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INFORMATION ON MIGRANTS IN REGISTER-BASED CENSUSES

Long-term and short term migration in Iceland Analysis of estimation methods of Statistics Iceland

Note by the Statistics Iceland

SUMMARY

1. The paper examines the migration estimation methods of Statistics Iceland, especially in the light of its comparability with international guidelines. The paper concludes that even if the statistics do not distinguish between short-term and long-term migration, the population change due to migration is hardly affected, while allowing for timely final data. The gross migration flows are nevertheless overestimated. The paper examines the residence permits and compares with the actual duration of stay. The main findings are that if these can be used as an indication of intention to stay, close to 90% of all immigrants either stay for 1 year or more or expect to stay for 1 year or more

I. INTRODUCTION

2. Migration statistics are not only important for the fact that they contribute to the correct estimates of the population stock. They are also important for their own sake, casting light on the movements, volume and direction of persons. Until recently these statistics have been unregulated in the European context, allowing each member state of the EU to apply their own best methods for estimating migration flows.

3. This has now changed, with Regulation (EC) No 862/2007 of the European Parliament and of the Council on Community statistics on migration and international protection.¹ This regulation follows the international guidelines that have been developed under the auspices of the UN and other international bodies and defines external migration as change of residence in the territory of a Member State "for a period that is, or is expected to be, of at least 12 months".

¹ OJ L 299, 31.7.2007, p. 23.

4. In November 2009 Eurostat put forward a Draft Regulation for European statistics on Demography² for discussion at the Working Group on demographic statistics. The Draft regulation, while following the international guidelines, makes an important exception in case of register statistics. The legal residents and the registered persons are restricted to those who have lived continuously in the country for at least 12 months. The wording "is expected to be" is dispensed with as far as registers are concerned.

5. The present paper was put together in order to analyse the migration statistics of Statistics Iceland in light of the 12 months' criteria. The object was also to analyse the consequences of changing the international guidelines to only count persons who actual stayed for 12 months, but not those who intend to stay for 12 months in a given place. The focus is only on external migration. Although there may be regional consequences, these are out of scope of this paper.

6. The paper is organised in the following way: First there is a review of the current practice of estimating international migration in Statistics Iceland. Secondly, there is an analysis of the difference between the intention to stay and the actual duration of stay. Thirdly, there is an analysis of the impact of applying the 12 month continuous listing rule on the population statistics of Iceland. The paper concludes with a discussion of the main findings.

II. MIGRATION STATISTICS IN ICELAND

7. Migration statistics in Iceland have a relatively short history. Regular collection of migration statistics only started in 1961. By then the National Register of Persons (NRP) had operated for 8 years as a department of Statistics Iceland. Migration data were based on reports to the NRP. Until 1986 only those migration events that caused change of address from 1 December the previous year to 1 December the current year where counted.

8. In 1986, the operation of the NRP was changed from a one year cycle to a continuously updated register. The migration data collection was changed at the same time, including all migration events, irrespective of their duration or whether or not the migrants stayed overnight at their place of destination on 1 December. One of the consequences of this is that persons that migrate more than once during the year are also counted more than once.

9. Until August 2008 only persons from one or other of the Nordic countries could reside in Iceland without a residence permit. In order to be registered, the main rule was, however, that a foreigner must intend to stay for six months or more in order to be registered and receive a personal identification number. No such thresholds apply for Icelandic citizens.

10. In August 2008 the Directive 2004/58/EC on free movement of persons³ was implemented, whereby all EEA citizens may apply for registration after three months of stay. Once registered, the person may migrate as often as he or she pleases, the non-EEA citizen of course only while their permits are valid. Eligibility for social and health insurance is, however, limited to only those persons – regardless of citizenship – that have had their legal residence in Iceland for at least six months.

² Draft regulation on European statistics on demography. ESTAT/F1/DEM(2009)03/GL Annex 1.

³ OJ L 229 29.6.2004, p. 35

11. The only limits that apply to emigration in terms of intention to stay is implied by the multilateral agreements between the Nordic countries. A person who moves to one of the Nordic countries cannot register the arrival/departure unless he or she intends to stay in the country of destination for six months or more.

