environment, education, the labour market (unemployment, working conditions), social integration, health (contact with health institutions, coverage of medical insurance, private caretakers etc.), crime and security. NORBALT survey included questions about migration.

Statistics Estonia is conducting the Household Income and Expenditure Survey regularly since July 1995. The purposes of the survey are to get reliable information about the economic situation of households, to calculate indicators reflecting socio-economic development of the society (standard of living, cost of living, inequality, poverty, etc.), to project socio-political measures and to estimate the effectiveness of socio-political measures. In addition to income and expenditure, the survey provides information about the structure of households and the main demographic and social characteristics of households (family relations, employment, education), but also on living conditions, existence of durable goods and additional sources of income etc.

General Household Survey is carried out as part of governmental statistics, with the purpose of examining the welfare, income and expenditure of households residing in Estonia and identifying any changes and developments. Household surveys have been run in Estonia since the 1930s and this survey is a continuation to the Household Income and Consumption Survey, launched by the Statistics Estonia in 1995.

Estonia participates in the European Social Survey since 2004. Estonian moderator of this Survey is Tartu University. Two datasets on 2004 and 2006 are available as
the result of this survey. Among other questions it includes questions on social exclusion; religion; perceived discrimination; national and ethnic identity.

Starting from mid 1990s some surveys were organised specifically for demographic research purposes, among which the Family and Fertility Survey (FFS), the Health Interview Survey and the Sedentary Survey under responsibility of the Estonian Demography Institute. All these surveys included variables on migration background of persons, and a dedicated part on migration history of respondents.

C. Coordination and linking

By Official Statistics Act Statistics Estonia and Estonian Bank are the only producers of official statistics. Contents and methods of statistical observations on population are selected by the Statistics Estonia and agreed with main data users (ministries, municipalities and research institutions). Contents and methods are selected as much as possible in accordance with international recommendations. Every statistical observation is described in an annual document "statistical observations". Among other information this description includes data sources and list of variables on what data will be collected etc.

Statistics Estonia is de jure a general coordinator between all state authorities in the field of producing statistics. All state institutions when starting a new data collection (new register or other database) must inform Statistics Estonia about contents of this database.

Recording administrative information on migrants and people with migration background is the responsibility of the Ministry of Internal Affairs or its' institutions and it is performed according to the related legislation. Components of every database, rules of collection and maintenance of database are described in relevant the legal documents.

All state registers and databases containing personal data include a Personal Identification Number that makes possible linking different administrative datasets. In practice the authorisation to link data by Personal Identification Number is limited and authorities must have very strong arguments to have this right. By Official Statistics Act the use of Personal Identification Number for producing statistics is generally allowed. However, the authorisation of the Data Protection Board must be obtained before starting of every such statistical survey. Number of technical and legal conditions must be met before this authorisation will be received and the Data Protection Board is the only authority to assess if the conditions are met for using these data. In past the Data Protection Board found all possible arguments for not giving its authorisation.

Generally, statistical datasets do not include personal identification information. Exceptionally, some datasets (like statistical databases on birth, deaths, marriages, divorces) include the Personal Identification Number and names in the first stages of data processing (when checking and selecting data) but in later stages these are deleted. Enumeration questionnaire of 2000 census included also Personal
Identification Number but using this information was not allowed even for sampling purposes. Databases resulting from statistical sample surveys and scientific data sets do not include personal identification information. However, this information is used during preparation of surveys for preparing samples and conducting interviews. These data are kept separately and never linked with results of these surveys.

D. Concepts and definitions

Main concepts used in Estonia analysing migration and migrants integration are the following:

- Place of residence including information on country of residence
- Country of birth
- Country of citizenship
- Ethnic nationality
- Mother tongue/ main language

These concepts appear often in statistical datasets as well as in some administrative databases.

Less often and mainly in statistical datasets other concepts appear like:

- Country of birth of parents
- Country of residence 1 year before survey
- Year of arrival in Estonia (after living abroad)
- Parents' place of birth
- Knowledge of other languages
- Religious affiliation

etc.

