Country Report France

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Annex 1 - Main data producers and data sources ............................................ 27
A. Key data sources and responsible institutions

The French statistical system builds upon three data sources: census, surveys and administrative records. There is no population register in France. The main producers of data are the National Statistical Institute (INSEE), ministerial statistical offices (SSM) and several research institutions.

INSEE is responsible for producing statistics on the socio-economic situation and the population, using the census, surveys, civil registration records and administrative registers. The ministerial statistical offices focus on producing statistics within the domain of their ministry (large ministries have several statistical offices). Some public research institutions like National Institute of Demographic Studies (INED) or the National Institute for Health and Medical Research (INSERM) develop research projects within specific fields and conduct their own surveys or use existing administrative registers to produce statistics.

The first modern census took place in France in 1801 and was repeated every five years until the 1940s when the intervals between censuses increased (6 to 9 years). The census covers the entire French population, i.e. all persons residing on French territory for a period longer than 6 months a year. The data collection is organized by local authorities, then processed and analysed by INSEE.

The 1999 census was the last exhaustive simultaneous census of the French population; in 2004 INSEE implemented a new ‘rolling census’ method:

- A five-year cycle of censuses for ‘small’ municipalities (less than 10.000 inhabitants); they are divided into five groups and every year one group conducts an exhaustive census of its population;
- Yearly surveys for ‘large’ municipalities (10.000 inhabitants or more; 900 municipalities in France); they conduct a yearly census survey among a representative 8% sample of its population.

The questionnaire remains unchanged during the five-year period. At the end of the cycle 70% of the national population will have been covered and the results will be representative of the entire population (not only respondent households). One of the main advantages of the new method is the possibility of having annually updated demographic data. However the estimation of the population at a given moment has become more technical (the annual results are not based solely on the one survey, but are the average of the cycle of five surveys) and the interpretation of the results may turn out to be more complex.

The permanent demographic sample (EDP) was set up after the 1968 population census and operates as a panel. Since its creation it has been enriched with data from the successive censuses (1975, 1982, 1990, and 1999), as well as data from civil registration records. The panel is composed of individuals born on four days of the year (1% of the national population). They enter the panel when identified for the first time (at the time of the 1968 census or at birth through civil registration records) and exit at death or at emigration (the last event is not always registered). The sample is representative of the population having resided / currently residing in metropolitan France and contains information on around 900.000 individuals.
The change of the census method (from an exhaustive operation to a sample) makes it impossible to track and update information concerning all of the individuals in the panel. As a result, the overall design of the EDP was revised. The size of the sample will be increased by considering all individuals born on one of sixteen different days in a year instead of four days. The EDP will also be extended to French overseas departments and territories. In the future the panel will use other sources such as the Death Causes Database (INSERM) in order to expand the type of collected information. The aim of these transformations is to make it the pillar of the statistical system in the future.

**Surveys** play an important role in the French statistical system by providing detailed information on topics covered by the census and exploring other topics for which no other statistical sources exist. Surveys can be divided into two types according to their sampling method: household and enterprise surveys. There is no population register in France, but INSEE has registers of dwellings and of enterprises which are used as sampling frames.

INSEE carries out a certain number of ‘permanent’ surveys which regularly provide indicators on topics such as employment, housing, health, transportation, living conditions, etc. Today these surveys are part of European projects: Labour Force Survey, Statistics on Income and Living Conditions, etc. In the last decades the number of ad-hoc surveys has increased. They are either the initiative of INSEE or other institutions. Generally the sample size is smaller (less than 10,000 units) and the survey is rarely repeated over time. Some examples of such surveys are the Life History – Identity Construction survey (2003), Handicaps, Disabilities and Dependency survey (1999), Families and Employers survey (2004).

**Statistics on births, deaths and marriages** are produced by INSEE using the civil registration records. The registration of the civil status has existed in France since the French revolution; complete records are available for the period after 1901. The municipality archives these registers for administrative purposes; then sends copies to the regional INSEE office for statistical processing. Parallel to this operation, INSEE enters the forms into the National Repertory for the Identification of Physical Persons (RNIPP). This repertory contains the date of birth and death of all persons born in France (since 1998 overseas French departments are included as well). Each person is issued an identification number (NIR) which is also known as the social security number. The RNIPP should not be confused with a population register: it does not contain updated information such as the address, marital status; it is purely an administrative tool used by government bodies to check the civil status of their users.

Institutions that provide social care or other public services keep registers of their users (National Employment Agency Register, Residence Permit Database (AGDREF)). These registers cover different populations, vary in size and contain different sets of variables. The data is processed and analysed directly by the statisticians working in the institution; it is rarely accessible to other users (such as

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1 In that case INSEE most often contributes to the project by providing methodological and financial support and assisting in building of the sample (the only way to have a random sample of households is through INSEE).
independent researchers), but aggregated data can sometimes be found in an annual publication or on the institutions’ website (for the recent periods). There are cases when the anonymous individual data is transferred for processing to an institution specialized in statistics. Such is the case of the Annual Social Data Statements transferred to INSEE and the Residence Permit Database transferred to INED.