12. Although the NRP has been operated as a continuous register for almost a quarter of a century, vestiges of old procedures are still discernible. This is especially pronounced when considering corrections for emigrants who have left the country without reporting. These tend to be collected for a special effort in October, November and early December in time for the 1 December population counts, which is still required by law for some administrative purposes. The yearly migration statistics may not suffer because of this in the long run,⁴ but the quarterly migration statistics for certain tend to be skewed.

III. SEPARATING LONG TERM FROM SHORT TERM MIGRANTS

13. The international guidelines define usual residents as those who have already stayed for more than 12 months in the territory or who intend to stay for more than 12 months. This apparently causes a problem of overestimation of either net migration or population stocks in the Icelandic data, as the immigrants who arrived in, say, December with the intention of staying for less than a year can not be separated from the long term migrants. This is, however, not entirely true, because the presumed overestimation is offset to a large degree by the short term emigrants leaving at the same time. Furthermore, it is clear the problem is restricted to those short term migrants (immigrants or emigrants) who stay over the end of the year as only they would affect the stock estimates and the migration flows.

14. The following analysis looks at this issue from three different angles. Firstly, we look at what can be known about the migrants' intention to stay. Secondly, we look at the actual durations of stay that have been recorded. Thirdly, we look briefly at how applying a 12 month retrospective rule about the listing of persons in registers would affect the production of the Icelandic population statistics

IV. THE INTENTION TO STAY

A. Data on intention to stay are incomplete

15. Statistics Iceland does not have data on the intention of the migrants as to how long the stay will last. None of the registration forms used by the National Registry asks this question, except that foreigners (non-EEA and non-EFTA) requesting a personal identification number are supposed to check a box for the intention to stay for 0–3 months, 3–6 months, and 6 months or more. The responses are not recorded, but those intending to stay for less than 3 months are recorded in a separate register with all other who have been issued a personal identification number but without ever having legal residence in Iceland.

⁴ If these efforts are for some reason slacked there will be an accumulation of errors in the stock estmates. This can be seen from the registers in the last few year. No special efforts are discernable in the last quarter of 2004 to 2007, while there was extraordinary high number of persons struck off the registers in the last quarter of 2008 and 2009, the majority of which with a migration day prior to the year of the registration event.

16. Residence permits have presumably some relation to persons' intention to stay in a given country. The application forms usually have the intended duration of stay, and it can be presumed that the immigration authorities don't usually issue a permit for a longer period than needed. Unfortunately, the usefulness of these data is now severely limited, as EEA citizens, who form the bulk of immigrants in Iceland (see table 1), are as of August 2008 no longer required to obtain residence permits, as discussed above.

Table 1. Number of immigrants by country of citizenship/origin 2003–2007								
	Country of	citizenship	Country of origin					
	Number	Percentage	Number	Percentage				
Total	39 205	100,0	39 205	100,0				
Iceland	14 272	36,4	-	_				
Nordic countries	2 063	5,3	11 801	30,1				
Other EEA countries	17 591	44,9	19 799	50,5				
Other countries	5 279	13,5	7 605	19,4				

17. The Directorate of Immigration of Iceland collects data from non-EEA immigrants that seek temporary resident permits. The form contains two dates, start and end of the requested permit. These dates are poorly filled out. As a rule the Directorate of Immigration issues temporary permits for 1 year, unless the migrant specifically requests a shorter period.⁵ Only those persons who are issued a residence permit for more than 6 months are registered in the National Register of Persons with domicile in Iceland.⁶

18. For the purposes of this paper, the Directorate of Immigration provided Statistics Iceland with data on resident permits for 2003 to the present. We use only the 2003–2007 data, as they are the most comprehensive. The permit data were matched with the migration database at Statistics Iceland. Altogether 53 779 permits were issued in the period to 32 248 individuals. We could match 22 863 permits with first time immigrants, or 98.8% of all non-Nordic immigrations in that period. EEA citizens were the holders of 78.6% of the permits, most of them were from the new Member States.⁷ Permits that were issued but could not be matched with new immigrants were mainly related to foreign embassies, personnel or family of the American military living outside the base, children born in Iceland, renewals of permits and to persons who for some reason were not eligible for registration with legal residence in Iceland.