Concepts and definitions used in the Population Register and other registers or databases come from the legislation that is the legal basis for of these registers. Place of usual residence (and country of usual residence) is neither defined nor recorded in administrative datasets. Place of residence and accordingly country of residence in registers and other administrative databases means administrative/registered/juridical place of residence and that is not defined according to recommended definition of usual residence.

The general concept of the place of residence is defined in the General Part of the Civil Code Act. The place of residence defined there is the place where a person lives permanently or mainly. However, this act does not provide any criteria to be used for defining “living permanently or mainly”. The Aliens Act defines a permanent resident as an Estonian citizen residing in Estonia or an alien residing in Estonia who holds a permanent residence permit. An alien may be granted permanent residence permit if he/she has lived in Estonia on the basis of a temporary residence permit for at least 3 years within the last 5 years. According to the same act permanent residence in Estonia is deemed to mean that an Estonian citizen or an alien who holds a residence permit in Estonia stays in Estonia for at least 183 days a year. It is obvious that these two definitions even if they come from the same law suffer from
lack of harmonisation, allowing even to define the group of people who are permanent residents of Estonia but do not have the permanent residence in Estonia. Accordingly, all statistics based on administrative datasets do not meet the definition of usual resident population and there is no strict requirements concerning the expected duration of stay in or out of country when registration is performed for Population Register. Exceptionally every foreigner having residence permit must be registered including short-term residence permit holders.

Internationally recommended definition on usually resident population is more or less strictly implemented when data collection is done directly for statistical purposes (census, sample surveys). However, it may be not fully in agreement with international definition when sample frame is taken from population register. In the documentation of surveys concept of permanent living is sometimes used.

Citizenship, country of birth and ethnic nationality (the latter on voluntary base) are among variables available in the Population Register and are also included in the questionnaire of most statistical surveys on persons.

Up to 1992 the concept "citizenship" was used neither in administrative databases nor in statistics. When Estonian passports were started to issue again after re-independence the citizenship was introduced in the system of vital registration as well as in the documents filled in when recording the changes of residence. Theoretically, from that time some statistics could be produced on distribution by citizenship. In practice, it was senseless because the share of people with unknown citizenship was very high during many years. This number decreased step-by-step due to the issue of Estonian passports. Estonian citizens before Soviet occupation in 1940 and their descendants had implicitly the right to receive Estonian passport while other inhabitants were subject to acquire citizenship by naturalisation. Among the latter many people applied for the citizenship of a foreign country — the country of their or their parents' origin (mainly Russia) or are not yet naturalised but have a special status of recognised aliens' (having so called aliens passport). Thus the population having identified citizenship of Estonia or other countries was continuously changing and up to official foundation of Population register there was no one legal source to cover all Estonian inhabitants with identification of their nationality up to 2000 census. The first statistical data source but also the very first source on total population by citizenship was 2000 population census. When in administrative datasets "citizenship" is recorded according to existing official documents, in census and sample surveys this information is recorded according to oral information of respondents.

Even if place of birth was among information recorded in soviet internal passport and in civil registration documents (birth, death, marriage and divorce records) it is rather recent concept used in statistical data collections. Place of birth (including country of birth) was a question asked in the 1989 census that made first time possible to get information on origin of population born out of Estonia. In Population register and other administrative databases the place of birth is recorded according to birth document or passport (in case of foreigner). International definition on country of birth is implemented only in case of statistical surveys and census but even in these datasets correct implementation of the definition is not fully possible. Generally information on place and country of birth comes from personal documents. The latter
may correspond either to the place of delivery, place of registration office where of birth was registered or place of (permanent) residence of mother. It has to be noted that the rules for recording place of birth have been changing in Estonia over time.

Ethnic nationality was the only variable referring to migration background that was presented in statistics during several decades and that is also nowadays included in almost all statistical observations on persons. As Estonia was at the end of WWII ethnically almost monotonic country this variables has been used for identifying migrants and their descendants during the after war period. Soviet internal passport included information on person's ethnic nationality. This was recorded according to ethnic nationality of parents, or based on choice of person if parents had different ethnic nationalities. Estonian personal identification documents do not record information of ethnic nationality but this information can be given to the Population Register for statistical purposes. The concept of "ethnic nationality" is not concretely defined in statistical datasets, it is meant to be self determination given voluntarily by individual.

