

Statistical Integration Initiatives for One Data on International Migration

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Abstract:

UN data showed that the number of international migrants was increasing from time to time. In 1990 there were 153 million international migrants and that number reached 272 million migrants by 2019. In 2019, Indonesia was ranked 11th as the largest migrant sending country. Unfortunately, the need for valid and reliable migrant data was not being met yet. At the global level, valid and reliable data were needed to monitor the achievements of SDGs and GCM as well as to fulfill the mandates of Indonesian constitution related to the protection of migrant workers. International migrant data often differed between ministries/institutions. The data differences encouraged the needs to immediately realize one data on international migration. The initial step was to hold a meeting between ministries/institutions to initiate coordination and consolidation. The meeting succeeded in identifying the initial three advantages that could support the coordination process, namely the presidential regulation related to one data, the migration data itself that was routinely collected by ministries/agencies, and the existence of the National Statistical System. The meeting also identified differences in international migrant data. Data differences were induced by several factors including: differences in sectoral needs and functions, differences in concepts and definitions, lack of data collection standards and methodologies, lack of expert personnel in the statistical process, and unintegrated data collection. In addition, the method of data collection conducted by ministries/agencies also tended to produce data that were problematic in coverage and up-to-dateness.

Keywords: Coordination, Indonesia, Integrated, Migrant, Statistics

1. Introduction:

The United Nations Department of Economic and Social Affairs (UN DESA) (1998) in its recommendation defines *international migrants* as any person who changes his/her country of usual residence. A person's country of usual residence is the country in which the person has a place to live where he/she normally spends the daily period of rest. Temporary travel abroad does not change his/her country of usual residence.

UN DESA (2019) shows that the number of international migrants is increasing. In 1990 there were 153 million international migrants. The number increased to 174 million migrants in 2000, 221 million migrants in 2010, and 272 million migrants in 2019. In 2019, Indonesia was ranked 11th as the largest migrant sending countries. BPS-Statistics Indonesia (2018) notes that the number of Indonesian population aged 5 years and over who departed and lived abroad in the period January 2010 - May 2015 reached 1.149.175 migrants. Most of these migrants went abroad for work purposes (94,64 percent). More than half of Indonesian migrants migrated to Malaysia (53,53 percent).

Aside from BPS-Statistics Indonesia, data on international migrants is actually collected by various ministries and institutions. Unfortunately, the data between ministries/institutions often has different values. The data differences may cause confusion for data users, especially for the government, in relation to policy making and its evaluation.

Valid and reliable data migration is very important and its availability is a necessity. The migration data is really needed to discern the achievement of SDGs (Sustainable Development Goals) indicators. 10 out of 17 SDGs goals contain targets and indicators that are relevant to migration or population mobility. At least eight of SDG targets mention *migration*. Targets 8.8 and 10.7 are highly relevant to migrant workers. The principle to "leave no one behind", including migrants, requires data disaggregation by migratory status. Thus, it opens up significant migration data needs. The Overseas Development Institute (ODI) (2018) mentions that in relation to the 2030 Agenda, migration is considered as a powerful tool for poverty reduction which can contribute to the achievements of all SDGs. Migration also raises a number of issues of vulnerability and risk. For example, women migrants who tend to work in sectors that are less touched by the regulation have a greater risk of becoming victims of exploitation and abuse, including human trafficking. Besides being important for SDGs, migration data is also important in the Global Compact for Migration (GCM). GCM is an intergovernmental agreement between UN member states that aims to regulate international migration in each of its dimensions. GCM even puts "collecting and utilizing accurate and disaggregated data as the basis for policy formulation" as the first objective. International migration data is also needed by Indonesian government to achieve the national goals set out in Law No.18 of 2017 concerning the protection of Indonesian migrant workers.

In 2019, Indonesia issued Presidential Regulation No. 39 of 2019 concerning "Indonesian One Data". The purpose of realizing Indonesian One Data is to produce accurate, up-to-date, integrated, accountable, easily accessible and interoperable data. The data also have to be carefully managed, integrated, and sustainable. In addition, One Data platform also needs data standards, metadata, data interoperability, unique reference codes as data identities for the realization of the Indonesian One Data. This idea has become a base for achieving One Data on International Migration.

2. Methodology:

2.1 Inter-ministerial/institutional meetings

The initial step to realize One Data on International Migration is coordination and consolidation between ministries/institutions. The step starts with a series of meetings to convey ideas and initiate further cooperation. The meeting emphasizes the importance and the advantages in realizing one data for international migration data including the existing problems. In addition, the meeting identifies data on migration from each ministry/institution.