19. Most immigrants who are issued residence permits stay for one year or longer (table 2), even if their initial permit was only issued for less than one year. Over the five year period in question, the Directorate of Immigration issued 12 275 permits for less than one year, 78.5% of these actually stayed for at least one year. In contrast, 10 588 permits were issued for one year or longer. Of these 2 208, or 20.9%, stayed in Iceland for less than one year. Table 2 also shows that 45.5% of those who actually stayed for less than one year were issued a residence permit for one year or more.

20. Altogether 20 220 immigrants, or 88.4% of the total, either stayed for 12 months or more or had been issued a residence permit for 1 year or more.

⁵ Information from Fríða Breiðfjörð at the Directorate of Immigration, 15 November 2009.

⁶ Information from Erla Hallsdóttir at the National Registry, 12 November 2009.

⁷ The new Member States acceding in May 2004 counted with EES in 2003.

Table 2. Residence permits and actual duration of stay 2003–2007										
			Actual duration of stay							
			Less than 6 6 months - 1 year							
		Total	months	<1 year	more					
Residence permits issued for										
	Total	22 863	2 116	2 735	18 012					
	< 6 months	1 946	294	188	1 464					
	6 months - <1 year	10 329	766	1 395	8 168					
	1 year or more	10 588	1 056	1 152	8 380					
%										
	Total	100.0	9.3	12.0	78.8					
	< 6 months	8.5	1.3	0.8	6.4					
	6 months - <1 year	45.2	3.4	6.1	35.7					
	1 year or more	46.3	4.6	5.0	36.7					

21. It should, however, be noted that the figures on actual duration of stay are to some extent inflated by the problem of the foreigners not reporting their departure. For a more detailed look at that issue and more, see a second paper by the author

V. ACTUAL DURATION OF STAY

A. Data on actual duration of stay are available from 1986

22. Statistics Iceland has detailed data about the actual duration of stay from early 1986. There is a sizeable portion of all long term migrants, if issuance of long term permits is any indication, who change their mind during their stay. They will return even before the 12 months are up. The Icelandic migration data cannot separate these from those whose intention were actually to stay for less than a year. The "intentionally" long term migrants will thus have to be treated as if they were short term migrants in the following analysis. Similarly, there are probably groups of short term migrants, i.e. intended to stay for a short while, who they prolong their stay and thus transform into long term migrants.

23. The following analysis attempts at estimating the size of these groups using information about the actual migration date. We will use the terms short-term emigrant for any person who leaves Iceland but returns within 1 year, and the term short-term immigrant for any person who enters Iceland but returns back abroad within 1 year.

- 24. We can define the following migration events:
 - 1 Short-term emigrants within a calendar year, leaving
 - 1b Short-term emigrants within a calendar year, returning
 - 2 Short-term immigrants within a calendar year, entering
 - 2b Short-term immigrants within a calendar year, leaving
 - 3 Short-term emigrants staying over 31 December, leaving

- 3b Short-term emigrants staying over 31 December, returning
- 4 Short-term immigrants staying over 31 December, entering
- 4b Short-term immigrants staying over 31 December, leaving
- 5 Emigrants, leaving⁸
- 6 Immigrants, entering.¹

25. The classification of the events above shows that when dealing with short-term migration in migration databases, a special sort of event has to be defined. This is the return event, which is not a separate migration event, but serves to terminate the spell of short-term stay away from the point of origin. A person may come to Iceland with the intention of staying for, say 4 months. Then the person leaves, never to come back. Strictly speaking, the first event is short term and the second event long term. When the object is to count only long-term events from registers, however, both the leaving/entering events and the return events have to be discounted.

26. Table 3 contains the detailed disaggregation of the 10 events described above. The table also calculates the net migration, using only those who stayed for 1 year or more, and compares this with the net migration as published by Statistics Iceland.

27. Two main observations can be made. Firstly, that the errors of estimation due to short term migration concern mostly the gross figures. The short-term emigration events amount to 28.9% of all emigrations, and short-term immigration to 23.9% of all such events in the period 1987–2007. These rates have been relatively stable over the years, except that the short term immigration fell sharply in 2005.⁹ Until then the short-term emigration and immigration rates were on the same level, with a small but a definite negative correlation between the two rates.

28. Secondly, the table shows that the effects on the net migration, and thus on the population stock figures, are minimal. In the 21 years of observation the effect is small but with a slight bias, i.e. an annual average of 11 persons overestimation of the net migration compared with counting only those who have stayed 12 months or longer at their place of destination.