The concepts of "migrant" and "migration" are generally not used in the process of data collection. Migration is identified during statistical processing of data and is based on information on consecutive places of residence or places of residence at different points of time.

The 2000 census included citizenship, ethnic nationality, mother tongue, knowledge of languages (answering the last question was voluntary), person’s and his/her parents’ place of birth, person’s permanent place of residence and location at the Census moment, person’s permanent place of residence on 12 January 1989, year of arrival in Estonia, religious affiliation (answering the last question was voluntary).

E. Availability of data

E.1. Core demographic data on immigrants and migration control

In Estonia censuses and datasets on population created as a result of administrative procedures like the Population Register and the Register of Residence Permits supply or could potentially supply data for the statistics and research on population as they record main demographic characteristics of persons, including characteristics indicating migration background. Thus, registers are also potential sources for data on migration flows and asylum. Advantage of these datasets is that they cover or are meant to cover all relevant population groups and events.
E.1. a. Population stocks and migration flows

Population Register is the potential source for both population stocks and migration flows data. For the total migration flow statistics this is theoretically the only appropriate source even if its data are not currently published as official statistics due to coverage problems. Advantage of the Population Register is that the same demographic and migration related characteristics (country of citizenship, country of birth, time of immigration etc) may be extracted for population stocks and for migration flows. It includes information about issued (both valid and expired) residence permits and information on acquisition of citizenship. Concerning the country of previous and next residence, this information is collected but has small interest for the registration authorities. As the information on expected duration of stay is not collected by the Population Register it is not possible to make distinction between long-term and short-term migrations (for at least 12 months and for shorter period). However, it is possible to identify which foreigners have residence permit at least for 12 months or for permanent stay. The Population Register includes also information on renewals of residence permit that makes possible to link data of several consequent resident permits and thus to calculate accumulated time of (legal) residence in Estonia. Thus, the Population Register data may allow in future quite comprehensive picture on migration flows and population stocks with foreign background under conditions where the coverage of population and migration events will be significantly improved.

Citizenship is one of basic characteristics of the person that defines under which rules personal data are entered into the Population Register. Thus there is only one valid citizenship for every person recorded in the Population Register – Estonian or of a foreign country. Multiple citizenships are not recorded and are not accepted by the Estonian Citizenship Act. However, when a foreigner acquired Estonian citizenship his/her previous country of citizenship will be kept in the archive section of the register.

E.1. b. Resident and work permits

Data on non-EU citizens who need residence permit for living in Estonia recorded in the Population Register should generally be consistent with records in the State Register on Residence and Work Permits. Thus this concrete population group is supposed to be largely comparable in these two databases. While the Population Register includes basic information on residence permits holders, the State Register of Resident and Work Permits may be source for more detailed information on applicants and on decision making, as well as on reasons of migration.

E.1. c. Asylum and refugees

Data on asylum seekers is held in the dedicated database of the Citizenship and Migration Board. Asylum seekers are not recorded in the Population Register until their application on asylum is accepted and the residence permit issued. Thus, asylum seeker could be counted in immigration flow only after the positive decision
on his/her application. Similarly, refugees may be counted in the migration flow only after issue of residence permit and recording in the Population Register.

**E.1. d. Apprehensions and expulsions**

Based on relevant administrative datasets information on apprehensions and expulsions are produced by responsible authority. It is rather small probability that these data can be made accessible for research.

**E.1. e. Availability of data by sources**

Statistical datasets (censuses and statistical databases of vital events) have good coverage of the target population and are available for researchers under conditions regulated by the Official Statistics Act. The Population Register data may be used for research under the Population Register Act. In the case of the Population Register identification of migration flows and population groups may be difficult because of many information gaps and incomplete coverage of persons and events. All dedicated registers like the Register of Resident and Work Permits and the Register of Asylum Applications are generally not designated for other purpose than for the responsibilities of the concerned institutions.

Most of statistical surveys on persons include some questions indicating the immigration or foreign background and could serve as good sources for research on stock of population with migration background. However, because of small sample size it may appear difficult to produce detailed statistics while comparing just two big groups like nationals and non-nationals or native-born and foreign-born is possible.