Statistics on migration flows are only available as aggregate data. Up until 2007 they could be found in annual activity reports produced by different government organizations working with migrants – National Agency for the Reception of Foreigners and Migrations (ANAEM, the current Office Français de l’Immigration et de l’Intégration, OFII), French Office for the Protection of Refugees and Stateless People (OFPRA), etc. Since 2007 these organizations have been gathered within the newly created Ministry of Immigration, Integration, National Identity and Co-development (IMINIDCO). The website of the ministry is currently being developed (http://www.immigration.gouv.fr/) so the contents regularly change. At the time of the publication of this report it was possible to find aggregate statistics on entries (volumes, motives of admission), acquisitions of citizenship, as well as a description of the methodology used to produce the statistics (all in French).

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

The present-day official statistical system was established after the end of the Second World War. After examining the legal framework, we will outline some of the specificities of the French system.

B.1. Legal framework

The ‘Legal obligation, coordination, and confidentiality in the field of statistics’ Act of 7 June, 1951 states the basic principles for the official statistical system:

- Natural persons and legal entities are required to respond to compulsory statistical surveys
- All surveys must be included in an official statistical program which is designed by the National Council for Statistical Information (CNIS)
- Individual data shall only be released under specific conditions and will not be used for fiscal investigations or economic repression

Thus the statistical system is based on the link of trust between the respondents who undertake answering a questionnaire and the data producers who promise to use the information solely for statistical purposes. The coordination entity ensures that the burden of the respondents stays reasonable and they don’t answer the same type of questions in different surveys.

The ‘Data processing, Data Files and Individual Liberties’ Act of 6 January, 1978 set the rules for protection of privacy in the use of personal data files. It applies to all
processing of such information (not only statistical), whether it is done by a public or private organism. The National Commission on Information Technology and Civil Liberties (CNIL) (the French Data Protection Authority) was set up to reinforce the law. Any operation involving personal data processing has to be declared to this commission which examines the project (collection, registration, storage and disclosure of data) and eventually gives it’s’ authorization.

The law prohibits the collection and processing of personal data that reveals, directly or indirectly, the racial and ethnic origins, the political, philosophical, religious opinions or trade union affiliation of persons, or which concern their health or sexual life. There are exceptions to this restriction; this information may be collected with the consent of the respondent or when the statistical processing is carried out by the INSEE or an SSM in conformity with the 1951 Act and with the authorisation of this commission.

This act was amended on the 6 August 2004 to adapt it to the European directive 95/46 CE of 24 October, 1995. It redefined the area of application of the act, simplified the procedure for requesting the commission’s authorization, allowed the commission to intervene and sanction data collectors in a greater number of situations.

B.2. Some distinctive features of the French statistical system

The statistical system is based on the complementarity of censuses and statistical surveys: the former determine the stock of the population and its main characteristics at a given moment and the latter explore the processes taking place in the society (family formation, impoverishment, etc.). The most recent census serves as a sampling frame for the surveys; statistical units (individuals or households) are randomly chosen from this dataset. Consequently surveys are representative of the total population and their results are significant.

The transition from the traditional census to the rolling census which took place in 2004 (section 1) will have its’ consequences on the sampling frame. The latter has to be reorganized and should operate starting from 2009. It will no longer include all individuals residing in France; solely those residing in one of the dwellings chosen for the census survey. However it will still be representative of the national population. The advantage of the new sampling frame is that it will be constantly updated and will therefore allow over-representing specific populations or constructing samples for local territories.

Administrative registers are often underused. Many government bodies and other public-sector institutions produce administrative records (such as management databases and registers). Statistical information obtained from these sources has drawbacks (such as dependence on regulatory definitions), but also many advantages (less costly, less time consuming for respondents) that should lead statisticians to reconsider these sources. One of the reasons why administrative sources have been so little used in the past is that statisticians did not always have access to this data: institutions could choose whether to transmit their data to the statistical offices or not. As of now it is an obligation if the statistical offices request the data.
Some essential demographic information is lacking. The growth rate of the population in a country depends on its natural and migration growth rates. The first component can be estimated in France through civil registration records of births and deaths. These records cover the entire population and are generally of good quality. On the contrary, it is impossible to have an exact figure of the migration flows in the country. Different government bodies produce annual counts of the migrant population they’ve encountered. The main problem with the juxtaposition of these data sources in estimating inflows is that some persons are counted several times, whereas others don’t appear in any of the counts. There is no possibility of measuring outflows for French or foreign citizens. The European Regulation of 11 July 2007 requires all member states to produce harmonised data on migration and asylum, including statistics on entries and returns broken down by variables such as sex, age, country of birth. At present France is not able to produce these indicators. Accordingly some statistical tools will be modified or new statistical tools will be created so as to allow the measurement of migration flows.

C. Coordination and linking

C.1. Coordination

The National Council for Statistical Information (CNIS) has three main missions:

- Assess statistical projects submitted by data producers
- Coordinate data collection
- Provide documentation on statistical information

Currently the Council is organized into thirteen specialized task forces which assess the statistical projects and give out an ‘opportunity opinion’ ('avis d’opportunité') meaning this specific project is state-approved, that it will serve to collect information that does not exist elsewhere and that the survey is the only way of obtaining the information (no administrative registers can provide it). Their opinions are passed on and ratified by the Council. The next stage is the approval of the survey project by the Label Committee which assesses the methodological quality of the project and issues a ‘conformity opinion’ ('avis de conformité'). As the number of statistical projects carried out annually increased, CNIS decided to create the Quality Label Committee in 1994 which decides whether a survey should be compulsory or not (up until that moment all surveys were compulsory).