VI. CONSEQUENCE OF USING THE RETROSPECTIVE RULE OF 12 MONTHS ACTUAL DURATION OF STAY

29. As we do not have information about the intention to stay, counting only those who have been in the country for one year or more, or stayed abroad for one year or more would have some obvious consequences. The main one is that we cannot know which migration events are long term in a given year t until year t+1 is over. This is quite apart from the fact that migration events in any given year are often reported late and not in time for publication. It is thus equally obvious that direct estimates from the registers would be inapplicable and some estimation methods are called for.

⁸ Persons who die within 12 months of emigrating or immigrating are counted as long term migrants.

⁹ This might indicate that either the immigants entering in the "bubble" years of 2005 to 2008 were especially prone to not reporting their departure, or that they tended actually to stay longer than had previously been the case. The author suspect that this is more due to negligence than an actual drop in the share of short-term migrations.

30. Such estimation methods are being used in many of the so-called register countries and have yielded good results. The method is simple: instead of counting only those who migrated within a given year, all migration events registered in a given time frame of one year are counted. Assume that publication date is set in the March each year t+1. Then all migration events in year t that were recorded in year t or in January and February of year t+1 are included, plus all migration events that occurred in years < t and were recorded in March year t until February of year t+1. The second category of migration events can be seen as a proxy for all migration events of year t that are still to be reported at the time of publication.¹⁰

31. In measuring migration with a retrospective 12 month rule this method has, however, an obvious drawback. Only long-term migration events happening in January and February of year t can be observed, while all other events reported are those that happened before year t and couldn't be reported until year t+1. Even if the timeliness of the publication is compromised and migration data published as late as July of year t+1, we would still end up in a situation where the latter half of year t has to be estimated by prior data and modelling.

32. Furthermore, keeping track of these events is a bit complicated. In the current statistics it is sufficient to keep track of the registration of events and when an event actually occurred. Implementing a 12 month retrospective rule divides all known events at any given point additionally into determined and non-determined events, i.e., those that we know by then if are short-term or long-term migration events and those where we still have to wait and see. On top of that, all determined events have to be divided into the two short term termination events (departure and return) and long-term events.

33. In short, any application of a retrospective 12 month rule on the register data set would have to be implemented by reducing the timeliness of the data and/or introducing heavy modelling for estimating the migration flows in a given year.

34. When modelling on that scale, it would be silly not to introduce also estimates of the number of persons who *intended* to stay for long-term but changed their mind. According to the international guidelines, these are also long-term migrants. We would then, however, no longer be discussing register-based statistics

VII. A COMPROMISE

35. Considering again table 2, we may notice that if we were to apply a threshold of 6 months' stay, the number of persons who actually stayed for 6 months or longer in the period 2003–2007 is of similar size as the number of persons who were either issued a longer residence permit or who stayed for 1 year or more in Iceland, 20 328 compared with 20 800. Figure 1 shows the number of migrants staying at point of destination for 6 months or longer as a percentage of all migration events by destination. The numbers have been relatively stable, somewhat below 90%. Somewhat higher share of long-term immigrants in recent years could well be because of neglects in reporting departure.

¹⁰ This is the method of Statistics Norway, cf. their website, www. ssb.no. Other countries have different approaches. Statistics Iceland has a simplified version, counting only those migration events that were recorded in year *t*. This is discussed in a second paper by the author, "The population statistics in Iceland", presented at the Joint UNECE/Eurostat Expert Group Meeting on Register-Based Censuses, The Hague, 10-11 May 2010.





36. It can be suggested to use the 6 month benchmark as a compromise in producing migration statistics from the registers without reverting to modelling. The drawback is that, at least for Iceland, the final migration and population statistics won't be available until July of year t+1. That, however, may be a price that we could be willing to pay.

37. When estimating the net migration, using the 6 month criterion is closer to the current method, especially less variable, than when estimating 12 months of actual duration of stay, see Figure 2. Both perform well on the average.





38. In the long term, however, the best solution would be to introduce an actual measurement of the intentions of the migrants. It is viable – but of course not cheap – to add a box check on the notice of migration forms whereby the migrant may indicate his or her intention with regard to the duration of stay.