2.2 Identification of data

Data identification from various ministries/agencies aims to learn about the information and the data that are already available. The identification process produces various information regarding the data or variables related to international migrants collected by each ministries/institutions.

2.3 Identification of the of data collection methods

Inter-ministerial/institutional meetings also obtain an initial overview of data collection methods from each ministry/institution. From the information on the methods used for each data collection, the potential weaknesses of the data could be assessed. The weaknesses of the data can be evaluated from the validity, coverage, and up-to-dateness aspects of the data.

3. Results:

3.1 Meeting results

At the meeting initiated by BPS-Statistics Indonesia, all relevant ministries/institutions present in the meeting enthusiastically responded when the idea of realizing One Data on International Migration was raised. On the first meeting, BPS-Statistics Indonesia presented the current conditions of international migration data, the importances of the data, the issues of international migration data, some potential coordination between related institutions, and steps that need to be discussed to achieve One Data on International Migration.

The meeting concluded some potential advantages and some problems on migration data. Three of great potential advantages to support international migration statistics, namely Presidential Regulation No.39 of 2019 concerning Indonesian One Data, routine data produced by the ministries/institutions, and NSS (National Statistical System). Meanwhile, there were several problems regarding the data, including differences in data produced by ministries/institutions due to unstandardized concepts, definitions, and operationalization. In addition, data collection has not been integrated and standardized due to lack of coordination. Therefore, more advanced analysis is needed to find out more detailed causes of differences in international migrant data of Indonesia. The availability of reliable international migration data is an urgent need, both at the global and national levels.

The second meeting focused on the discussion to identify the international migration data. This identification was carried out to follow up the causes of differences data between ministries/institutions by mapping the international migration data produced by ministries/institutions. BPS-Statistics Indonesia also presented an explanation of the NSS.

BPS-Statistics Indonesia presented a further explanation related to NSS based on Chief Statistician Decision No.5 of 2000 concerning NSS. NSS is an order consisting of elements of statistical data requirements, resources, methods, facilities and infrastructures, science and technology, legal instruments, and inputs from the *Forum Masyarakat Statistik* (Statistical Society Forum) which are regularly interrelated to form a totality in the administration statistics. The point of the NSS is coordination, integration, synchronization, and standardization carried out by BPS-Statistics Indonesia with all statistical activity organizers starting from planning, consultation on methodology and standard concepts, how to collect data, how to obtain data that can be integrated and interoperable, consultation on the results of data collection, to the dissemination of statistical information.

3.2 Available Data on International Migration

Table 1 shows the results of identifying data produced by each ministries/institutions. BPS-Statistics Indonesia produced migration data from the results of the Population Census, SUPAS (Intercensal Population Survey), Sakernas (National Labor Force Survey), and Susenas (National Socio-Economic Survey). BNP2TKI (The National Board for the Placement and Protection of Indonesian Overseas Workers) collects emigration data, especially Indonesian migrant workers (TKI) according to their placement. The Ministry of Law and Human Rights has collected data on immigrants based on the application for stay permit, both permanent and temporary stay permits. Meanwhile, the Ministry of Labor also has immigration data, especially migrant workers.

There were differences in migration data between ministries/institutions. For example, BPS-Statistics Indonesia (2018) recorded that approximately 1,08 million migrants went abroad for reasons of work between 2010-2015. For the same period, BNP2TKI noted that the number of migrant workers placed was around 2,1 million. These kinds of data differences certainly cause confusion for data users.

Data differences between ministries/institutions are caused by some reasons, such as the differences of the purpose of data collection, the differences in concepts and definitions, the absence of clear standards and methodologies when collecting data, the lack of skilled personnel in the process of data collecting and analysis, the difficulty in detecting people who already migrated far away. If there is no mechanism on standard registration of historical migration, the number of migrants can be underestimated .

Table 1. International Migration Data in Indonesia according to Data Sources

No	Source	International Migration Data
(1)	(2)	(3)
1	BPS-Statistics Indonesia	(1) Life-time and recent immigrants with various variables available in the census/surveys (2) 5-year period emigrants with various variables available in the Inter-Census Population Survey
2	BNP2TKI	(1) Migrants based on gender and destination country (2) Indonesian Migrant Workers (TKI) placed by province, gender, education, country (region) placement, employment sector
3	Directorate General of Immigration-Ministry of Law and Human Rights	Immigrants with variables: type of stay permit, gender, age, nationality, period of validity of stay permit, purpose of arrival, year of permit application
4	Ministry of Labor	(1) Foreign workers (TKA) with variables: country of origin, type of position, business sector. (2) Data collection on productive migrant villages (<i>Desmigratif</i>).
5	Ministry of Foreign Affairs	Indonesian citizens abroad by country
6	Ministry of Social Affairs	Indonesian migrant victims of human trafficking
7	Bank Indonesia	Remittance statistics
8	Customs	Custom Declaration Form
9	IOM (International Organization for Migration)	Refugees
10	Indonesian Migrant Worker Union	Cases experienced by migrants during pre-placement, placement period, and after placement.