Approved surveys (whether they are compulsory or not) receive a General Interest and Statistical Quality Label, and their list is published in the Official Journal. The mission of the CNIS ends here since it does not supervise the collection process, the quality of the collected data, nor how it is used. The data belongs to and is distributed by the institutions that produce it. For example, the CNIS portal provides lists of surveys that have been approved since 1999, but contains only summary information on them. The potential user will have to do personal research so as to find the
documentation for the survey, the institution owning / distributing the data, whether it is accessible to external users, etc.

The INSEE portal (for which there is a partial English version) gives a brief description of the statistical system in France and provides links to the portals of ministerial statistical offices. The review Courrier des Statistiques (for which there is a partial English version as well) focuses on the evolution of the public statistical system and provides useful information for those interested in the French situation (explanation of the new rolling census, permanent demographic sample, etc.) The official statistics portal, managed by the INSEE, gives access to articles, series of indicators or aggregated data produced by various organisms.

C.2. Possibilities of linking datasets

It is not possible to link existing administrative registers in France in the current context for two reasons.

Firstly, the national registration number (NIR, also known as the Social Security Number) is not present in every register. The NIR appears in the National Repertory Inter-Regimes of Health Insurance Beneficiaries (RNIAM). This register is primarily based on the National Repertory for the Identification of Physical Persons (RNIPP) (section 1), but also includes persons born overseas residing in France and having been issued a social security number. This number is unique and directly identifies a person; however it doesn’t appear in every database since certain administrations create their own identification numbers which do not correspond to the social security number. Even when two registers have in common the social security number, it is difficult to actually link them because of legal barriers. The main limitation comes from the CNIL; the commission does not generally approve of this method even if it is only for statistical purposes.

D. Concepts and definitions

Despite the fact that France has experienced immigration flows for over a century and about 8.1% of its population is defined as “immigrants” (the French definition of this concept will be explained later on), it is not always possible to distinguish this population in the various statistical sources.

D.1. The different levels of data intelligence in the statistical system

Four levels of data intelligence can be distinguished in the French statistical system. These levels determine the information and the detail of the responses that are collected, and consequently the analytical categories that can be established. The first group of statistical sources consists of nominative registers of public institutions or enterprises. These registers may only contain individual information that is strictly necessary for managing the person’s file. Variables that can identify foreigners are necessary from an administrative point of view only if there is a special policy

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2 This idea was developed by F. Héran, the director of the National Institute of Demographic Studies and is known as the ‘doctrine Héran’.

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concerning foreigners; otherwise they are prohibited. In some registers it is possible
to come across a very basic indicator of citizenship and place of birth:

- the citizenship of the individual broken up into two or three categories:
  ‘French / foreigner’ or ‘French / other EU-country / third country
  national’;
- the place of birth of the individual broken up into two broad categories:
  France (including overseas departments and territories) / abroad.

The second group consists of censuses and general surveys that are exploited
anonymously (as will be the following two groups) and include questions on
citizenship, country of birth and the migratory course of the respondent. These
variables allow identifying international migrants.

The third group consists of surveys that go back a generation and ask similar
questions about the respondents’ parents. Their analysis permits to discern
descendants of migrants.

The fourth group consists of surveys containing questions on the individual’s
characteristics such as the language spoken in childhood, religious beliefs, etc.
These variables are considered to be ‘sensitive’ and are asked only under specific
conditions. The concept of ‘ethnic nationality’ does not exist in France; there are no
official statistical categories relating to ‘ethnic origin’ or ‘race.

D.2. Definitions of key concepts

The concept of usual residence as defined in the census is the following: place
where the person resides for a period longer than 6 months a year.

The French citizenship law is historically based on the principle of jus soli: children
born in France to foreign parents are expected to be French when they reach a
certain age (as early as 13 and not later than 18). However the principle of jus
sanguinis operates as well: children born to at least one French parent acquire
French citizenship automatically at birth (even if they were born abroad). All other
persons may acquire French citizenship by declaration (marriage to a French
national, residence and schooling in France) or by naturalization (sufficient length of
residence and integration into French society).

Most statistical sources (censuses, surveys) provide information on the respondents’
citizenship. Generally the variable is broken up into three categories: ‘French by
birth’, ‘naturalized French citizen’ and ‘foreign citizen’; the former / current citizenship
is sometimes specified for the last two groups. These three categories have been
present in all censuses since 1881. Citizenship at birth of naturalized French citizens
has only been described since the 1962 census.
The country of birth variable is another indicator of migration. It is present in all surveys and has existed in the census starting from 1881.

The combination of the two previous variables (citizenship at birth and country of birth) has been used to construct the concept of ‘immigrant’ (in French ‘immigré’): a person born abroad as a foreigner and residing in France. This concept was introduced by the demographer M. Tribalat in the late 1980s and has been used in official statistics since 1990, date of its validation by the High Council of Integration. This concept was created for two main reasons:

- the classic definition of ‘immigrant’ as ‘a person born abroad and residing in the country’ was imprecise in the French context since many of its nationals were born abroad (such as the French living in Algeria); but once in France the integration process was different for nationals and non-nationals;

- the distinction between naturalized French / foreigner was based on regulatory categories which artificially split the population of foreign origin residing in France; the study of the integration process in each of the separate sub-populations would be biased since the most integrated persons would inevitably be in the naturalized French population.