VIII. DISCUSSION AND CONCLUSION

A. Gross flows overestimated, net migration hardly affected

39. The major weakness of the migration statistics of Statistics Iceland is the overestimation of the gross migration flows in Iceland. The net migration is, however, apparently to a large degree unaffected.

40. The international guidelines define long-term migration using two criteria. A migrant is a person who has stayed in the place of destination for more than 12 months or who *intends* to stay for more than 12 months. Unless there is an item in all the migration and change of residence forms about the intention of the migrants, the intention to stay cannot be ascertained. In assessing how well the Icelandic migration statistics perform against the international guidelines, we have direct evidence as to the actual duration of stay criterion, but only indirect with regard to the intention to stay criterion.

B. Actual duration of stay

41. Examining the direct evidence on actual duration of stays between 1987 and 2007, long-term flows are approximately 71% and 76% of all immigration and emigration flows, respectively. This gap reduces to 71% and 73%, respectively, when restricting the analysis to the period 1987 to 2004. This suggests that when the migration flows are only defined on the basis of the actual duration of stay the gross flows gross immigration flows are overestimated by about 32%, and the emigration flows by between 37% to 41%.

42. Only about half of this overestimation can be removed in a timely fashion, i.e. those short-term events that exclusively occur within the reference year or which are determined before a reasonably short waiting period is ended

C. Net migration without bias

43. Relying solely on the criterion for 12 months of stay, the analysis shows that for estimating the population stock, the method used by Statistics Iceland is fairly precise and virtually without bias (< 0.005%). The gross deviations are somewhat higher, but still below 0,05%. The relative effect on the net migration is higher, but still reasonably low.

D. Indications of intentions to stay

44. Data on intention to stay which are available to Statistics Iceland are only indirect, refer not to Icelandic or Nordic citizens, and only to immigrants that are registered for the first time in the National Population Register. Since August 2008 these are furthermore restricted to non-EEA citizens. The data may nevertheless cast some light on the relationship between actual duration of stay and the intention to stay.

45. Table 2 showed that an issuance of a permit for less than 1 year is not a good predictor of the actual duration of stay. Most persons stay longer, in many cases, not shown in the summary, on a renewed permit. The majority actually stays for one year or longer.

46. Altogether, 88.4% of those that were issued a residence permit in the years 2003–2007 were either issued a permit for 1 year or longer or stayed for 1 year or longer. We do not, of course, know about the actual intentions of those persons. Assuming, however, that this percentage can be applied to all migrants, the overestimation of the gross flows is approximately 13%, a sharp difference from the estimated 31-40% overestimation, if we only rely on the 12 month actual duration of stay criterion.

E. A compromise

47. The paper showed that applying a 6 months actual duration of stay criterion for long-term migration would hardly affect the net migration estimates and provide estimates for the gross flows that are reasonably close to the actual flows, assuming that the results from the analysis of the residence permits hold true. It was suggested that this might be a reasonable compromise for producing timely statistics from registers without reverting to extensive use of models.

F. The best solution

48. The ideal solution would, however, be the actual measurement of the intention to stay. This could be added to the Notice of migration forms

G. Other issues

49. This paper has dealt with the migration data available to Statistics Iceland by ignoring issues of reporting delays and accounting methods. These issues will eventually have a bearing on how timely and accurate statistics can be produced. These the issues are dealt with in a second paper by the author, although conclusions as to migration statistics are not drawn. These will have to wait for a third paper.

H. Conclusion

50. The method of estimating the changes to the population at Statistics Iceland due to external migration has its merits and drawbacks.

51. The main drawback is the problem of separating short-term and long-term migrants, as information about the intention to stay is unavailable. Making some wild assumptions about the relationship between residence permits and the intention of all external migrants as to the length of their stay, the overestimation is perhaps around 13%. It was suggested, that absent information about the intention to stay, this overestimation could be countered by reducing the criterion for actual duration of stay to about 6 months from 12 months.

52. The main advantage, however, of the current method is the timely production of both flow and stock statistics, which are possible in the first two to three months after the end of the reference period. This more than pays for any small errors in the estimation of the net migration, which over a period of 21 years amounted to less than 0.005% on the average.