Table 1 presents datasets based on sample surveys and administrative registers developed in Estonian by the availability of information on different population groups and the accessibility for statistics and research. Table 2 presents main migration-related variables in statistical surveys and main administrative registers on population and migrants.
<table>
<thead>
<tr>
<th>Type of dataset</th>
<th>Name</th>
<th>Year (starting or time)</th>
<th>Availability for research; database holder; legal base</th>
<th>Existence of the target group within and target variable</th>
</tr>
</thead>
<tbody>
<tr>
<td>Census</td>
<td>Population Census</td>
<td>1989</td>
<td>Yes; Statistics Estonia; Act on Official Statistics</td>
<td>Foreign-born; Estonian-speaking and other; population groups by ethnic nationality</td>
</tr>
<tr>
<td>Census</td>
<td>Population and Housing census</td>
<td>2000</td>
<td>Yes; Statistics Estonia; Act on Population Censuses</td>
<td>Foreign citizens, foreign-born, persons lived abroad and immigrated, descendants of foreign-born persons; Estonian-speaking and other; population groups by ethnic nationality</td>
</tr>
<tr>
<td>Counts</td>
<td>Statistical database of births</td>
<td>1994</td>
<td>Yes; Statistics Estonia; Act on Official Statistics</td>
<td>Newborn descendants of foreign-born and foreign citizens; newborn by ethnic nationality</td>
</tr>
<tr>
<td>Counts</td>
<td>Statistical database of deaths</td>
<td>1994</td>
<td>Yes; Statistics Estonia; Act on Official Statistics</td>
<td>Deaths of foreign-born and foreign citizens; dead by ethnic nationality</td>
</tr>
<tr>
<td>Counts</td>
<td>Statistical database of marriages</td>
<td>1994</td>
<td>Yes; Statistics Estonia; Act on Official Statistics</td>
<td>Marriages of foreign-born and foreign citizens; newly married ethnic nationality; mixed (by citizenship, ethnic nationality) marriages</td>
</tr>
<tr>
<td>Counts</td>
<td>Statistical database of divorces</td>
<td>1994</td>
<td>Yes; Statistics Estonia; Act on Official Statistics</td>
<td>Divorces of foreign-born and foreign citizens; divorces of mixed marriages</td>
</tr>
<tr>
<td>Counts</td>
<td>Medical birth register</td>
<td>1995</td>
<td>Yes; Statistics Estonia; Act on Official Statistics</td>
<td>Newborn descendants of foreign-born and foreign citizens; newborn by ethnic nationality</td>
</tr>
<tr>
<td>Register</td>
<td>Population Register</td>
<td>2001</td>
<td>Anonymous records; limited number of records except for official statistical observations; Act on Population Register</td>
<td>Foreign citizens, foreign-born persons, persons who lived abroad and immigrated, descendants of foreign-born persons (partly); residence permit holders; persons acquired Estonian citizenship by naturalisation</td>
</tr>
<tr>
<td>Register</td>
<td>Register of resident and work permits</td>
<td>1994</td>
<td>Not available for researches on micro-level</td>
<td>Residence permit holders</td>
</tr>
<tr>
<td>Register</td>
<td>Register of asylum applications</td>
<td></td>
<td>Not available for researches on micro-level</td>
<td>Asylum seekers including those who received positive or negative decision</td>
</tr>
</tbody>
</table>
Table 2. Main migration-related variables in datasets