These variables are present in most surveys and it is therefore possible to reconstruct these categories for first generation migrants. However distinguishing second generation migrants in accordance with this definition has not been possible until recently. Indeed, most surveys asking questions on the respondents’ parents usually asked solely the country of birth. Such is the case of Study of Family History Survey carried out in 1999. More recent surveys such as the Formation, Qualification, Profession Survey (2003) and the Labour Force Survey (2005) ask the citizenship at birth as well.

E. Availability of data

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

E.1.a Population stocks and general demographic characteristics (incl. citizenship, country of birth, year of migration)

The main source of information is the population census. Up until 1999 it was carried out every six – nine years; results are available as aggregated tables or individual data. The annual rolling census has been implemented since 2004. The first results are available on the website of the INSEE.

Questions about citizenship and country of birth have been present in all of the censuses in the recent period (section 4). However questions regarding the year of migration to France have not always appeared in the census. The 1968 census introduced the following question: ‘If you were born in French overseas departments and territories or abroad, what was the year of your arrival in metropolitan France?’ -
because immigration inflows coming from the former colony off Algeria were very important and it was necessary to estimate the number of arrivals. Afterwards the question disappeared in the next three censuses (1975, 1982, and 1990) only to reappear in 1999 with the same wording. It is also present in the annual rolling census.

Another census question can be used to study migration of the entire population: ‘Where were you living the 1st of January (year of the previous census for the traditional censuses / five years prior to the survey for the new rolling census)?’. In addition to the place of residence, the 1962, 1968 and 1975 censuses provide the year of the arrival in metropolitan France if at the residence was outside of metropolitan France at the time.

**E.1.b Migration flows and characteristics of migrants at the time of migration**

There is no unique exhaustive source on migration flows in and out of France. The coverage of the migration flows depends on the characteristics of the migrants. French nationals have never had to register their migrations and EEA nationals no longer have to be registered (obtain a residence permit) since 2004. The census is therefore the only data source providing information on flows of these groups through questions on previous residence (for the whole population) and year of arrival in France (for the foreign born population).

The entries of third-country nationals are better covered (but not the departures). TCN migrants are registered at different stages of their immigration process and there are several sources on the flows:

- **Residence permit database (AGDREF):** Provides statistics on foreigners obtaining a first residence permit during a given year. This includes persons having entered the territory the same year they obtain the residence permit (or previous year), persons having regularized their situation, persons having changed their legal status, minors entering within the procedure of family reunification and minors of 16 years or older wishing to work and required to hold a personal residence permit. Two main groups are thus lacking from this dataset: foreigners not required to hold a residence permit (EEA nationals) and minors arriving outside of the family reunification procedure.

- **National Agency for the Reception of Foreigners and Migrations (ANAEM):** provides statistics on foreigners passing a compulsory medical exam. Nationals of the EU, EEE and Switzerland are no longer required to pass the exam. Several less numerous groups are also excluded: students with a scholarship of the French government, foreigners residing in France for a long time and regularized for medical reasons, former combatants and asylum seekers.

- **French Office for the Protection of Refugees and Stateless People (OFPRA):** provides exhaustive information on foreigners (incl. minors) having filed an asylum application and having obtained a refugee status.
A foreigner may appear in none of these counts or more than one. Since these data sources cover different populations, the statistics may sometimes diverge. Individual data from these sources is also transferred to specific research institutions (INSEE, INED and Ministry of Immigration) which compile the statistics mentioned above to produce estimates on the total number of migration inflows.

The new Ministry of Immigration has re-created a series of migration inflows starting from 2003 based on the residence permit database (AGDREF): all residence permits issued for the first time with a length of validity of at least 3 months are counted as an entry during the year of issuance even if many foreigners may have arrived in France a year before. These statistics do not cover French citizens, EEA citizens (but the 10 new MS are included) and minors. They are desegregated by sex, reasons for issue of residence permit, sub-national level (region). Details by specific nationalities are not provided.

Before 2003, the Ministry of social affairs disseminated migration figures distinguishing:

- permanent migration: foreigners that are expected to settle in France on a long term basis: professional migrants, family migrants, refugees;
- temporary migration: asylum seekers, seasonal workers, students.

These figures were based on data from ANAEM in which duration of the residence permit is not available and consequently only the reason of issue was taken into consideration for the categorization. The new official statistics have a larger coverage since the time threshold is quite low (3 months).

Since 1994, the INED publishes migration statistics based on the UN definition of long-term migrants (all foreign migrants with a residence permit of one year minimum, whatever the reason of stay may be). Third countries minors admitted through a family reunification procedure are incorporated in the figures as are children of refugees. It also makes an estimate of the flows originating from EEA countries.

Administrative registers characterize migrants by the most basic variables (age, sex, nationality, country of birth, reason of issuance of the residence permit). The annual census survey should in theory provide the number of arrivals during the previous year for the foreign born population and additional migrant characteristics (such as marital status, educational level, professional activity).