Table 3. Short-term and long term migration in Iceland 1987–2007												
		Short tern	n migrants		Short term migrants						Published	
		in same cal	endar year ¹	OV	er two con	secutive yea	rs	Lon	g term mi	grants	by StatIce	
		Emig-	Immig-	Emig	rants	Immig	rants	Emig-	Immig-	Net	Net	Diffe-
		rants (1,1b)	rants (2,2b)	Leave	Return	Enter	Return	rants	rants	migration	migration	rence
	1987	269	133	254	240	260	160	1 592	2 714	1 1 2 2	1 208	86
	1988	209	320	219	254	300	260	1 677	3 068	1 391	1 466	75
	1989	239	164	326	219	169	300	2 812	1 964	- 848	-1 086	-238
	1990	337	153	326	326	194	169	2 862	2 156	- 706	- 681	25
	1991	270	208	217	326	248	194	2 093	2 937	844	1 007	163
	1992	221	202	188	217	271	248	2 354	2 048	- 306	- 254	52
	1993	200	197	249	188	197	271	1 984	1 916	- 68	- 203	-135
	1994	240	155	333	249	184	197	2 511	1 848	- 663	- 760	-97
	1995	370	131	398	333	145	184	3 202	1 888	-1 314	-1 418	-104
	1996	446	132	387	398	221	145	2 998	2 467	- 531	- 444	87
	1997	390	176	340	387	263	221	2 794	2 774	- 20	69	89
	1998	435	158	357	340	194	263	2 469	3 435	966	880	-86
	1999	342	244	293	357	249	194	2 590	3 593	1 003	1 122	119
	2000	290	186	307	293	282	249	2 457	4 152	1 695	1 714	19
	2001	306	197	320	307	190	282	2 929	4 002	1 073	968	-105
	2002	394	184	387	320	162	190	3 335	3 155	- 180	- 275	-95
	2003	327	137	383	387	205	162	2 828	2 648	- 180	- 133	47
	2004	392	483	373	383	336	205	3 367	3 756	389	530	141
	2005	310	219	307	373	393	336	2 741	6 478	3 737	3 860	123
	2006	286	452	410	307	498	393	3 036	8 289	5 253	5 255	2
	2007	497	636	416	410	567	498	5 367	10 436	5 069	5 132	63

¹ The gross figures are found by multiplying each column by two

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	Short term migrants		Short term migrants							Published	
	in same cale	endar year ¹	ove	r two cons	ecutive years		Long term migrants		by StatIce		
	Emig-	Immig-	Emig	grants	Imm	igrants	Emig-	Immig-	Net	Net	Diffe-
	rants (1,1b)	rants (2,2b)	Leave	Return	Enter	Return	rants	rants	migration	migration	rence
1987	197	74	63	49	51	34	2 040	3 245	1 205	1 208	3
1988	155	135	52	63	69	51	2 292	3 729	1 437	1 466	29
1989	164	114	84	52	37	69	3 410	2 388	-1 022	-1 086	-64
1990	238	120	54	84	41	37	3 398	2 683	- 715	- 681	34
1991	192	132	47	54	50	41	2 570	3 561	991	1 007	16
1992	167	105	30	47	39	50	2 861	2 601	- 260	- 254	6
1993	141	124	60	30	26	39	2 537	2 377	- 160	- 203	-43
1994	183	95	74	60	32	26	3 058	2 306	- 752	- 760	-8
1995	278	76	101	74	35	32	3 798	2 404	-1 394	-1 418	-24
1996	337	82	86	101	48	35	3 568	3 096	- 472	- 444	28
1997	282	99	66	86	53	48	3 4 2 6	3 470	44	69	25
1998	305	105	83	66	33	53	3 136	4 053	917	880	-37
1999	208	137	75	83	43	33	3 210	4 314	1 104	1 122	18
2000	216	129	64	75	67	43	3 037	4 716	1 679	1 714	35
2001	211	116	81	64	33	67	3 559	4 578	1 019	968	-51
2002	290	107	117	81	26	33	3 943	3 711	- 232	- 275	-43
2003	232	101	101	117	32	26	3 377	3 222	- 155	- 133	22
2004	291	195	90	101	30	32	4 212	4 733	521	530	9
2005	228	162	69	90	78	30	3 424	7 215	3 791	3 860	69
2006	202	229	97	69	81	78	3 971	9 251	5 280	5 255	-25
2007	395	279	106	97	63	81	6 553	11 712	5 159	5 132	-27

¹ The gross figures are found by multiplying each column by two