<table>
<thead>
<tr>
<th>Source / variable</th>
<th>Citizenship</th>
<th>Second citizenship</th>
<th>Country of birth</th>
<th>Ethnic nationality (ethnicity)</th>
<th>Native language/mother tongue/common language</th>
<th>Knowledge of other languages</th>
<th>Place of residence at fixed time in past</th>
<th>Year or time of arrival or immigration into Estonia</th>
<th>Year or time of departure or emigration from Estonia</th>
<th>Religious affiliation</th>
<th>Parents' ethnicity</th>
<th>Parents' country of birth</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population Census 1989</td>
<td>(x)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>In 1989</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Population and Housing census 2000</td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
<td>x</td>
<td>x</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Estonian Family and Fertility Survey 1994, 1997</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
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<tr>
<td>National Minority Survey 1996</td>
<td></td>
<td>x</td>
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<td></td>
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<td></td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
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<tr>
<td>Health Survey 1996, 2007</td>
<td></td>
<td></td>
<td>2007</td>
<td>2007</td>
<td>x</td>
<td></td>
<td></td>
<td>2007</td>
<td>x</td>
<td>x</td>
<td></td>
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<tr>
<td>LFS 1994</td>
<td></td>
<td>x</td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
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<tr>
<td>LFS 1995-2007</td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
<td>1 year ago</td>
<td>x</td>
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<tr>
<td>Household Survey 1994-2007</td>
<td>x</td>
<td></td>
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<td></td>
<td>x</td>
<td>x</td>
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<tr>
<td>Integration survey 2007 (attitudes and opinion)</td>
<td>x</td>
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<td></td>
<td>x</td>
<td>x</td>
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<td>Social Survey 2007</td>
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<td>x</td>
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<td>x</td>
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<tr>
<td>Household Income and Expenditure Survey 1995-2007</td>
<td>x</td>
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<td></td>
<td>x</td>
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<tr>
<td>Source / variable</td>
<td>Citizenship</td>
<td>Second citizenship</td>
<td>Country of birth</td>
<td>Ethnic nationality (ethnicity)</td>
<td>Native language/mother tongue/common language</td>
<td>Knowledge of other languages</td>
<td>Place of residence at fixed time in past</td>
<td>Year or time of arrival or immigration into Estonia</td>
<td>Year or time of departure or emigration from Estonia</td>
<td>Religious affiliation</td>
<td>Parents’ ethnicity</td>
<td>Parents’ country of birth</td>
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<td>Time Use Survey 1999</td>
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<tr>
<td>Living Conditions Survey (Norbalt) 1994, 1999</td>
<td>x</td>
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<td>Register of resident and work permits</td>
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E.2. Measuring integration, discrimination and diversity

Statistical sample surveys and censuses collect variety of data that may be used for analysing integration, discrimination and diversity of different population groups, including foreigners and people with migration background. Questions about past migrations and other migration-related characteristics have been included in most questionnaires of interview surveys during the last 10 years. Accordingly, the data could be found for measuring analysing integration, discrimination and diversity.

For example, the most detailed data on employment are collected by the Labour Force Survey; data on incomes, transfers, social benefits are collected by the Household Income and Expenditure Survey. Also, detailed data on education, household composition and housing patterns are available in these surveys. Other surveys (less frequent or ad hoc surveys or dedicated modules to regular surveys) collect data on fields like health, families, education, living conditions etc.

Even if the information for measuring integration, discrimination and diversity may be found in these datasets it may appear difficult to compile detailed analysis as the relatively small sample size of every single survey may cause problem for covering characteristics relevant to migration. This problem could be avoided when using more than one survey - several official statistical surveys include the same or similar modules on household composition, labour force participation, education etc.

Other available statistical datasets and registers include less information for analysing integration, discrimination and diversity. In Estonia vital statistics data has been traditionally collected on ethnic nationality. The ethnic nationality was the only variable collected by the Soviet authorities that gave some information on the different demographic variables of immigrated population (more than 97% of population determined themselves as ethnic Estonians at the end of WWII and before extensive immigration from USSR). Thus it made possible to measure the impact of the massive foreign immigration to the population composition and development in Estonia during Soviet period. Moreover, this variable was recorded in the Soviet internal passport, thus being easily available. Despite of critics on relative weakness of such variable it has proved to be useful for analysing the demographic trends even after restoration of the independence of Estonia. Self-determined ethnic nationality has been also among census variables in two last censuses.