More detailed information on the migrants educational level, family situation at the time of migration, their motivations for coming to France (which may be different from the motive for admission mentioned in the residence permit register) can be obtained through surveys: Geographical Mobility and Social Insertion – 1992, Careers and profiles of newly arrived or regularized migrants – 2006, Trajectories and Origins – 2008. These surveys provide information many aspects of the lives of migrants (migratory trajectory, family and employment histories, etc.). Their main disadvantage (especially the 1992 and 2008 surveys) is that they provide a distorted vision of the migrant population due to the fact that some of them may have departed by the time of the survey.
E.1.c Legal status of immigrants and details on residence permit procedure

Traditional statistical sources such as census and surveys do not provide any information on the legal status of migrants (legal residence, type of residence permit). The residence permit database is the only source able to provide such information (see description in section E.1.b). The residence permit database contains the following variables: date of birth, sex, country of birth, citizenship, date of arrival in France and type of residence permit (motive of admission, duration). It also registers other events related to the migrant’s stay (applications for family reunification, acquisition of French citizenship, deportation procedures, death). Aggregated data is published by the Ministry of Immigration responsible for the register and INED.

Regularizations take place continuously; but there have also been several extraordinary campaigns in the past (1997-1998, 2006). It is difficult to provide an exact estimate of regularizations since they are not always registered as such in the database. There has been a major change in the law regarding regularizations of illegal residents: up until 2004 the regularization was automatic if proof of residence of at least ten years in France could be provided. From this date on the operation is no longer automatic; the prefect decides to grant a residence permit.

Since 2004 a law states that the Ministry of Interior must annually present a statistical report to the Parliament containing data relative to the new residence permits issued, the stock of residence permits valid on the 31 of December of every year, broken up by grounds of issuance, and various elements on illegal immigration. This report is available on its website.

E.1.d Acquisition of citizenship

There are several ways of obtaining French citizenship. The most widespread procedure is naturalization by a decision of the authorities (‘acquisition par décret’); it is open to anyone after a minimum residence period in France. A non-national married to a French national can acquire French citizenship by declaration on grounds of marriage. Children born in France of non-national parents may acquire French citizenship on reaching the age of majority (eighteen) on grounds of birth and residence in France; it is acquired at birth if at least one of their parents was also born in France.

The public administration responsible for granting French citizenship varies with the type of acquisition. Declarations (on grounds of marriage) are sent for registration to the Ministry of Justice. Persons wishing to be naturalized by decree are required to contact the local government authority; the decision whether to grant French citizenship or not is taken by the Sub-Directorate of Naturalizations.

Up until now the different administrations taking part in the process (Ministry of Interior, Ministry of Justice, Ministry of Employment and Social Cohesion) managed the naturalization application separately from the others. Two new administrative registers have been created to manage applications for naturalization by decree (PRENAT) and by declaration (TRINAT). Each register contains the applicant’s personal information (identity, address, professional situation, family situation) and items retrieved from the residence permit register (for example to check the validity of
the permit). The statistical treatment is done solely by the Sub-Directorate of Naturalizations which publishes annual reports with characteristics of new holders of French citizenship. Aggregate data is available on the website of the Ministry of Immigration.

**E.1.e Asylum seeking and refugees**

All asylum applications in France are made to the French Office for the Protection of Refugees and Stateless Persons (OFPRA). A distinction is made between conventional and territorial refugee statuses, the former giving rights to a long-term residence permit (10 years), the latter - short-term (1 year). The OFPRA register (INEREC) has existed since 1989 and includes all persons having made an asylum application. Up until now the asylum seekers at the frontier were not registered in the database, but counted manually. In the near future an electronic sub-database will be created. There is no direct link between the INEREC and the residence permit register, although the residence permit PIN number is included in the first register. All statistical exploitation is done by the statistical office of the OFPRA and the annual reports (since 2001) are available on the website.

Asylum seekers are not included in official migration flows (they are considered temporary migrants).

**E.1.f Irregular migration**

Irregular migration includes persons who have illegally crossed the border or who have legally entered France (with a short term visa) and who have overstayed. Asylum seekers represent a large proportion of irregular migration.

There are no direct sources on irregular migration in France. This group of foreigners is not covered by any statistical source and seldomly respond to surveys. The Ministry of Immigration produces several indirect indicators in three groups:

- indicators of pressure to enter the territory (number of placements in the waiting zone, number of foreigners turned back at the border, number of asylum seekers at the border);
- indicators of pressure to stay (number of rejected asylum seekers, number of prefectural orders to leave the territory);
- indicators on the population in an irregular situation (number of foreigners taken in for questioning (‘interpellation’) and placed in a administrative detention centre, beneficiaries of the State Medical Aid).

Summary information is published in the Immigration report to the Parliament.
E.2. Measuring integration, discrimination and diversity

E.2.a Employment

More than half of the questions in the census cover employment. It allows accurately measuring different indicators because of the sample size, but has two main shortcomings. Firstly, it is only possible to distinguish migrants and not their descendants. Secondly, the census gives the situation at one point in time and doesn’t allow analysing processes going on in the population.

Two main surveys provide information on employment. The French equivalent of the Labour Force Survey (Enquête Emploi) has existed since 1950. The survey had been annual until 2003; after this date it was redesigned to meet the demands of the EU and became a continuous quarterly panel survey. Questions on the respondent’s place of birth and citizenship have existed previously, but starting from the 2005 wave similar questions are asked about the respondent’s parents. It also includes data of arrival in France for those born abroad.