3.3 Overview of international migration data collection

Each ministry/institution has various data collection methods (Table 2). The differences are caused by the different functions of ministries/institutions and differences in the purpose of data collection. Methods for migration data collecting in Indonesia by ministries/institutions include census/survey, registration, reporting (both manually and system/application).

Data collection methods used by ministries/institutions have several potential weaknesses. These weaknesses include: undercoverage because they primarily depend on data subject initiatives and problems in data updating. From the results of the discussion, it was revealed that the Ministry of Foreign Affairs had provided a portal connected to the registration database of the Ministry of Home Affairs (Civil Registration) and the database of the Directorate General of Immigration at the Ministry of Law and Human Rights. This portal is a potential thing to develop.

Table 2. Overview of Data Collection Methods and Potential Data Weaknesses

Ministry/ Institutions	Overview of Data Collection Methods	Potential Data Weaknesses
(1)	(2)	(3)
BPS-Statistics Indonesia	Population census and surveys, including household-based surveys that include questions on migration	Underestimate number of migrants, since the censuses/surveys are difficult to capture former household members who already migrated
Directorate General of Immigration-Ministry of Law and Human Rights	Depend on the participation of foreign residents to apply for stay permits	Although the data are collected systematically, the ministry states that the data are often not real-time
Ministry of Labor	Depend on submission notifications by companies that employ foreign workers online	Coverage: not all foreign citizens who work apply for permission
Ministry of Social Affairs	Collect data on victims manually and in-depth interviews with data collection instruments	Validity of data: still found some fake to no identity cases. Data collection can be delayed for victims who have mental disorders
Ministry of Foreign Affairs	Respondents voluntarily fill out online forms and website portals	Coverage: no obligation to fill in data results in less coverage
BNP2TKI	Operators in the regions input data according to their business processes	Unable to capture the number of people who cancel to work abroad
Indonesian Migrant Worker Union	Inputs complaints from various regions	Coverage: not all cases file complaints
IOM	In-depth interviews, monthly reporting results, secondary data	Coverage: not all cases will receive assistance from IOM

In 2020, BPS-Statistics Indonesia is conducting the population census. The census data has some potential to update the existing population data, including the current residence variables of residents. As part of the series of the census, BPS-Statistics Indonesia also plans to conduct a survey with a 5% sample of the population in 2021. Using a long form questionnaire, one sub-block of the questionnaire is designed to capture former household members who live abroad (international emigrants). Furthermore, in 2020, BPS-Statistics Indonesia is also starting to calculate the Recruitment Cost Indicator (RCI) according to the target of 10.7.1 SDGs. BPS-Statistics Indonesia incorporated questions related to migrant workers into one of the 2020 Sakernas sub-blocks. In addition to RCI, the new sub-block can provide data including: the number of Indonesians who have gone abroad to work, the year of departure in the last 5 years, and some bad experiences during the process of recruiting, working and returning to Indonesia.

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4. Discussion, Conclusion and Recommendations:

4.1 Discussion

Integration of international migration data from ministries/institutions need collective effort due to different considerations of each ministries/institutions on data collecting policies. The official secretariat/forum of One Data on International Migration is needed by the stakeholder that involves sustainable coordination.

4.2 Conclusion

1. Three potential advantages that supports cooperation and coordination between ministries/institutions are:
 - i. Presidential Regulation No. 39 of 2019 concerning “Indonesian One Data” for national policy
 - ii. Statistical data collected regularly by ministries/institutions
 - iii. The existence of National Statistics System
2. Differences in international migrant data were caused by several reasons including: differences in data needs, differences in concepts and definitions, lack of standard and methodology on data collection, lack of expert personnel, and unintegrated data collection processes.
3. Identification of data collection methods disclosed some potential weaknesses in the data coverage and up-to-dateness aspects.

4.3 Recommendations

The recommended steps to achieve One Data on Migration International: (1) continuous coordination through One Data on International Migration forum/secretariat; (2) further identification of metadata, purposes of data collection, the strengths and weaknesses of each data, the use of data to support policy making for other ministries/institutions, and the exploration t of data utilization potentials; (3) provide coaching/training to improve the personnel capability in collecting, processing, analyzing; (4) applying NSS steps in data collection (coordination, integration, synchronization and standardization); (5) dissemination of international migration statistics.

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