Self-determined ethnic nationality and mother tongue are recorded in the Population Register for statistical purposes. However, as supplying information for statistical purposes is voluntary the data are not available on all residents of Estonia. Country of birth and country of citizenship are recorded as official (compulsory) variables in the Population Register and are available for vital statistics. Questions about place of birth and citizenship were also asked in last population census in 2000. Up to now, vital statistics are not produced regularly by country of birth and country of citizenship of concerned persons or on foreign-born and foreign citizens.
<table>
<thead>
<tr>
<th>Type of dataset</th>
<th>Name</th>
<th>Year (starting or time)</th>
<th>Availability for research; database holder; legal base</th>
<th>Target variables</th>
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<td>Survey</td>
<td>Estonian Family and Fertility Survey (FFS)</td>
<td>1994 (female survey), 1997 (male survey)</td>
<td>Decision by Working Group for EFFS</td>
<td>Place of birth; migration history; religious traditions; common language at parental home; parents' ethnicity</td>
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<td>Survey</td>
<td>National Minority Survey</td>
<td>1997</td>
<td>Decision of Working Group</td>
<td>Place of birth; life-time migrations; religious traditions; common language at parental home; parents' ethnicity</td>
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<td>Survey</td>
<td>Health Survey</td>
<td>1996</td>
<td>Yes; Statistics Estonia; Act on Official Statistics</td>
<td>Place of birth; life-time migrations; religious traditions; common language at parental home; parents' ethnicity</td>
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<td>1994</td>
<td>Decision of Working Group</td>
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<td>Yes; Statistics Estonia; Act on Official Statistics</td>
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<td>Since 1995</td>
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<td>Survey</td>
<td>Survey of Adult Education</td>
<td>1997</td>
<td>Yes; Statistics Estonia; Act on Official Statistics</td>
<td>Common language</td>
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</tbody>
</table>
F. Accessibility of data

Aggregate data produced as official statistics are available for everybody free of charge on the website of Statistics Estonia. There are three main tools for publishing official statistics: news releases, statistical publications or statistical database. Information about data on published official statistics is provided by "Request for information" service of Statistics Estonia free of charge within five working days. More detailed information than available in the news releases, statistical publications or statistical database can be ordered on all fields of statistics. The georeferenced census results of the 2000 Population and Housing Census, digital census maps, digital census maps in PDF-files and thematic maps can also be ordered. Satisfying the order requires additional processing or analysis of the data. Therefore, the order for information is a fee-charging service. The price depends on the time spent on the processing of requested data.

As a rule all data collected by statistical surveys are available for scientific research. It is valid on all level of aggregated data as well as on individual data on statistical units (e.g. persons and households). Generally, Statistics Estonia is allowed to submit individual data on persons and households only with agreement of data provide (an individual). However, according to a special legal act under certain conditions personal data of individuals can be provided for scientific research. From another hand, the Personal Data Protection Act limits the access to such data. Indeed, coming in force the Personal Data Protection Act at the end of 1990s had negative impact on producing statistics on persons based on records of the administrative registers but also on maintaining statistical databases that include data on persons (e.g. vital statistics). According to the legislation every request on processing records of personal data that are collected in the official registers has to be authorised by the Data Protection Board. For receiving a positive decision the data user has to prove the ability to protect these data from non authorised use as well as to prove that his legal responsibilities cannot be fulfilled without processing these data.

According to the legislation, processing and using individual enumeration records of the 2000 census for any other purpose than publishing census results is prohibited. Thus it was impossible performing even some specific statistical tasks like comparative studies for data quality analysis and extraction of sample statistical surveys. Generally, data from most administrative registers are not meant to be provided for statistical or research purposes. The exception is the Population Register that according to the Population Register Act among other things must supply data also for statistical purpose. Even if under certain conditions it is legally possible to apply the access to administrative data sources, it can appear difficult or impossible to extract data for tabulations. However, some statistics but mainly for the internal use of the responsible ministries are produced based on these databases. For example, the Citizenship and Migration Board of Estonia produces statistics on residence permits, asylum and naturalisations. Three yearbooks (2002, 2003 and 2006) have been published and are available on website http://www.mig.ee. Except some few tables and figures available on the website of the Ministry of Interior (http://www.siseministeerium.ee) the Population Register data are not statistically processed and published.
G. Quality and scope of data collection

The results of 2000 census confirmed that the population registration system as functioning in the 1990s did not cover many migrations between 1989 and 2000 censuses. Therefore, Statistics Estonia stopped publishing migration flows data based on registration of the place of residence. The Population Register was legally founded in 2000 but it could not ensure full coverage and reliability of migration data during its first years. Thus it was not possible to produce annual statistics on migration flows and migration related population stock after 2000 census. Up to now data from the Population Register have been used only for monitoring the improvement of the quality of data in the register.