The Education and Professional Qualification Survey (FQP) allows the study of diploma ‘output’ and the effectiveness of the educational system, as well as the influence of the socio-economic origin on professional and educational trajectories. It has existed since 1964; the most recent waves were carried out in 1998 and 2003. The latest wave introduced questions on the country and citizenship at birth of the respondent’s parents and the year of arrival in France.

The ‘Generation’ surveys of the Centre for Studies and Research on Skills (CEREQ) focus on the entry of students leaving the school system into the labour market. Depending on the cohort the survey is either a one time survey or a panel survey (the latest ongoing panel survey is on the 2001 cohort). It includes questions on the country and citizenship at birth of the respondent’s parents.

Most surveys ask basic questions about respondent’s employment status: main occupation, type of contract, type of employer, etc. The two major surveys focusing on populations with a migrant background (MGIS – 1992 and TEO – 2008) describe the work trajectories of the respondents. The Immigrants Transition to Retirement survey concentrates on this particular moment the work trajectory.

E.2.b Incomes, transfers and social benefits

The census doesn’t contain questions on income and there is no possibility of using administrative sources such as tax files to study the target population. Two other sources may be used to obtain such information. In France all companies employing persons must make an annual declaration of payroll data (DADS) stating the characteristics of their employees and their remunerations. Up until 2004 the only available information on the geographical origin was a variable stating whether the employee is a French / foreign citizen. Since 2005 it is possible to distinguish EEA citizens and third country nationals among the foreign population.

The Labour Cost and Wage Structure Survey (ECMOSS) doesn’t contain questions on citizenship; but ad-hoc modules sent to individuals’ homes may sometimes
include variables of interest. The 2002 wave contained two such questions: citizenship and parents’ country of birth. However because of the small number of respondents of foreign origin the statistical database will probably only have the citizenship indicator in two positions. A new wave of the survey (4th semester 2007) will allow to distinguish immigrants and descendants of immigrants.

General surveys usually contain questions about the income of the respondent and the household. In some cases it is possible to distinguish between different types of resources (wages, social benefits, other sources of income, etc.). Surveys targeting migrants may also contain questions on amounts of money that the respondent has transferred to other people, living in France or abroad.

**E.2.c Housing and residential patterns**

All statistical sources separate primary residences from other residences (second homes, vacant dwellings, etc.). A primary residence is a dwelling ordinarily occupied by a household; the number of primary residences in France is equal to the number of households. At present the census contains about fifteen questions on the type of the current accommodation, its’ characteristics (size, type of heating, etc.), the occupational status of the residents (owner, tenant, etc.).

The Housing survey (*Enquête Logement*) is a regular survey carried out every four-five years on a sample of more than 45,000 households. Its main aim is studying the state and structure of the housing stock in metropolitan France, as well as the living conditions of the households. It contains socio-demographic characteristics of all household residents, including citizenship and country of birth. The 2006 survey introduced questions on the respondent’s parents (country and citizenship at birth).

General surveys also have questions on housing and residential patterns. Some surveys adopt a more biographic dimension (Life History Survey) and ask respondents to list all the places where they have resided and whether they have already lived in specialized institutions (boarding houses, prisons, community homes) or HLM (the abbreviation stands for ‘Habitation à Loyer Modéré’, literally ‘Housing for a Moderate Rent’ and indicates social housing). Surveys focusing on immigrant populations often ask detailed questions about accommodation just after the arrival in France (which can be problematic and is often provisional – staying with family, other immigrants).

**E.2.d Health and access to Healthcare**

The census does not contain question on the health status of the population and exploitation of administrative sources (social security files, etc.) is problematic. Therefore surveys are the main source on for the study of this topic. Two types of surveys can be distinguished. The first group includes general surveys containing only a limited set of questions on health (Continuous Survey on Households Living Conditions). In this case there are details on the respondent’s background, but information on the health situation is quite summary. The second group includes surveys focusing mainly on health and healthcare and providing detailed information on different aspects (Health and Health Insurance Survey, Disability, Functional
Limitations and Dependency Survey, Life Events and Health Survey, Life History Survey); however information of respondent’s origin may be limited. A new panel survey is being carried out at present: Health and Professional Survey (SIP). It explores the dynamics of health in the population and its relation to the persons’ professional histories and working conditions; it contains most variables of interest.

**E.2.e Education**

There are several statistical sources on education. The census and all general surveys ask respondents their highest level of education attained. Some surveys focus more specifically on education. The Education and Professional Qualification Survey (FQP) and Panel surveys carried out by the CEREQ on students leaving the school system (Generation surveys) give detailed information on the educational trajectories. Two similar surveys provide insight on the parent’s situation and their involvement in children’s education: Family Participation in Education (1992) and Education and Family (2003).

**E.2.f Family and household**

The statistical system distinguishes two types of households: private and collective (such as old people’s homes, hospitals, etc). The census enumerates the entire population; surveys, on the contrary, focus on persons living in private households (though there are exceptions such as the Handicaps, Disabilities and Dependency survey carried out among persons living in institutions and prisons). Consequently some migrant groups may be under-represented in these surveys if they tend to live in community homes for workers (this situation was more frequent in the past).

The present definition of the ‘household’ (ménage) is the following: group of persons living together in the same dwelling for which it is their primary residence, whether they are related to each other or not. According to this definition there is one household per dwelling. However since 2005 certain surveys (such as the Housing Survey, Family Budget Survey) have introduced a new concept ‘life unit’ (unité de vie) which is a group of persons living together in the same dwelling and sharing a common budget. It is therefore possible that a dwelling contains several households (in reality this situation is rare).

The census provides basic information such as current marital status and family structures; however it doesn’t cover marital or reproductive histories of individuals. General surveys may include dates of starting of union, characteristics of the spouse; retrospective surveys contain questions about previous unions as well. Respondents are often asked to fill in a table with their children and their basic characteristics, whether they cohabit or not (see Study of family history, 1999).

**E.2.g Political participation**

In France foreigners can't vote in national, nor local elections; consequently only naturalized migrants appear in election results statistics. The Centre for Socio-Political Data has been carrying out pre- and post-election surveys over the last
decades; these surveys contain variables on the origins of the respondent’s family (how many parents/grandparents were foreigners). Aggregated data is downloadable (http://cdsp.sciences-po.fr) and a special engagement form needs to be filled out to receive individual data.

In 2005 a survey on the vote preferences of the population of foreign origin was conducted by the Centre for Political Research at Sciences Po (CEVIPOF). Two samples were interviewed: naturalized French and French by birth (around 1000 respondents in each group). The results of the survey were published in 2005\(^3\).

General surveys ask respondents if they participated in the last national/local elections and explore other aspects of political participation (for example in associations or trade unions). Surveys targeting migrant populations provide insight on their citizenship situation (naturalization procedures, double citizenship, etc.).

F. Quality and scope of data collection

The preceding sections have described different data sources in France allowing the study of migration and integration of persons in France; at present we will evaluate their quality and scope.

As a whole we can conclude that migrant stocks are better covered than are migration flows. There is not one, but many institutions gathering information on migrants (section 1). Each institution collects only information on the migrants it encounters and important groups may be left out from some statistics (children, French and EEA citizens). The compilation of these statistics carried out by INSEE and INED give distinct results (mainly because different definitions of migrants are used). Another major limit of migration statistics is that there is no existing tool that would allow estimating returns of migrants. Once migration flows are established, there is often only basic information on migrants (sex, age, citizenship, country of birth) and important variables such as education level and employment status are lacking.

On the contrary, data on existing stocks of migrants and their characteristics are more numerous and, in our opinion, more complete. The census is a valuable source for several reasons: it contains questions on citizenship (at birth and current) and year of migration; because of sample sizes it is possible to study different migrants groups and distinguish migrants by period of entry.

As the census only covers a limited number of fields (household structures, employment and housing), surveys are often the only available source for someone working on other topics. In France there are usually one or several surveys covering the main topics for study of integration and discrimination and they are usually available to researchers. However survey use has some drawbacks. Firstly, as was mentioned in section 4, the detail of the information on one’s background will vary

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\(^3\) The results of this survey were published in BROUARD, Sylvain, TIBERJ, Vincent, Français comme les autres? Enquête sur les citoyens d’origine maghrébine, africaine et turque, Presses de Sciences Po, Paris, décembre 2005, 168 p (available in English).
(from a simple statement French / foreign citizen to citizenship at birth of parents). Secondly, despite the fact that surveys have relatively important sample sizes (at least 10,000 for general surveys), the low proportion of foreigners or persons with a migrant background reduces the sample sizes (to 1000-2000 respondents) one will actually be working with. Consequently it may prove problematic to break down sample by other important variables such as sex, period of entry, etc. General surveys over-representing the migrant population could be a solution to this problem (Life History - Identity Construction, 2003).

G. Accessibility of data

To summarize what has already been mentioned, the French statistical system is characterized by its dichotomy between statistical and administrative sources. The former are produced for researchers, students and the general public and are available in aggregated or individual format. The latter are created for administrators and managers and at best provide aggregate statistics for external users. There have been some changes in the area and it is likely that administrative data will become more accessible in the future; however for the moment it is not yet the case.

Most statistical datasets are accessible to the public under certain conditions. Two types of institutions can be distinguished: institutions that do not produce data, but act on behalf of other data producers; institutions producing and providing access to data.

The Quetelet network is the first centralized data archive institution in France and was founded in 2001. It offers access to data from the major research institutions cited in this paper and plans to open up to other disciplines (such as economics, geography, history). The online catalogue allows searching for statistical data available among partner institutions. Once the data is located, it is necessary to directly contact the distributing institution.

The Maurice Halbwachs Centre documents and diffuses micro-data from public statistics for the social sciences. An online catalogue (only in French) repertories over 400 datasets that can be searched using topic keywords, survey title and data producers.

The National Institute of Demographic Studies is a research institute that carries out studies using statistical data produced elsewhere (INSEE, INSERM, statistical institutes of other countries), as well as its own surveys. The website provides users with aggregated data built upon other statistical sources; the Survey Department puts at researchers disposal the statistical datasets produced at the institute.