As far as coverage is concerned, the information on migration is recorded only when individual decides to inform about his/her new place of residence in Estonia or abroad. Even if the registration of place of residence is obligatory, the rules are not clear concerning the duration of living in a place of residence that has to be informed. It is obvious that many emigrations of nationals are not recorded as well as their returning from abroad. This is valid also in case of immigration and emigration of citizens of other EU Member States. Data on migrations of foreigners from non-EU countries are presumably better recorded as this information is linked to issue of residence permit. Data on previous place of residence may be largely missing the Population Register. Also, it needs carefully analysing several consequent records to identify the latest international migrations.

Concerning foreigners from non-EU countries State Register on Residence and Work Permits is the most comprehensive source. However, this source is generally not available for statistics and research. Some information recorded in this register (dates of validity of residence and work permits) is transferred to the Population Register and thus could be available for researchers.

As said above, all regular sample surveys done by Statistics Estonia include some data on population characteristics related to migration and these data are available for researchers. However, except a recent immigration survey (2008), none of these surveys was designed for covering representative number of recent migrants or foreign origin population. While general problem that limits using the survey data is a considerably small size of the sample, an another concern is its inability to ensure correct coverage of immigrants due to the survey frame that base on incomplete records in the Population Register. However, considering that share of both foreign-born and non-national population in Estonia is relatively big, reliable data on population stocks by some migration related characteristics could be collected by sample surveys. Thus the main concern relates to the organisation of survey and to the sample design. For example, LFS covers the whole country including both private and collective households but participation in the survey is voluntary. The target population comprises persons aged 15-74 years with permanent residence in Estonia, i.e. the people who have lived or intend to live in Estonia for more than one year. In 2002 it included a module on history of changes of residence, in 2008 on integration.
H. Conclusions – Recommendations

Administrative registers are developing and can be valuable sources for migration statistics in future. Currently, access to these data for scientific and statistical purposes is still limited. As explained above the Population Register data are under certain conditions available for statistics and research. Other administrative registers like those including information on residence permits, asylum and naturalisations are less likely accessible for the external data users.

In consideration of the fact that most of data of the official registers are not published and analysed, the reliability and completeness is not well known and one must be careful with the conclusions based on these data. Components of the official registers are generally known through the concerning legislation but information on practices and procedures that have impact to the coverage and reliability of the data as well as applied definitions and other similar information is usually not documented or these documents are not available for researchers or other external data users. In case of the Population Register, the fact that its data are continuously checked and corrected from one hand has improved the coverage and quality of migration related information but from another hand has created numerous records that could falsely considered as migrations.

The official statistics on migrations, migrants and population stocks with migration background are currently not available in Estonia. Therefore when referring to any data published on this topic for Estonia on must make clear the source of data and concepts and definitions used. It is particularly important when figures are based on administrative sources that reflect rather the official procedures than persons or events concerned. It is important to make clear which kind of movements or population groups the data describe and to be explicit in using concepts concerning to these data. For example, there is a risk that events not related to migration like commuting or prolongation of residence permit is counted as migrations. In case of the Population Register, the fact that its data are continuously checked and corrected has caused false migration records.

Sample surveys' data are generally available for researches but some limitations related to the sample must be considered when looking for data on migration, integration and diversity. The possible under coverage of recent immigrants, the low representation of certain migrant groups, reliability and coverage of the sample base (population register) etc must be taken into consideration. The published data of official statistical sample surveys' are always commented and thus the reliability assessment of these data is available. The request for data and related information should be addressed to the Statistics Estonia. The description of methodology of every official statistical survey is available in Statistics Estonia. For request of data collected by other institutions one should apply directly to these institutions.
Bibliography


Official Statistics Act

Population Register Act

Personal Data Protection Act

Selection of websites

Statistics Estonia http://www.stat.ee; email: stat@stat.ee

Citizenship and Migration Board: http://www.mig.ee/index.php/mg/eng


NORBALT Survey: http://www.fafo.no/norbalt/

Other sources

Statistics Estonia archive and unpublished documents