The Centre for Socio-political Data is responsible for archiving and distributing surveys on political attitudes and value systems in France, results of national and local elections. Most of the data is available online where an interactive interface allows creating aggregated tables; a special demand must be formulated for access to individual data.
INSEE is the main statistical data producer in France. Many of its statistical datasets have been transferred to the Maurice Halbwachs Centre (censuses, major surveys) where they are available as individual and / or aggregated datasets. It is also possible to have access to some datasets on its website (this includes economic as well as social data) in different forms: time series, aggregated tables, articles, and individual data.

For access to one-time surveys produced by other research institutions or ministerial statistical offices, the persons responsible for the survey should be contacted directly.

H. Conclusions - Recommendations

The aim of this country report was to describe the organisation of the current statistical system in France and evaluate its' possibilities for the study of migrant populations. The previous sections have shown that the statistical system is based on three components: census, statistical surveys and administrative data and that major statistical sources include at least one variable of interest. It appears that migrant stocks are better covered than migrant flows, but on the whole it is possible to gather a certain number of information and carry out statistical analysis on the migrant population residing in France.

This situation may soon evolve because of two factors which have been mentioned previously: the change in the census organization and the creation of the Ministry of Immigration. In the first case, census data will no longer be a cross-sectional exhaustive dataset, but an annual representative survey of the entire population. Some aggregated data has become available on INSEE’s website, but the final results are unavailable as of now and it is not known when and in what format individual data will become accessible to external users.

The current government has announced the better management of the migration flows in France as one of its' priorities. This target is to be achieved within the newly created Ministry gathering together different administrations dealing with migrants. Several other changes are being implemented simultaneously such as the creation of the naturalization databases. The consequences of this reorganization for external users are yet unknown (disappearing / creation of publications, greater / lesser availability of data, etc). The execution of the European directive on migration statistics will also be one of the challenges in the near future. Some aspects of international migrations such as irregular migration have yet to be covered.

As we have shown, surveys play an important role in the statistical system and present many advantages: variety of topics, accessibility to external users, and inclusion of variables of interest; their main drawback is the sample size. The introduction of surveys targeting migrant populations has been seen a solution to this problem. The Geographical mobility and social insertion survey in 1992 was a premiere and their number has increased since 2000 (Immigrants' transition to retirement survey in 2003, Longitudinal survey on the careers and profiles of newly arrived or regularized migrants in 2006). The Trajectories and origins of migrants and their descendants survey is currently being carried out by INSEE and INED on a sample of 24.000 persons; this makes it the largest survey on migrants up to the
present. The questionnaire is similar to the 1992 surveys, but goes further in the study of discrimination and integration.

Locating information on a survey may turn out to be somewhat difficult (especially since a lot of the information is still only in French). The CNIS publishes a list of authorized surveys and the responsible organisms; however there are few details on the survey and persons to contact. The Centre Maurice Halbwachs facilitates the process since it assembles datasets and information on them, but at present it does not cover all surveys carried out in France.

The Prominstat database aims to fill in this gap. In addition to its use, it may be helpful to contact a research team working on these topics in France in order to have an "insider"s view. The following are some research teams in this field: International migrations and minorities research unit, INED; International migrations, spaces and societies research unit (Migrinter), Maison des Sciences de l'Homme et de la Société in Poitiers; Migrations and society research unit (URMIS), CNRS and universities of Paris Diderot, Paris 8 and Nice-Sophia Antipolis; Institute of Research on Education (IREDU), University of Bourgogne, Research team on Markets, employment and simulation (ERMES), CNRS and University Paris 2; Worlds and Dynamics of Societies research unit (MODYS), CNRS.
Bibliography


Couet, C. "INSEE’s Permanent Demographic Sample (EDP)." Courrier des Statistiques, English Series (13), 2007, pp. 29-38.


**Websites**

<table>
<thead>
<tr>
<th>Name (in French)</th>
<th>Name (in English)</th>
<th>Abbreviation</th>
<th>Website</th>
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<tr>
<td>Centre d’Études et de Recherche sur les Qualifications</td>
<td>Centre for Studies and Research on Skills</td>
<td>CEREQ</td>
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### Annex 1- Main data producers and data sources

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<tr>
<th>Responsible Institution</th>
<th>Dataset (with dates for most recent waves)</th>
<th>Type of dataset</th>
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<tr>
<td></td>
<td>Rolling Census (2004 - onwards)</td>
<td>Survey</td>
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<tr>
<td></td>
<td>Statistics of Births (annual)</td>
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<tr>
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<td>Statistics of Deaths (annual)</td>
<td>Count</td>
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<td></td>
<td>Statistics of Marriages (annual)</td>
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<td>Continuous survey on households living conditions (EPCV) (1996-2003)</td>
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<td>Statistics on income and living conditions (EU-SILC) (2004-onwards)</td>
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<td></td>
<td>Trajectories and origins of migrants and their descendants (TEO) (2008)</td>
<td>Survey</td>
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<td></td>
<td>Family participation in education (1992)</td>
<td>Survey</td>
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<tr>
<td></td>
<td>Migration statistics on entries of foreigners (annual)</td>
<td>Count</td>
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<tr>
<td>Centre for Studies and Research on Skills (CEREQ)</td>
<td>Panel surveys on students leaving the school system (generations 1992, 1998, 2001)</td>
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<td>Longitudinal survey on the careers and profiles of newly arrived or regularized migrants (2006)</td>
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